

12417

Contents.

1. Industrial Transference Board  
Report (U.K.) (Cmd.3156)  
1928. pp. 1-42.

X9(D3) : 928.3 N3E F8

2. Ministry of Labour Report, 1935.  
(Cmd.5145). 1936. pp. 43-116.

X:9.37 G6

3. dto., 1936. (Cmd.5431). pp.117-199.

X:9.37 G7

4. dto., 1937. (Cmd.5717). pp.193-262.

X:9.38 G8



# INDUSTRIAL TRANSFERENCE BOARD REPORT

*Presented by the Minister of Labour to  
Parliament by Command of His Majesty  
July, 1928.*

LONDON:

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:

Adastral House, Kingsway, London, W.C.2; 120, George Street, Edinburgh;

York Street, Manchester; 1, St. Andrew's Crescent, Cardiff; 9

15, Donegall Square West, Belfast;

or through any Bookseller.

1928

Price 1s. 6d. Net.

Cmd. 3156.

INDUSTRIAL TRANSFERENCE BOARD.

APPOINTMENT.

---

MINUTE BY THE MINISTER OF LABOUR, DATED  
6TH JANUARY, 1928.

---

In pursuance of the decision of His Majesty's Government, I hereby appoint

Sir Warren Fisher, G.C.B., G.C.V.O.,

Sir John Cadman, K.C.M.G., D.Sc.,

Sir David Shackleton, K.C.B., J.P.,

to be a Board for the purpose of facilitating the transfer of workers, and in particular of miners, for whom opportunities of employment in their own district or occupation are no longer available.

X9 (D3) : 928.3.N36

F8  
12417

---

# REPORT.

To the Right Honourable Sir ARTHUR STEEL-MAITLAND, Bart., M.P.

SIR,

1. We were appointed by your Minute of 6th January, 1928, "for the purpose of facilitating the transfer of workers, and in particular of miners, for whom opportunities of employment in their own district or occupation are no longer available."

## I. INTRODUCTORY.

2. The unemployment situation which we have had to consider has not arisen suddenly nor is it peculiar to this country. There was unemployment before the war, though exact comparison with post-war experience is not possible owing to the absence of full statistics for the earlier period. In 1907-8 unemployment in some of the heavy industries reached figures comparable with those with which we are now familiar, and was experienced in most trades. But it was more evenly distributed, its period of intensity was relatively short and recovery from it was general. After the war there was a trade "boom," but in 1921 there succeeded an intense industrial depression affecting all industries at first, and continuing; with fluctuations, in several important industries up to the present time. The figures of unemployed persons on the records of the Ministry of Labour have varied between 2,558,000 in May, 1921, and 978,000 in May, 1927.

3. The present situation differs in many important particulars from previous "slumps." On the one hand, there is active progress among a large range of non-basic industries, even although trading conditions for these are difficult. Moreover, development in industry is tending to spread more and more widely over the country as communications improve and electric power comes into greater use. On the other hand, employment in some of the basic industries tends to become less and less regular. None the less, these are the industries which must continue to play a dominant part in our economic life. They are essential to our economic stability. But we are not entitled to expect them to play as important a part in affording opportunities for heavy manual labour in the future as they have played in the past.

4. It is important to remember these parallel tendencies, for an appreciation of them is fundamental to an understanding both

of the problem and of our conclusions. It would indeed be a grave outlook for the industrial future of this country if no compensating advance could be discerned to offset the economic difficulties of some of the big industries. And that this compensation is a reality may be seen from numerous pieces of evidence, such as the general steadiness of revenue, the increase in the savings of small investors and other financial returns. We select as particularly relevant to the consideration of our problem and as helping to correct a too pessimistic generalisation about the extent of unemployment, the figures published in the Ministry of Labour Gazette in February, 1928, showing that over a period of  $2\frac{1}{2}$  years from October, 1923, to April, 1926—years that were by no means free from serious hindrance to industry, both internally and externally—out of  $11\frac{1}{2}$  million workpeople insured under the Unemployment Insurance Acts, nearly 8 million drew no unemployment benefit at all, and of the remaining  $3\frac{1}{2}$  million, the benefit drawn by  $2\frac{1}{2}$  million in no single case exceeded 100 days in all. These figures indicate how regular employment was for the majority of workpeople, and that continuous unemployment was restricted to a comparatively small proportion of the industrial population.

5. But in sketching in this background of the employment market, we do not wish to put into false perspective the foreground, that although successive Governments and Parliaments, from the years 1921 to 1927, have taken a number of remedial measures, there are at present over 1,100,000 persons recorded as unemployed on the Ministry of Labour registers. These figures are themselves sufficient to dispel any illusion that the problem is of small dimensions or is amenable to solution by any single remedy or universal panacea.

6. The material already in the possession of the various Government Departments has provided a convenient starting-point for a survey of the problem and for a consideration of possible remedies. In particular the Ministry of Labour and the Oversea Settlement Department of the Dominions Office have afforded us specially useful help. In the course of a wide range of investigation and consultation we have visited South Wales, the North East Coast and Scotland, and have met there representatives of coalowners and workers and of other local industries; we have inspected employment exchanges, juvenile unemployment centres and training centres for young men and have endeavoured to form some idea of the human aspect of the task which has been set for us.

7. We were not appointed to supersede existing Departments or agencies, nor were we given executive power or responsibility

ourselves to effect transfers. We were appointed in order to advise how best to accelerate and intensify the process of transfer of labour already going on through individual initiative, through the machinery of the employment exchanges, the Government training centres for unemployed adults (both for home and overseas), the juvenile unemployment centres and the facilities provided for transfer overseas both under the Empire Settlement Act, 1922, and by ordinary migration. We have therefore studied closely the working of these various agencies and have already made a number of suggestions which have been adopted. Instances of these are the opening of new training centres for young men in this country at Bristol and Dudley, extensions at similar training centres already established, an extension of the scheme of juvenile unemployment centres in the mining areas, extensions in the training centres for migration overseas at Brandon and Claydon, in East Anglia, and the provision of additional facilities to assist the movement of unemployed persons, particularly of married men, to areas of new employment in this country.

8. We have accepted as a fact the existence of a problem of surplus labour in certain industries, requiring to be dealt with by transfer. We have therefore regarded as our immediate business all measures which would in any way assist the transfer of workers either in this country or overseas, concerning ourselves largely with the agencies and the machinery through which such transfers can be carried out and the removal of hindrances to transfer. We have not excluded from our survey the possible creation, by direct intervention in the employment market, of opportunities for employment through transfer. At the same time we have felt bound to have regard to the settled financial policy of the country and to follow the general lines of this policy in reviewing any of the more ambitious schemes, involving heavy outlay of money, which have been brought to our notice.

9. Acting upon this view, we have not felt it within our province to examine, for example, such matters as the reorganisation of the coal and iron and steel trades by amalgamation and grouping, or the possibilities of immediately increasing the employing capacity of the iron and steel and coal trades (and so reducing the size of the "surplus") through such aids as a general subsidy to those trades or a tariff on imported steel or a bounty on export coal. Similarly we have not examined the question of the reversal of the present legislation on the permissible hours of employment in the coal industry. We are under no illusions about the necessity for a reorganisation from within of the heavy industries; it is beginning already and will continue. But it seems clear that in its first phases at any rate reorganisation means concentration of production in the most economic units,

and unless this leads to an immediate and substantial expansion of markets through lower prices, a contraction and not an increase of personnel is involved. As for the other proposals mentioned above for meeting the troubles of the heavy industries, probably involving contentious legislation, they are still in the region of debate and controversy, and we do not consider that it would be of practical value for us to attempt to pronounce upon them.

10. Likewise, we have not felt it necessary to examine the suggestion that, as industry generally (with certain exceptions) is not expanding sufficiently to absorb the surplus labour as fast as is desirable, a change in monetary policy by way of inflation should be considered as a means of stimulating employment. Nor have we examined certain related suggestions which have been put forward, such as the raising of a large development loan or the flooding of the money market with cheap credit provided under Government guarantee by means of a revived and extended scheme of Trade Facilities loans for industry generally. If a policy were to be adopted of artificially stimulating industrial activity generally with the object of absorbing surplus labour from the heavy industries, the scale on which the economic intervention by the State would have to take place would be unparalleled in any other age or country. Apart, therefore, from the doubt that exists as to the physical possibility of successful achievement on such lines, and the far-reaching reactions upon the economic and industrial structure of the country resulting from such intervention in a sphere where failure would mean, at the least, a disastrous setback, we have felt that the implications of such schemes in their wider form clearly place them outside our province. We are concerned with the possibilities of a rapid transfer of workpeople from the depressed areas. Projects, therefore, which would certainly arouse prolonged controversy before acceptance—even if they were to be accepted—cannot have any immediate and practical value for us.

## II.—THE SURPLUS

### *The Extent of the Surplus.*

11. In considering the problem, we have concentrated attention primarily on the coal-mining industry where unemployment presents special features which make its incidence, generally speaking, a more serious social problem than in other industries in which unemployment is nevertheless severe. At the same time we have not overlooked the existence of a considerable volume of unemployed labour in other heavy industries at the present time, or the possibility that schemes of re-organisation may reveal the existence of surplus personnel in other industries.

12. Various estimates of the extent of the permanent surplus in the coal-mining industry have been put forward ranging from under 100,000 to over 200,000. The main factors which impress us are :—

(1) The present volume of unemployment in the industry and the persistence of this unemployment over a fairly long period with comparatively small fluctuations, as shown by the number of insured persons unemployed at various dates from January, 1927, to date :—

—			Wholly Unemployed.	Temporarily Stopped.*	Total.
January, 1927	...	...	146,740	53,868	200,608
July, 1927	...	...	132,523	125,743	258,266
December, 1927	...	...	142,156	65,100	207,256
January, 1928	...	...	138,589	72,645	211,234
February, 1928	...	...	144,507	70,993	215,500
March, 1928	...	...	148,066	52,009	200,075
April, 1928	...	...	159,128	49,295	208,213
May, 1928	...	...	161,300	84,290	245,590

\* Persons with a prospect of resuming work within six weeks, mainly consisting of those who work less than a full week.

It will be noted that high figures of unemployment have persisted during a season which is normally a time of large demand.

(2) The extent of short-time working in the industry—which is much greater than the figures recorded by the Ministry of Labour of persons “temporarily stopped” would indicate. Thus, according to returns furnished to the Mines Department, on the average about 450,000 persons have worked less than the full normal number of shifts in each week since the beginning of this year on account of loss of trade or transport difficulties. Of these, about 235,000 lost one day only; 135,000 two days; and 80,000 more than two days, the total time lost per week from these causes being on the average .81 of a day, equivalent to the full time working of over 100,000 men. It is true that short-time working is to some extent a normal feature of the coal mining industry, but the persistence of such high figures in the early months of the year (a time ordinarily of high demand) indicates the existence of a more numerous labour force than is required to produce the present output and of a considerable reserve of labour power which can be drawn upon to increase output if necessary, without recourse to the engagement of new personnel.

(3) The apparently static or even contracting demand for British coal, due in part at least to external conditions over which this



country has no control. The effective demand for the time being seems to range around 250 million tons a year. The volume of output necessary to meet this demand is now being obtained with an employed personnel of under 950,000, doing the full-time work of about 850,000. The insured personnel of the industry in July, 1927, was 1,164,380.

(4) The movement towards concentration of production, improved methods of working and organised marketing. In the Yorkshire, East Lancashire and Midland coalfields, in South Wales and in Scotland, schemes of organised regulation of production and organised marketing are already in operation or under consideration. If these schemes are successful in their objects, they will lead eventually to a concentration of production in the best equipped and most economic pits, and probably to the closing of others. Employment may then become more regular, but for a smaller personnel. There are already signs of the effect of this policy of concentration in the additional numbers becoming wholly unemployed in certain areas. Further, a steady improvement in mechanical production, leading to a higher rate of output per man-shift, has been in progress for some time. These tendencies may in the long run be in the interests of the industry, but their immediate effect is to intensify the problem of unemployment.

13. Prophecies about the future of any great industry such as the coal industry, dependent upon a world demand for its prosperity, are always liable to be falsified by the emergence of unforeseen factors, but upon a consideration of the present employment situation in the industry and the tendencies now at work, our conclusion is that it would be unwise if, on the basis of the information in the possession of the Ministry of Labour and the Mines Department, any figure below 200,000 were taken as the permanent surplus in the industry. And by "surplus" we mean the difference between the present insured personnel of the industry and the number of workpeople who can count with reasonable certainty upon obtaining their livelihood from the industry.

14 To this figure there must be added a probable permanent surplus in shipbuilding, iron and steel and heavy engineering. In these industries at the end of May there were over 100,000 men wholly unemployed, and while some of these may expect to be reabsorbed the contraction in personnel seems likely to add to the problem on which we are engaged. It seems probable also that, ultimately, certain sections of the textile industry must be prepared to face a permanent contraction of their personnel. The extent and nature, however, of any "surplus" that might emerge in these industries are still matters of hypothesis and we do not therefore make any reference to the position in these industries in our report.

*Regional Distribution of the Surplus.*

15. The surplus in the coal industry is mainly concentrated in large blocks in a few areas. In mid-May in the Northumberland and Durham coalfields slightly over 40,000 men were wholly unemployed; in South Wales and Monmouthshire about 55,000, and in Scotland about 25,000. There are "pockets" which, though smaller, none the less present a serious local problem, in other coalfields, particularly East Lancashire, the Forest of Dean, and in the Midlands, in the Cannock Chase area, and elsewhere. Concentration is also a feature of the unemployment in the iron and steel and shipbuilding industries carried on, as they are, in close connection with the coalmining industry. The surplus in these industries is probably for the most part in Northumberland and Durham, South Wales and on the Clyde.

*Age Distribution of the Surplus.*

16. An indication of the age distribution can be obtained from the results of a sample inquiry into the ages of miners registered as wholly unemployed, made by the Ministry of Labour in May of this year.

Out of about 130,000 cases examined of wholly unemployed miners between the ages of 16 and 65, about 1,300 were under 18\*; about 30,000 were between 18 and 25; about 34,000 were between 26 and 35; about 37,000 were between 36 and 50; and about 27,000 were between 51 and 65.

Comparable figures for the other heavy industries are not available, but there is no reason to doubt that the age-distribution of unemployed workers in these industries approximates fairly closely to that of workers in the coal industry.

*Transfer Value of the Surplus.*

17. The "under 18" group forms part of the juvenile problem. In no other group is the demoralising influence of unemployment so rapid and so disastrous in its effects. The habit of work has to be learned and to leave school at 14 and to loaf in idleness for one, two, three or more years destroys the will to work. It is to combat this deterioration that numerous centres for unemployed juveniles have been opened in the mining and iron and steel and

---

\* These figures must not be taken as any indication of the extent of the juvenile problem. Owing to the fact that juveniles are not insured under the Unemployment Insurance Scheme until the age of 16, the statistics of unemployment among juveniles must be regarded as very incomplete.

shipbuilding areas. An appreciable proportion of the unemployed juveniles in these areas is now concentrated in the centres, where their sense of discipline is being restored or maintained. But speedy action is required if the potential transfer value of this group is not to be lost.

Although there are in some places indications of an unsatisfied demand for juvenile labour, special arrangements are necessary for transferring young people away from home, and for ensuring that they are properly placed. One practical difficulty in linking supply and demand is that in some cases there is a gap between current wages for boys and the lowest figure at which they can maintain themselves away from home. (Para. 72.)

18. The groups 18 to 25 and 26 to 35 contain a high proportion of men of good transfer value. It is individuals in these groups (and in these groups alone on any large scale) who can find outlets in oversea migration or who can be adapted for employment in a new occupation by training. Here, again, prompt and adequate action is necessary, as young men in these groups deteriorate rapidly when unemployed.

19. The groups 36 to 50 and 51 to 65 contain much first-class material and many men in them have a definite transfer value in the home labour market. The transfer of the older miners, apart perhaps from experienced hewers, must, however, present many difficulties.

20. There is, we find, in the minds of many an impression that unemployed workers in the heavy industries, and particularly in the coal industry, are of indifferent employment value, that they are not easily adaptable to the requirements of other occupations and that they are themselves unwilling to make the efforts needed for success. There is, too, some apprehension that these workers will import into areas to which they may be transferred contagious elements of unrest and disturbance. Arising out of such beliefs and fears we have encountered a real reluctance in many quarters even to consider the heavy industries, and in particular the coal industry, as a source of labour when recruiting workers. From our own knowledge of the material available in the distressed areas and from the experience of all those who have been brought into close contact with the workers in these industries, we can affirm with confidence that this view of the qualities of these workers is based on ignorance, if not on mere prejudice. There are unsatisfactory elements among the workers in the mining industry—as there are in every section of the community—and the isolation in which the industry is frequently carried on has produced an outlook divorced in some degree from that of the general community. But we are satisfied that, regarded as a type, the British miner is an example to his fellows. Part of his inheritance handed down from

generation to generation is an instinctive loyalty to his comrades, and a capacity for similar loyalty to his employers, so long as unimaginative handling is not permitted to alienate his sympathy. If he betrays a reluctance to regard movement from his home as a feasible alternative to chronic unemployment this trait must not be regarded as unnatural. Of recent years, his political and economic environment has revealed tendencies so conflicting as to baffle even a detached and unaffected observer. Amid all the vacillations of policy which have characterized the history of the mining industry during the past decade, it is scarcely a matter for wonder that the unemployed miner should need some real stimulus before he can be expected to uproot his home and seek a better fate in other areas, either in this country or overseas. But that he does deserve a better fate admits of no doubt. We emphasise this aspect of the matter thus early in the report because our whole view of the position is based on a two-fold conviction, that it is a human duty to aid such men and their families, and that their availability for employment gives to other industries an exceptional opportunity of recruiting personnel of the highest quality.

### III.—POSSIBLE LIMITATION OF THE SURPLUS.

21. We do not see how the heavy industries will give a living to all those at present attached to them or to all those who would normally look to them for a livelihood during the next few years. Nevertheless these industries must remain great industries—the backbone of the nation's economic life—and their employment capacity remain high. Various measures have been taken or have been suggested (mainly in relation to the coal industry) for limiting the inflow of fresh labour to these industries so as to prevent any unnecessary additions to the surplus, for distributing the labour already in the industry to the best advantage or for removing from the employment market of the industry a number of workers who at present swell the total surplus. If the "surplus" could be reduced in this manner, obviously the problem of transfer would be simplified. It will be convenient here to examine these suggestions.

22. While the coal industry as a whole appears to be contracting, there are scattered developments in progress. Moreover, the industry has a relatively high rate of wastage which can be replaced from among the industry's own unemployed. In order to ensure that development and the replacement of wastage will benefit the unemployed of the industry, an agreement has been made between the Ministry of Labour and the Mining Association of Great Britain under Section 18 of the Mining Industry Act, 1926, with effect from 1st August, 1927, which provides, broadly, that without the consent of the Minister of Labour, no worker over 18 years of age may be taken into the coalmining

industry who was not in the industry prior to April, 1926. This in effect has set up a barrier against the entry into the industry of adult labour from other occupations. Statistics prepared for the Coal Commission showed that in 1924 the coal industry recruited 25,000 persons from other industries. The net movement in the personnel of the industry during that year (according to Ministry of Labour figures of insured persons) was a slight contraction. In addition, the industry recruited 30,000 boys and youths from school. Another indication of the labour turnover can be obtained from the figures of unemployment books exchanged annually. The latest figures show that during the year preceding the agreement, *i.e.*, July, 1926, to July, 1927, some 30,000 men of 18 and over left the coal industry to go to other industries and some 17,500 men of 18 and over entered the coal industry from other industries. In addition some 56,000 men ceased to be insured (on account of retirement, death, &c.) and some 40,000 persons (mainly under 18) entered insured employment in the industry for the first time, the net reduction in the personnel of the industry during the year being just under 30,000. These figures indicate the extent of the wastage.

23. It is clearly of importance to use this wastage as a means of securing a more even distribution of employment within the industry by transfers, as opportunity offers, of workers from the depressed areas. This, however, can only be done properly and without waste of effort if it is the normal practice of all colliery managers to replace wastage through the employment exchange system. The collieries are limited in recruiting labour to men already in the industry, but they recognise no obligation, when engaging labour from other areas, to consider the depressed areas. This we consider to be a serious weakness in the present arrangements, and we have therefore approached the Mining Association on the matter. In the result the Association have advised their District Associations to adopt the policy that all demands for men outside those already on colliery books should be notified to and filled through the employment exchanges. The employment exchanges have already classified all wholly unemployed colliery workers according to their suitability and willingness for transfer; if local colliery managers act upon this advice it will be possible to take full advantage of internal wastage and new developments to secure the absorption of workers now unemployed both locally and in the depressed areas.

24. We fear, however, that, on balance, the contribution that the industry can make during the next two years towards the absorption of its own surplus may not prove to be great. While the rate of wastage is relatively high, the contrary influences which we have mentioned (para. 12 (4)) are likely to contract the numbers of those to whom regular employment can be offered.

25. Certain proposals have been put forward designed to restrict the personnel of the industry by withdrawing workers in the youngest and oldest age groups. These proposals are only indirectly related to the problem of transfer but they call for comment in so far as they are designed to set limits to the problem to be dealt with by transfer.

*Raising of the School-Leaving Age.*

26. It is suggested in some quarters that an obvious improvement in employment would follow a withdrawal from the industry of boys between 14 and 16 by the raising of the school-leaving age.

27. The suggestion is sometimes for a general raising of the school-leaving age and sometimes for a raising of the age in the areas specially affected by the depression in the heavy industries. The primary object in the minds of some of its advocates is a withdrawal of some juveniles from employment to improve the employment prospects of juveniles in other age groups; others would press the change on the ground that it would prevent demoralisation through unemployment. (We are not here concerned with the educational considerations which are also urged in favour of the change.)

28. We think that compulsorily to raise the school-leaving age, either over the whole country or in certain areas, is a cumbersome method of combating the demoralisation of unemployment and that such demoralisation can be prevented by simpler measures. (Paras. 63 to 66.)

29. In so far as the object is the restriction of the available personnel of industry generally, we are impressed by the following considerations. First, the Malcolm Committee on Education and Industry who have studied this question recently,\* have found the opinion almost unanimously expressed by those competent to judge that the change would have to be made simultaneously in all areas of the country. They found, further, that even the most optimistic estimates allowed a considerable period of preparation before arrangements could be made to extend the age to 15†, the minimum time being about three years. Similarly, the Salvesen Committee on Education and Industry‡ were of opinion that the

\* Report (First Part) of the Committee on Education and Industry (England and Wales) published by H.M. Stationery Office, 1926.

† In England and Wales under the existing law the age of compulsory attendance can be raised to 15 by bye-law made by the Education Authority concerned. Enforcement of attendance beyond 15 would require new legislation. In Scotland it is for the Scottish Education Department to appoint a day for raising the age to 15 years in terms of the statute: there is no statutory provision for raising the age to 16.

‡ First Report of the Committee on Education and Industry in Scotland, published by H.M. Stationery Office, 1927.

raising of the school leaving age to 15 was not immediately practicable in Scotland. These difficulties would, we understand, be most acute precisely in the areas affected by the depression in the heavy industries. Secondly, even if it were practicable to carry out the change in the depressed areas immediately, the change, as a contribution to the transfer problem with which we are alone concerned, seems to us to be of doubtful advantage. By preventing the employment of boys of 15 and 16 it would be likely to create a greater demand for the labour of juveniles in the immediately higher age groups (not necessarily equivalent to the amount of labour withdrawn from the market in the lower age groups), but there is room for serious doubt whether it would have a corresponding reaction on the employment of workers of 18 and over. Its general effect, partly by holding out hopes of more employment in the future for young persons, would be to anchor them and their parents more firmly to the depressed areas. As we see the position, these areas have at present a larger population than the industries carried on in them can hope to employ. If we are right, and all the evidence supports us, anything which obscures a recognition of this only creates an illusion that is bound to lead to bitter disappointment.

30. In the light of these considerations, apart from other objections such as the extra financial burden which would be thrown upon local authorities in distressed areas, we should feel unable, even if it were practicable to carry out the change within a reasonable period of time, to advocate the raising of the school leaving age as a contribution to the problem of transfer. In paragraph 65 we describe measures which will at least go some way to produce the same results.

#### *Pensions for Persons of 60 and over.*

31. This idea has been put forward primarily in connection with the coal industry. It has been suggested that workers of 60 and over might be induced to retire from employment by the grant of pensions. Unless, however, such a scheme could be financed by the coal industry itself it could not be confined to miners, and in fact it seems to us that what would have to be envisaged is either a general pension at 60 at the same rate as under the present contributory pensions scheme, which might completely fail in its purpose of inducing large numbers to retire from employment, or the even more costly alternative of a general raising of the present pension rate and the lowering of the age qualification. The present pensions schemes represent an annual expenditure of £47,500,000. The estimated *additional* annual cost of the first alternative (10s. a week for men at 60 and 10s. for a wife) is £30,000,000 and of the second alternative (£1 a week for men at 60, with 10s. a week for a wife, payment continuing at this rate for

life) £60,000,000 to £65,000,000.\* We do not enter into the question of the modifications of detail which would be required in the existing pensions schemes as we think it unnecessary to do more than draw attention to the scale of expenditure thus involved.

*Establishment of New Industries in the Depressed Areas.*

32. A further possibility of reducing the numbers of people in the depressed areas who will have to seek their livelihood in other places lies in the creation of alternative employment in the areas. This can happen only to the extent that manufacturers regard the possibilities as economic. There are some part of the coalfields in which communications are good, the incidence of local taxation will be appreciably lessened by the Government's rating proposals, power is ready to hand, houses are available and there is a working personnel. We therefore commend seriously to the notice of employers seeking sites for new factories, some practical advantages that are to be found in such areas.

#### IV. THE PROBLEM.

33. We regard the existence of a surplus of labour in some of the heavy industries as a fact, and we think that too much reliance should not be placed on a reduction of this surplus by measures taken within the industries.

34. The outstanding feature of unemployment in the heavy industries is that it is "frozen" by its close concentration in or about the coalfields in areas of comparatively small extent. Industrial development within these areas in the past has been highly specialised. In the inland districts, many large communities, e.g. the Rhondda in South Wales, with a population of some 162,000, are dependent on one industry only—the coal industry; in others, the only alternative employment outside coalmining is in the iron and steel industries and, to some extent, in shipbuilding. For many years before the war and until about 1920, the history of these areas was one of almost unbroken industrial expansion. Since 1920, however, the continuing depression, affecting all the basic industries simultaneously, has deprived large numbers of persons of their sole means of livelihood. The future of large sections of the population, if they remain in these areas, is most precarious. We are at pains to emphasise this point throughout our report, because a recognition of what it implies by the people in the areas affected is the first and underlying assumption of a transfer policy.

35. Until recently, national policy has assumed that industries and areas would return, broadly speaking, to the position they held

---

\* These figures are based on the present population. In twenty years time they would become respectively £35,000,000 and £85,000,000.



before the war; and unemployment policy has been largely one of "tide-over," the aim being to maintain the labour force required for the industries in the areas in which they were normally conducted in a state as free as possible from demoralisation. This was the basis of the policy of relief schemes carried out in depressed areas or employing labour temporarily from the depressed areas.

36. From what we have been told by those connected with the industries affected, however, we are definitely led to the belief that it would be unwise to count upon the recovery by certain areas dependent upon the basic industries, and particularly coalmining, of the position they occupied before the war. Our considered opinion is that from now onwards the first aim of policy should be the dispersal of the heavy concentrations of unemployment by the active encouragement of movement from the depressed areas to other areas, both in this country and overseas. This, it seems to us, will provide the only natural and permanent solution of the present unemployment problem in the areas now dependent on the heavy industries.

37. A number of difficulties lie in the way. Large units of population engaged in the heavy industries especially in coalmining in South Wales and Durham, have lived in comparative isolation from the rest of the community; this has restricted the horizon of many to the narrow circle of one community, or of a small group of communities. The people have known depressions in the past, but they have been temporary. Now they are faced with the fact that the industries on which they have depended for generations require a much restricted personnel. But in these areas the sense of ties of home and locality is strongly developed, and is a matter of natural pride. This gives these communities their strength of endurance and cohesion, but it is a psychological factor which operates against a policy of transfer. Further, the physical difficulties standing in the way of the complete absorption of all suitable unemployed workers in the heavy industries into other industries in this country are formidable. While industry is by no means stagnant, no single industry which requires heavy labour is now expanding on the necessary scale. In fact such industries as are expanding to-day, e.g., electrical engineering, motor car manufacture, artificial silk, furniture-making, printing and publishing, are, in the main, machine industries, which obtain a high rate of productivity with a relatively small labour force. The problem of absorbing a surplus from the heavy industries is also complicated by the fact that many other industries are reorganising themselves upon a labour-saving basis, and if, for various reasons, they are not actually discharging labour, they are in many cases not engaging new labour on a scale which increasing output would otherwise require. Moreover, there is no industry or district in Great Britain where there is not some unemployment, as recorded on the registers of employment

exchanges, and this fact has been used in the past and will be used in the future by both parties in industry and by local interests as a ground for a plea of enforced inability to assist in the work of transfer.

38. The moral to be drawn is, we think, that in many of the districts concerned, the idea of a cyclical or transient depression must now be recognised quite unflinchingly as no longer tenable. The transfer of men to districts not enjoying immunity from unemployment but bearing a relatively lighter load, is the essential and immediate aim of any transfer policy, and the search for openings of employment must not begin and end with the heavy industries or, indeed, with any special class or branch of industry, but must extend to the length and breadth of the land.

#### V. THE BASIS OF A TRANSFERENCE POLICY.

39. The difficulties outlined in the foregoing paragraphs are very real, but we refuse to take so pessimistic a view of the adaptability of the workers of this country, of the elasticity of its industry, or of the readiness of employers, workers, and the community at large to co-operate in the solution of a real human problem when the full meaning is brought home to them, as to believe that they are insuperable.

40. A transference policy must rest upon three factors :—

(a) The personal will to move of a man who, looking out soberly at what is before him in his own area, is prepared to take some risks.

(b) The active help of employers and workers in all industries, and of all agencies and private persons who have it within their power to bring to realisation this will to move, by giving opportunities for employment, here or overseas.

(c) Help where necessary by training and by grants towards the cost of moving, to encourage the will to move.

It is from the working of these factors that help in overcoming the difficulties referred to above must be expected.

41. The will to move must come first. It is clear that no State policy can succeed without the existence of this will to move. The State can only help those who are prepared to help themselves. There are signs that the will to move is already stirring and this is hopeful. The availability of unemployment benefit and poor relief, the reluctance of employers, workers and the State to recognise the contraction in the labour requirements of the heavy industries as more than a transitory problem; the existence of unemployment elsewhere, and the unwillingness to take risks, have all contributed during the past years to a tendency to wait in some vague hope that something will turn up to restore the local trades. Now, however, some of these influences are ceasing to

operate and the time has come when a real effort should be made to bring home the need for a movement of population away from the depressed areas.

42. As an essential condition for the growth of the will to move, nothing should be done which might tend to anchor men to their home district by holding out an illusory prospect of employment. We therefore reject as unsound policy relief works in the depressed areas. Such schemes are temporary; at the end the situation is much as before, and the financial resources either of the Exchequer or of the Local Authorities have been drained to no permanent purpose. Grants of assistance such as those made by the Unemployment Grants Committee, which help to finance works carried out by the Local Authority in depressed areas, for the temporary employment of men in those areas, are a negation of the policy which ought in our opinion to be pursued; and, while we recognise the ability with which that Committee have performed their functions, we are clear that the continuance or stimulation of their activities would merely retain the unemployed in the depressed areas and put further financial burdens on Local Authorities already very hard hit. If works of this kind are to be undertaken at all, they should be undertaken in areas where employment generally is good, so that they might provide work for unemployed from the depressed areas, with ultimate chances of permanent absorption into industry.

43. Similarly, the interests of the unemployed surplus in these areas require that the administration of poor relief and of unemployment benefit should not become an artificial barrier to the movement of labour. In areas where regular work in the future for a large proportion of the unemployed is an impossibility, it is essential that the economic stimulus towards transfer to another area to earn a livelihood should not be artificially weakened.

44. The personal will to move is the foundation of a transference policy. It is on the other factors, however—the co-operation of all members of the community who are in a position to assist, and the help by training or otherwise—that the practical realisation of such a policy depends. It is upon these factors, and in particular upon the first—for *in our view Government action can be of little avail in any attack on this problem without the active help of the whole community*—that reliance must in the main be placed to overcome the difficulties in the way of absorption (para. 37). With direct help toward transfer we deal subsequently. It may be convenient, however, to examine some of the possibilities of co-operation.

45. Effective transfer on any scale proportionate to the problem must depend upon absorption within ordinary industry. But it will be urged that, so far as transfers from the depressed areas to other employment in this country are concerned, vacancies can

only be filled at the expense of people already in employment or at the best to the prejudice of unemployed persons in the area. If, accepting this view, we regard the employment market as a static and limited thing, it would be useless for us to give any further thought to possibilities of absorption at home. This is, however, not a true view of the situation in the home employment market. There is a ceaseless ebb and flow of employment, and at all times the employed personnel is constantly changing. Each man taken on is adding to a flowing stream, not driving another out of a space of fixed dimensions. The existence of local unemployment does not make it unnecessary or uneconomic to bring in labour from other areas. It is quite normal to find simultaneously in the same area unemployment and an unsatisfied demand for labour, because the labour available is not suitable for the vacancies. In districts where the level of unemployment is low, those who remain unemployed may be of less than the average employment value or persons of special types of skill not required at the moment but awaiting engagement in due course. In many districts, particularly in the Midlands and in the Greater London area, unemployment is no longer a social problem affecting a whole community, or pressing for long periods upon large numbers of all types of skill and aptitude. The statistical machine created by the Unemployment Insurance Acts, while it records all passing movements in the employment market, distinguishes insufficiently between the various kinds of unemployment. A town with a large variety of industries carried on in small establishments, each subject to the normal fluctuations of demand, may show 10 per cent. of unemployment on the live register of the employment exchange, but, considered in its human and social aspects, such a figure may be of utterly different significance from that of an identical figure of unemployment if arising, for example, in a small area which depends almost entirely on three or four collieries. It would be serious if any confusion between these kinds of unemployment were to stand in the way of a policy of transfer of labour required by industry. Moreover, many of the workers in the heavy industries now unemployed are of high employment value. At a time of good or relatively good trade such as is now being enjoyed in a number of areas in this country, many employers are prepared to make an effort to start a good man. There are, in fact, many potential vacancies in industry "at the margin" which materialise upon the appearance of a suitable man for the job. This has been proved in practice by the experience gained in canvassing for places for trainees from the Government training centres for work in this country. In drawing upon the depressed areas for their workpeople, employers need not fear that they are being called upon to subordinate economic efficiency to sentiment. There are in those areas many men of the highest employment value willing, if only an opportunity offers, to give loyal and skilful service, and

organised transfer offers employers an opportunity of strengthening their labour personnel.

46. We do not claim, of course, that a policy of transfer, however well-organised, will in the present state of industry and trade, lead to the complete absorption in this country of all the unemployed within a short time. But it can be made to produce the absorption of many, to open up more chances, and to distribute more equally the incidence and burden of unemployment. Pending a general trade improvement these would be substantial gains. It is positively uneconomic, to judge it from this standpoint alone, to leave in areas where a trade revival is unlikely, a reserve of labour which could be made available for industrial development in areas where general trade activity is much more brisk. It is right in a general sense that London and the Midlands, where the level of unemployment is relatively low (e.g., May, 1928, Greater London, 4.8 per cent.; Leicestershire, 4.5 per cent.; Northamptonshire, 6.0 per cent.; Warwickshire, 6.9 per cent.; Hertfordshire, 2.4 per cent.; Bedfordshire, 3.8 per cent.; Buckinghamshire, 2.9 per cent.) should make their contribution towards the redistribution of the burden of the depressed areas, e.g., Glamorgan-shire, 24.2 per cent.; Monmouthshire, 19.9 per cent.; Durham, 21.0 per cent.; Northumberland, 16.7 per cent. (and, as examples of the concentration of unemployment, Merthyr Tydfil 62.3 per cent.; Blaina, 48.6 per cent.; Dowlais, 38.8 per cent.; Bishop Auckland, 42 per cent.; Gateshead, 30.3 per cent.; South Shields, 24.9 per cent.).

47. Within these limits then, we think it is possible to make an appreciable contribution to the solution of the problem of the depressed areas by a transfer policy within this country, and in a manner which will not react to the permanent prejudice of workers in areas to which transfers may take place. Success in such a policy requires the co-operation of employers and workers and, indeed, of all interests and individuals in these areas. Such co-operation demands high qualities of imagination and sympathy. We cannot believe that these will not be forthcoming at the proper time. We would only advise those who feel doubt about the need for, and the justice of a policy of transfer to visit for themselves such areas as the mining valleys of Wales, and the colliery villages of Northumberland and Durham, Lanarkshire or Fife, and to compare conditions in these areas with conditions prevailing in their own areas.

48. But even if goodwill and practical sympathy be taken for granted, it may appear at first sight that the problem is baffling by its magnitude, especially if the solution is sought in some simple but all-embracing expedient. The surplus of at least 200,000 looks an alarming number. How, it may be asked, can anyone suggest a scheme for absorbing 200,000 persons? Certain facts must,

however, be remembered. We have indicated the elasticity of the employment market and its changing personnel. Every week in the year there are at least 120,000 labour engagements. Within variations in employment on this scale, there is obviously room for the inclusion of appreciable numbers from the depressed areas. Further, in addition to this elasticity, the general absorptive capacity of industry is steadily on the increase; notwithstanding a period of relative depression, industry has added, during the four years July, 1923, to July, 1927, rather over 850,000 persons to its employed personnel. And there is an important factor that promises to make the problem more soluble. The rate of increase in the population of the country generally is slackening, a fact which is illustrated by a comparison of the numbers of persons who attained 14 and 15 years of age in 1911 and 1921 with the number who will attain these ages in 1928, 1931, and 1940. In 1911, 1,545,000 males and females in Great Britain attained the ages of 14 and 15; in 1921, 1,641,000. In 1928 it is estimated that the number will fall to 1,602,000; in 1931, to 1,382,000, and after a rise beginning in 1934, will be 1,384,000 in 1940.\* It will be seen from these figures that the number of potential recruits available for work in industry is at present falling and will continue to fall for some years.

49. These considerations bring the problem of absorbing the surplus from the heavy industries into proper perspective; the task is difficult, but not impossible. Industry is indeed like a living organism in its capacity to adapt itself and to take on new growth.

## VI. EXISTING MACHINERY ASSISTING TRANSFER OF LABOUR IN THIS COUNTRY.

50. There are already a number of Government agencies at work-assisting the mobility of workers and their transfer to other areas or occupations, or helping to equip them for such transfer in this country. The most important of these are the employment exchanges, the training centres for young men, the juvenile unemployment centres, and the training centres for women.

### *The Employment Exchange System.*

51. There are at the present time some 400 employment exchanges situated in all important towns and large industrial centres throughout the country and some 750 branch employment offices in less important centres. This system provides a ready

---

\* Figures published by the Committee on Industry and Trade—see page 399, Survey of Industrial Relations published by H.M. Stationery Office, 1926, and page 150, Factors in Industrial and Commercial Efficiency, Part I. published 1927.

means on a national scale of bringing employers who desire work-people and workpeople seeking employment, both adults and juveniles, into touch with one another. The exchanges are available to both without charge. Special machinery is provided for meeting employers' requirements which cannot be satisfied locally, and workers who find employment at a distance through an exchange may receive an advance of money to enable them to pay their fares to travel to their new employment. Through the machinery provided by the exchanges constant movement from one area to another in this country is already proceeding. (In certain areas in England and Wales, including most of the important large towns outside London, the responsibility for the administration of employment agency work and unemployment insurance for juveniles has been undertaken by Local Education Authorities.)

#### *Training Centres for Adults for Employment in this Country.*

52. The Government have established four training centres at Wallsend, Birmingham, Dudley and Bristol, for young unemployed men up to the age of 25 (29 for ex-service men), of which those at Bristol and Dudley have been brought into being during the last three months. A further centre will shortly be opened in Scotland. The number of places at present available is 1,600, and the annual turnover about 3,500 trainees a year. The new Scottish centre will add about 150 places and about 300 to the turnover. The training is designed to improve general employability, to teach workshop discipline and the use of tools, to equip the men in fact to obtain work in occupations other than those in which their sole prospects would lie if they remained in their home areas. The courses last for a maximum of six months; men from distant areas are accommodated at lodgings near the centres. A high proportion of the men now undergoing training are miners and, on the basis of past experience, the prospects of employment for men at the end of their courses are good—over 90 per cent. of the men trained to date have been placed in employment in Great Britain, the majority in jobs with a prospect of continuity.

#### *Juvenile Unemployment Centres.*

53. Juvenile unemployment centres are of long standing, but the provision of centres has recently been widely extended in the Durham and Northumberland and South Wales coalfields. Provision is also being made in the Scottish coalfields. There are now about 2,000 boys, the greater number of whom are between the

ages of 16 and 18, in attendance at centres in the coalfields.\* These centres are designed, by keeping young unemployed boys and girls interested and under discipline and engaged in useful occupations or recreation, to prevent the demoralisation which so quickly sets in among juveniles of these ages when unemployed. In the centres for boys which have recently been opened in the depressed areas, a manual element has been included in the curriculum of the centres and an endeavour is being made by training in the use of tools, e.g., in woodwork and simple metalwork, to turn the minds of these boys away from the only occupation of which they have thought in their home areas towards a new life in another area. Special attention is being given to the task of securing vacancies for these boys in other parts of the country; there is provision for paying the fares of boys transferred to employment in distant areas.

#### *Training for Women.*

54. Training of women between the ages of 18 and 35 and of some girls between the ages of 16 and 18 for domestic service has for some years been carried out by the Central Committee for Women's Training as part of the normal programme of unemployment relief work, and a number of centres have been opened in South Wales, on the North-East Coast and in Scotland. The Committee have now been empowered to extend this provision and 16 new centres will shortly be open in the depressed areas. At these new centres special facilities for the training of younger girls (16 to 18) are being provided to equip them to enter domestic service in other areas.

## VII. POSSIBLE EXTENSIONS OF FACILITIES FOR TRANSFER IN THIS COUNTRY.

### *Employment Exchanges.*

55. We think it essential that public emphasis should be laid on the contribution that the employment exchange system can make to the problem, if it is properly supported by employers. The value of the employment exchanges lies not so much in the register of local unemployed that each exchange maintains, as in the closely articulated system which is in contact with the unemployed of all degrees of skill and aptitude in all areas throughout Great Britain. There can thus be brought to the employer the widest possible field from which he can select with complete freedom of choice. From discussions with employers we have gathered that there is an impression that the selection of personnel,

---

\* The attendance at all centres throughout the country at the end of May totalled about 4,250 boys and 1,250 girls.



obviously a matter of first importance for efficient production, will be hampered in some way if the employer has recourse to the employment exchanges. This is not so. There is no obligation on any employer to take any men submitted to him by the employment exchange or indeed any particular man. What the exchanges do is to make available for selection by the employer or his foreman a much wider field of accessible and suitable candidates than can be obtained by any other agency, and the more they are entrusted by employers with the task of initial selection, the more accurately will they respond to the employers' requirements. Already some of the largest employers in the country, employing men of all degrees of skill, regularly look to the exchanges to make the initial selection of labour for them. The more this practical method is adopted, the sooner can be brought into productive employment many of the men of first-class quality now in the depressed areas and dependent mainly upon the exchanges in those areas for their contact with other areas where employment is more active.

56. The exchanges, however, are not yet making the contribution of which they are capable, partly because employers have refrained from using them for various reasons, of which the chief, we are satisfied, is because the facilities they offer are not fully understood, and partly because, occupied as they have been ever since 1920 in administering the complicated and ever-changing scheme of unemployment insurance, they have not been able to devote to the employment agency side of their work the full attention which it merits, and have failed to advertise effectively this aspect of their activity. It is clearly of the first importance that the Ministry of Labour should continue to develop with all the means at their disposal the employment agency side of the employment exchange activities; and they should consider wider and more effective publicity to make known to employers the facilities they offer than they have used in the past.

57. We are not concerned to propose a fuller use of the employment exchanges merely because they are a Government institution. But the present unemployment in the coal industry and one or two other industries involves a heavy financial burden upon the country as a whole to which industry is required to contribute. This burden cannot be appreciably lessened unless other industries will co-operate, and to make that co-operation effective the exchanges offer a means which cannot be found in any other agency. Whatever value may be attached to training as an aid to transfer, and we attach a high value, still it is by means of direct transfer without training that movement from one area to another must, in the main, take place if it is to be on a scale commensurate with the problem. And we look to the employment exchanges to play an important part in initiating and making possible through their widespread organisation movements of labour of this kind.

58. On this subject, therefore, we feel justified in making an appeal to all employers, not already making the maximum use of employment exchanges, to acquaint themselves fully with their machinery and to establish a routine whereby requirements for men both to make good normal wastage and to undertake new work are at once communicated to the exchanges. We confidently believe that no enlightened employer—whatever may be his preconceptions about the inherent improbability of a Government institution rendering a useful service to industry—will ignore our appeal, which flows from a profound conviction on our part of the great good that its acceptance can bring to all concerned.

59. Employment exchanges have power to advance fares to be deducted subsequently from wages and those who are insured under the unemployment insurance scheme may obtain a grant from the unemployment fund towards the cost of their journey. These aids are of value, but there are other financial difficulties, apart from the cost of the journey to another area, standing in the way of transfer. In the case of married men, for instance, the difficulty of maintaining two homes, for at any rate some short period, must frequently arise. It is often difficult for a married man, who has been unemployed possibly for a prolonged period, to take his family into a new area until he has found a home for them. Until he finds this, he must usually live in lodgings. But his wages are rarely sufficient to maintain two homes. A further difficulty which faces married men, even after they have found a new home and overcome the initial difficulty of maintaining two homes, is that of meeting the cost of removal of their family and furniture. Many of these men are already heavily in debt in their home areas and can incur no further liabilities.

60. The cumulative effect of these financial difficulties is, we are satisfied, to create a great reluctance even to consider a transfer to another area on the part of men who have households to maintain. Such men form probably about one-half of the unemployed population of the depressed areas. It is obviously unfair both to the community and the individual that the chances of transfer from idleness to employment should be reduced for these reasons. Immediate action is necessary. Funds from private sources may be available, particularly for juveniles, to assist in the provision of clothing and outfits, where these are necessary to increase the chances of acceptance by employers. For married men, however, we have come to the conclusion that further help is necessary. Authority has accordingly been obtained for advances to be made through the employment exchanges in suitable cases towards the cost of removal expenses and towards the maintenance for short periods of the families of married men who take up employment in other areas but have not immediately found accommodation for their

family, and, where it proves necessary, for an advance of wages to a married man who has to wait several days after entering employment before he receives his first payment of wages. All these advances are by way of loan, and in our judgment rightly so; but repayment is by easy instalments and there is power, in approved cases, to grant a short initial moratorium. It is important that full publicity to these arrangements should be given throughout the depressed areas.

#### *Training Centres for Adults.*

61. These centres are in our view an important bridge from the depressed areas to other employment. They encourage the individual will to move, more particularly in the case of young men who have lost confidence or employability through a long period of idleness. Whether the trainee is placed in employment immediately upon completion of the course—and obviously every effort should be made to secure this—or not, he will have definitely benefited from this course in outlook as well as industrial fitness. He will have come into contact with other occupations and a wider world of opportunity; he will have regained in part his self-reliance, which should be an important aim in policy.

62. In the course of our work we have advocated extension of these training centres and this has resulted in the establishment of new centres at Bristol and Dudley, in enlargements at others and in the steps which are now being taken to open a new centre in Scotland. The value of these centres is denied by nobody. At the same time there are limits to their indefinite extension—set by the capacity of industry to absorb trainees at the end of their training. The incentive to make use of his training is very much greater when the trainee knows that at the end of his course employment with prospects is almost certainly assured to him. If such a virtual assurance as there has been up to the present during the working of the scheme could no longer be given, one of its attractions would disappear. We have no reason, however, to think that the present output of the training centres is equal to the capacity of industry to absorb men of the character we have ourselves seen under training and we are satisfied that the Ministry of Labour should be empowered without delay to set up new centres to the fullest extent justifiable by the prospect of a reasonable degree of successful placing at the end of the training period.

#### *Juvenile Unemployment Centres.*

63. These centres also we regard as a valuable bridge from the depressed areas. They have this year been greatly extended and in our view this policy should be continued and further attention should

be paid to such areas as Lancashire, Cannock Chase and the Scottish coalfields so as to ensure that no large pockets of juvenile unemployment are neglected.

64. When discussing (para. 28) the question of the school-leaving age we indicated that in so far as this change was advocated as a means of preventing demoralisation, we thought the same end could be achieved by less cumbersome means. A suggestion has been put forward (a variant of the suggested raising of the school-leaving age) that in the depressed areas children should attend school compulsorily until they obtain employment. The administration of such a system by the Local Education Authority would not be easy and in any case, as the Malcolm Committees point out, it does not benefit the juvenile who leaves school to take up employment but thereafter becomes unemployed. If, however, it were necessary to introduce the more general measures of compulsion referred to in paragraph 66 this suggestion might deserve further consideration.

65. A modified form, however, of this suggestion, and one which has recently had the support of the Malcolm Committee, appeals to us. Parents are at present encouraged to keep their children at school until they actually find employment for them and an appreciable number of children over 14 years of age do attend in these circumstances. We think that it is important that as many parents as possible should be encouraged to follow this practice and that the Central Education Authorities should continue to stimulate the interest of Local Authorities in the matter. This would not mean the imposition of any new obligation on Local Education Authorities; the obligation to provide for such children whose parents wish them to remain at school beyond the age of 14 already exists. It is important, however, that parents should feel assured that children staying on in the schools will have a better chance of obtaining employment and for this purpose the Ministry of Labour should make arrangements whereby children over school age in the elementary schools will, so far as possible, be offered an equal chance with boys of similar age at juvenile unemployment centres.

66. For the purpose of preventing demoralisation among unemployed juveniles after they have left school the machinery of the juvenile unemployment centres seems to be well adapted. The juveniles now in attendance at them have been for the most part claimants for unemployment benefit attending as a condition of the receipt of benefit. Under changes introduced by the Unemployment Insurance Act, 1927, as from the 19th April, 1928, many of these juveniles have ceased to be entitled to benefit at all and some have ceased to attend the centres. At the same time appreciable numbers of juveniles not claiming benefit have always attended

and more boys will no doubt be attracted to the centres if their reputation as bridges to employment in other areas becomes firmly established. The fact remains, however, that the boys most in need of discipline tend to stay away from the centres. We are so impressed with the dangers of demoralisation among these lads from the point of view of the transfer problem that we think that, if in the near future a substantial number of unemployed juveniles are not in attendance at centres, the question of introducing legislation to make attendance compulsory for juveniles who are unemployed in areas to be scheduled and are not attending school, should be seriously considered.

### VIII. OPENINGS FOR EMPLOYMENT IN THIS COUNTRY

67. However perfect the machinery for transfer, it is useless unless openings can be found for those transferred. We have already referred to the elastic working of the employment market and have indicated the general absorptive capacity of industry. There are opportunities for employment, but employment can only be obtained if it is looked for. Nor should exclusive reliance be placed on State agencies. State agencies and State action can help, but the problem of unemployment in the depressed industries is one which can only be solved *if the whole community realises its existence and consciously resolves to grapple with it.* It is legitimate to expect every physically fit unemployed man to exert himself to the utmost on his own behalf. Active co-operation is required, not only from employers, large and small, but from all individuals who are in a position to offer work of any kind which has reasonable continuity or holds prospects of bringing the workman into contact with such work. Apart from private employment there are, it is estimated, some 120,000 employers of labour who normally employ more than five workers. If only even half of these, when they came into the employment market, would make it their business to give employment to one man or two men from the depressed areas, a real step would have been taken towards a solution. Private persons, too, can make their contribution; there are available men and youths, boys and girls, willing to take up any situation. And, needless to say, we hold that there is a special responsibility on Public Authorities, central and local, which place important contracts, to indicate to their contractors that every opportunity must be sought, when collecting personnel for the fulfilment of the contracts, to find employment for some men from the depressed areas.

68. Quite apart from an ordinary human recognition of the tragedy that has overtaken whole communities, we are impressed by the fact that the chronic unemployment in the depressed areas lies like a cloud over the whole industrial horizon and lowers over all

industrial discussions, and that employers will find a new attitude from organised labour towards many industrial questions if by co-operative action this dark cloud can be removed.

69. Through the employment exchange system, employers are being continuously canvassed on behalf of the trainees. Arrangements have recently been made to increase these activities considerably. All employers are continuously trying to improve their personnel, particularly in prosperous industries, and this fact should be turned to advantage by steady canvassing on behalf of the men from the depressed areas. All new industrial developments and the allocation of important contracts are being watched, and efforts are being made to take advantage of such opportunities as those provided by the demand for seasonal labour, e.g., in the beet-sugar industry. In that industry arrangements have been made for employment to be given to suitable men from the depressed areas for singling and lifting beet and for factory employment. There is, in present circumstances, a special obligation on the beet-sugar industry to give whatever help it can to this end. A problem which is also being studied is that arising out of the employment of Irish immigrant labour, a practice followed by some of the large public works contractors. The practice is of long standing and is usually explained by reference to the special capacity of this labour for heavy manual work. In so far as this is the explanation, the continuance of this practice is, in present circumstances, quite unnecessary; there are available numbers of miners well suited to such work. Indeed, we already have experience that one or two employers, who have been accustomed to engage Irish immigrant labour on a considerable scale for seasonal work, have recognised the convenience of having similar labour available much closer at hand, and have engaged unemployed miners for the work through the employment exchanges.

70. We attach great importance to the establishment and maintenance of personal touch with large employers by the appropriate agents of Government with a view to securing their goodwill and inducing them to absorb trainees from the various training centres and to give consideration, when taking on new labour, to workers from the depressed areas. As instances of this co-operation we may mention that certain transport companies have engaged a number of miners as conductors, and that other important productive concerns are so impressed with the value of the men from the training centres that they are arranging to take a regular supply. In fact, in no case in which a direct appeal has been made for practical help, has there been any lack of sympathy, or any reluctance to assist. We are encouraged to believe that it is only necessary to state clearly that the problem before this country can be solved by a large number of small offers of help, for that help to be forthcoming.

*Juveniles.*

71. So far as mere numbers are concerned, the juvenile problem is the most manageable in size, though in many ways the most urgent, of the various parts of the whole transfer problem. The demand for juvenile labour in the country generally is steady and effective, and the incidence of unemployment upon juveniles is, for the country as a whole, appreciably lighter than upon adults. There is, too, a further factor likely to stimulate the competition for juvenile labour in the next few years (para. 48). As a result of the fall in the birth rate in the early years of the war, the number of boys and girls leaving school will steadily diminish until 1934. There will then be an upward movement for a few years, followed by a further decline. These facts are already appreciated by far-sighted employers.

72. Canvassing to find vacancies for boys from the depressed areas has been going on for some time, and a certain number have already been placed in new employment in other areas. In so far as the jobs found have made it necessary for the boys to live away from home, it has only been possible to effect placings in occupations where the wage paid is sufficient to meet the cost of board and lodging. Many vacancies, however, where such wages are not payable (especially in trades offering training in skilled employment) have been notified. In some few cases the boys may have relatives with whom they can lodge; in some the gap between wages and the cost of maintenance has already been narrowed by the public-spirited offer of employers to pay an extra allowance to juveniles transferred from the depressed areas. We hope that these offers will be extended. Local Authorities, too, have offered to co-operate. Where such co-operation by employers and others is offered we think it would be legitimate that some of the voluntary funds collected in response to the Lord Mayor's Appeal should be used to bridge the gap still remaining, and, in fact, a start has already been made in applying a portion of the money subscribed to this purpose.

73. The Local Education Authorities, who in most of the large industrial towns in England and Wales outside London, are responsible for the work of placing juveniles, are co-operating with the Ministry of Labour in the search for vacancies in the areas under their control, and we look to them for an important contribution to the problem. Some of these Authorities with their special local responsibilities may feel reluctance to welcome to their areas juveniles from other areas. We have heard already of cases in which Authorities are looking forward with equanimity to the coming shortage in their areas; they see in it only the possibilities of benefiting the position of the juveniles already in their charge. It would be regrettable if this short-sighted attitude

were to be adopted at all generally by Authorities in the more prosperous areas. We do not think it will be. When the extent of the problem and the needs of the young lads in the depressed areas are made known, and when it is realised that any single area need be called upon to receive a mere handful of youngsters—an influx so small that it is inconceivable that it can have any depressing effect on wages and conditions generally—we do not think that any narrow local preoccupations will stand in the way.

74. Even if all financial and practical difficulties are overcome, however, there will still remain cases where these difficulties are not the only obstacle in the way of transfer. The unwillingness of parents to let their children leave home and the fear of unsatisfactory associations in their new occupations may prove equally real obstacles. Action to overcome these must, we think, be left in the main to private effort and initiative. The admirable example set by such bodies as Juvenile Advisory Committees and Juvenile Employment Committees, and such societies as the Young Men's Christian Association, the Church Army, the Salvation Army, the Church of England Men's Society and Toc H., in this field might well be emulated. The State provides in the centres machinery for mitigating demoralisation and assists in finding an opportunity of employment; we think that by the co-operation of employers and by the use of voluntary funds the gap between wages and the cost of living will be bridged where necessary. We look to private initiative and to the beneficent help of such voluntary bodies and organisations to supply those influences in the boys' new homes which parents may rightly expect to surround their children in adolescence, and so to overcome the natural reluctance which may deprive the youngsters of a new start in life. We do not think it necessary to stress the responsibility that rests upon parents in these areas to consider seriously the future of their children, but we hope that at the schools also every encouragement will be given to the boys and girls to think about openings in other areas and other trades.

75. In a comparatively short period a real inroad could be made, we are convinced, into the problem of unemployment among juveniles in the depressed areas by concerted effort in this country. Such an achievement requires continuous efforts by the Ministry of Labour and by Local Education Authorities, the laying aside of local prejudices in the knowledge of the greater need outside, and above all, the real co-operation of all employers of juvenile labour, first by offers of employment and later by being ready to realise the difficulties of the youngster uprooted from his home and to make easier the change-over to a new life. For this co-operation we now appeal, addressing our appeal, as in the last resort we must, not solely to organisations, either Governmental or local, but rather to the thousands of private persons in whose hands rests the key to success.



*The Older Men.*

76. It is obviously easier to transfer the boys and the younger men, and we recognise that most of the suggestions we have already outlined will affect mainly these classes. But the older men—men over 36—represent rather more than half the total of those likely to form the surplus. They cannot satisfactorily be dealt with by any of the training arrangements, nor are they likely, on the whole, to go overseas in any considerable numbers. They constitute the most difficult part of the problem; it is particularly a part that can only be solved with the co-operation of all concerned, including the men themselves.

77. Such men would, of course, be entitled to the support of the normal employment exchange machinery, and it will not be difficult to ensure that their cases receive full attention. They would also benefit by the extended transfer facilities which we have suggested in respect of married men (para. 60). Some families may move if their children can be placed in suitable employment, and this possibility is being borne in mind. For various reasons, however, it is much more difficult to find suitable vacancies for married men with dependants; there is, for example, the housing or lodging difficulty. Younger men may be expected to fend for themselves by moving to places where they know that there are many more chances of employment, even though at the time of their departure they may not have a specific job to which they can go. But on behalf of the older men we think we are justified in making a special appeal for co-operation from all employers. Very many of them are still in the prime of their industrial life and activity and want work. Many have young children not yet of an age to earn for themselves or to make any contribution towards the upkeep of their homes. In our visits to these areas nothing saddened us so much as to see young boys idle and aimless, and fathers of families growing desperate at their inability to bring up their children in decent self-dependence. A critical attitude towards the order of society is, among the young, a natural and, in many respects, a healthy sign; but when older and more serious men are brooding over a situation so much against their wishes and efforts that it looks like an injustice imposed from without, a society that makes no effort to help them may one day be called upon to pay a heavy reckoning. These married men are looking for help, with anxiety though not yet with dangerous bitterness. It is not without confidence that we make an appeal for them. It is in their case particularly that the collective effort of all members of the community to find work would make a contribution to the solution of the problem, for which we can look to no other agency.

78. It has been represented to us from various quarters that a valuable outlet could be found for many of the older men with families in schemes of land settlement in this country. Many miners' families have had actual experience of agriculture, while many more are only one generation removed from the land. They are inured to hard work and frequently live in the midst of or on the edge of purely agricultural country. It is suggested, too, that the apathy with which the possibilities of migration overseas are undoubtedly regarded by many workers is due in part at least to a feeling that there is scope for the settlement of more people on the land in this country and that this apathy might be dispelled if it were more generally realised that a real effort to encourage such settlement were being made. We have accordingly thought it right to examine the possibilities which settlement on the land in this country may offer.

#### *Agricultural Small Holdings.*

79. The obvious and most frequently advocated method of creating openings for families on the land, with agriculture conducted as it is to-day, is by the sub-division of farms into small holdings. We have been advised that, on the assumption that small holdings are to be provided for, say, 1,000 families, of a sufficient area to enable the occupier to maintain himself and his family, together with a dwelling house, farm buildings and a small amount of farm capital, the average cost of settling *each family* is estimated at between £1,500 and £2,000 in England and Wales and rather less in Scotland. From this expenditure an economic return by way of rent would be obtained from about one-third. The remainder would have to be advanced free of interest. The formation of small holdings is, at present, a matter for county councils in England and Wales, and in Scotland for the Board of Agriculture. There are already long waiting lists of unsatisfied applicants, many with previous agricultural experience.

80. It will be seen that £1 million pounds spent on small holdings would probably settle between 500 and 700 families on the land. The cost of providing for a scheme of agricultural small holdings, on a scale commensurate with the problem (for the resettlement of, say, 5,000 to 7,000 families) would therefore be in the neighbourhood of £10 millions. It must be remembered, too, that the successful conduct of a small holding in this country requires skill, experience and determination in the face of adverse conditions, and the risk of bad seasons.

81. In such circumstances, we hesitate, attractive as small holdings may appear as a method of dealing with the unemployment of the older men, to suggest at the present time the initiation

of extensive schemes of land settlement on ordinary agricultural small holdings.

*Forest Holdings.*

82. We have also examined a scheme for settlement on the land in connection with the afforestation programme. This scheme possesses certain advantages over an ordinary land settlement scheme from the point of view of men with families from the depressed areas. Small holdings are formed in close proximity to forests, on plots of agricultural land acquired in connection with land for afforestation. The holder is guaranteed a substantial period of work for wages on the forest land in the year and there are opportunities, too, for members of his family to find work. Large families are an asset; relatively little agricultural experience is required, but ability to undertake heavy labouring work is essential. The cost of forming holdings (about £625 per holding, subject to some return in the shape of rent) is very considerably less than the cost of ordinary small holdings; the risk of failure is not great; and the chances of finding suitable families among the unemployed in the depressed industries, and particularly in the mining industry, are good. The work done by the holder is, moreover, work that must be done in the ordinary course of planting and maintaining the forests, which are national assets appreciating steadily in value with the years. On an examination of the possibilities, we have come to the conclusion that the settlement of families on forest holdings might be made to provide a very useful, even if limited, contribution towards the problem of the older men. Some steps have already been taken in the recruitment of families from the depressed areas to take up holdings formed as part of the normal programme of the Forestry Commission and a number of families have in fact taken up holdings. What has already been done has shown that there are many families in the depressed areas who would make suitable forest holders.

83. The Forestry Commission are completing a ten-year programme in 1929 and a further ten-year programme will then be started. This programme includes provision for the systematic formation of forest holdings. We are so impressed by the possibilities of the forest holdings scheme that in our view every effort should immediately be made to create during the next three years sufficient holdings for at least 1,000 families from the depressed areas. This could be done partly by making up past arrears and partly by accelerating the creation of holdings under the planting programmes, expanded as may be necessary to maintain a proper balance between forest and holdings, by the acquisition of additional land for planting purposes.

## IX. OVERSEA MIGRATION—GENERAL

84. Viewing the possibilities of the home employment market, we are not pessimistic of ultimate results *if the community bestirs itself to give the help that is in its power*. Nevertheless, it is clear that the industrial structure of the country has altered from that created in the XIXth Century; the markets for heavy products from Great Britain have contracted, and methods of production have been improved so that the available markets can be supplied by a reduced personnel. It is true that development in other industries will tend to restore the general economic balance, and no doubt in time this development will lead to an increasing demand for labour. But, at the best, this is a slow process. In the meantime hardship will continue, and involved in this will be many of the best types of workmen and their children.

85. The present situation cannot be adequately studied without some reference to the subject of migration from this country. We have made clear our view that certain areas are at present carrying an industrial population too big for their needs; this population must move, and it is natural, therefore, that within the British Empire, whose lands offer such varied opportunities, we should examine the question of movement to those lands as well as within the borders of these islands. We have not approached the question from any narrow view of the interests of this country. There is no conflict between our interests and those of the Dominions. In many ways the Dominions still draw much of their strength from the Mother Country and both benefit. If Great Britain is prosperous and buoyant in outlook, immediately, in financial aid and otherwise, there is a beneficial reaction upon the Dominions. Similarly, while our acute difficulties persist, the Dominions must feel the effects.

86. No question is so fateful for the destiny of the British Commonwealth of Nations as a proper distribution of the people of British stock throughout its territories. The ties that bind the Commonwealth together are not formal alliances, or commercial treaties, but the living ties of kinship, and it is part of the expressed policy of the self-governing Dominions to keep fresh those ties by encouraging the entry to their lands of British people. When we find, therefore, so small a flow of migration from this country to the Dominions, we are bound to examine the matter in some detail, especially when we know of so many men and families who would make admirable settlers, and who are looking for chances to re-establish themselves in productive employment.

87. This does not mean that we associate emigration and unemployment in the sense that we are concerned to ask the Dominions to share our industrial difficulties. We do not. There is no question here of dumping unemployables. The effects of migration

upon the unemployment situation in this country are, mainly, indirect. A steady increase in migration of all classes will create more openings here for those who are disinclined or unsuitable for life overseas, and will create extended markets for our own products overseas in return for the primary products of the Dominions. At the same time we are justified in expecting that those of our unemployed who are suitable shall be given opportunities and a welcome overseas. It is useless to ignore the certainty that if some of the younger unemployed are to have fuller chances of becoming productive members of the community before the rust of an enforced idleness has eaten into their character, they must be helped to find chances in the wider lands of the Dominions. With all the human misery and economic waste of the problem before us, we feel that it would be deplorable that such opportunities as the British Empire has to offer should, through lack of organised effort here or overseas, or for other causes, be denied to British workpeople.

88. At this stage we think it necessary to comment on a calumny which has gained some currency both here and overseas about the quality of the unemployed. A misunderstanding so obstinate in certain quarters as to appear deliberate, of our whole system of unemployment insurance, an attitude summed up in the word "dole," has created an impression that the unemployed are unemployable, that they could easily find work if they wished, but that they prefer to live in idleness on money derived from the State. The misconceptions in this attitude are so obviously absurd to anyone who studies, however cursorily, the industrial history of the last few years that we should not have thought it necessary to refute them had we not been struck by their prevalence in some quarters in the Dominions and by the damage that they cause to our people. The Unemployment Insurance scheme is a contributory scheme to which the workmen of this country contribute, out of their wages, one-third of the total cost. No unemployed workman can draw benefits under the scheme unless he satisfies stringent conditions—among others, he must show that he is genuinely seeking work. Every impartial body that has examined this scheme, notably the Committee under the Chairmanship of Lord Blanesburgh which reported in 1927,\* has found that the allegations of general abuse are wholly without foundation. The body of unemployed is not a standing army of vagrants and loafers, but a number of genuine industrial workers whose composition is constantly changing. There are, of course, "workshy" among them, as there are in every section of society, and in every country, but for the most part the unemployed are, at any time, a fair sample of the whole body of the industrial workpeople of this country. There is no country which would not be

---

\*Report of the Unemployment Insurance Committee, published by H.M. Stationery Office, 1927.

fortunate, and should not be glad, to receive into its boundaries many of the men with whom our enquiries have brought us into contact.

#### X. OVERSEA MIGRATION—STATISTICS.

89. The white population of the various parts of the Empire of any importance from the point of view of migration from this country in 1921 was:—

England, Wales and Scotland	...	...	...	...	42,769,196
Canada:					
Of British origin	...	...	...	4,868,903	
Of French origin about	...	...	...	2,500,000	
Of other origin, about	...	...	...	1,200,000	
				<hr/>	8,568,903
Australia	...	...	...	...	5,435,734
New Zealand	...	...	...	...	1,218,913
South Africa	...	...	...	...	1,519,488
Rhodesia (including N. Rhodesia)	...	...	...	...	38,044

In England and Wales there are 649 persons to the square mile; in Scotland 164. In New Zealand there are 12; in Canada  $2\frac{1}{2}$ ; in South Africa 3 (white); in Australia nearly 2. Canada is larger in extent than the United States of America, Australia is very nearly as large; the population of Canada is not much more than that of London, and of Australia less than that of London.

In South Africa and Rhodesia the immigration of white persons to work as wage earners is severely restricted by the colour question. It is ordinarily in Canada, Australia and New Zealand that the chances for any large numbers of migrants from these islands are to be found.

90. In Appendix I are shown the figures of migration from the United Kingdom to Canada, Australia and New Zealand, from 1900 to 1927 omitting the years affected by the war, 1914-1922.

Two striking facts stand out from these figures: (a) British migration into the Dominions since the war has fallen markedly, as compared with the period 1909-13. Migration into Canada averaged over 100,000 annually during 1909-1913; since 1922 it has averaged slightly over 50,000. As regards Australia, if the ratio of British settlers to entrants in the years 1922-27 is applied to the figures of arrivals in the years 1909-13, it will be seen that the average annual number of new British settlers has fallen from about 55,000 in the pre-war years to about 40,000 since 1922.

(b) The proportion of foreign migration into these Dominions has increased. From 1909-1913 the Continental migration into Canada averaged about 70,000 annually; since the war it has averaged 55,000 annually, a small decline compared with the decrease of one-half in British migration. Australia has a much smaller volume of foreign migration, but it has increased since the war and reached a record total in 1927.

91. It is sometimes said that the last three years of the pre-war period were exceptional and must not be taken as a standard. The intervention of the war makes it impossible to test the value of this statement, which may quite as easily be wrong as right; what is certain, however, is that the natural resources of the Dominions have not dwindled in the interval and that the gap between the figures of those years and the post-war average is in any case too wide to be dismissed so summarily. It must be remembered that British migration since 1923 has had the benefit of assistance under the Empire Settlement Act, *while there was no such assistance in pre-war years*, and that the general decline in migration since the war followed upon a complete cessation of migration during the war, the natural corollary of which should have been a corresponding increase subsequently. Moreover, the improvement in the means of communication, including particularly wireless, has brought the distant places of the world into closer contact. Migration overseas no longer involves the same complete separation from home as in the past.

92. A serious fall in migration, despite the improvement in means of communication, is by itself an important fact, which we should have to consider. But when we remember the sparseness of the population of Canada and Australia, the reiterated need of these Dominions for white settlers for the balanced development of their enormous territories and resources, and their expressed preference for settlers from the Mother Country; and, on the other hand, the drain caused by unemployment upon the resources of our own country, resources which are required, among other things, to guarantee an adequate defence of the Empire, when we remember too, the declarations of successive Imperial Conferences on the importance of migration, an importance deemed sufficient to justify the direct intervention of the Governments of the United Kingdom and of the Dominions and the passing of the Empire Settlement Act in 1922, we cannot but regard the present situation of migration as deeply disturbing.

#### XI. FACILITIES FOR MIGRATION AND CONDITIONS OF ENTRY INTO THE DOMINIONS.

93. Migration to the Dominions may be (a) without assistance, (b) with assistance under the Empire Settlement Act.

(a) A physically fit British subject who can pay his own fare and has a small sum for landing money can go to the Dominions to take up work subject to the formalities specified in Appendices II and III. The fare to Canada is £18 15s. (before the war it was about £6). Allowing for outfit, landing money, expenses on the journey and the sum of money which it is only prudent that all British settlers should possess on arrival overseas, the amount required for settlement in Canada to-day for a single unassisted man or woman is about £40. A man with a fair sized family requires not less than, say, £150.

The fare to Australia is £37 (before the war it was about £18). Allowing for outfit and necessary landing money, a man or woman proceeding unassisted to Australia requires to be in possession of about £60. A man with a fair sized family requires a sum of about £200.

(b) Under the Empire Settlement Act the British Government, contributes up to half the cost of assisted migration and settlement. The Act is designed to create a partnership in migration primarily between the British Government and the respective Dominion Governments.

The arrangements made with each Dominion differ in so many important respects that it is necessary to consider the conditions separately for Canada, Australia and New Zealand.

## A. CANADA.

### *Cost of Passage.*

94. The assisted passage to Canada costs the migrant £2, plus the money for the railway journey and individual expenses in Canada, the balance of the passage rate being found as to about £9 5s. by the British Government, £3 10s. by the Canadian Government, and £4 by the shipping company. After paying commission, the shipping company receives about £13 15s. nett per assisted passenger. The Canadian Government equates the contribution of the British Government by various kinds of expenditure in Canada on behalf of British migrants.\*

### *Limitations of Assisted Passages.*

95. The grant of assisted passages (of which the British Government bears half the cost) is strictly limited by the Canadian Authorities under powers specified in the Immigration Act, 1924. †

---

\* There are certain minor variations in the rates charged to special classes of migrants.

† Prohibited classes of immigrants are described as being:—

“Immigrants to whom money has been given or loaned by any charitable organisation for the purpose of enabling them to qualify for landing in Canada under this Act, or whose passage to Canada has been paid wholly or in part by a charitable organisation, or out of public moneys, unless it is shown that the authority in writing of the Deputy Minister or, in the case of persons coming from Europe, the authority in writing of the Assistant Superintendent of Immigration for Canada in London, has been obtained for the landing in Canada of such persons, and that such authority has been acted upon within a period of sixty days thereafter.”

It will be observed that by a literal interpretation of this Section any British subject in receipt of financial assistance toward the cost of the passage from British Government funds would become a “prohibited migrant” and subject to the consent in each case of the Canadian Government representative in London.



The Canadian Government has exercised these powers so as to admit only boys and men going to work on the land as farm labourers (a proportion are accepted without previous experience), families with some agricultural experience or aptitude going to take up farms or nominated by private individuals for employment upon farms, and domestic servants of experience. The Canadian Government will not accept migrants who intend to work in industry, whether they be nominated by responsible persons in Canada or not. It has also declined to accept the wives or other direct dependents of men who have gone out to Canada and have established themselves there for some time in other than agricultural callings.

*Other Schemes under the Empire Settlement Act.*

96. In addition to the scheme of assisted passages, there are under the Empire Settlement Act special schemes for boys, both direct with the Canadian Government, and also with voluntary organisations. There has also been a scheme of colonisation known as the 3,000 Families Scheme, for the settlement of families on farms of their own.

*Procedure for an Intending Migrant to Canada.*

97. We insert in Appendix II a tabular statement of the procedure to be followed by British migrants going into Canada, with and without assistance.

**B. AUSTRALIA.\***

*Cost of Passage.*

98. The assisted passage rate for an adult man or woman is £16 10s. (there are a number of modifications for boys, women going out as domestic servants, who are given free passages, and for families) which may be advanced as a loan repayable by instalments out of wages.

*Limitations of Assisted Passages.*

99. Assisted passages (of which half the cost is paid by the British Government) fall into two main groups—"nominations" and "requisitions" from Australia. Any responsible person in Australia may nominate a person here for an assisted passage, subject to the approval of the State Government. (Although the machinery of migration into Australia is under the control of the Commonwealth Government, it is the State Governments who decide the numbers and classes of migrants whom they will accept.)

---

\* The procedure to be followed by British migrants to Australia, with and without assistance is set out in Appendix III.

These nominations are not restricted to land work but may be, and in fact are, extended to industrial occupations. The nominator accepts the responsibility for finding work for the migrant and the State Government is relieved of all responsibility. If the nominator is approved and the "nominee" is satisfactory, an assisted passage is granted.

100. "Requisitions" are made by the States through the Commonwealth Government for various numbers of boys and young men to work on the land. Previous experience of agricultural work is not insisted upon, but a physical standard so severe is exacted as to result in the rejection of a large proportion of applicants. This standard is applied by selection from among a number of applicants by the Australian authorities in this country. The ratio of nominations to requisitions over each of the last five years has been as follows:—

— — —	Nominations.	Requisitions.	Total.
1923 ... ..	9,560	15,497	25,057
1924 ... ..	12,062	12,328	24,390
1925 ... ..	13,831	9,624	23,455
1926 ... ..	25,103	8,595	33,698
1927 ... ..	23,272	6,669	29,941

It will be observed that direct requisitions have fallen, as nominations increased, and the increase in nominations has thus not produced a proportionate increase in total migration.

#### *Other Schemes under the Empire Settlement Act.*

101. In addition to the assisted passages, there are various special schemes for boys, and a scheme of group settlement in Western Australia.

#### *Migration and Settlement Agreement.*

102. There is further the Migration and Settlement Agreement (commonly referred to as the "£34-million Loan Agreement"), under which the British Government contributes £150,000 (non-recoverable) for every £750,000 of loan moneys raised by the Commonwealth Government and advanced to the States for purposes of development. In return, the Commonwealth Government undertakes that the total number of migrants received and settled under the Empire Settlement Act shall be 450,000 over a period of ten years.

## C. NEW ZEALAND.

103. The ordinary passage rate is the same as that to Australia, but the assisted passage for an adult is only about £11. Immigration into New Zealand is at present based almost entirely on nomination, which may be for industrial as well as agricultural work.

## XII. CHECKS UPON MIGRATION.

104. We doubt whether the tendencies illustrated by the figures of migration set out in Appendix I have been fully appreciated either by the public here or in the Dominions. To restore the post-war figures of migration from this country to the average of some years before the war, even for a couple of years, would make an immense difference. It would take us too far afield to examine in detail all the explanations that are given to account for the falling off, and for a short statement of the factors which act as checks upon migration we must refer to the Annual Report for the year 1927 of the Oversea Settlement Committee\* recently issued, which briefly describes the chief explanations usually given. We wish, however, to supplement very shortly what is said in that report about certain of these explanations.

105. The first explanation advanced is the general economic condition at home and in the Dominions. It is frequently maintained that in normal times, over a decade or two, migration tends to be at its highest when trade is brisk and development is proceeding. If this explanation were conclusive for all time the trade difficulties that have been experienced at home might account for a reluctance of our own people to move. But, in fact, trade conditions in the Dominions have by contrast with our own been relatively prosperous, and yet this fact has not attracted an increased migration. Is it, then, the fault of our own people? The answer is short; there are many more people applying and ready to apply for assisted passages overseas than the Dominions are prepared to accept. There is not an agency, official or unofficial, which has not experience and knowledge of many who wish to go, men and families of all types, and who cannot go because they are held to be ineligible for assistance owing to the conditions laid down by the Dominion Authorities, and they cannot afford to pay for themselves.

106. This leads us to a second reason assigned for the falling off in migration, the cost of the passage from this country to the overseas dominions. Passage rates of £18 15s. to Canada, of £37 to Australia or New Zealand, are, after the economic conditions at home of the last few years, prohibitive for large numbers of entirely suitable migrants, especially families, who are anxious to

---

\* Cmd. 3088—1928.

take their chances, for themselves and their children, in the Oversea Dominions, but who cannot afford to lock up all their savings in the passage money, leaving nothing to fall back upon when they arrive. We recognise the improvements in the conditions of travel for migrants which the shipping companies have introduced. These are all to the good, but if their cost is so high as to place them outside the reach of many intending migrants, the value of the benefit is considerably reduced. We appreciate also that the general decline in migrant traffic may make a higher rate inevitable. But this is to argue in a vicious circle. There is, as the shipping companies know, a large potential traffic waiting for a rate it can afford to pay, but no sufficient effort has been made to attract this traffic by a reduction of rates. Quite apart from their interests as carriers of passengers, the shipping companies have a direct interest in the rapid development of the Dominions and in an expansion of trade with the Dominions whose products they also carry. No freedom of movement within the Empire can come at the present rates. Unless, therefore, the shipping companies will make a serious effort to adjust their rates, they must in some measure share the responsibility for the consequences of the present restricted movement.

107. A third explanation often put forward is that based on the proposition that an increase of population in the Dominions must depend upon a prior expansion of markets, internal and external, for their products. The economic history of the United States of America during the Nineteenth Century, with unrestricted migration, is a practical commentary on this line of argument, which, moreover, overlooks the fact that every producer is also a consumer, and that if the home population is restricted, so is the home market.

108. Another reason of which much is heard in certain quarters is the existence of unemployment in the Dominions. Unemployment as it faces us to-day is something quite different from anything within the experience of the Dominions, and in any event, we have received, or heard, of no evidence that the unemployed who in Canada may in the winter seek the cities, and who, in times of seasonal slackness of trade, are to be found in the cities of Australia, contain any high proportion of recent immigrants from Great Britain. Nor is there any necessary causal relation between migration and the volume of unemployment. It seems indeed more probable that in such vast countries what unemployment does occur is traceable to the inadequacy of the population for a balanced development of the resources of the country.

109. There is sometimes given another "explanation" of declining migration, that our people are no longer prepared to take the risks inevitable in starting a career in a new country, or to work as hard as the conditions of such a country require, and that they have become in some way softened by the wide scope

of our own social legislation. We find it difficult to be patient before such a suggestion. It is part of the silly parrot cry about our national decadence that arises from our ingrained habit of ironic self-depreciation. The nature of a people is not altered thus abruptly. What we have been for centuries and were in 1914, we are still. There is the same quality, the same endurance, the same cheerful adaptability, the same stirring in the blood of a call to adventure. But through much of the appeal made to our people to settle overseas we miss this call. To hint that we have become deaf to the call because of the elaborate provision in our code of social legislation against the unforeseen accidents that overtake men in industry is mere nonsense. Few men thinking of settlement overseas make any nice balance of the differing provisions made here and in the Dominions, though when they hear so much emphasis in public upon "unemployment" overseas, they can be pardoned for wondering what will happen to them if they become unemployed and can find no work of which they are capable. What they want to know is what chances a willing and self-dependent man finds overseas and what welcome he will have. So far as psychological factors influence the level of migration, and their influence is profound, it is on the answer from the Dominions to these questions that the decision of many will turn.

### XIII. ARRANGEMENTS OF THE BRITISH GOVERNMENT TO PROVIDE TRAINING FOR OVERSEAS.

#### *Ministry of Labour Training Centres.*

110. The British Government contributes half the cost of assisted passages under the Empire Settlement Act. But it is clear from the above account of the working of that Act that the action of the Dominion Governments has largely limited assisted passages (except for persons able to obtain a nomination from friends or relatives in Australia and New Zealand) to agriculturalists. There is no surplus of workers experienced in agriculture in this country. To reduce the difficulty thus created, and in particular to give young unemployed industrial workers in this country who are prepared to go overseas to work on the land, a certain rudimentary training in agricultural work and thus qualify them for assisted passages, the British Government, entirely at their own cost and outside the Empire Settlement Act, have set up two residential training centres at Brandon in Norfolk and at Claydon in Suffolk, and they are making arrangements to open a third centre in Scotland. At these centres single young unemployed men up to the age of 35 are given simple instruction in certain farming operations, including the handling of horses and of implements of patterns used in the Dominions; milking and the care of cattle; fencing, the clearing of ground and the use of tools.

The centres in East Anglia have recently been enlarged and, including tent units opened in May of this year to train migrants who will sail for Canada during the present summer, the centres this year will be capable of training about 2,300 men.

*Further Training Facilities for Men and Families.*

111. Agricultural courses are provided at the Army Vocational Training Centre at Chisleton for soldiers in their last year of service with the colours who wish to settle on the land overseas after discharge. Training is also given to wives in a limited number of cases. 54 single men and 19 families were sent out to the Dominions during 1927 from the Army Centre.

112. There are two other training centres in this country for men intending to go overseas, the Church of Scotland Training Farm near Stirling, with accommodation for 30 men at a time, and a centre conducted by the Hudson's Bay Company, the Canadian Pacific Railway and the Cunard Steamship Company in Bedfordshire with accommodation for 50 men at a time between the ages of 16 and 35. Half the cost of these centres is borne by the British Government under the Empire Settlement Act the remainder by the organisations concerned.

*Training for Boys.*

113. Some training centres for boy migrants have been established by voluntary societies and by private agency. The most important are the Salvation Army Training Farm at Hadleigh in Essex, which deals with some 850 boys per annum; Dr. Cossar's farm at Craigielinn in Scotland, which deals with 200 boys a year; the Church Army Farm at Hemel Hempstead, Hertfordshire, dealing with 100 boys a year; and a training farm in Staffordshire dealing with 80 boys a year, under the auspices of the Church of England Waifs and Strays Society. Dr. Barnardo's Homes have established a reception centre at Liverpool where, by arrangement with local farmers and the Municipal Authority, boys are taught certain simple farm operations. One-half of the cost of these centres is provided by the British Government under the Empire Settlement Act.

114. With the co-operation of the City Council, and the Local Authorities, together with the Farmers' Union and the Durham and Northumberland Miners' Welfare Association, a training hostel has been opened at Newcastle-on-Tyne. Boys of 14 to 18 years of age are taught the rudiments of farming, care of animals, etc., in local municipal stables, dairies and on farms in the district. The boys are housed centrally and travel daily to their places of instruction. One-half of the cost of borne by the British Government, under the Empire Settlement Act, the remainder is found by the Local Authorities, the Miners' Welfare Fund, shipping

companies and private individuals. The establishment of similar centres is under consideration in a number of towns, notably Liverpool, Hull, Bristol, and also in South Wales.

*Training for Women and Girls.*

115. An experimental centre for training women in domestic work with a view to migration to Australia has recently been established at Market Harborough. This has an annual output of between 200 and 300 and applicants are forthcoming in satisfactory numbers. The trainees qualify for assisted passages. The cost of the centre is shared between the British and Australian Commonwealth Governments.

This is the only scheme of training to which a Dominion Government makes a financial contribution.

XIV. POSSIBILITIES OF INCREASING MIGRATION.

116. In Section XI we indicated the restricted scope of the migration that is at present proceeding under the Empire Settlement Act. In Section XII we discussed some factors detrimentally affecting the general movement of migration. We now turn to a consideration of the measures which, in our judgment, would lead to a greater volume of migration.

A. MIGRATION WITHIN THE EMPIRE SETTLEMENT ACT, 1922.

(i) *Assisted Passages.*

117. Within its limits, this has possibilities if wholeheartedly worked. But it must be remembered that it is in principle a partnership on equal terms, and in such a relation each side has equal claims to consideration. We do not suggest that our relations with the Dominions should be set down in terms of a balance-sheet, nor should the Dominions forget the financial burdens we bear in other respects, which to a considerable extent relieve their own taxpayers. On this and many other grounds, we are entitled to a consideration of the effect upon our position of the financial weight of our industrial difficulties.

118. In the case of Canada, apart from the important question of simplifying procedure (paras. 130 and 131), there are two matters which seem to us to require prompt reconsideration. As we have already explained, nominations for industrial employment are not accepted by the Canadian Government. We are not aware of the economic justification for this. It has never been suggested that if the numbers of the unassisted migrants, who, of course, include men of all classes and occupations, principally industrial, were to increase substantially, Canada would have no room for them or that they would not become productive members of the community. Whatever may be

the experience of many of our people for work on the land overseas, of their value for industry there can be no doubt whatever. The wages that they receive if they go to the United States are evidence of this. If additional numbers would add to the general wealth of Canada, why not assist them to come in such numbers, subject to any reasonable standards of health and education that may be necessary to ensure a good type of migrant?

119. Secondly, we think that assisted passages should be available for the families of men who have gone to Canada. If a man, anxious for the future of his family, should go out alone and make good as a productive member of the Canadian community, he is now compelled, unless he is working in agriculture, either to remain separated from them for a long time, or to jeopardise their future by sinking all his savings in the high cost of passage rates. We are unable to understand the explanations that have been put forward from time to time of the attitude of the Canadian Authorities on this matter.

120. In the case of Australia, nominations by residents in that country for all classes of work have increased. But simultaneously the State Governments have reduced their own direct requisitions, and at present only New South Wales and Western Australia are requisitioning men for farm work. We cannot believe that the requisitions of 6,669 in 1927 represented the total number of new farm workers required by Australian farmers; indeed, the evidence before us suggests that there is an unsatisfied demand for men for the farms. It must be remembered that nominations can in general only be obtained if the intending migrant has a friend or relative in Australia; the man without previous ties with the country depends upon requisitions. An increase in the requisitions, is therefore needed. But this is not all. We doubt whether the Commonwealth and State Governments appreciate how adversely the inclination for migration to Australia has been affected by the frequent and sudden changes in the size or composition of the requisition, by the small variations which are introduced by each State into the scheme for boys, by the alterations of attitude towards such matters as bulk nomination by voluntary societies. No general increase in migration can occur unless the conditions are intelligible and fixed, the procedure easy, and the policy stable over a period. Especially is this true if the wish to migrate has to be stimulated by publicity. Such a process begins slowly, but gathers momentum and it is essential that this momentum should not be checked by an unexpected change of policy.

121. Practically the whole of the migration to New Zealand is upon the nomination principle. The number of nominations accepted has been seriously curtailed during the past year and we think that the New Zealand Government should be urged to restore their numbers of nominations as soon as possible.



(ii) *Land Settlement.*

122. Land settlement is an integral part of the conception of the Empire Settlement Act. It is expensive in proportion to its immediate results in the numbers to whom it gives a chance of a new life, and expenditure on it should not be permitted to contract other measures of migration. It is right, however, in our opinion, that it should form the background to any organised and co-operative policy of migration between the British and Dominion Governments. The Dominion Governments are concerned about the development of their primary industry of agriculture which is directly helped by land settlement schemes, and the appeal of migration in this country is much stronger if there is in it an ultimate chance of ownership of land, of self-dependence, in place of employment for wages. If in the case of any of these land settlement schemes for families, the absence of the sums necessary for the passage and for landing money is the only bar to the acceptance of a family from the depressed areas, we consider that the money required should be advanced.

123. Similarly, we attach importance to the recent arrangements by which boys and young men going out to work for wages on farms are encouraged to save their earnings in the knowledge that after a few years, when they have gained sufficient experience to start for themselves, the British and Dominion Governments will add to their savings and thus enable them to buy their own farms.

## B. TRAINING FOR MIGRATION OVERSEAS.

124. Additional training facilities may be required. In the case of single men, it is clear from the evidence that has reached us authoritatively from Canada and Australia, that the work of the British Government in training industrial workers intensively for a short period in the simple elements of farm work is on sound lines and the Ministry of Labour should be authorised to open new centres when required. It must be remembered that these training schemes, which make a man more likely to receive a long-term engagement, are not only valuable in increasing the numbers eligible for assistance, but also serve to attract additional men by supplying a bridge between industrial employment and work in agriculture. It is easier to persuade men to go overseas to work on the land if they can be offered sufficient training to save them from feeling foolish when they start.

125. For married men, the training facilities required are limited by the openings that can be found for the man and his family. But for certain Land Settlement Schemes for families some training may prove desirable. In such a case, and for other families for whom openings can be found, we think that financial

provision should be made to assist in the maintenance of the families while the man is being trained.

126. For boys training is less necessary; there are, however, already several voluntary bodies giving training, and there is also the hostel at Newcastle (para. 114) which is an admirable example of local co-operative effort with Government support. We hope that other areas will adopt the Newcastle scheme and we think that its general outlines should be brought to the notice of influential persons in other parts of the coalfields.

127. As regards girls and young women, it is clearly of the greatest importance for the well-being of the Dominions that the numbers going overseas should be increased. We understand that the work of the Market Harborough hostel is successfully helping to increase the number and we hope that further hostels on the same lines will be opened.

#### C. MIGRATION OUTSIDE THE EMPIRE SETTLEMENT ACT.

128. The alteration and extension of the present arrangements under the Empire Settlement Act which we have suggested should go some way to fulfil the purpose of the Act, subject to an important consideration regarding procedure which we develop in paragraphs 130 and 131. But they will be quite inadequate for the needs of the present abnormal situation under which one part of the Empire has a large excess of first-rate human material, and other parts of the Empire are obviously under-populated. In the most favourable circumstances migration under the Empire Settlement Act is likely to be slow and restricted. This result is inevitable from the responsibility assumed by the respective Governments for every step taken under the Act. Migration thus associated in every particular with the machinery of Government will always be subject to political considerations entailing extreme timidity in administration. Every failure, every accident, is magnified; the hundreds and thousands of successes are passed over in silence. There is indeed, in our judgment, considerable risk that this form of migration is becoming a substitute for natural migration. Stimulated migration under the Empire Settlement Act or otherwise, and operating through Government departments and voluntary migration societies should be regarded as supplementary to natural migration. The majority of intending migrants do not demand or need elaborate supervision or help. They want an opportunity to go overseas, under conditions they are able to meet; they want to take their chance in countries which hold both risks and prospects of success; they want the knowledge that they will receive a welcome, not necessarily from Governments and organised bodies, but from the ordinary men and women among whom they will lead their lives in future. It is indisputable that the Dominions hold these chances, and we cannot doubt that the

British stock in those countries would welcome the advent of their own kith and kin in lieu of foreign immigrants; we are certain that thousands of our people are prepared and anxious to take their chances overseas.

129. What are the fundamental conditions for an increase of migration? They are twofold, financial, and psychological. The financial conditions are that the passage rates must be within the reach of the ordinary man (special help may be necessary for certain classes), and that a man should possess the minimum of outfit necessary for a start in a new country and a small sum of money to fall back upon after arrival. It is certain that passage rates must be substantially reduced if real freedom is to come again into the movement of our people within the Empire. For outfit and what we may call "landing money" special provision by the Government will be necessary for some men, especially those from the depressed areas, and this should be arranged.

130. But even if these financial conditions are satisfied, still more depends upon the procedure adopted by the Dominion Authorities. People cannot be brought to believe that the Dominions seriously want them and would welcome their arrival if they are confronted with what appears to be a formidable tangle of procedure, involving expense, delay and often an embarrassing publicity about their intention to migrate. It does not matter that each item in the procedure may be insignificant; it is the whole picture that is built up out of them that does the harm. "To be chased from pillar to post," or "to be made a fool of" are two matters on which our people are sensitive; even if the charge be not true, the impression ought not to be given.

131. Many of the present restrictions and formalities have a cumulatively discouraging effect, not only upon those who experience them on application, but upon the far larger number who may be contemplating migration. For a British subject wishing to go overseas the formalities should be reduced to a minimum. We cannot help feeling, for example, that such precautions against the possible entry of an unsatisfactory British migrant, as are detailed in the account of the Canadian Government's system in Appendix II, are to say the least, excessive. All the controversial talk about migration, all the complications and delays and disappointments, at present attendant upon the schemes of assisted passages under the Empire Settlement Act, have undoubtedly induced a general mood of doubt and reluctance that may set into a definite unwillingness, to be corrected only after a long time, unless migration can be promptly made *cheap and easy*. Low passage rates and free movement are a simple test not only of a belief in the importance to the Empire of migration but of the confidence of that Empire in its own future. It is, in fact, difficult not to wonder whether migration is not a

sphere in which Government control and activity can very easily become transformed—against the will of its authors—into a barrier to free movement and an intervention that is restrictive in operation or in effect. There is, in our judgment, a clear distinction between, on the one hand, such Government intervention as is necessary to secure the avoidance of unnecessary hardship, or, as is required in present circumstances, to give special measures of training and assistance, and, on the other hand, the elaboration of a code of regulations, whether by the Home or Dominion Governments, which check the impetus of those non-Government agencies that in pre-war days ensured an abundant flow of successful migration.

There is no part of our proposals in regard to migration that we regard as more important than the steady encouragement of the normal flow of migration through unofficial channels and the need of governmental authority to limit its intervention to what is required to prevent abuse and, to the extent that may be necessary, to provide special assistance.

132. It is a corollary of this policy that the normal agencies such as the shipping companies and their representatives should be encouraged and enabled to attract the traffic. The conditions under which migrants travel have greatly improved since before the war; the facilities, official and unofficial, which are available to them overseas, for help and advice, are much more extensive, the risk that belonged to what are called "the old pioneering days" have been much reduced by the wider development of the Dominions. And if we are told that cheap passages and simple procedure would not ensure in every case rapid and certain success in the Dominions, we would ask our critics to compare the prospects overseas for a willing man with the prospects that at present confront so many of our people, however willing, in this country. If in the face of this they discourage migration to the Dominions, they take upon themselves a great responsibility.

133. We take it, of course, for granted that any increase in migration outside the provisions of the Empire Settlement Act would not be used as an argument for reducing the numbers accepted by the Dominions under that Act. Such an attitude would be wholly inconsistent with the declarations of the Dominions, the conclusions of Imperial Conferences and the avowed purpose of the Empire Settlement Act itself. The British Government for its part has shown itself to be in earnest in its policy of migration; that is known to the Governments and people of the Dominions. We trust that there is a growing recognition in the Dominions of the vital importance to the better health and balance of the Empire of a greater and more varied flow of British migration. The Dominions have in this country their own representatives from whom

we have received courteous assistance, and we feel assured of their co-operation with the British Authorities in facilitating the much more extensive movements which we hope all the Governments concerned will henceforth encourage.

#### XV.—CREATION OF ARTIFICIAL EMPLOYMENT.

134. We have described above measures than can lead to a natural transfer of population to ordinary work either in this country or overseas. It is admittedly a gradual process, though it can be hastened as we have suggested. But it is the only process which can be made comprehensive or permanent in its effects. As, however, it is not spectacular, it is suggested in some quarters that there is an obligation on the State to intervene more directly, so as to increase the total volume of employment available, either by embarking on schemes of public works, financed mainly, if not wholly, by the Exchequer, or by administering a tonic, in the form of easy credit, to industrial development generally, and so accelerating the pace at which the absorption of workpeople can proceed. Such suggestions are usually supported by the argument that there is a lot of work which needs to be done, and which, when done, will add to the amenities, or to the competitive efficiency of the country, and that there is lying idle a reserve of labour power which could be profitably used in the work.

135. We have felt bound to have regard to the settled financial policy of the country, and we have, therefore, treated as outside our province ambitious financial proposals however ingenious, if, as is the case with most, they involve a departure from existing principles of tariff or currency and credit policy and would raise prolonged and acrimonious controversy.

136. There is, however, another category of proposals not open, on the face of them, to this objection, and directed towards the development of internal resources on lines that have already been accepted. They range from such schemes as slum clearance, trunk road reconstruction, land drainage and reclamation, down to mere expedients for giving unemployed men something to do, such as levelling slag heaps. Every Department of State knows of such schemes, and we have not thought it necessary to call for evidence upon them from outside sources.

137. Such proposals involve for the most part merely the creation by the State of a temporary, artificial and substitute employment market. And that they may, in certain cases, produce assets of lasting value, is no answer to this criticism, for there are many ways of increasing the capital value of the country's resources, if money is available. If it is to be assumed that unlimited money is to be used, who is to judge, in relation to

our problem, between expenditure for the benefit of private industries, on the reconstruction of much of the plant in the iron and steel industry, for example, or the extension of facilities for the better utilisation of coal, or the restoration to cultivation-value of water-logged farm land, or the construction of main arterial roads?

138. There is a further practical difficulty. Nearly all of the schemes suggested touch the financial relations between the Exchequer and Local Authorities. It is obvious that no scheme can be considered which involves further heavy financial liabilities for the Local Authorities in the depressed areas. The proposals in the current Budget recognise the need for relief from the burdens of local taxation which are hampering productive industry and so retarding the absorption of workpeople into industry. If, therefore, such schemes are to be carried out, the Exchequer must bear either the whole cost, or at least a much higher proportion than has hitherto been granted to services still within the responsibility of Local Authorities.

139. As instances of the cost involved we may say that it has been estimated that to give 1,350 unskilled men work on trunk road reconstruction for one year would cost one million pounds. On land drainage, for the same sum, about 1,000 unskilled men could be employed for two to three years.

140. These figures make it clear that any attempt by the State to provide for the problem before us by the creation of a substitute employment market, on a scale sufficient to have any effect at all, would be prohibitive in cost. The sums involved would raise most serious questions of financial policy in relation to taxation and the position of the State's credit.

141. We have reached the conclusion, therefore, that it is impracticable to look to such schemes for any effective contribution and that undue emphasis on their possibilities only serves to distract attention from the true difficulties of the situation and from the unheroic and actual possibilities of solution.

142. We reach this conclusion with some reluctance. But when we consider that since the Armistice under the varied and comprehensive programmes of works in relief of unemployment (not including Trade Facilities guaranteed schemes) works of the total estimated value of slightly under £190 millions have been approved, and that, notwithstanding the magnitude of the undertakings, there have been at no one date more than 75,000 men employed on such works and of these many for short spells only, and that we have still to face a heavy volume of unemployment, we believe it would clearly be contrary to public policy to begin another cycle of such works. Begun under the conditions of to-day, they would be, in plain fact, relief works. A programme of relief works would, in our judgment, ignore the realities of the present situation.

## XVI. CONCLUSION.

143. There are upwards of 200,000 workmen of all ages, many of whom are married, who cannot expect to earn a livelihood from the industries in which they have hitherto been employed. Only for a few of them can we discern any real prospect of regular employment in their own neighbourhood. To gain once more a livelihood from work, they will need to move. The majority of them can be absorbed into industry in the ordinary process of the employment market if the industrial community will make up its mind to give them an opportunity. For the younger men there are chances in the oversea Dominions which can be made open to much larger numbers: the boys have prospects which can be realised with a small effort; the older and married men will need more conscious help. It is a hard thing to tell numbers of men and even whole communities that unless they leave all their familiar surroundings they will not be able to earn a living, but we should be shirking every inference from the facts if we did not emphasise this as the first and strongest of the lessons that our work has provided. The second lesson is, however, not less important. That if men are willing to move there are possibilities of help. For this we look, as indeed we must, to the quickened imagination and practical sympathy of the whole community, to the steady accumulation of small offers of help, and to a firm decision to take advantage of every chance. And our belief in the character of our fellow countrymen leads us to look for this with confidence.

## SUMMARY.

1. In certain of the heavy industries, and particularly in coal mining, there exists a definite surplus of labour over and above the requirements of the industries. The resulting unemployment, involving probably upwards of 200,000 workers (many with dependants), constitutes a tragic problem, necessitating the urgent and sympathetic attention of the entire country.

2. This unemployment is of a special character; it is concentrated in areas where almost the whole community has depended on one or two industries, and whole communities therefore are involved in the slow paralysis it brings with it. It is not susceptible of solution by localised measures of relief. It is no longer a question of tiding over the unemployment in these areas until the crisis passes. A new policy is needed, directed to the permanent removal of as many workers as possible away from the depressed industries and areas to other areas where the prospect of employment—notwithstanding a certain amount of unemployment—is more favourable.

3. Such a policy can only be effective through the united efforts of everyone. Governmental action by itself cannot solve the problem. Success depends first upon the realisation by unemployed persons themselves of the stark realities of the situation and upon their resolution to try a fresh start elsewhere; secondly, upon the co-operation of the public—employers, workpeople, private persons of all descriptions and every agency, official and unofficial—to foster opportunities for employment and to ease the way of transfer; and, thirdly, and lastly, upon State help.

4. Transfer must be, so far as possible, a natural process and lead to permanent absorption. Within this country it must ultimately rest upon natural economic development. Overseas, owing to the self-evident need of the Dominions for a greater population to develop their resources, there are chances of absorption for large numbers of productive workers.

5. The elasticity of the employment market makes practicable the absorption in ordinary industry of a large part of the surplus without permanent prejudice to other workers. But this implies that every section of the community, both as a human duty and as an act of wise policy, makes itself responsible for allowing every chance of employment to these workpeople from the depressed areas. First-rate human material is available; realisation of the facts and goodwill to turn them to account are requisite; and for a practical application of this goodwill—particularly in respect of the older men—we appeal to all.

6. The first business of the State is to ensure free play for the forces making for transfer. It has provided in the employment exchanges a system for linking up throughout the country employers and workmen, and the fullest use of this by both parties is of paramount importance.

Further, if workpeople who have found employment in another area cannot afford to pay for the cost of removal, or the cost of transferring their families, or the cost of separately maintaining their families in the interval before they can be transferred, or if they lack means while they are waiting for the first payment of wages, they should be helped.

Similarly, if the younger men and juveniles can improve their chances of absorption by training, they should be trained.

7. For some of the older men with families there are opportunities of settlement on the land in this country in connection with afforestation. The fullest possible advantage should be taken of these opportunities and the number of holdings available should be rapidly increased.

8. As regards oversea settlement, it is a matter of regret, and indeed astonishment, to find how disappointingly slow has been the rate of settlement of British people in Australia and Canada, notwithstanding the passing in 1922 of the Empire Settlement Act



for the express purpose of stimulating it. These two countries, although each comparable in size to the United States of America, have populations comparable merely to that of London. Even if it were the case—and it is obviously not so—that Australia and Canada had reached the limit of their absorptive power, it is still to be noted that in 1927 82,000 Continental Europeans settled in Canada. In the same year approximately 22,000 non-British persons arrived in Australia.

9. At successive Imperial Conferences, the Dominions and the Mother Country have agreed on the importance of Empire Settlement. It remains to put that policy into really effective force. Not only will this bring a direct cumulative gain to the Dominions; it will also go far towards a solution of the special problem confronting us.

10. Migration procedure is highly complicated, and formalities are numerous and restrictive. We are satisfied that they constitute a real discouragement to potential settlers. Nothing can be more vital or urgent than the need for a radical simplification of all this.

11. Further—to facilitate settlement apart from the Empire Settlement Act—there should be a reduction of the passage rates more nearly to the pre-war level. Something more than this is also needed in the present abnormal conditions here. Even with lower passage rates there are men who would be quite unable to find the money necessary for their ticket, clothes, and funds on landing. Such needs ought to be met during the next few years.

12. If action on the lines of our report be taken promptly and pressed resolutely, the problem, grave and stubborn though it is, will not be found incapable of solution. But no single line of advance must be ignored. Only by concerted movement alike within our shores and within the Empire can the desired objective be attained.

We have the honour to be, Sir,  
Your obedient Servants,

(Signed.) N. F. WARREN FISHER.  
JOHN CADMAN.  
D. J. SHACKLETON.

26th June, 1928.

---

## APPENDIX I.

## MIGRATION STATISTICS.

## A.—CANADA.

*Number of Immigrant Arrivals, 1900–1913.*

	From United Kingdom.	From other countries (excluding U.S.A.).	From United States	Total.
1900 ... (6 mths. only)	5,141	10,211	8,543	23,895
1901 ...	11,810	19,352	17,987	49,149
1902 ...	17,259	23,732	26,388	67,379
1903 ...	41,792	37,099	49,473	128,364
1904 ...	50,374	34,786	45,171	130,331
1905 ...	65,359	37,364	43,543	146,266
1906 ...	86,796	44,472	57,796	189,064
1907 ... (9 mths. only)	55,791	34,217	34,659	124,667
1908 ...	120,182	83,975	58,312	262,469
1909 ...	52,901	34,175	59,832	146,908
1910 ...	59,790	45,206	103,798	208,794
1911 ...	123,013	66,620	121,451	311,084
1912 ...	138,121	82,406	133,710	354,237
1913 ...	150,542	112,881	139,009	402,432

Since 1922 (the year in which the Empire Settlement Act was passed and an attempt made to restore migration to its pre-war scale):—

1923 ...	70,110	46,903	20,307	137,320
1924 ...	57,612	50,510	16,328	124,450
1925 ...	35,362	31,828	17,717	84,907
1926 ...	48,819	66,221	20,944	135,984
1927 ...	52,940	82,126	23,818	158,884

## B.—AUSTRALIA.

*Total Arrivals, 1900-1913.*

—	British.	Foreign.	Total.
1900 ...			
1901 ...			
1902 ...			
1903 ...	35,061	9,056	44,117
1904 ...	39,026	9,311	48,337
1905 ...	39,975	7,965	47,940
1906 ...	47,396	10,250	57,646
1907 ...	60,172	11,917	72,089
1908 ...	64,374	11,296	75,670
1909 ...	71,201	12,123	83,324
1910 ...	81,457	13,086	94,543
1911 ...	124,061	14,959	139,020
1912 ...	146,602	17,388	163,990
1913 ...	122,443	17,808	140,251
	(Including tourists, business visitors and New Zealanders).	(Including tourists, business visitors, &c.)	

*Since 1922.*

—	British.	New Settlers from U.K. (included in first column).	Foreign.	Total.
1923 ...	83,440	39,967	10,365	95,805
1924 ...	88,335	38,599	17,236	105,571
1925 ...	82,662	35,006	15,617	98,279
1926 ...	90,562	44,513	15,356	105,918
1927 ...	93,382	40,991	21,760	115,142
	(Including same classes as in years 1909-13).		(Including same classes as in 1909-13).	

## C.—NEW ZEALAND.

*Total Arrivals in New Zealand.*

—	British.	Foreign.	Total.
1900 ... ..		Figures not available.	
1901 ... ..	24,956	130	25,086
1902 ... ..	30,197	96	30,293
1903 ... ..	30,719	164	30,883
1904 ... ..	32,340	292	32,632
1905 ... ..	32,409	276	32,685
1906 ... ..	38,904	329	39,233
1907 ... ..	35,815	293	36,108
1908 ... ..	44,381	589	44,970
1909 ... ..	38,417	233	38,650
1910 ... ..	35,534	235	35,769
1911 ... ..	40,800	589	41,389
1912 ... ..	44,237	423	44,660
1913 ... ..	44,214	374	44,588

During the period previous to 1913 no record was kept of the number of persons who intended to settle permanently in the Dominion, and the figures quoted for these years are the total number of arrivals.

*Permanent Settlers who Arrived in New Zealand.*

—	British.	New Settlers from U.K. (included in first column).	Foreign.	Total.
1923 ... ..	11,413	9,392	349	11,762
1924 ... ..	13,481	11,061	833	14,314
1925 ... ..	14,810	11,730	894	15,704
1926 ... ..	17,112	16,565	756	17,868
1927 ... ..	10,885	7,841	442	11,327

## APPENDIX II.

## PROCEDURE TO BE FOLLOWED BY INTENDING BRITISH MIGRANTS TO CANADA.

## I. Passengers paying their own fare must :—

- (1) complete a Declaration Form. (Annex No. 1.)
- (2) obtain medical Identity Card and photograph. (Annex No. 2.)
- (3) undergo medical examination by a Canadian Government doctor or his representative at a stated time and place.
- (4) pass an inspection by the Shipping Company's doctor and the Board of Trade doctor at the port of embarkation.
- (5) pass a similar inspection by a Canadian Government doctor at the port of landing.

In the matter of medical examination, prior to 1928 the passengers only passed the inspection by the Shipping Company's doctor and the Board of Trade doctor at the port of embarkation, and a similar inspection by the Canadian Government doctors at the port of landing.

## II. Passengers applying for assisted passages under the Empire Settlement Act must—

- (1) complete an Information Form appropriate to their category, namely ;—

In the case of single men, the form printed herewith as Annex No. 3.

In the case of women, Form E. (Annex No. 3A.)

In the case of families for land settlement, the form printed herewith as Annex No. 3B.

In connection with the application for assistance a special form is sent to the referees for completion of particulars of the applicant's character and experience. (Annex No. 4.)

- (2) obtain medical Identity Card and photograph. (Annex No. 2.)

(3) undergo medical examination by a Canadian Government doctor or his representative at a stated time and place.

(4) undergo civil examination by a representative of the Canadian Government at a stated time and place.

(5) complete Declaration Form (Annex No. 1) prior to booking.

(6) pass an inspection by the Shipping Company's doctor and the Board of Trade doctor at the port of embarkation.

(7) pass a similar inspection by a Canadian Government doctor at the port of landing.

## In addition—

(8) if the applicant is a minor, the consent of the parents or guardians has to be obtained. (Annex No. 5.)

(9) if the applicant has previously resided in Canada, additional questions have to be answered. (Annex No. 6.)

---

\* There are 28 full-time Canadian medical officers to serve all districts in Great Britain, supplemented by the services of British doctors in some of the more remote areas.

**ANNEX No. 1.**

.....Class on Steamer.  
 Contract Ticket No.....  
 Steamer for which booked.....  
 Date of Sailing.....  
 From.....

aided  dress. ress. i.	Have you ever been refused admission to or deported from Canada ?	Do you intend to reside permanently in Canada ?	Can you read ?	What Language ?	By whom was passage paid ?	Religion. Actual denomination must be given, i.e., Church of England, Roman Catholic, Wesleyan, &c. "Protestant" is not sufficient.
	12	13	14	15	16	17
e you or your family ever been			If in possession of a Passport give			Money in possession belonging to passenger.
tally ative ?	Physically Defective ?	Tuberoular ?	Number.	Place of Issue.	Date of Issue.	
2	23	24	25	26	26	

1  
2  
3  
4  
5  
6  
7  
8  
  
1  
2  
3  
4  
5  
6  
7  
8

**DECLARATION OF PASSENGER.**

ish.  
an.  
nian.  
ish.  
ish.  
n.  
ish.  
inian (N.E.S.) \*  
n.  
Indian.

I hereby certify that I made true answers to the above questions, which were asked in a language understood by me, and which answers have been recorded above. I understand that I may, on arrival, be called upon to swear to the truth of above answers and that a false oath is punishable by fine or imprisonment.

Signature of Passenger.....

ANNEX No. 2.

DEPARTMENT OF HEALTH, CANADA.

(This Certificate must be presented at the Canadian Port of Entry.)

Serial Number.....Age.....  
Name .....  
Nationality .....Sex.....  
Signature of Bearer.....

(Full face  
Photograph.)

(Signature of Medical Examiner.)

Place of Examination.....

(This Certificate is valid only for four months from date  
of issue to date of Embarkation.)

ANNEX No. 3.

DEPARTMENT OF IMMIGRATION AND COLONIZATION, GOVERNMENT OF CANADA.

Stamp here whether Applicant is  
experienced, partly experienced or  
inexperienced.

File No.....

INFORMATION FORM.

Date.....19...

1. Name in full..... 1a Age.....  
(Print your Surname in block letters.)
2. Address .....
3. Place of birth..... 3a. Present Nationality.....
4. Religion .....
5. Married or Single or Widower..... 5a. Age of Wife if living.....
6. No. of Children .....  
(State age and sex of each.)
7. Will your Wife and Children accompany you?.....
8. If not, what provision are you making for them in this country?  
.....
9. A medical certificate from a Doctor on the Official Roster may be  
required; therefore state exact condition of mental and physical health of  
yourself and individual members of family:  
.....  
.....
10. Have you or has any member of your family suffered at any time  
from insanity, epilepsy or tuberculosis in any form, or any infectious  
disease? .....
11. If you or any member of your family has any physical defect, give  
particulars of it .....
12. Have you or has any member of your family ever been treated in an  
Institution or Home?.....  
If so, give particulars.....

13. State intended occupation in Canada.....
14. Where? .....
15. Is such occupation assured?..... 15a. By whom?.....
16. Have you lived in Canada or elsewhere Overseas?.....
- (a) Where? .....
- (b) Between what dates?.....
17. Can you pay your own fare to final destination in Canada?.....
- (a) What money will you possess in addition, }  
at time of landing in Canada? }
18. If relatives or friends are providing a home, give name, address and relationship, and state how long they have been in Canada.....
- .....
19. How many years have you farmed?.....
- What kind of farming?.....
- Can you milk?..... Can you plough?.....
- How many horses can you handle?.....
- What experience with other live stock?.....
- 19a. Are you capable of harnessing, hitching and driving horses? .....
- .....
- 19b. Are you capable of operating the simpler farming implements, such as cultivators, discs, harrows and rollers?.....
- .....
20. Are you working on a farm?.....
- If not, state last occupation.....
21. Give names and addresses of *two* farmers for whom you have worked, and *how long with each*. If you have not been employed on a farm state so, and give names and addresses of your last employers. } Name.....
- Address.....
- Name.....
- Address.....
22. Give name and address in the British Isles of parents or nearest living relative (state relationship).....
- .....
23. When do you wish to leave for Canada? (*If possible give name of steamer, date of sailing and class by which you intend to travel, and rail destination in Canada*).....
- .....
24. If you are in communication with a Shipping or Booking Agent, give his name and address.....
- .....
- Signature.....
- (To be filled in by Canadian Government Agent.)
25. Origin of business' .....



ANNEX No. 3A.

SAILING PERMIT.

Form E.

I. & C. No.....

O.S.O. No.....

CANADA.

DEPARTMENT OF IMMIGRATION AND COLONIZATION.

1. Name in full..... Age.....  
(Print Surname in block letters.)
2. Present address .....
3. Permanent address .....
4. Place of birth..... Nationality.....
5. Single, married, widowed or divorced..... Religion.....
6. Name, relationship and address of nearest relative in the British Isles .....
7. Present occupation..... Intended occupation.....
8. To whom destined overseas.....  
(Give full name and address, and state if friend, relative or employer.)
9. Name of Steamer by which you are sailing.....
10. Date of sailing..... Name of Booking Agent.....  
Address.....
11. Class of ocean travel (Cabin or Third).....
12. Have you ever resided in Canada? If so, for how long?.....
13. When did you last leave Canada and for what purpose?.....
14. Have you any friends or relatives in the United States of America? If so, where?.....
15. If accompanied by children, give the following particulars:—

Name.	Age.	Sex.	Name.	Age.	Sex.

I declare that the above statements are correct.

16. Applicant's own Signature..... Date.....

17. I hereby certify that the applicant is personally known to me and .....

(Indicate what you know of the applicant's character, industry and honesty and whether you believe the above questions have been correctly answered.)

18. Signature ..... Address.....

19. Calling ..... Date .....

(To be signed by one of the following, to whom the applicant is personally known: A member or official of any Banking firm established in the United Kingdom, any Mayor, Minister of Religion, Registered Medical Practitioner, Barrister-at-Law, Solicitor, Notary Public, Magistrate or Justice of the Peace.)

Additional questions to be filled in by houseworkers who are unable to pay their own passage:—

1. What amount can you pay towards the cost of transportation to destination in Canada? .....
2. Have you applied for passage assistance from any other source?.....  
If so, from what source?.....

Interviewed at .....

Date .....

by .....  
(Canadian Emigration Officer.)

**MEDICAL EXAMINATION.**

*Instructions to Medical Examiner.*

In cases where the Medical Examiner is unable to describe the applicant as being in good health, he should state under "Remarks" the exact nature of the defect which he finds and whether it is of a temporary or permanent nature. Any disablement received on Active Service or otherwise should also be noted and commented on.

To avoid needless hardship the Medical Examiner is particularly requested to satisfy himself that the applicant is in every way a fit subject to pass a thorough medical examination, as applicants are liable to rejection both at the ports of embarkation and at the port of arrival. The presence of Pediculi or Nits should be noted hereon. In the case of women, if pregnant, please note the fact in "Remarks" column, and state number of months.

*Certificate.*

I certify that I have this day examined.....  
(Full Name)  
of.....(Named on this form) and  
report as follows:—

1. Heart .....
2. Lungs (particularly Tuberculosis) .....
3. Has she ever been in a Sanatorium or other institution or attended thereat for the treatment of Tuberculosis?.....
4. Any sign of disease of the Genito-Urinary Organs.....
5. Nervous System and Mental Condition.....  
State whether she has ever suffered from Mental Disease, or Epilepsy, or been treated in any institution of any kind for these diseases .....
6. Sight ..... 7. Hearing .....
8. Physique ..... 9. Skin ..... 10. Vaccinated .....
11. Digestive Organs and Teeth.....
12. If receiving a Pension: How much weekly?.....

Remarks\* .....  
 .....  
 .....

Age ..... Height ..... Weight .....

Having read and made myself conversant with the instructions contained in Form KA, supplied me, I certify that I have this day examined the above-named, and am, therefore, of the opinion that she is in .....health and of.....constitution. She is not suffering from any mental or bodily defect which in my opinion would unfit her for earning her own living as a.....in Canada.

Date..... Signature .....  
 Qualifications .....  
 Address .....

I hereby certify that the information supplied by me to the Medical Examiner is correct in every particular:—

Signature of applicant which must be made in the presence of the Medical Examiner .....

*Instructions to Persons being Examined.*

1. For children a separate statement or medical schedule is required.
2. Under no circumstances will any Medical Certificate be accepted unless duly certified by a Medical Referee who is on the Official Roster and whose name is given to you with this form.
3. It must be fully understood that the fees for Medical Examination must be paid by yourself. The Maximum Scale of Fees is as follows: 10s. 6d. for each adult of 16 years or over; 2s. 6d. for each child under 16 years of age accompanied by parents or guardians with a limit of £1 6s. for the examination of any one family, not more than two children to be charged for under the age of 16 years. Children unaccompanied, 10s. 6d. each, irrespective of age.
4. This Medical Certificate is for your assistance and guidance but does not in any way guarantee your admission to Canada. The Medical Examination that admits you to Canada takes place at the Canadian port of arrival.

If this Certificate does not show that you and your dependents are in good *mental* and physical health, correspond at once with your nearest Canadian Government Emigration Agent and defer booking your passage until advised whether or not your difficulties can be cleared up.

*Officials whom you may see or write to.*

London.—Director of European Emigration for Canada, The Canadian Building, Trafalgar Square, S.W.1.

- |   |   |   |
|---|---|---|
| Canadian Government<br>Emigration Agents at:— | { | 48, Lord Street, Liverpool.<br>139, Corporation Street, Birmingham.<br>52, Baldwin Street, Bristol.<br>Canada Chambers, Museum Street, York.<br>310, High Street, Bangor (Wales).<br>107, Hope Street, Glasgow.<br>33, Academy Street, Inverness.<br>44, Dawson Street, Dublin.<br>17-19, Victoria Street, Belfast. |
|---|---|---|

ANNEX No. 3B.

DOMINION OF CANADA.

DEPARTMENT OF IMMIGRATION AND COLONIZATION.

APPLICATION FORM.

*Settlement of British Families in Canada.*

(Please complete this form in your own handwriting, and answer all questions fully in order to avoid delay.)

To The Canadian Emigration Office.....

We are interested in the plan for the settlement of British Families on the land in the Province of New Brunswick, Canada. We desire to have our qualifications investigated in order that we may, if approved, proceed to Canada and secure agricultural employment prior to qualifying for assistance under the above plan. We beg to submit the following:—

Section 1. (Head of family.)

- (a) Name in full.....  
(Write name clearly in printed letters.)
- (b) Present address in full.....  
(Giving nearest station and county.)
- (c) Age ..... Religion ..... Present occupation .....
- (d) Employer's name and address .....
- (e) Nationality ..... Birthplace .....  
(English, Scotch, Irish or Welsh.)
- (f) Married or Widower..... Years married.....
- (g) Did you serve in military or naval forces during the Great War; if so, where, and unit?.....
- (h) Have you any physical disability?.....  
(State nature and extent.)
- (i) Are you in receipt of a pension?..... Amount of pension.....  
(State whether service or disability.)
- (j) Have you ever resided in Canada or elsewhere overseas, if so, between what dates? .....

Section 2. (Experience.)

- (a) Were you born or brought up on a farm?.....  
(Give details.)
- (b) Give full details of your employment since leaving school:—

From Year	To Year	Employer's name, occupation and address.	Nature of Work you performed.

- (c) If you have had any agricultural experience in Britain or elsewhere, which is not detailed above, please give full details, showing the nature of work you performed.....

- (d) Can you groom, harness and drive horses?.....
- (e) Plough?..... Milk?..... Do rough Carpentry?.....
- (f) Do you understand the handling and care of dairy cattle?.....
- (g) Sheep? ..... Swine? ..... Poultry?.....
- (h) A farm garden?..... Small fruits?..... Orchards?.....

Section 3. (References.)

(a) Give the names, addresses and occupations of three responsible parties (not relatives) to whom we can refer for recommendations as to character, ability, industry and thrift. (Employers preferred.)

Name.	Address.	Occupation.
.....	.....	.....
.....	.....	.....
.....	.....	.....

Section 4. (Assets.)

- (a) How much actual Cash have you now? £.....
- (b) How much money will you have before you sail, after disposing of all your effects and paying all your debts?.....
- (c) Do you propose to take with you sufficient bedding and blankets, linen, crockery, cutlery, and small cooking utensils to suffice for your early needs? .....

Section 5. (This Section to be completed by wife.)

- (a) Wife's name (in full)..... Age.....
- (b) Nationality ..... Birthplace .....
- (c) Children ..... Boys aged.....and.....Girls aged.....
- (d) Have you or they any physical disability?.....  
(State nature and extent.)
- (e) Do they all intend to sail under this plan and remain with parents or in vicinity? .....
- (f) Have you any other dependents, related or otherwise?.....  
(If so, give particulars and state if they will accompany you.)
- (g) Do you desire any female relative or friend not already mentioned to accompany your family?  
If so, give name, age and address.....
- (h) Can you milk?..... Care for poultry?..... Tend farm garden?.....
- (i) Were you born or brought up on a farm, or have you had any training which would specially fit you for farm work?.....

I declare that the answers given to the above questions are, to the best of my knowledge, true and correct.

.....  
(Signature of applicant.)

I believe that my husband is sincere in his intentions to make farming his life work. I am aware of the individual responsibility resting on those who would engage successfully in farming. I am in favour of his engaging in farming and am willing to live on a farm, co-operate and assist him in his undertaking in every possible way.

.....  
(Signature of wife.)

Place.....

Date .....

ANNEX No. 4.

Confidential.

Form J.

File No. ....

CANADA

GOVERNMENT OF CANADA.

DEPARTMENT OF IMMIGRATION AND COLONIZATION.

.....192

Dear Sir or Madam,

.....  
giving his address as .....

.....  
is an applicant for farm work in Canada, for which only quite suitable persons can be recommended, and he has therefore given your name as one who can certify to his suitability for such work. I shall be obliged if you will kindly answer the following questions, and return this form to me at your early convenience, for which purpose a stamped addressed envelope is enclosed.

I am,  
Your obedient Servant,

To

.....  
(Canadian Government Emigration Agent.)

1. How long have you known him? } .....  
and are you related to him? } .....

2. Do you believe him to be honest, } .....  
sober, steady, truthful and industrious? } .....

3.—(a) Does he enjoy good health? } .....  
(b) Does applicant suffer from any } .....  
physical disability which prevents him } .....  
being 100 per cent. farm worker? } .....

4. Has he been in your service? If } .....  
so, how long? If not, can you give } .....  
the name and address of his last } .....  
employer? } .....

5. What was his employment while } .....  
in your service? } .....

6. Can he milk? .....

Can he plough? .....

Does he understand the care of horses and live stock? .....

How long is it since he left these occupations? .....

7. Do you think he is in every way } .....  
suitable for farm work in Canada? } .....

8. Is this applicant married or } .....  
single? } .....

Date .. Signature .....

.....

ANNEX No. 5.

PARENT'S OR GUARDIAN'S CONSENT.

I (insert full name, occupation and address).....  
 .....  
 the { Father }  
       { Mother } of .....  
       { Guardian }

who has applied for a Reduced rate passage to Canada, under the Empire Settlement Act, hereby consent to my <sup>Son</sup> ~~Ward~~ proceeding to Canada and I am prepared for him to undertake farm work.

Dated this.....day of.....192.....  
 Signature.....

\*Witness .....  
 Address .....

\* The Witness must be one of the following, viz., a Member or Official of any banking firm established in the United Kingdom, any Mayor, Magistrate, Justice of the Peace, Minister of Religion, Barrister-at-law, Registered Medical Practitioner, Solicitor, or Notary Public resident in the United Kingdom.

ANNEX No. 6.

THE FOLLOWING QUESTIONS MUST BE ANSWERED BY APPLICANTS WHO HAVE PREVIOUSLY RESIDED IN CANADA.

1. When did you leave England for Canada? .....
2. Did you receive any financial assistance (Government or otherwise), for the outward passage? .....
3. What was your occupation whilst in Canada? .....
4. Why did you return to England, and when? .....
5. Are any of your children Canadian by birth? .....

Signature.....

## APPENDIX III.

## PROCEDURE TO BE FOLLOWED BY INTENDING BRITISH MIGRANTS TO AUSTRALIA.

## I. Passengers paying their own fares must :—

- (1) produce a passport;
- (2) fill in a Booking Form (Annex No. 1);
- (3) pass an inspection by the Shipping Company's doctor and the Board of Trade doctor at the port of embarkation;
- (4) pass an inspection by an Australian Government doctor before landing.

## II. Passengers applying for assisted passages under the Empire Settlement Act must—

- (1) fill in an Application Form appropriate to their category, namely,
  - In the case of single men or heads of families—Form A; (Annex No. 2);
  - In the case of women—Form B. (Annex No. 3);
  - In the case of boys—Form C (Annex No. 4);
- (2) produce two references as to character;
- (3) undergo an examination by a representative of the Australian Government at a stated time and place;
- (4) undergo medical examination by an Australian Government doctor or his representative at a stated time and place.\*
- (5) obtain a Certificate of Identity in lieu of passport, and photograph. (Annex No. 5);
- (6) pass an inspection by the Shipping Company's doctor and the Board of Trade doctor at the port of embarkation;
- (7) pass an inspection by an Australian Government doctor before landing;

## In addition—

- (8) obtain, if the applicant is a minor, the consent of the parents or guardians. (Provision for this is made on Form C.—Annex No. 4.)

---

\* There is a small nucleus of Australian doctors, attached to the Staff of the Chief Medical Officer at Australia House, who are available for conducting medical examinations. The bulk of the work of medical examination is carried out by local British doctors.

---



## Booking Form.

## ANNEX No. 1.

PARTICULARS REQUIRED BY THE BOARD OF TRADE AND THE AUSTRALASIAN  
GOVERNMENT AUTHORITIES.

Steamer..... Sailing.....  
Class.....Port of Destination.....

Surname. (Each Passenger, Adult or Child, must be entered separately.)	Christian Names (in full)	Age.	Sex.	Married or Single.	†Nationality.	Occupation.

†State whether England, Scotland, Wales, Northern Ireland, British Colony, Irish Free State, naturalised British, or Alien.

Board of Trade Notice.—Third Class Passengers are particularly warned that they will be subjected to a medical examination by the Board of Trade at the port of embarkation, and are liable to be refused permission to embark if they are found to be by reason of any bodily or mental disease unfit to proceed, or likely to endanger the health or safety of others in the vessel.

It is therefore essential that they should satisfy themselves before proceeding to embark that they and their families are all in a good state of health, both physically and mentally.

I hereby declare that all the passengers mentioned above are in sound health, both physically and mentally, and suffering from no illness, complaint, or infirmity of any description, and I agree that the Owners will not be liable for any expenses incurred in the event of the steamer not sailing on or about the above date.

*Passenger's Signature*.....

Passenger's Present Address.....  
(Any alteration of address must be notified.)

Have you a valid Passport.....  
(Date of issue.....If renewed, date of last renewal.....)

Country of last Permanent Residence.....

Country of future Residence.....  
(By "Permanent Residence" is to be understood residence for one year or more.)

State intended Colonial Address.....  
(NOTE.—The Authorities will not accept an Address such as "c/o G.P.O.")

Date of Booking.....	Deposit paid... .. £
	Balance to pay ... £
	<hr/> Total Passage Money £ <hr/>

Half the Passage Money will secure a Berth.

This Form must be completed by the Passenger and returned to the Booking Agent before a Contract Ticket can be issued.

Agent's Name and Address	For Office use only.	Ticket No.....
	Nett amount received £.....	Cabin No.....
		Berth No.....

ANNEX No. 2.

Please Write Plainly.

No.....

GOVERNMENT OF AUSTRALIA.

*Application Form for Migration.*

Under the Assisted Passage Scheme agreed upon between the Government of Australia and the British Government under the Empire Settlement Act, 1922.

(All Questions must be fully answered.)

Name in Full.....  
(In block capitals, surname first.)

Full Postal Address.....  
(In block capitals.)

Nearest Railway Station to your home.....

Trade or Calling..... Are you at present employed?.....

Age..... Date of Birth..... Place of Birth and County.....

Married or Single..... Height..... Weight.....

Religious Denomination.....

If married, Wife's name in full and age..... Age.....

Children (Names in full, ages and sex)—

	Age.	Sex.	Date of Birth.		Age.	Sex.	Date of Birth.

If under age, furnish name and address of parent or guardian.....

Name and Address of Next of Kin.....

If married, is it your intention to take your wife and family (if any) with you?.....

Names and addresses of employers during past two years, and class of work upon which you were engaged.....

State fully the nature and extent of your work on the land, giving period so employed.....

Have you or your family (if any) any physical disability? If so, state fully its nature—

Can you milk?..... Can you plough?.....

Can you handle heavy horses?.....

Can you pay the reduced passage fee and landing money per adult?

(For rates of Fare and Landing Money see Circular E.1, page 2.)

How much will you have for transfer to Australia after paying passage money and landing money? }  
 Have you any relatives or friends in Australia? If so, give relationship, names and addresses }  
 Are they prepared to nominate you? }  
 Have you at any time resided in Australia or New Zealand? If so, when and where? }  
 Have you any preference for a particular State in Australia? }  
 If you cannot be accepted for the State you prefer are you prepared to settle elsewhere in Australia? }  
 Are you prepared to engage in Agricultural work on arrival? }  
 Have you interviewed or communicated with a Passenger Agent? If so, furnish name and address }  
 Have you previously communicated with the Australian Migration and Settlement Office or Labour Exchange? If so, when? }

When do you desire to sail?.....  
 \*Do you wish to travel by any particular line of steamer?.....

\*The Director of Migration has entered into contracts with all the Australian Passenger Lines, so passengers must clearly understand that while he will give every reasonable consideration to desires they may express to travel by any particular steamer, he must reserve entire liberty to give them passages by such Line as best fits in with his arrangements.

*Undertaking to Engage in Farm Work in Australia.*

(N.B.—This section must be completed by all applicants other than those nominated.)

I, .....  
 of .....  
 hereby declare that if I am accepted by the Director, Migration and Settlement, Australia House, Strand, London, I will engage in Farm Work upon my arrival in Australia, and I fully understand that the wages current for this class of work are 20s. to 30s. per week and keep to start. Should I during the first twelve months seek any employment other than Farm Work, or should I during the first two years leave Australia, I agree to repay the full amount of the financial assistance granted to me as an assisted migrant under the Empire Settlement Act.

I further declare all the foregoing statements to be true, and if my application for an assisted passage is accepted and approved, I agree that it is subject to cancellation by the Government at any time, and that the approval imposes upon the Government of Australia no legal obligation to take me to Australia; and that if the cancellation of approval or passage is exercised by the Government, I shall have no claim against the Government or its officials for any damages, loss, expenses, compensation or otherwise except a refund of passage or landing money supplied by me in the case where such cancellation arises through no wrongful act or default on

my part. I further understand that persons who are found to have contracted contagious diseases before landing in the Commonwealth of Australia are liable to be returned to Great Britain, and that my admission to the Commonwealth of Australia is, notwithstanding the aforementioned approval for an assisted passage, subject to the provisions of the Immigration Restriction Act.

Signature of Applicant..... Date.....  
(Must be signed by the applicant personally; a signature by another person will not suffice).

---

*Parent or Guardian's Consent (Father, if Living) in the case of Applicants under 21 years of age.)*

I .....  
(Insert full Name, Occupation and Address.)  
(father)  
the (mother) of.....  
(guardian)  
who has applied for an assisted passage to Australia through the Migration and Settlement Office, Australia House, Strand, London, hereby consent to my son proceeding to.....  
Dated this.....day of....., 192 .  
Signature of Parent or Guardian.....  
Witness\* .....  
Address .....

\* The Witness must be one of the following, viz.: a Member or Official of any Banking Firm established in the United Kingdom, any Mayor, Magistrate, Justice of the Peace, Minister of Religion, Barrister-at-Law, Registered Medical Practitioner, Solicitor or Notary Public, resident in the United Kingdom.

---

*Additional Particulars to be supplied by Ex-Service Men.*

Trade or Calling prior to enlistment.....  
Date of Enlistment..... Date of Discharge.....  
Unit in which last served..... Rank or Rating.....  
Service No.....  
Reason for discharge.....  
Are you in receipt of a pension? If so, state amount, whether permanent, percentage on which assessed.....If for disability, state fully nature of same. (Commutation is not advised).....  
.....  
If you did not serve, state reason for exemption.....

---

*Information for Applicants.*

Applicants are warned against leaving their employment, vacating their residence or disposing of their property until advice is received of the name of the steamer on which their passages have been booked.

At least two Original References (copies not accepted) from responsible persons as to character, farming experience (if any) and suitability for agricultural or other work must be submitted with this application.

A Medical Certificate must also be furnished when asked for on the official form which will be supplied.

Should an applicant be requested to call for an interview with anyone acting on behalf of this Office he should comply promptly in order to avoid delay in his migration.

---

On completion, this form, with references, should be forwarded to:—

The Deputy Director of Migration & Settlement,  
Australia House, Strand, London, W.C.2.

ANNEX No. 3.

Please write plainly.

GOVERNMENT OF AUSTRALIA.

*Women's Application Form for Migration.*

Under the Assisted Passage Scheme agreed between the Government of Australia and the British Government under the Empire Settlement Act, 1922.

(All questions to be fully answered.)

Name in full .....  
(In block capitals, surname first.)

Full Postal Address.....  
(In block capitals.)

Nearest Railway Station to your home.....

Present occupation.....

Age..... Date of Birth..... Place of Birth and County.....

Are you in good health?.....

Have you at any time been subject to fits?.....

Married, Single or Widowed..... Height.....

Weight..... Religion.....

Special Questions to be answered by Married Women.

Husband's full name, age, occupation and address.....

Children (Names, ages and sex)—

	Age.	Sex.	Date of Birth.		Age.	Sex.	Date of Birth.

Questions to be answered by all Applicants.

Name and Address of next-of-kin. If under 21 years of age, give name and address of parents or guardian.....

Have you ever been engaged in domestic service other than in your own home? .....

If so, how long?..... At what wages?.....

Upon what work (if any) other than domestic and war work have you been employed? .....

Domestic Experience—

1. Can you do plain cooking?.....

2. Can you do general housework?.....

Name and Address of Present Employer.....

Name and Address of Previous Employer.....  
 .....  
 When did you leave your last situation?.....  
 What class of situation do you desire in Australia?.....  
 Do you prefer a situation in the city or in the country?.....  
 How much will you have for transfer to Australia after paying £2 and landing money?.....  
 Have you any friends or relatives in Australia? If so, give relationship, names and addresses.....  
 .....  
 Are they prepared to nominate you?.....  
 Have you at any time resided in Australia or New Zealand? If so, when and where?.....  
 Have you any preference for a particular State of Australia?.....  
 .....  
 If you cannot be accepted for the State you prefer, are you prepared to settle elsewhere in Australia?.....  
 Have you interviewed or communicated with a Passenger Agent? If so, furnish name and address.....  
 .....  
 Have you previously communicated with the Australian Migration and Settlement Office, or any Employment Exchange? If so when?.....  
 .....  
 When do you desire to sail?.....  
 The Director of Migration has entered into contracts with all the Australian Passenger Lines, so passengers must clearly understand that while he will give every reasonable consideration to desires they may express to travel by any particular steamer, he must reserve entire liberty to give them passages by such Line as best fits in with his arrangements.

---

UNDERTAKING TO ENGAGE IN DOMESTIC DUTIES IN AUSTRALIA.

I, .....  
 of .....  
 having been accepted as a domestic under the Empire Settlement Act do hereby agree to engage in domestic duties only, for at least twelve months after my arrival in.....Australia. I do this on the understanding that if I am placed in an unsuitable post, I shall be at liberty to take up another situation in domestic duties either through the Government Bureau or by advertising, after having given the necessary notice. Should I during the first twelve months seek any employment other than domestic duties, or should I during the first two years leave Australia I agree to repay the full amount of financial assistance granted to me as an assisted migrant under the Empire Settlement Act.

---

I declare all the above statements to be true, and if my application for an assisted passage is accepted and approved, I agree that it is subject to cancellation by the Government at any time and that the approval imposes upon the Government of Australia no legal obligation to take me to Australia; and that if the cancellation of approval or passage is exercised by the Government, I shall have no claim against the Government or its officials for any damages, loss, expenses, compensation or otherwise except a refund of passage or landing money supplied by me in the case where

such cancellation arises through no wrongful act or default on my part. I further understand that persons who are found to have contracted contagious diseases before landing in the Commonwealth of Australia are liable to be returned to Great Britain, and that my admission to the Commonwealth of Australia is, notwithstanding the aforementioned approval for an assisted passage, subject to the provisions of the Immigration Restriction Act.

Signature of Applicant..... Date.....  
(Must be signed by applicant personally; a signature by another person on her behalf will not suffice.)

---

PARENT OR GUARDIAN'S CONSENT (FATHER IF LIVING) IN THE CASE OF APPLICANTS UNDER 21 YEARS OF AGE.

I, .....  
(Insert full name, occupation and address.)

the { mother }  
      { father } of.....  
      { guardian }

who has applied for an assisted passage to Australia through the Migration and Settlement Office, Australia House, Strand, London, hereby consent to my daughter proceeding to Australia.

Dated this.....day of.....192 .

Signature of Parent or Guardian.....

Witness\*.....

Address .....

\* The Witness must be one of the following, viz., a Member or Official of any Banking Firm established in the United Kingdom, any Mayor, Magistrate, Justice of the Peace, Minister of Religion, Barrister-at-Law, Registered Medical Practitioner, Solicitor or Notary Public, resident in the United Kingdom.

---

INFORMATION FOR APPLICANTS.

Should an applicant be requested to call for an interview with anyone acting on behalf of this Office she should comply promptly in order to avoid delay in her migration.

At least two Original References (copies not accepted) from responsible persons as to character, domestic experience (if any) and suitability for household work, must be submitted in support of this application.

A Medical Certificate must also be furnished when asked for on the official form which will be supplied.

Applicants are warned against leaving their employment or disposing of their property until advice is received of the name of the Steamer on which their passages have been booked.

---

On completion, this form, with references, should be forwarded to:-

The Deputy Director of Migration and Settlement,  
Australia House, Strand, London, W.C.2.

---

ANNEX No. 4.

Please write plainly.

No.....

GOVERNMENT OF AUSTRALIA.

Lad's Application Form for Migration.

Under the Assisted Passage Schema agreed between the Government of Australia and the British Government under the Empire Settlement Act, 1922.

(This form must be filled in by the applicant, and all questions must be fully answered.)

Name in full (In block capitals, surname first).....

Full Postal Address (In block capitals).....

Nearest Railway Station to your home.....

Trade or Calling of Father.....

Present Trade or Calling of Lad.....

Are you at present employed?.....

Age..... Date of Birth..... Place of Birth and County.....

Married or Single..... Height.....

Weight..... Religion.....

Are you the son or orphan of an ex-service man?.....

Furnish name and address of parent, guardian or next of kin.....

(If father is living his name must be given.)

Have you at any time been subject to fits?.....

Names and addresses of employers during past two years, and class of work upon which you were engaged:—

From .....	} With .....
To .....	

From .....	} With .....
To .....	

Address of School attended.....

Standard or Form reached.....

Have you been a Boy Scout or member of a Brigade or Club?.....

How much can you find towards your fare and Landing Money?.....

(For particulars of fares, &c., see Form E3.)

How much will you have for transfer to Australia after paying passage money and landing money?.....

State fully the nature and extent of your experience on the land, giving period so employed—

.....

Can you milk?..... Can you plough?.....

Can you handle heavy horses?.....

Have you any relatives or friends in Australia? If so, give relationship, names and addresses.....



Are they prepared to nominate you?.....

Have you at any time resided in Australia or New Zealand? If so, when and where?.....

Have you any preference for a particular State in Australia?.....

If you cannot be accepted for the State you prefer, are you prepared to settle elsewhere in Australia?.....

Are you prepared to engage in Agricultural work on arrival?.....

Have you interviewed or communicated with a Passenger Agent? If so, give name and address.....

Have you previously communicated with the Australian Migration and Settlement Office or with an Employment Exchange? If so, when?.....

When do you desire to sail?.....

(The Director of Migration has entered into contracts with all the Australian Passenger Lines, so passengers must clearly understand that while he will give every reasonable consideration to desires they may express to travel by any particular steamer, he must reserve entire liberty to give them passages by such Line as best fits in with his arrangements.)

*Undertaking to engage in Farm Work in Australia.*

I,.....  
of .....  
hereby declare that if I am accepted by the Deputy Director, Migration and Settlement, Australia House, Strand, I will engage in Farm Work upon my arrival in Australia, and I fully understand that the wages current for this class of work are 10s. to 15s. per week and keep. Should I during the first 12 months seek any employment other than Farm Work, or should I during the first two years leave Australia, I agree to repay the full amount of the financial assistance granted to me as an assisted passage under the Empire Settlement Act.

I declare all the above statements to be true and if my application for an assisted passage is accepted and approved I agree that it is subject to cancellation by the Government at any time and that the approval imposes upon the Government of Australia no legal obligation to take me to Australia; and that if the cancellation of approval or passage is exercised by the Government, I shall have no claim against the Government or its officials for any damages, loss, expenses, compensation or otherwise except a refund of passage or landing money supplied by me in the case where such cancellation arises through no wrongful act or default on my part. I further understand that persons who are found to have contracted contagious diseases before landing in the Commonwealth of Australia are liable to be returned to Great Britain and that my admission to the Commonwealth of Australia is, notwithstanding the aforementioned approval for an assisted passage, subject to the provisions of the Immigration Restriction Act.

Signature of Applicant..... Date.....

(This form must be signed by the applicant personally; a signature by another person on his behalf will not suffice.)

*Parents' or Guardian's consent (father, if living) in the case of applicants under age (21 years).*

I .....  
 (Insert full name, occupation and address)  
 of.....  
 (father)  
 The (mother) of.....  
 (guardian)  
 who has applied for an assisted passage to Australia through the Migration and Settlement Office, Australia House, Strand, London, hereby consent to my son proceeding to Australia, and to his being placed out in rural work by the Immigration Authorities in Australia.  
 Dated this.....day of.....192...  
 Signature.....  
 Witness\* .....  
 Qualification .....  
 Address.....

\*The Witness must be one of the following, viz., a Member or Official of any Banking Firm established in the United Kingdom, any Mayor, Magistrate, Justice of the Peace, Minister of Religion, Barrister-at-Law, Registered Medical Practitioner, Solicitor or Notary Public, resident in the United Kingdom.

#### *Information for Applicants.*

Applicants are warned against leaving their employment or disposing of their property until advice is received of the name of the steamer on which their passages have been booked.

Should an applicant be requested to call for an interview with anyone acting on behalf of this office he should comply promptly in order to avoid delay in his migration.

At least *two Original References* (copies not accepted) from responsible persons as to character, farming experience (if any) and suitability for agricultural or other work must be submitted in support of this application. A *Birth Certificate* may be required at a later date.

A Medical Certificate must also be furnished when asked for on the official form which will be supplied.

On completion, this form with references, should be forwarded to:—

**THE DEPUTY DIRECTOR OF MIGRATION AND SETTLEMENT,  
 AUSTRALIA HOUSE, STRAND, LONDON, W.C.2.**

ANNEX No. 5.

COMMONWEALTH OF AUSTRALIA.

Migration and Settlement Office,  
Australia House,  
Strand, London, W.C.2.

*Application for Certificate of Identity.*

I, the undersigned.....  
at present residing at.....  
hereby apply for a Certificate of Identity for travelling to.....  
.....Australia, for the purpose of taking up my  
permanent residence there.

I declare that I have no Certificate of Identity or Passport already in  
my possession, and that I have made no other application for a Certificate  
of Identity or Passport.

Signed.....

And I, the undersigned.....  
of .....  
hereby declare that to the best of my knowledge and belief, the above  
statements are true in substance and fact, and that the photograph(s)  
attached hereto is/are true photo(s) of the applicant(s) and has/have been  
duly certified as such by me.

Signature .....

This declaration to be signed by a Justice of the Peace, Clergyman, Medical Practitioner, Post Master, Post Mistress or School Teacher.

Qualification .....

Address .....

Date .....

DESCRIPTION OF APPLICANT.	DESCRIPTION OF WIFE (if any) OF APPLICANT.
Age .....	Age .....
Height .....	Height .....
Colour of Eyes .....	Colour of Eyes .....
Visible Distinguishing Marks .....	Visible Distinguishing Marks .....
.....	.....
Birth Place.....	.....
Nationality .....	.....

Particulars of children (if any) under the age of 16 if to be included in Certificate of Identity.

Name.	Age.	Sex.	Relationship to Applicant.

Two small unmounted photographs of the applicant (and wife to be included) must be sent, one of which must be certified on the back by the person who endorses the application, as follows:—

“ I certify this to be a true photograph of

Mr. }  
Mrs. } .....  
Miss }  
Signature .....

*Notes.*

(a) Certificates of Identity will be issued free of charge by the Director, Migration and Settlement Office, Australia House, Strand, London, to persons approved by the Director for reduced passages to Australia. They are not available to any other passengers.

(b) A separate certificate is necessary for children over 16 years of age.

(c) Photographs should be placed inside a small envelope and securely fastened to this form.

(d) The form of application with the photographs should be returned to the Deputy Director, Migration and Settlement Office, Australia House, London.



# MINISTRY OF LABOUR

## REPORT

FOR THE YEAR 1935

*Presented by the Minister of Labour to Parliament  
by Command of His Majesty  
April, 1936*

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:  
Astrakhan House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2;  
York Street, Manchester 1; 1 St. Andrew's Crescent, Cardiff;  
80 Chichester Street, Belfast;  
or through any Bookseller

1936

Price 2s. 6d. Net

Cmd. 5145

## CONTENTS

	Page
Chapter I—Employment and Unemployment ... ..	1
General Review ... ..	1
Geographical Distribution of Unemployment ... ..	2
Length of Periods of Unemployment ... ..	2
Unemployment among Men and Women ... ..	3
Employment in the Principal Industries ... ..	3
Industrial Distribution of the Insured Population and of Employment ... ..	4
Geographical Distribution of the Insured Population and of Employment ... ..	6
Examination of Proposals for the Alleviation of Unemployment Measures to Assist Areas Specially Affected by Industrial Depression ... ..	7
Chapter II—Work of the Exchanges as Employment Agencies ...	9
Review of the Year's Work... ..	11
Vacancies Filled ... ..	11
Placing Indices ... ..	12
Industrial Analysis of Vacancies Filled ... ..	13
Vacancy Clearing Arrangements ... ..	18
Advance of Fares to Workpeople ... ..	19
Other Features of the Year's Work ... ..	19
Oversea Employment ... ..	19
Employment in Jersey ... ..	20
Seasonal Work at Holiday Resorts ... ..	20
Industrial Transference ... ..	21
Schemes of Resettlement ... ..	22
Placing of Ex-regular Sailors, Soldiers and Airmen ... ..	23
Local Employment Committees ... ..	23
Port Labour ... ..	24
King's National Roll ... ..	25
Scheme of Grants to Undertakings employing Severely Disabled Ex-Service men ... ..	26
Miscellaneous Duties connected with Relief of Unemployment	27
Admission of Foreign Workers ... ..	28
Publicity ... ..	30
Chapter III—Provision of Training, Instruction and Welfare	
Schemes for Unemployed Men and Women ... ..	31
Government Training Centres ... ..	31
Special Training Schemes ... ..	32
Instructional Centres ... ..	33
Physical Training Centres ... ..	33
Training of Unemployed Women: Central Committee on Women's Training and Employment ... ..	34
St. Mary's Training Centre, London ... ..	36
Welfare Work for the Unemployed ... ..	36
Chapter IV—Boys and Girls ... ..	39
Juvenile Employment in 1935 ... ..	39
Survey of Juvenile Employment during the Year ... ..	39
Distribution of Juvenile Labour by Industries ... ..	39
Juvenile Unemployment ... ..	40
Arrangements for Giving Advice and for Placing in Employment	41
Local Administration ... ..	41
Placing in Employment ... ..	43

	Page
Chapter IV— <i>continued.</i>	
Juvenile Transference Scheme ... ..	44
General Policy ... ..	44
Accommodation for Transferred Juveniles ... ..	45
Welfare Arrangements ... ..	45
Maintenance Grants ... ..	46
Junior Transfer Centres and Camps ... ..	46
Vocational Training Schemes ... ..	47
Co-operation with Local Education Authorities ... ..	47
Unsuitable and Unfilled Vacancies ... ..	48
Courses of Instruction for Unemployed Juveniles ... ..	48
Chapter V—Unemployment Insurance and Unemployment Assistance	
Legislation ... ..	51
Unemployment Insurance ... ..	51
Unemployment Assistance ... ..	52
Unemployment Insurance (Agriculture) Bill, 1935 ... ..	52
Contributions ... ..	54
Rates of Contributions ... ..	54
Amounts of Contributions ... ..	54
Method of Collecting Contributions ... ..	54
Exchange of Unemployment Books ... ..	54
Enforcement of Payment of Contributions ... ..	55
Stamp Frauds ... ..	55
Return of Contributions Paid in Error ... ..	55
Crediting of Contributions to Juveniles ... ..	55
Scope of the Unemployment Insurance Scheme ... ..	56
Changes during the year ... ..	56
Determination of Questions of Insurability ... ..	57
Exemptions ... ..	58
Certificates of Exception ... ..	58
Benefit ... ..	59
Rates of Benefit ... ..	59
Conditions and Disqualifications ... ..	59
Seasonal Workers ... ..	59
Repayments to Public Assistance Authorities and the Un- employment Assistance Board ... ..	60
Payment of Benefit, through Associations ... ..	61
Amount paid in Benefit ... ..	61
Adjudication during the year ... ..	61
Wrongful Claims for Benefits and Transitional Payments ... ..	61
Special Schemes ... ..	62
Unemployment Assistance ... ..	64
Appeal Tribunals ... ..	65
Unemployment Insurance Statutory Committee ... ..	66
Finance of Unemployment Fund ... ..	66
Regulations ... ..	68
Questions for consideration and advice ... ..	68
Finance of the Unemployment Fund ... ..	69
Insurance Account ... ..	70
Transitional Payments Account ... ..	70
Cost of Administration ... ..	71
Chapter VI—Industrial Relations (Conciliation and Arbitration) ...	72
General Review ... ..	72
London Theatre Council ... ..	73
Hull Fishing Industry; Court of Inquiry ... ..	74
Cotton Manufacturing Industry (Temporary Provisions) Act, 1934 ... ..	74

	Page
<b>Chapter VI—continued.</b>	
Road Motor Transport Industry (Goods) ... ..	75
Railways Conciliation Machinery ... ..	76
Joint Industrial (Whitley) Council ... ..	77
Electricity (Supply) Acts : Claims for Compensation ...	77
Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1919 and the Road Traffic Act, 1930 ... ..	78
Arbitration ... ..	78
Single Arbitrators and Ad Hoc Boards of Arbitration ...	79
Conciliation Settlements ... ..	80
<b>Chapter VII—Administration of the Trade Boards Acts, 1909 and 1918 ... ..</b>	<b>81</b>
Application of the Acts and Descriptions of Trades ... ..	81
Interpretation of Descriptions of Trades ... ..	81
Constitution of Trade Boards and District Trade Committees ...	81
New Regulations ... ..	81
Review of Constitution of Trade Boards and Committees ...	81
Proceedings of Trade Boards ... ..	82
Meetings of Trade Boards and Committees ... ..	82
Permits of Exemption ... ..	83
Certification of Learners and Indentured Apprentices ...	83
Trade Board Minimum Rates ... ..	83
Confirmation of Minimum Rates ... ..	83
Rates fixed by Trade Boards ... ..	83
Inspection, Enforcement and Special Inquiries ... ..	85
Inspection and Enforcement ... ..	85
Special Inquiries ... ..	86
<b>Chapter VIII—Labour Statistics ... ..</b>	<b>87</b>
Ministry of Labour Gazette ... ..	87
Other Publications ... ..	88
Local Unemployment Index ... ..	88
Special Inquiries ... ..	88
Age Distribution of Unemployed Men and Women ... ..	88
Persons Unemployed for a Year or more ... ..	88
Unemployment among Boys and Girls ... ..	89
Numbers of Boys and Girls Insured against Unemployment	89
<b>Chapter IX—International Labour ... ..</b>	<b>90</b>
Nineteenth Session of the International Labour Conference	90
Agenda ... ..	90
Conventions and Recommendations ... ..	90
Decisions regarding other Items on the Agenda ... ..	92
Other Action by the Conference ... ..	92
Preparatory Technical Tripartite Maritime Conference ...	93
Meetings of the Governing Body of the International Labour Office ... ..	93
Regional Conference of Labour Inspection Services ... ..	95
Question of Ratification of Conventions and Acceptance of Recommendations ... ..	95

## APPENDICES

I—Administrative Divisions—with Areas, Populations, etc.	96
II—Staff of the Ministry at 31st December 1935 ... ..	97
III—Comparative figures of Employment and Unemployment among Insured Persons, 1925—1935 ... ..	97



APPENDICES—*continued.*

	Page
IV—Estimated Numbers of Insured Persons Employed and Insured and Uninsured Persons Unemployed ...	98
V—Rates of Unemployment in the Administrative Divisions	99
VI—Percentage of Unemployment in Certain Industries ...	100
VII—Percentage of Total Insured Population in Certain Industries ...	100
VIII—Industries showing (a) Decrease and (b) Increase in Employment ...	101
IX—Estimated Number of Insured Persons (aged 16-64) ...	102
X—Percentage of Unemployment among Insured Workers ...	105
XI—Estimated Number of Insured Persons (aged 14-15) ...	108
XII—Aliens Order, 1920 : Permits &c. issued in 1935 ...	109
XIII—Government Training Centres : Results for 1935 ...	110
XIV—Training Schemes Organized by Voluntary Bodies : " Results for 1935 ...	111
XV—Instructional Centres : Results for 1935 ...	112
XVI—Juvenile Transference Scheme: (a) Number of Juveniles Transferred ... (b) Number of Transferred Juveniles Placed ...	114 114
XVII—Unemployment Insurance: List of Acts, Regulations and Orders, made or passed in 1935 ...	115
XVIII—Amounts of Contributions to Unemployment Fund ...	116
XIX—Unemployment Insurance Acts : Decisions by Statutory Authorities ...	117
XX—Unemployment Fund : (a) Receipts and Payments 1935 ... (b) Arrangements for Funding the Debt ...	120 120
XXI—Cost of Administration of Unemployment Insurance and Transitional Payments ...	121
XXII—Trade Boards Acts: Comparative Table of Minimum Rates	122
XXIII—Trade Boards Acts: Inspections and Visits ...	126
XXIV—Trade Boards Acts: Number and Classification of Workers to whom Arrears of Wages were paid ...	128
XXV—Breaches of the Trade Boards Acts in 1935 ...	130
XXVI—Changes in Rates of Wages ...	132
XXVII—Changes in Cost of Living ...	133
XXVIII—Trade Disputes in 1935 ...	134
XXIX—Membership of Trade Unions at end of 1934 ...	135
XXX—Principal Publications issued in 1935 ...	137
XXXI—Graph : Percentage of Unemployment in Certain Trades	139
XXXII—Graph : Percentage of Unemployment in Certain Other Trades ...	140
XXXIII—Graph : Index Numbers of Insured Workers in Employment in Certain Trades ...	141
XXXIV—Graph : Index Numbers of Insured Workers in Employment in Administrative Divisions ...	142

# REPORT OF THE MINISTRY OF LABOUR

TO THE KING'S MOST EXCELLENT MAJESTY

MAY IT PLEASE YOUR MAJESTY,

I have the honour to submit to Your Majesty the accompanying Report, being the Twelfth Annual Report of the Ministry of Labour, which deals with the work of the Ministry during the year 1935.

ERNEST BROWN,  
*Minister.*

T. W. PHILLIPS,  
*Secretary.*  
30th March, 1936.

X: 9. 38

G6

## CHAPTER I

## EMPLOYMENT AND UNEMPLOYMENT

## General Review

The year 1935 saw a continuance of the improvement in the employment position which was noted during 1933 and 1934. The experience of the year can be summarised by saying that the numbers in employment increased greatly and the numbers available for employment also increased, but to a lesser degree, so that the decrease in unemployment, while marked and encouraging, was less than the increased numbers employed.

At the end of 1934 it was estimated that 10,259,000 insured workpeople, aged 16-64, were in employment in Great Britain. This was 248,000 more than in December 1933 and 819,000 more than in December 1932. It was the best monthly figure since October 1929 and the highest December figure ever recorded. In 1935 the seasonal decline usually experienced in January was rather more severe than had been the case in previous years, but thereafter the numbers in employment rose steadily month by month and in December reached 10,599,000. This figure is the highest ever recorded during the period of twelve years for which comparable data are available. On the average there were 232,000 more persons in employment in 1935 than in 1934 and in December the increase was 340,000 over the previous year.

Coincident with the improvement in employment was an increase in the numbers in the industrial field. In July 1934 the estimated numbers of insured persons, aged 16-64, was 12,690,000: in July 1935 the number had become 12,780,000. A noteworthy feature is the increased number of juveniles who became available for employment during 1934 and 1935: it is estimated that the number of these, under 18 years of age, at the end of 1934 exceeded that at the end of 1933 by 80,000, and that the number at the end of 1935 was a further 160,000 greater.

At the close of 1934 the number of persons registered at employment exchanges as unemployed was 2,085,815, the lowest December figure since 1929. The seasonal forces which normally bring about an increase in unemployment in the opening months of the year operated more severely than usually, largely owing to bad weather affecting the outdoor occupations, and in January the number unemployed had increased by 239,000. Recovery was rather slower than in 1934 and April was reached before registered unemployment had fallen below the December figure though each month's figure was lower than the corresponding 1934 figure. From May onwards, apart from com-

paratively small increases in September and November, the position steadily improved and the year closed with a figure of 1,869,000 registered as unemployed or 217,000 less than a year before.

A further index to the improvement in the situation is the percentage rates of unemployment amongst insured workers, the average of which fell from 19.8 in 1933 to 16.6 in 1934 and 15.3 in 1935.

Comparable statistics of employment and unemployment for 1935 and for earlier years are given in appendix III, which shows the average percentage of unemployment among insured workers, aged 16-64, and the average numbers of insured workers in employment in Great Britain. Appendix IV shows statistically the course of employment and unemployment during 1935.

### **The Geographical Distribution of Unemployment**

Appendix V compares statistically unemployment in the several administrative divisions of Great Britain (the areas covered by which are detailed in appendix I) at the end of 1934 and 1935, and also provides a comparison of the average percentage of unemployment amongst insured persons during the two years.

As in 1934, the decrease in unemployment extended to all divisions; but the heavy incidence of unemployment in the three northern divisions and Wales, as compared with the southern divisions, persists and the unemployment percentage in Wales is almost four times that of the south-east and twice that of the country as a whole. The basic industries are largely centred in these divisions, which accounted for approximately 68 per cent. of the unemployment amongst insured workers in December 1935, though they contained less than half of the insured population.

### **Length of Periods of Unemployment**

An analysis in December 1935 of persons, aged 16-64, who were claimants to insurance benefit or unemployment allowances, shows that as compared with a year earlier the numbers of men who had been on the register for twelve months or more continued to fall, though not so rapidly, the reduction being 9,000 as compared with 66,000 in the previous twelve months, and 103,000 since the peak figure of 459,700 in May 1933.

There were corresponding but more marked reductions in the numbers who had been unemployed for shorter periods. Almost exactly one-half of the men had been unemployed for less than three months; over one-quarter had been unemployed for twelve months or more, but only about three per cent. for

five years or more. As regards women, the numbers unemployed for twelve months or more increased by some 2,000 to nearly 20,000.

In this matter, also, the situation of the three northern divisions and Wales, as compared with the remainder of the country, is noticeable; no less than 83.7 per cent. of the men claimants who in December 1935 had been unemployed for twelve months or more were concentrated in the divisions mentioned.

#### **Unemployment among Men and among Women**

During 1934 the improvement in the heavy metal trades and building and decreased employment in the textile trades resulted in a decrease in the percentage unemployed among men and a small increase in the case of women. During the early part of 1935 this tendency continued, but in the latter part there was improvement in certain industries, particularly in the textile group, with the consequence that employment among women showed some improvement over the position a year earlier. The proportions unemployed among insured men and women in December 1935 were 16.1 per cent. and 8.4 per cent. respectively, compared with 18.3 per cent. and 9.4 per cent. in December 1934.

#### **Employment in the Principal Industries**

As in the previous year, the improvement in employment was general, and in the large majority of industries employment was better in December 1935 than in December 1934.

In coal mining, employment in 1935 was still bad, though the percentage of insured unemployment was lower in each month than in the corresponding month of 1934 and the average for the year fell from 28.2 to 25.2.

In all the metal trade groups, except tinplate manufacture, the improvement noted in the previous year continued during 1935. In pig iron manufacture the average monthly production rose by 38,000 tons, and the average percentage of insured unemployment fell from 25.2 to 21.0. Employment in iron and steel manufacture showed a fairly steady improvement throughout the year, the average unemployment percentage falling from 25.8 to 21.8; production of steel ingots and castings reached the highest monthly average recorded. In the tinplate industry, although there was considerable improvement in December 1935, employment declined and the average unemployment percentage rose from 31.9 to 35.3. In engineering almost every branch showed a further considerable improvement and, except for summer slackness in the motor vehicle and cycle section, the decrease in unemployment was almost continuous throughout the year: the average unemployment percentage in engineering as a whole fell from 14.4 to 11.6. Shipbuilding and

shiprepairing showed improvement but employment remained at a very low level, the average percentage unemployed being 42.9 as compared with 49.0 the previous year. The other metal trade groups showed improvement over the year as a whole.

In the cotton industry employment was generally bad until the last quarter when a substantial improvement took place, particularly amongst those temporarily stopped, and the average percentage of unemployment fell from 22.7 to 20.9; the improvement was greater in the spinning than in the manufacturing section of the industry. In the woollen and worsted industry there was an almost uninterrupted improvement throughout the year and the average unemployment fell from 16.0 to 12.9; here again the improvement was largely amongst persons temporarily suspended.

The building and allied trades showed a marked improvement and during the greater part of the year employment was very good with bricklayers, a shortage in that occupation being reported from many areas. Employment was also good with plasterers and carpenters. The level of unemployment was better throughout the year than in 1934, the average falling from 18.5 per cent. to 16.5 per cent. On the other hand, employment in public works contracting was bad and here the unemployment percentage rose slightly. Employment in brick, tile and pipe manufacture was rather better than in 1934 and there was a steady improvement in the furnishing trades.

In the transport services employment during the year was bad in shipping service and among dockers though in shipping service conditions were on the whole slightly better than in 1934; the average percentage of unemployment during 1935 in shipping service was 29.4 and in dock and harbour service 31.1. Employment in other transport services also was better than in 1934.

Appendix VI compares the percentage of unemployment at December 1934 and December 1935 in certain important industries and in industry as a whole.

#### **The Industrial Distribution of the Insured Population and of Employment.**

In the Report for 1934 it was noted that considerable changes had taken place since 1923 in the distribution of the total insured population amongst the large industry groups. This process continued in 1935 and during the year artificial silk yarn manufacture, brass and allied metal wares, heating and ventilating apparatus, and coke oven and by-product works had the largest percentage increases on the 1934 strength: those industries which saw the largest percentage decreases on the 1934 figure were wood box and packing case manufacture, iron ore mining, certain other mining and quarrying and cotton manufacture.

The table in Appendix VII sets out the distribution of the total insured population among certain large industry groups in 1923 and 1935 (1923 is the earliest year for which comparable figures for individual industries are available). The outstanding feature is the reduction in the proportion of the total claimed by mining and the metal and textile trades, and the counterbalancing growth of building and allied industries and the distributive trades. In this connection the results of an analysis of transfers to and from the coal mining industry between 1934 and 1935 showed that of 20,000 net transfers from coal mining one-half went to the building trades.

Looking back over the past twelve years the greatest proportionate increases, both in the total numbers of insured persons and in the numbers of such persons in employment, occurred in miscellaneous services, building and contracting, and transport and distributive trades, and the smallest in manufacturing industries. In mining and quarrying the numbers employed fell by over 40 per cent. This trend of employment from "production" to "services" has been previously noted, though it should be recorded that the tendency latterly has been slightly in the opposite direction. Production, which in 1923 accounted for 69.4 per cent. of the employed insured population, had in 1929 fallen to 66.7 per cent. and in 1932 to 61.3 per cent.; it recovered to 62.0 per cent. in 1933, 62.4 per cent. in 1934 and to 62.7 per cent. in 1935. As in 1934, building and contracting show an increase of 0.4 per cent. but manufacturing has declined slightly by 0.1 per cent.; mining and quarrying remained as in the previous year.

One effect of the contraction of the heavy industries and the expansion of other industries having a greater proportion of operations on which women can be employed has been an increase in the proportion of women workers. The tendency of the last two years has been in the opposite direction and while women form 29.0 per cent. of the total number of insured persons in employment, as compared with 27.4 per cent. in 1923, the number of men in employment has increased much more rapidly than the number of women in the last two years (8.6 per cent. as against 1.4 per cent.). This is due to the steady improvement during that period of some of the heavy industries, in which the bulk of the labour is male.

Statistical and graphical information illustrating the changes in the insured population and the course of employment and unemployment in the different industries will be found in appendices to this Report. Reference has already been made to appendix VII; appendix VIII sets out the changes in the numbers employed since 1923 and distinguishes those industries in which employment has increased and those showing a decrease in employment; appendix X compares insured unemployment, on a percentage basis, since 1933; appendices XXXI and

XXXII show graphically the course of unemployment in certain main industries since 1929; and the graph in appendix XXXIII provides a comparison of the employment position in certain main industries since 1923.

### The Geographical Distribution of the Insured Population and of Employment.

The changes in the distribution of the insured population among the different industries have been accompanied by even greater changes geographically. The coal mining industry, the metal trades and the textile trades, in which the greatest contractions have taken place, are mainly carried on in the north and in Wales, whereas, generally speaking, the industries and services responsible for the counter-balancing expansion have tended to show greater activity in the south. One consequence of these factors is that while between 1923 and 1935 all divisions of the country saw increases in the numbers of insured persons, these were much more marked in the south (London, south eastern, south western and midlands) than in the north (Scotland, north eastern and north western) and Wales. Another is that over the same period the numbers in employment increased by 27.6 per cent. in the south while in the north they declined by 3.3 per cent.

The southerly trend of employment is strikingly illustrated in the two tables which follow. The first shows how the growth of 17.1 per cent. in the insured population of Great Britain since 1923, was shared among the several divisions:—

	<i>Per cent.</i>		<i>Per cent.</i>
London ...	26.5	North eastern ...	9.0
South eastern...	46.5	North western ...	7.0
South western ...	25.0	Scotland ...	8.4
Midlands ...	19.4	Wales ...	3.5

Notable features of the past year in this connection were the increase in south eastern to 46.5 per cent. from 41.4, and the fall in Wales to 3.5 from 4.1 in 1934.

Over the same period the number of insured persons in employment in Great Britain showed an increase of 11.9 per cent., which was distributed as follows:—

	<i>Per cent.</i>		<i>Per cent.</i>
London ...	+28.8	North eastern ...	- 4.4
South eastern ...	+49.0	North western ...	+ 1.7
South western ...	+24.7	Scotland ...	+ 0.5
Midlands ...	+17.7	Wales ...	-24.1

Thus, in Great Britain as a whole, both employment and the insured population have substantially increased, the increase in both cases being predominantly in the south—as regards employment almost entirely so. In the northerly divisions, however, and markedly in Wales, employment failed to keep pace with the increase in the insured population. The position is illustrated graphically in appendix XXXIV.



### Examination of Proposals for the Alleviation of Unemployment

Various schemes for the alleviation of unemployment were submitted to the Ministry and considered during the course of the year. The possibility of absorbing workpeople into employment by the reduction of hours of work and allied measures was explored in consultation with representatives of industry. It was mentioned in the Report for 1934 (pp 75 and 76) that the Trades Union Congress General Council and the National Confederation of Employers' Organisations had accepted invitations to discuss the general question of the reduction of hours of work with the Minister in association with the question of absorbing workpeople into employment. A deputation from each of these two bodies was received early in 1935, when the Minister explained his intention of examining, in consultation with representatives of industrial organisations of different industries, the means by which in individual industries more workpeople could be absorbed into employment, including the question of the shorter working week. At the end of July the Minister received a further deputation from the Trades Union Congress General Council. During the course of the year the Minister met representatives of employers' organisations in the following industries:—

Engineering	Gas supply
Shipbuilding	Sugar confectionery and food pre- serving
Iron and steel	Chemicals
Building	Glass and glass bottle
Public works contracting	Railway service
Brick and tile	Tobacco
Pottery	Tin box
Woollen and worsted	Licensed hotel and restaurant service
Textile bleaching, dyeing and finishing	Wholesale clothing (men's)
Hosiery	Shirt, collar, etc.
Boot and shoe	
Electricity supply	

Full discussions took place at these meetings on all aspects of the problem of absorption of the unemployed, including the possibility of a shorter working week, the elimination of avoidable overtime, the degree and kind of unemployment experienced by the industry, questions concerning the recruitment and constitution of the industry's personnel and the improvement, where necessary, of the present and prospective correlation of labour supply and demand in the industry.

### Measures to Assist Areas Specially Affected by Industrial Depression

The Special Areas (Development and Improvement) Act, 1934, which received the Royal Assent on 21st December 1934, provided for the appointment of two Commissioners for "the

initiation, organisation, prosecution and assistance of measures designed to facilitate the economic development and social improvement" of areas specified in the First Schedule to the Act. Mr. P. Malcolm Stewart was appointed Commissioner for the Special Areas in England and Wales and Sir Arthur Rose for the Special Areas in Scotland. The Commissioners act under the general control of the Minister of Labour and the Secretary of State for Scotland respectively.

The Commissioners have made reports covering their work up to 31st December 1935. The first reports were published by the Government in July 1935 (England and Wales—Cmd. 4957, Scotland—Cmd. 4958) and the second report in February 1936 (England and Wales—Cmd. 5090, Scotland—Cmd. 5089). On 31st December 1935, the financial commitments of the Commissioners were as follows:—

*England and Wales*

	£
I. Industrial works of public utility ... ..	588,790
II. Trading estates company (token) ... ..	100,000
III. Health services ... ..	1,343,830
IV. Housing (token) ... ..	100,640
V. Land settlement and allotments... ..	979,050
VI. Voluntary (local amenities) schemes ... ..	22,210
VII. Other measures of social improvement ... ..	258,020
VIII. Miscellaneous ... ..	50,460
Total ... ..	£3,443,000

*Scotland*

	£
I. Industrial development ... ..	23,565
II. Public works ... ..	611,317
III. Land development ... ..	131,690
IV. Social service ... ..	84,820
V. Miscellaneous ... ..	10
Total ... ..	£851,402

## CHAPTER II

### THE WORK OF THE EXCHANGES AS EMPLOYMENT AGENCIES

The year 1935 marked the completion of 25 years of operation of the national employment exchange service established under the Labour Exchanges Act, 1909. The function of the employment exchange service is to secure a more efficient organisation of the labour market by so assisting in the direction of the various movements of labour resulting from developments and changes in industry and from variations in the number of workpeople available for employment, that workers seeking employment may be placed in touch without avoidable delay with employers who can make use of their services and that hardship caused by unemployment may be prevented as far as possible. The exchanges cannot themselves create openings for work where none exists: nor can they place employers in touch with workpeople of the required qualifications unless they are available for employment. But by obtaining as full information as possible from employers about immediate or anticipated needs for workpeople and by a careful system of registration and classification of workers seeking employment, the employment exchange service can assist employers to obtain the best qualified workpeople to meet their requirements and can direct unemployed men and women to employers who have openings suitable for them, and help to avoid the unnecessary hardship of fruitless visits to the premises of firms not requiring labour and useless waiting at factory gates or stands. The service not only brings together employers and workpeople within the same town, or in homogeneous industrial areas, but, by a system which links the exchanges with one another, also assists the movement of labour from one district to another so as to meet changes in the location of industry, alterations in industrial demand for different types of workpeople and heavy seasonal demands for labour in certain trades.

A measure of the development of the employment exchange service over the 25 years is given in the following table showing the total number of vacancies notified and filled for each of the years 1910 to 1935.

				<i>Vacancies</i>	
<i>Year</i>				<i>Notified</i>	<i>Filled</i>
*United Kingdom	}	1910 (11 months)	...	458,943	374,313
		1911	...	788,609	621,410
		1912	...	1,062,574	828,230
		1913	...	1,222,828	921,853
		1914	...	1,479,024	1,116,909
		1915	...	1,797,646	1,308,137
		1916	...	2,049,018	1,557,235
		1917	...	1,999,442	1,555,223
		1918	...	2,067,217	1,514,712
		1919	...	1,951,364	1,289,963
		1920	...	1,312,133	941,708
1921	...	1,024,602	842,462		
*Great Britain and Northern Ireland	}	1922	...	859,340	715,757
Great Britain		1923	...	1,056,970	893,713
		1924	...	1,345,394	1,143,742
		1925	...	1,480,820	1,279,292
		1926	...	1,246,967	1,082,917
		1927	...	1,436,052	1,252,707
		1928	...	1,510,511	1,327,218
		1929	...	1,781,272	1,554,433
		1930	...	1,931,480	1,732,144
		1931	...	2,123,246	1,952,057
		1932	...	2,015,868	1,855,841
	1933	...	2,434,821	2,201,028	
1934	...	2,627,078	2,305,262		
1935	...	2,910,928	2,512,391		

\* Great Britain accounted for all but about 20,000—30,000 of the vacancies notified and filled each year.

The above figures show the activity of the employment exchange service during the war years, the effect of the depression in trade which followed and, apart from temporary setbacks on two occasions in subsequent years which were in the main a reflection of the industrial conditions prevailing, the steady increase in the service rendered by the employment exchanges to employers and workpeople. In 1935, the number of vacancies filled was higher than in any previous year and more than six times the number filled in 1910. Not only have the vacancies filled increased in number but they represent a growing proportion of the total engagements made by employers and the range of occupations covered has gradually widened. The attainment of these results by a service whose use by employers is not compulsory is evidence of the increasing recognition of the value of the help it gives.

## Review of the Year's Work

## Vacancies Filled

During 1935 the increase in the number of vacant situations filled through the employment exchanges continued. (The term "employment exchanges", it should be explained here, includes employment offices, branch employment offices and juvenile employment bureaux of Local Education Authorities having "choice of employment" schemes in operation.) The figures for the number of vacancies notified and the number and proportion filled in the years 1934 and 1935 respectively were:—

			<i>Vacancies notified</i>	<i>Vacancies filled</i>	<i>Percentage of vacancies filled</i>
1934	...	...	2,627,078	2,305,262	87·7
1935	...	...	2,910,928	2,512,391	86·3
Increase(+)			+283,850	+207,129	-1·4
or decrease (-)					

The figures of vacancies filled include certain types of placing (described as class B engagements) in which the work of the exchanges was limited e.g. obtaining for an employer former employees. There was a further decrease during the year in the number of such engagements in respect of men and women, the figures for the years 1934 and 1935 being 511,497 and 494,086 respectively. No class B figures are available in respect of juveniles.

The increases in the total numbers of vacancies notified and filled of 283,850 and 207,129 respectively compare with 192,257 and 104,234 for the previous year and reflect the continuance of the improvement in industrial conditions during the year. The decrease in the percentage of vacancies notified which were filled by the exchanges may similarly be attributed to improved conditions, particularly in certain industries in which vacancies were notified for certain kinds of skilled workpeople in excess of the numbers of qualified workers seeking employment. In some cases the difficulties in obtaining workpeople caused an overstatement of demands. For certain classes of skilled building trade operatives there was an unsatisfied demand throughout the year. The expansion of activity in the engineering trade similarly led to the persistence of a demand for highly skilled workers with certain kinds of specialised experience; most of the workers with the particular qualifications demanded had been already absorbed in employment, but a considerable number of skilled men of good general experience were found adaptable to meet employers' requirements. In other industries,

difficulties in obtaining certain types of labour were reported from time to time from particular localities. Many vacancies for domestic workers also remained unfilled as in previous years.

Increases in the number of vacancies filled were recorded by all departments of the exchanges as follows:—

	<i>Vacancies filled</i>		
	1934	1935	<i>Increase</i>
Men ... ..	1,335,509	1,469,879	134,370
Women ... ..	524,329	540,754	16,425
Boys ... ..	227,722	261,636	33,914
Girls ... ..	217,702	240,122	22,420
All departments ... ..	2,305,262	2,512,391	207,129

The distribution of the vacancies filled over the several divisions during the years 1934 and 1935 was as follows:—

<i>Division</i>	<i>Vacancies filled</i>		<i>Increase (+) or decrease (-)</i>
	1934	1935	
South Eastern ... ..	705,109	775,696	+70,587
South Western ... ..	226,664	255,879	+29,215
Midlands ... ..	251,654	279,936	+28,282
North Eastern ... ..	403,385	427,327	+23,942
North Western ... ..	379,332	409,859	+30,527
Scotland ... ..	245,075	269,975	+24,900
Wales ... ..	94,043	93,719	— 324

### Placing Indices

Comparison of the number of labour engagements made through the exchanges with the total number of labour engagements made by industry from all sources cannot be made in the absence of complete statistical information under the latter head. An indication of the proportion of labour engagements made through the exchanges can be obtained, however, from an analysis made of the engagements of wholly unemployed claimants into those

- (a) effected through the exchanges
- (b) effected in other ways.

The engagements made through the exchanges expressed as a percentage of the total number of engagements of wholly unemployed workpeople is known as the "placing index". The placing indices (which show considerable variations between different industries and between exchanges owing to the differing

types of industry carried on in their areas) are given below for the country as a whole for the years 1934 and 1935:—

<i>Placing Indices</i>					1934	1935
Men	...	...	...	...	22·1	24·5
Women	...	...	...	...	37·1	36·4
Boys	...	...	...	...	38·1	30·8
Girls	...	...	...	...	37·9	29·9
All departments	...	...	...	...	24·8	26·9

In considering the measure of service indicated by these placing indices it may be observed that there are various methods of engaging labour which, if regard is paid to the primary function of the exchanges in securing a more efficient organisation of the labour market, they cannot be expected and, in fact, are not designed to replace. In certain industries, for example, an alternative placing organisation is provided by the trade unions, while in many labour engagements the personal acquaintance of employer and employee is an important factor. In some trades, large numbers of workers keep in touch with their former employers and return to them again when work becomes available. If engagements are excluded in which it was known that the worker had returned to his last employer the placing index for the year was 33 per cent. as compared with the general index of 26·9 per cent. While the figures indicate that the proportion of labour engagements made through the employment exchange service has continued to increase, it is clear that there is still a substantial portion of the labour market in which the services of the exchanges might yet be profitably utilised.

#### **Industrial Analysis of Vacancies filled**

At the beginning of the year certain changes were made in the method of recording vacancies filled according to industries or industrial groups. The object was to secure more detailed information with regard to the extent to which the employment exchange service is used by different industries and employers and to the directions in which the placing work of the exchanges might profitably be developed. The figures for vacancies filled during 1935 in various industries shown in the table below cannot, therefore, be compared with those for trade groups given in previous reports. Placing indices for individual industries are now available for the first time and are also shown. The table relates to placings in respect of men and women only.

<i>Industry group.</i>	<i>Vacancies filled.</i>	<i>Placing index.</i>
Building ... ..	234,632	22·8
Local government... ..	191,251	58·3
Hotels ... ..	162,730	38·7
Distributive trades ... ..	141,410	23·7
Public works contracting... ..	115,363	45·1
Transport and communication ... ..	109,155	16·4
National government ... ..	92,256	66·4
Engineering ... ..	75,993	32·6
Shipbuilding and shiprepairing ... ..	75,270	23·1
Food, drink and tobacco ... ..	57,477	29·4
Agriculture... ..	56,627	*
Cotton ... ..	53,495	18·4
Private domestic service ... ..	52,227	*
Miscellaneous textiles ... ..	44,757	30·9
Clothing ... ..	42,580	24·2
Metal manufacture ... ..	37,004	29·1
Construction and repair of motor vehicles ... ..	33,971	35·0
Entertainment and sport... ..	32,803	24·6
Gas, water and electricity supply ... ..	32,144	46·9
Mining and quarrying ... ..	24,643	16·4
Commerce, banking, insurance and professional	22,232	27·3
Wool ... ..	21,665	31·1
Paper, printing, &c. ... ..	19,939	18·7
Electrical apparatus ... ..	19,911	37·0
Miscellaneous metal wares ... ..	18,755	29·5
Furniture making, upholstery, &c. ... ..	15,935	20·3
Pottery and glass ... ..	12,341	29·8
Laundries, dyeing and dry cleaning ... ..	12,232	36·5
Chemicals ... ..	11,101	39·2
Bricks, cement, artificial stone, &c. ... ..	11,021	21·5
Boots and shoes ... ..	7,891	23·4
Leather and leather goods ... ..	5,429	21·2
Sawmilling ... ..	5,417	18·4

\* The total number of labour engagements in these groups cannot be ascertained as completely as those where the employment is insurable under the Unemployment Insurance Acts, and consequently accurate placing indices cannot be evaluated.

Some comments with regard to the results of the analysis in relation to a number of the industries included in the table may be of interest.

**Building.**—Engagements of labour in the building trade are from the nature of the trade itself very numerous and the volume of placing work performed by the exchanges in connection with it exceeds that for any other industry. Although exact comparison is not possible, the number of vacancies filled during the year represented a considerable increase on the number filled in 1934, and reflected the marked improvement in the employment position in the industry.

The trade comprises a very large number of small employers who have what may be regarded as a personal following of employees and, in general, make little use of the employment exchange service when requiring workpeople. To some extent



the labour required on large contracts is drawn in the first place from men known to the foremen, as well as from fortuitous arrivals at the site of the work but in general the larger firms in the industry make the greatest use of the exchanges. The placing index of 22.8 per cent. for this industry as a whole accordingly understates the amount of the services rendered by the exchanges in supplying building trade workers of all kinds in connection with large building schemes, in meeting seasonal demands for painters, decorators, &c., and in arranging, where possible, for the transfer of skilled workpeople from other districts to meet the requirements of employers needing more labour than that available locally. In many districts demands, particularly for bricklayers and plasterers, could not be wholly satisfied during the year.

In London the special central exchange which deals solely with employers and workpeople in the building and public works contracting trades was used by many of the large London firms of builders and contractors as a central point for the notification of building trade vacancies for work in different parts of the London area. The number of vacancies filled by this exchange during the year was 9,087 as compared with 7,784 in 1934 and 4,888 in 1933.

**Engineering.**—The further considerable improvement in almost every branch of engineering during the year caused much of the work of the exchanges to be devoted to arranging for the transfer of experienced workpeople from other areas to meet heavy demands for labour in certain sections of the industry. Skilled workmen for employment in tool rooms and machine shops were in persistent demand, and with the absorption of workers with previous experience of particular kinds of work it became more and more the task of the exchanges to select engineering trade workers with general experience, of whom many were available, for consideration by specialist manufacturers. In a number of cases, arrangements were made for representatives of employing firms to conduct a tour of visits to exchanges in other districts with the object of interviewing qualified workers on their registers.

**Hotel and Catering Trades.**—The considerable extent to which the employment exchange service is used by hotel, boarding house and restaurant proprietors is shown by the placing index of nearly 40 per cent. for these trades. The services rendered by the exchanges to the industry comprise the selection of workpeople for permanent, temporary and seasonal employment; vacancies are dealt with for the widest range of occupations, from those of hotel manager and chef de cuisine to the daily worker for work in a restaurant kitchen or for waiting at a banquet.

In connection with seasonal vacancies at holiday resorts special arrangements, particulars of which are outlined in later paragraphs, were made for the supply of the large number of workpeople required in hotels and restaurants. Employment in seasonal domestic work was found through the exchanges in 1935 for 21,208 resident domestic servants, 8,362 non-resident domestics, 19,364 waiters and waitresses and 952 cleaners.

The vacancies filled by the Hotel and Catering Trades Exchange in London, which deals exclusively with employers and workpeople in these trades, totalled 34,711 for the year as compared with totals of 37,398 in 1934 and 33,261 in 1933.

**Private Domestic Employment.**—The shortage of women and girls willing and suitable for entry into private domestic service remained very marked during the year and about 40 per cent. of the vacancies notified to the exchanges for domestic workers in private service remained unfilled. The inability of the exchanges to find female workers for private domestic employment is often criticised in view of the comparatively large numbers of women registered as unemployed. There are, however, many opportunities for the employment of women in industrial work and many of the women on the registers have been so employed and are unsuitable for domestic work. Moreover, from a recent analysis of the register (the results of which were given in the *Ministry of Labour Gazette* for August 1935) it appears that, of registered women applicants aged 25 and over, nearly one half were married. This implies a considerable diminution in the field of labour to be drawn upon for residential domestic employment, the main branch of private domestic service. When the number of such married women is taken together with that of single women who are normally employed in factory or other industrial work and are unemployed for brief periods only, the available field is still further curtailed. Vacancies in private domestic employment are brought to the notice of suitable workers, including workers registering for employment on return from seasonal domestic work, when they register at the exchanges, and women or girls who might be suitable for domestic employment but lack the necessary experience are offered opportunities of training at the domestic training centres of the Central Committee on Women's Training and Employment (see p. 34 of this Report).

A special feature of the work of the exchanges during the year in connection with private domestic service was the opening of three special domestic employment offices in the special areas with the object of bringing to the notice of unemployed women and girls in those areas the opportunities existing in private domestic employment and of assisting their entry into such employment. The offices were opened in the late spring and early summer at Keswick (Cumberland), Cardiff

and Sunderland. Their activities extend over a wide area, special attention being paid to the rural and mining districts. The offices will of necessity require some time before they can become properly established but during the latter half of 1935 they placed approximately 1,400 domestic servants in all parts of the country, of whom 450 were placed in resident posts.

**Agriculture.**—Considerable numbers of agricultural workers are required each year by farmers and growers to assist with the cultivation and harvesting of the various crops produced. Much of the employment is of a seasonal nature and of uncertain duration and the demand for labour is often of an urgent character. Moreover, in many agricultural districts the distance of a large proportion of the farming community from centres of population is considerable. The organisation of the facilities provided by the exchanges for the filling of vacancies in agricultural employment has therefore to be adapted to the special conditions of the industry and to the various seasonal demands, which are principally connected with the hoeing and singling and the lifting and topping of sugar beet and with fruit-picking, pea-picking and potato lifting. During the year special arrangements were made at the beginning of the various seasons for the ready identification and selection for employment, when vacancies were notified, of agricultural workers or other workers with suitable experience. In some districts remote from the exchanges temporary offices were opened where local workpeople could register for employment. Arrangements were made, where necessary, for the organisation of parties of workpeople to meet employers' requirements and for the transfer of workers to districts where the numbers available locally were insufficient. Agricultural employers were notified of the facilities available for their use by means of posters widely exhibited and special leaflets distributed. Stands were occupied at 74 agricultural shows and at 47 local markets offering a central point for the interviewing of farmers and for making arrangements with them concerning the engagement of workpeople. In addition special mobile officers were employed for the purpose of personally canvassing employers.

Analysis of the placing figures shows a decline of some 8,000 in the number of pea-pickers and one of nearly 4,000 in the number of fruit-pickers placed as compared with the previous year, a result mainly attributable to the effect on the crops of the inclement weather of the spring and the late frosts in May. The analysis shows, however, an increase in placings for other crops.

**Local Government Service.**—The high placing index of 58.2 per cent. is an indication of the large number of Local Authori-

ties who engage the whole of their staff through the employment exchange service, the arrangements for these engagements being, in the case of a number of the larger towns, governed by definite schemes drawn up by the Authority and the exchange in consultation. The great majority of Local Authorities attach slips to accepted contracts requesting their contractors to make use of the exchanges if they need additional labour as a result of the allocation of the contracts. The exchanges have also undertaken recruitment of labour for a considerable number of Local Authorities for special or temporary work, such as employment as poll clerks in connection with general and municipal elections, employment as enumerators and surveyors in connection with the Housing Act, 1935 and various types of casual employment.

#### **Vacancy Clearing Arrangements**

Vacancies for which no suitable applicants are available locally are "cleared" by circulation to other exchanges

- (a) by telephone between neighbouring offices;
- (b) by circulation within intensive clearing areas where the industrial population is dense, i.e., in London, Birmingham, Tyneside, Teeside, Merseyside, Manchester and Glasgow;
- (c) by daily lists circulated to all offices within each of the seven administrative divisions into which the country is divided;
- (d) by daily printed lists circulated by headquarters to all offices in the country through the medium of the National Clearing House Gazette.

In London, owing to its size and to the fact that many of its two million insured workpeople are in the habit of working at a distance from their homes, the widespread circulation to other exchanges of all vacancies which could not be filled satisfactorily by the exchanges to which they were notified has presented a problem calling for special action to secure rapid intercommunication between the exchanges concerned. Teleprinters were therefore installed during the year for the immediate notification to 31 exchanges and two exchange out-houses in the London area of all vacancies which could not be filled satisfactorily at the office of origin; it is estimated that these teleprinters dealt with approximately 80 per cent. of the vacancy traffic of the 57 exchanges which make up the London intensive clearing area. The new teleprinter service was officially inaugurated on 30th July 1935 by the Minister of Labour when the first messages were sent by teleprinter from the divisional clearing house to the connected exchanges, at which were assembled the local mayors and chairmen and other members of the local employment committees.

The number of vacancies circulated in districts other than that in which the work was available and the number filled after circulation are given in the table below, together with comparable figures for 1934, 1933 and 1932.

<i>Year</i>				<i>Vacancies circulated</i>	<i>Vacancies filled after circulation</i>
1935	...	...	...	244,218	160,917
1934	...	...	...	202,201	138,164
1933	...	...	...	150,816	109,773
1932	...	...	...	113,312	85,617

Of the total number of vacancies circulated on behalf of local offices in 1935, 178,451 (73.1 per cent.) originated in the seven intensive clearing areas and of this number 114,806 (64.3 per cent.) were eventually filled from those areas.

Over 26,500 vacancies received national circulation during the year, compared with 17,700 vacancies in 1934, 8,400 in 1933 and 4,000 in 1932.

#### Advance of Fares to Workpeople

The table below shows a comparison between the years 1934 and 1935 of the advances made by the Department towards meeting the expenses of workpeople travelling to employment in other districts, the amounts remitted under Sections 102 and 103 (1) of the Unemployment Insurance Act, 1935 and regulations and the amounts recovered. It will be observed that, notwithstanding the free grant of travelling expenses to persons from the depressed areas to which reference is made on p. 21 the advances of fares show an increase compared with 1934.

<i>Year</i>	<i>Amount outstanding at beginning of year</i>	<i>Advances during year</i>		<i>Amount re-mitted</i>	<i>Re-covered</i>	<i>Written off as irrecoverable</i>	<i>Amount outstanding at end of year</i>
		<i>No.</i>	<i>Amount</i>				
	£		£	£	£	£	£
1934	2,068	35,069	25,685	7,236	17,094	665	2,758
1935	2,758	35,288	25,869	7,090	17,589	698	3,250

#### Other Features of the Year's Work

##### Oversea employment

During the year a number of vacancies notified from employers abroad was dealt with by the employment exchange service and, after careful inquiries into the conditions of employment, approved vacancies were circulated as necessary. Employment was found for 34 workpeople mainly in industrial employment in Brazil, the Bahrein Islands, Borneo, China, Finland, Jamaica, Rhodesia and South and West Africa.

The vacancies in Rhodesia arose from arrangements agreed between the Government of Southern Rhodesia and the Oversea Settlement Department for the transfer, as an experiment, of twelve miners from this country to take up employment in the metal mines in Southern Rhodesia. Some men with suitable experience of work in the Cornish tin mines were selected by the exchanges and later interviewed by the High Commissioner for Southern Rhodesia who chose the necessary twelve men. The Department carried out all arrangements for medical examination, passports and equipment and arranged for the conduct of the men to Southampton whence they sailed in December.

#### **Employment of British Workpeople in Jersey during the Potato and Tomato Seasons**

Arrangements were again made to supply British workpeople to lift the Jersey potato crop and for work later on the tomato crop. The scheme was inaugurated in 1932 and the detailed arrangements carried out in 1935 were based on the experience of former years. An account of the operation of the scheme during the year was included in the issue of the *Ministry of Labour Gazette* for October 1935.

Applications for employment on the scheme were invited from workpeople who had been in Jersey in previous seasons and from other workpeople in south-eastern and south-western England who were considered to possess the requisite ability and agricultural experience. The number of workers employed on the work during the season was 2,941. Officers of the Department were again stationed in Jersey during the season to assist in the general administration of the scheme.

Owing to a prolonged spell of wet weather in the early part of the season many workers found difficulty in earning a sufficient wage to maintain themselves and their families at home and emergency arrangements were made, as a result of agreement between the Department's representatives and the Jersey Farmers' Union, to compensate workpeople for loss of earnings. Notwithstanding the unprecedented weather conditions, however, the season was remarkable for the heavy yield and the high value of the potato crop. The tomato crop subsequently afforded work for some 400 workers.

A club, instituted in 1933, and organised and managed by voluntary workers, was again opened in St. Helier for the use of the men at week-ends.

In December the Department was asked to undertake the selection of workpeople for the 1936 season.

#### **Seasonal Work at Holiday Resorts**

In anticipation of the requirements of employers at health and holiday resorts for additional staff for the seasonal pressure period, special arrangements were made in advance, as in

previous years, to ensure that a large number of workpeople would be available when required for this employment. Persons with previous experience or other apparently suitable applicants were interviewed and lists prepared of those who appeared suitable and willing to undertake the work.

During the season, 82,121 vacancies were notified to the exchanges, an increase of 7,049 as compared with 1934, of which 61,616 or approximately 75 per cent. were filled, as compared with 59,899 representing 79·8 per cent. of the vacancies notified in 1934. The majority of the vacancies were for resident and non-resident domestic servants, waiters, waitresses and shop assistants but the total figure also included vacancies for canvassers, typists, clerks, cashiers, cleaners and laundry workers. The decrease in the percentage of vacancies filled to vacancies notified was due to the general improvement in industrial conditions which caused a reduction in the numbers of workpeople who might otherwise have been available for seasonal employment. The arrangements made with local voluntary organisations for the welfare of workpeople brought from other districts were found to be of valuable assistance, particularly in cases where workers on seasonal employment were away from home for the first time.

#### **Industrial Transference**

The industrial transference scheme has been strengthened and enlarged. The old facilities have been improved and extended and, in addition, a new scheme of planned transference to prospective employment has been introduced. Under this scheme, which came into operation last August, managers of employment exchanges in the more prosperous parts of the country take stock of the local employment position every week, and report any occupations in which they expect that there would be openings for suitable men from the depressed areas if they were on the spot. Arrangements are then made for an appropriate number of men to be sent forward. While the men are awaiting a job they receive special supplementary allowances from the Unemployment Assistance Board or from the Ministry to enable them to meet the cost of lodgings and, if they have dependants, to send money home for their support. The scheme has resulted in the transfer from the depressed areas of 1,016 men, of whom 821 have found employment.

The special allowances mentioned above are also paid to transferred workpeople who fall out of employment, to enable them to stay in the new district till they can get another job.

Extended financial facilities introduced to assist transference include free forward fares to enable men or women to travel from the depressed areas to employment in other districts, whether the employment is found through the employment

exchange or otherwise: formerly fares could only be advanced on loan. Up to the end of the year, free forward fares were issued in 10,779 cases. Additional provision has also been made for the supply of clothing, where necessary, and for meeting incidental expenses of transference.

The improved arrangements described above have placed the Ministry in a position to take the maximum advantage from the general trade improvement for the purpose of transference. The number of workpeople (men and women) from the depressed areas placed in employment in other districts by the employment exchange service during 1935 was nearly 20,000, compared with under 12,000 in 1934. The total for 1935 includes over 4,300 men placed after a course of training at a government training centre, and nearly 1,400 after a course at an instructional centre.

The scheme for assisting families to remove from the depressed areas was extended to include assistance towards removal where a younger member of the family has obtained employment in an area offering reasonable prospects of employment for other members of the family. Formerly, this assistance could be given only when the head of the household had obtained employment. In addition to paying the cost of removal, the Ministry can in these cases, where necessary, provide a free return fare and an allowance for incidental expenses to enable the head of the family to visit the new area for the purpose of obtaining accommodation.

The number of families assisted to remove during the year was 3,718 compared with 1,308 during 1934. In addition 354 families were removed up to the end of August under the special arrangements, referred to on p. 24 of the Report for 1934, which were made with one firm for assistance on a limited scale towards the removal from the depressed areas of the households of their former employees.

#### **Schemes of Resettlement**

The Land Settlement Association, working in co-operation with the Commissioner for the Special Areas in England and Wales and the Unemployment Assistance Board, has arranged a number of schemes for the resettlement of unemployed workers and their dependants from the special areas on small holdings. The workers themselves are moved before their dependants for a period of training during which they receive special allowances from the Unemployment Assistance Board. If, on completion of the period of training, they are found to be suitable, their dependants and household effects are removed. The reasonable cost of removal and a grant of £2 towards incidental expenses are allowed by the Department. During the year 35 families from the special areas were assisted in this way to resettlement on small holdings.



**Forest-Holdings Scheme.**—Under the scheme for assisting married ex-miners from the depressed areas to settle in forest-holdings, three new holdings were occupied by ex-miner tenants, while eleven men left their holdings for various reasons. At the end of the year 61 ex-miners and their families who had received assistance under the scheme were in occupation of holdings.

#### **Placing of Ex-Regular Sailors, Soldiers and Airmen and Ex-Service Men in Civilian Employment**

As mentioned in the Report for 1934, a Joint Consultative Committee of the Ministry of Labour and the National Association for Employment of Regular Sailors, Soldiers and Airmen was appointed in May 1934, to consider what arrangements would best secure the most effective co-operation between the association and the employment exchange service in the re-settlement of ex-regulars in civilian employment. Early in 1935, representatives of the British Legion were added to the committee, whose functions were enlarged to include the consideration of any matters arising in connection with the employment of ex-regulars or ex-service men. During the year the committee considered reports on the first six months working of the general scheme of co-operation between local officers of the Ministry and local representatives of the association which came into effect early in 1935. The committee observed that the scheme had made a promising start and also noted with satisfaction the assistance given by local officers of the Ministry to the British Legion in its efforts to obtain employment for ex-service men. The committee appointed a sub-committee to consider means of advising men discharged from the Forces not to settle in parts of the country experiencing heavy unemployment.

#### **Local Employment Committees**

The local employment committees completed their fifth term of office during the year and it was accordingly necessary to re-constitute them for a sixth term. The number of local employment committees at the end of the year was 334, with a total membership of approximately 9,000.

The committees continued their valuable co-operation in the work of the Ministry. In addition to carrying out the duties more specifically assigned to them—such as advising the Minister with regard to the appointment of persons to serve on courts of referees and the selection of persons for nomination as workpeople's representatives on appeal tribunals—many of the committees gave considerable assistance in other ways, particularly in the development of the placing work of the local exchange. Some committees did useful work by

analysing the persons registered as unemployed in their areas as a preliminary to considering means of helping them to obtain employment. Others gave attention particularly to the problem of persons unemployed for long periods. A number of committees forwarded recommendations regarding the extension of the Unemployment Insurance scheme to agricultural workers.

Women's sub-committees and the women members of the main committees continued to help in connection with the placing and welfare of women and girls transferred to seasonal and domestic work. They gave valuable assistance in connection with the new domestic employment offices established at Cardiff, Sunderland and Keswick (see p. 16) and continued to help in the work of interviewing and selecting applicants for admission to the domestic training centres conducted by the Central Committee on Women's Training and Employment. Local employment committees continued to carry out the local work in connection with the King's Roll scheme in areas where there is no King's Roll committee (see p. 25).

### Port Labour

The work of the Standing Advisory Committee for the Port Transport Industry in connection with the problem of decasualisation has proceeded in accordance with the general policy laid down in September, 1931.

The close co-operation already established with the port registration committees has been maintained and practically all the ports now furnish very informative particulars of the employment records of registered men and other statistical information.

The provision of arrangements for improving the mobility of labour in the ports has continued to receive close attention; these arrangements, which are dependent upon a variety of factors of which the lay-out of the docks and wharves at a port is of primary importance, differ according to local circumstances and there is still room for improvement in a number of ports. The revised arrangements to this end which are in full operation in two large areas of the Port of London, and new arrangements for this purpose begun during the year at Leith are both working smoothly. Another matter which has received attention is the improvement of the arrangements in the industry for the engagement of labour and their co-ordination with the departmental procedure for taking proof of unemployment from men not engaged.

Towards the end of the year, the erection of the combined call stand and port workers' office at Grimsby Docks was begun. It is believed that the facilities to be provided at these premises, which will be ready for occupation shortly, will prove beneficial

to the men who assemble at the "calls", the foremen who attend to engage labour and the Ministry's officers who will be there to take proof of unemployment. The experiment will be watched with considerable interest.

The committee made good progress in a comprehensive investigation into the possibility of arranging a more equitable distribution of the work available among registered men at the ports. The enquiries at the principal ports, viz. London, Southampton and Bristol; Newport, Cardiff and Swansea; Liverpool and Manchester; Middlesbrough; Aberdeen, Glasgow and Leith, were completed at the end of the year and arrangements were being made for the preparation of a report. The port registration committees and other representatives of the industry at the selected ports gave willing assistance in connection with the investigation of a subject presenting many difficult features.

Members of the committee have visited a number of ports for consultations with the local representatives upon matters relating to their respective schemes. During the year a registration scheme came into operation at the Hartlepoons.

In a few ports difficulties in securing the full co-operation of the local representatives are still being experienced; as a consequence in certain instances the operation of existing registration schemes has been rendered ineffective and in others the setting up of fresh ones has not proved possible. In an effort to reconcile conflicting local opinions the committee has conducted informal investigations into the position at some of the ports concerned and it is hoped that, following the representations made to the members of the industry in these ports, a more favourable attitude will be adopted towards registration as a means for dealing with the problem of decasualisation.

### King's National Roll

Reference was made in the Report for 1934 to the decision of the King's Roll National Council that information should be obtained from the local King's Roll Committees on which the present working of the scheme could be fully considered. In pursuance of this decision, a comprehensive enquiry was made into the working of the scheme throughout Great Britain and a report was presented to the council in December. This showed that interest in the scheme is generally well sustained and that the majority of local committees are active in many directions, notably in approaching new firms setting up factories in their areas, and that their efforts meet with a good measure of success. The total number of employers (including Local Authorities) enrolled at 2nd September 1935 was 23,292 employing 319,555 disabled ex-service men. This figure repre-

sents approximately 80 per cent. of the men at present in receipt of disability pensions or allowances. Approximately one-third of the larger employers in the country are members of the roll.

The number of disabled ex-service men registered at employment exchanges as unemployed on 21st October 1935 was slightly over 34,000. Of these, nearly 20,000 were regarded as capable of following their usual occupations under ordinary industrial or commercial conditions and over 14,000 were able to undertake light work. There were, however, some 300 men suffering from disabilities which made it difficult for them to obtain employment except in an undertaking especially designed for the employment of ex-service men suffering from severe disability (such as those referred to below) or with a sympathetic employer.

The percentage of unemployment among disabled ex-service men at the date of the enquiry was 8.8, which was approximately half of that among all insured men at the same date.

The council considered the position satisfactory and put on record its appreciation of the continued support given to the scheme, in difficult times, by so large a body of employers and of the invaluable work of the local committees and the local officers of the Ministry, who have been responsible for the administration of the scheme since its inception.

The lamented death of Admiral of the Fleet Earl Jellicoe rendered vacant the position of President of the King's Roll National Council, and the Minister appointed Field Marshal Lord Allenby to be President in his place. Major-General Sir John Davidson was appointed Chairman in succession to Lord Allenby, and Captain Sir Ian Fraser, M.P., Vice-Chairman in succession to Sir John Davidson.

#### **Scheme of Grants to Undertakings employing severely Disabled ex-Service Men**

The Ministry continued to assist certain undertakings established in various parts of the country for the purpose of providing suitable employment for ex-service men suffering from such severe war disability that they are unable to secure work under normal industrial or commercial conditions.

In making these grants, which take the form of assistance towards meeting the loss normally incurred by such undertakings, the Ministry requires to be satisfied that the undertakings are not trading for private profit and that they are in a position to make good a substantial part of the deficiency by voluntary subscriptions. The undertakings must aim at being self-supporting and must be satisfactorily conducted.

During the year, the Ministry assisted 14 undertakings compared with 16 in 1934. The number of men recognised for

the purposes of the scheme who were employed, or in training, at these undertakings at the end of the year was approximately 600. The total amount of grant paid during the year was £8,655.

#### **Miscellaneous Duties in Connection with the Relief of Unemployment**

**Unemployment (Relief Works) Act, 1920.**—This Act was extended for a further period to 31st December 1936. No certificates were issued under the Act during the year.

**Mining Industry Act, 1926—Section 18.**—The restrictions on the engagement of workpeople for employment in the coal mines, introduced in 1927 in connection with Section 18 of the Mining Industry Act, 1926, continued in operation during 1935. The object of the restrictions is to preserve opportunities for adult employment in the industry for those miners whose employment up to 30th April 1926 had been confined to coal mining and who, having become habituated to coal mining work, have little chance of obtaining work in other industries. There are no restrictions on the recruitment of persons under 18 years of age or of disabled ex-service men and mining students.

The restrictions have now been in operation for over eight years. Out of a total of nearly 8,500 persons over 18 years of age who transferred from other industries into the coal mines during the year July 1934 to July 1935, only about 130 (or less than two per cent) were found to be ineligible persons, of whom 80 were subsequently discharged. In most of the remaining cases special circumstances rendered the enforcement of the restrictions impracticable or undesirable.

**Unemployment Grants Committee Schemes.**—The work of administering the grants made on the recommendation of the Unemployment Grants Committee towards the cost of schemes of public utility put in hand for the relief of unemployment was continued. The Department received during the year 340 claims for payment of grant, 488 reports from district auditors of the Ministry of Health in respect of schemes carried out in England and Wales, and reports from the Department's local accountant following examination of the accounts relating to schemes undertaken by 70 Local Authorities in Scotland. The total payments made to Authorities, &c., during the year amounted to £4,408,030.

At the beginning of the year, work was in progress on 25 schemes on which 6,779 men were employed on the site. Ten schemes were still in course of execution at the close of the year, 1,671 men being employed, of whom 237 were men transferred from areas of industrial depression.

The Unemployment Grants Committee ceased to exist on the expiry in August 1932, of the Development (Loan Guarantees and Grants) Act, 1929. The final report of the committee was published in June 1933 (Cmd. 4354).

### Admission of Foreign Workers

The policy in regard to the issue of permits for foreigners to come to the United Kingdom to take up employment continued on the same general lines as in previous years. The increase in the demand for foreign labour noted last year was maintained; the total number of applications was 12,934 as against 11,396 in 1934. The number of permits granted or refused during each of the last five years is shown in table A below.

The analysis of the occupations covered by the permits issued during the year is shown in table B which follows (the occupational groups have been rearranged to show the position in more detail). It will be seen from the table that the principal features remain unchanged, viz., that permits for employment in private domestic service and for engagements as concert, &c., artists and musicians account for 71·4 per cent. of the total (41 per cent. and 30·4 per cent. respectively).

TABLE A  
NUMBER OF PERMITS GRANTED OR REFUSED DURING EACH  
OF THE LAST FIVE YEARS

Year	No. of permits granted	No. of applications for permits refused	Total applications
1931 ... ..	11,744	762	12,506
1932 ... ..	8,957	1,155	10,112
1933 ... ..	8,584	1,044	9,628
1934 ... ..	10,286	1,110	11,396
1935 ... ..	11,344	1,590	12,934

TABLE B  
OCCUPATIONAL GROUPS OF THE APPLICATIONS FOR PERMITS DURING 1935

Occupational groups	No. of permits granted	No. of applications for permits refused	Total applications
Private domestic service ...	4,651	1,120	5,771
Concert, stage, variety, &c., artists and musicians ...	3,457	210	3,667
Industry and commerce :			
(a) Student-employees...	894	—	894
(b) Others ... ..	1,210	161	1,371
Hotels and restaurants :			
(a) Student-employees...	365	2	367
(b) Others ... ..	40	44	84

<i>Occupational groups</i>	<i>No. of permits granted</i>	<i>No. of applications for permits refused</i>	<i>Total applications</i>
Teachers (foreign languages) (excluding posts in private service):			
(a) Student-employees ...	236	1	237
(b) Others ... ..	272	9	281
Film technicians ... ..	84	3	87
Miscellaneous ... ..	135	40	175
<b>Total ...</b>	<b>11,344</b>	<b>1,590</b>	<b>12,934</b>

Ministry of Labour permits are issued only in respect of foreigners who are abroad. Where the foreigner is already in this country application has to be made to the Home Office for permission to employ him and the Home Office seeks advice from the Ministry on the employment aspect. The number of cases on which the Ministry advised during 1935 was 2,814 and the proposed employment was approved in 2,318 cases. The corresponding figures for 1934 were 2,768 and 2,283 respectively. The following table analyses the cases dealt with to show the occupational group concerned and whether a favourable or unfavourable recommendation was made.

<i>Occupational groups</i>	<i>No. of favourable recommendations</i>	<i>No. of unfavourable recommendations</i>	<i>Total recommendations</i>
Private domestic service ...	755	234	989
Concert, stage, variety, &c., artists and musicians ...	50	28	78
Industry and commerce:			
(a) Student-employees ...	552	—	552
(b) Others ... ..	562	156	718
Hotels and restaurants:			
(a) Student-employees ...	45	1	46
(b) Others ... ..	7	12	19
Teachers (foreign languages) (excluding posts in private service):			
(a) Student-employees ...	102	1	103
(b) Others ... ..	55	22	77
Film technicians ... ..	26	9	35
Miscellaneous ... ..	164	33	197
<b>Total ...</b>	<b>2,318</b>	<b>496</b>	<b>2,814</b>

The table in appendix XII shows the number of permissions granted in 1935 summarised according to the nationality of the individuals concerned.

### Publicity

Mention was made in the Reports for 1933 and 1934 of the measures taken to make more widely known the facilities provided to employers and workpeople by the national employment exchange service. This publicity was undertaken to draw attention to the importance of the service as a national employment agency. During 1935 this work was extended.

The principal development was that measures were taken to make other activities of the Ministry, in addition to the placing work of the exchanges, more widely known to employers, workpeople and the general public. For example, steps were taken to assist by such means the work of the department in regard to juvenile employment and unemployment, and the work of the training and instructional centres. The principal object was to inform the unemployed in the recruiting areas of the opportunities open to them and to assist those who had passed through the centres, or who wished to transfer to areas where there were opportunities for employment, to obtain work.

The forms of publicity previously adopted were continued and extended. The number of pictorial posters was increased and they covered a wider range of subjects. The same applies to the series of leaflets dealing with specialised aspects of the Ministry's work such as the opportunities of employment in particular industries, the requirements of seasonal trades and schemes to help the special areas. The policy was continued of having stands at exhibitions of all kinds ranging from the British Industries Fair to small agricultural shows. Sets of photographs were specially taken and brought to the notice of persons interested. Exhibition of lantern slides was utilized for some purposes for which it seemed suitable. In addition, a sound film dealing with the placing work of the exchanges has been made and is being shown in the cinema theatres.

In the light of experience gained, other methods by which the facilities afforded by the Ministry as a whole can be made more widely known and consequently of greater service to the public are constantly being reviewed.



## CHAPTER III

### PROVISION OF TRAINING, INSTRUCTION AND WELFARE SCHEMES FOR UNEMPLOYED MEN AND WOMEN

The various schemes in operation in previous years for the training and instruction of unemployed men and women were continued during 1935. The continued improvement in trade made it possible to increase considerably the training facilities in skilled trades provided at the government training centres, and there was also some increase in the facilities provided for reconditioning courses at the instructional centres. While the Ministry remained responsible for the provision and administration of the training schemes, the Unemployment Assistance Board took over the provision of training allowances to all men in receipt of unemployment assistance and assessed their allowances so as to ensure that they did not suffer financial hardship as a result of taking a course of training or instruction. At the same time some improvement was made in the training allowances payable to men in receipt of unemployment benefit who had dependants. Close touch was maintained between the Ministry and the Board on general questions of training policy and officers of the Board participated in the task of recruitment and selection for the instructional centres. At the end of the year about 71 per cent. of the men in the training and instructional centres were receiving their allowances from the Unemployment Assistance Board. The publicity measures in the recruiting areas instituted in 1934 were pursued and intensified during the year and, as a result, a satisfactory increase took place in the number of volunteers for courses of training.

Co-operation was maintained with the Central Committee on Women's Training and Employment, which provides training for unemployed women and girls, and with the National Council of Social Service, which organises occupational and welfare activities for the unemployed throughout the country.

#### Government Training Centres

As a result of the improved industrial conditions it was possible during the year to make provision for an increase in the number of training places at the government training

centres. At the beginning of the year 3,056 training places were provided, while at the end of the year there were 4,245. The engineering and building classes were extended and new courses were provided in instrument making, metal spinning and main laying.

Nine centres were in operation throughout 1935 and arrangements were in hand at the end of the year for the opening of others. In addition, arrangements were practically completed for an experimental preparatory centre near Merthyr, South Wales, which will provide a preliminary form of training for men whose suitability for the intensive courses provided at the government training centres is in doubt. During the year refresher courses were provided for 567 men who were re-admitted to the centres. These men had already taken a course but through no fault of their own had been unable to obtain sufficient employment over a period of twelve months or more to maintain their efficiency in the trade in which they were trained. Out of a total of 311 who completed their refresher course before the end of the year 301 were placed in employment. A total of 7,059 men from the centres, representing 98 per cent. of those who completed a course, entered employment in 1935 as compared with figures of 4,819 and 95 per cent. respectively for 1934. Appendix XIII contains statistics of the year's work.

### **Special Training Schemes**

The Ministry continued to provide financial assistance during the year for the three special training schemes conducted by voluntary organisations for the training of unemployed men from areas of serious industrial depression, and to pay fees for men trained at a school of cookery. In addition, a number of young unemployed men were trained as waiters at the Westminster Technical Institute by arrangement with the Cleveland Training and Employment Council. The Heddingham Training and Employment Scheme continued to provide training for domestic work, increasing the accommodation provided in previous years, and the Service Training Centre acquired new premises with increased accommodation at Tenterden, Kent, also for training in domestic work. The Restaurant Public Houses Association continued to give training for the work of barmen in approved public houses. The Brighton and Hove School of Cookery increased its provision for training men selected by the Ministry as cooks for hotel employment, the fees being payable by the Ministry. After training by the four organisations concerned, 735 men were placed in employment in 1935. Statistics of the year's work of each scheme are given in appendix XIV.

### **Instructional Centres**

During the early part of the year a review of the areas open to recruitment for the instructional centres took place with the result that some fresh areas in which unemployment had been heavy and sustained were opened to recruitment. Recruitment was on the whole satisfactory and during the summer there was a marked increase in the number of men asking for admission. This may be attributed largely to the wider publicity given to the scheme and to the careful steps taken by the Unemployment Assistance Board to provide adequate allowances during training for men who had dependants.

A new residential centre with accommodation for 200 men was opened at Langdale End (Yorkshire) in December, but this addition was partly offset by the closure of the Carstairs centre, which was taken over in June by the Commissioner for the Special Areas in Scotland for use in connection with his group holdings scheme. A small non-residential centre with accommodation for 40 men was established at Andover (Hampshire) on an estate taken over by the Land Settlement Association.

Summer camps were again established on or near the sites occupied during 1934, except in the case of the Glenfinart camp, on the site of which an instructional centre was under construction in the latter part of the year. New camps, which between them afforded accommodation for 470 men, were set up at Aslackby (Bourne), Gilling (Yorkshire) and Lynn Field (Weeting Hall). The number of men admitted to the camps during the 1935 season was 4,077, an increase of 506 on the corresponding figure for the preceding year. In all, 18,474 men were admitted to the centres and camps during the year, representing an increase of 2,226 on the corresponding figure for 1934.

It is gratifying to record a further increase in the number of men who entered employment either during or at the end of the course. During 1935 3,085 men passed from the instructional centres into employment, an increase of 610 over 1934.

The table in appendix XV shows the results of the instructional centre training scheme, including summer camps, for the year 1935.

### **Physical Training Centres**

The Department continued throughout the year to provide a small number of physical training centres for the unemployed in areas of heavy unemployment, each class being continued for not more than six months, with a view to demonstrating the need for such provision by other means and to encouraging local voluntary bodies to carry them on. At the beginning of

the year, centres were in operation at Nottingham, Glasgow (South side), Clydebank, Coatbridge, Caerphilly and Ferndale, and new centres were opened at Derby, Ayr, Porth, Aberdare, Glasgow (Maryhill and Partick), Leith, Stirling, Glasgow (Springburn) and Hanley. The last two were still being carried on at the end of the year and of the thirteen others, four were taken over and continued by voluntary organisations, two were taken over by the Commissioner for Special Areas in Scotland and some were amalgamated with neighbouring voluntary classes. Additional facilities were provided at the centres, including the payment of fares of men who had to travel some distance in order to attend.

In addition to conducting these short-term classes for the purpose of demonstration, the Ministry assisted the Commissioner for the Special Areas in Scotland by organising physical training classes on his behalf in the special areas of Scotland. At the close of the year about thirty classes of men with more than 2,000 enrolled members were being conducted on behalf of the commissioner in these areas, while, in addition, classes for women were opened at Greenock, Port Glasgow and Paisley. These classes were very successful and their work attracted widespread attention among the unemployed and the general public in Scotland. Towards the end of the year the Minister agreed to assist the Commissioner for Special Areas in England and Wales to inaugurate a similar scheme. Considerable keenness was shown by the unemployed for this form of training and in many cases employers showed a preference for applicants who had kept themselves fit in this way.

During the year the Ministry, as an experiment, financed a short course at the Lucas Tooth Physical Training Institute, London, at which twenty-eight selected men from the depressed areas were given training to fit them to become physical training instructors.

#### **Training of Unemployed Women: Central Committee on Women's Training and Employment**

The work of the central committee was continued throughout 1935 and showed considerable development in several directions. When the committee was appointed in 1920, the urgent need was to enable young women who had been engaged in war work or whose family income had been reduced by the death or incapacity of the bread winner to fit themselves for occupations in which they could earn a living. This need has given place to that of assisting the younger girls, particularly in those areas where, owing to the industrial depression, they have little opportunity of getting work locally and are not in a position to pay for training in order to obtain employment elsewhere. As a result, at the end of 1935, over 80 per cent.

of the girls in domestic training centres were under 18 years of age.

**Domestic Training.**—The lower age of the girls in training made it difficult to give the training required in the short courses at the residential centres originally designed for adults, and the course at all residential centres was accordingly extended from eight weeks to thirteen weeks. The experiment of admitting to some of the day centres girls under 15 years of age and giving them a course extending up to nine months, was extended to five more of the day centres, making eight in all. Several of these long courses for younger girls have been carried through with satisfactory results.

**Individual Vocational Training—Training Course for Short-hand-Typists.**—Owing to the great difficulty in finding an outlet for girls of secondary school education in the depressed areas, it was decided as an experiment to make grants under the individual vocational training scheme to a limited number of girls, under the normal age limit of 18, for training in shorthand and typewriting, and the committee was thus enabled to take advantage of an offer, made by Pitman's College to the Jubilee Trust Fund and transmitted to the Ministry, to give free training to twenty girls from the depressed areas. A very large number of applications was received, and it was possible to select girls of excellent ability and education for the training. Adequate maintenance grants were provided by the committee to the selected girls. In all 99 grants were made under the individual vocational training scheme, and at the end of the year 40 students were undergoing training in various occupations.

Accommodation was provided for 4,140 women and girls in the residential and day centres and at the end of the year there were 977 in attendance at six residential and 31 day centres.

The problem of the older women continued to engage the attention of the committee. There was still a marked reluctance among employers to consider older women for employment in offices, shops, hotels and in many other occupations. Training in cookery still offered the best opening for women who could no longer find other types of work on account of their age. Accordingly two of the day centres (those in Leeds and in London) were expressly provided for giving instruction in cookery to older women. At the London centre residential accommodation was also provided for a few women from other districts. The course in London proved very successful and little difficulty was experienced in placing the students in good posts in institutions and private houses. The Leeds centre was still in the experimental stage at the end of the year.

The detailed results of training in residential and non-residential centres for the year are shown in the following table:—

		<i>Non-residential centres</i>	<i>Residential centres</i>	<i>Total</i>
Ended training during the year ... ..	Adults	865	291	1,156
	Juveniles	2,019	875	2,894
Ended training prematurely (i.e. discharged or left voluntarily) ... ..	Adults	102	57	159
	Juveniles	261	103	364
Entered domestic employment during or at end of training ... ..	Adults	671	223	894
	Juveniles	1,582	723	2,305
Found other work... ..	Adults	56	5	61
	Juveniles	49	4	53
Not placed because not available (ill - health, domestic circumstances, &c.) ... ..	Adults	22	1	23
	Juveniles	37	9	46
Ended training and in process of being placed ... ..	Adults	14	5	19
	Juveniles	90	36	126
In training at close of year	Adults	132	44	176
	Juveniles	625	176	801

**Course for Hotel Workers.**—The successful experiment in providing short courses for hotel workers made at Newcastle in 1934 was extended in 1935, eight courses being held in five different centres. There was no difficulty in placing all the workers in employment for the season and, in a satisfactory proportion of cases, permanent employment in domestic service was secured.

**Outfits for Resident Domestic Service.**—During the year 475 outfits were issued to women and girls to enable them to take posts in domestic service, as compared with 214 in 1934.

#### **St. Mary's Training Centre, Portobello Road, London**

The Department continued its grant towards the training of unemployed women and girls at this centre and during the year 219 women and girls passed out of the centre. Of these, 194 were successfully placed in domestic employment while five remained unplaced on account of ill health or domestic circumstances. The remaining 20 were either dismissed or withdrew before completion of their training. The period of training was extended from eight to ten weeks as it was found that the shorter period for training was insufficient in the case of the younger girls.

#### **Welfare Work for the Unemployed**

Under Section 79 (1) of the Unemployment Insurance Act, 1935, the Minister, subject to the approval of the Treasury, may contribute towards the cost of courses of occupation pro-

vided for unemployed persons in pursuance of arrangements made with the Minister by any public authority or other body. In view of this provision the Department continued its grant to the National Council of Social Service to enable the council, acting in collaboration with other national, regional and local organisations, to assist and stimulate voluntary efforts to provide occupation for unemployed persons. During the year 1935 the grant made by the Ministry for this purpose was approximately £68,000.

It was a condition that the grant in the case of the national regional and district organisations should be based only on the additional expenditure incurred to strengthen the organisation of those bodies and that they should provide from other sources as large a proportion as possible of the expenditure to be incurred. As regards individual local schemes, it was similarly a condition that the grants should be limited to areas suffering from severe and prolonged unemployment, and be normally for the purpose of providing equipment and other capital items. It was further required that the council would use its best efforts to secure that the bodies receiving grant aid should normally provide from other sources an adequate contribution to the cost of the scheme assisted.

The council also administered on behalf of the Commissioner for the Special Areas of England and Wales grants for schemes of social welfare within the special areas, the grants sanctioned by the commissioner being restricted to services or purposes other than those for which the Ministry's grant to the council was available.

During the year 1935 the officers of the Ministry and of the National Council of Social Service carried out a revision of the statistics relating to welfare centres of various types. Owing to the rapid growth and autonomous character of the movement, it had become difficult to keep a full record of the progress of all welfare schemes, in particular of those schemes inaugurated in the early days of the movement. As a result of this revision, it appeared that at the end of 1935 there were 1,029 places or local areas in which welfare centres of various types were provided, 1,354 occupational centres in which instruction was given in boot-repairing, carpentry, handicrafts, &c., and 587 recreational centres giving facilities for reading and games. While these figures show a slight decrease in comparison with those for the end of 1934, the number of centres in active operation was probably greater than in 1934. Many new centres were inaugurated during 1935, particularly in County Durham and South Wales.

The Council and the regional and local organisations associated with it continued to devote special attention to the needs

of the areas suffering from severe and prolonged unemployment. The arrangements for the provision of organisers and craft and physical training instructors to develop new facilities in these areas were very largely extended during the year, and the council set itself to co-ordinate and raise the standard of occupational activities through the appointment to its staff of a number of highly qualified travelling advisers for handicrafts, music, drama and physical training. The development which took place during 1934 in the provision for physical training was considerably extended during 1935.

Local officers of the Ministry continued to take an active interest in the movement, and in many districts assisted voluntarily in their spare time in the work performed by the committees of local schemes.

Towards the end of 1935 the council prepared, for issue early in 1936, a comprehensive report on its work for unemployed people entitled "Unemployment and Community Service."



## CHAPTER IV BOYS AND GIRLS

### Juvenile Employment in 1935

#### Survey of Juvenile Employment during the Year

The state of juvenile employment continued to be very good during the year. Though fewer boys and girls left the elementary schools in 1935 than in 1934, the total number of juveniles under 18 years of age available for employment was estimated to be higher by 160,000. So firmly established, however, was the revival in trade that the placings through the official organisation of the employment exchanges and the juvenile employment bureaux of the local education authorities exceeded the record placings of the previous year by 56,334.

Except in a few places, mainly seaports, all the territory south and east of Lancashire, Yorkshire and Wales, could be regarded as in a prosperous state from the point of view of juvenile employment. In places juvenile labour could be said to be at a premium except at the end of school-terms. In the north and in Wales employment prospects were variable; and in some areas, particularly the coal-mining areas of the north-east coast, West Cumberland, Lanarkshire and South Wales, conditions showed little improvement over 1934, while the numbers available for employment had increased. In view of this contrast and the poor prospects of employment for thousands of boys and girls in the areas of industrial depression, the Ministry pressed on its policy of industrial transference of juveniles.

Shortage of juvenile labour became acute in certain districts mainly in the south-eastern and the midlands divisions. For example, at September the number of vacancies in the London County Council area which remained unfilled because of lack of candidates exceeded 7,000 and the suburban districts in Greater London were unable to assist to any appreciable degree because of increased local demand.

The numbers of boys and girls insured under the Unemployment Insurance Acts (exclusive of a small number included under the special schemes for the banking and insurance industries) at July 1935 were as follows:—

		<i>Estimated numbers insured at</i>	
		<i>July 1935</i>	
		<i>Boys</i>	<i>Girls</i>
England and Wales	... ..	863,910	677,560
Scotland	... ..	102,310	89,720

#### Distribution of Juvenile Labour by Industries

The numbers of insured workpeople under 18 years of age classified by industries or groups of industries as estimated

from the number of unemployment books issued and exchanged during 1935 were as follows:—

<i>Boys</i>		<i>Girls</i>	
<i>Industry</i>	<i>No.</i>	<i>Industry</i>	<i>No.</i>
Distributive trades ...	264,370	Distributive trades ...	176,890
Coal mining ...	71,430	Laundries, &c. ...	39,030
Building ...	60,810	Tailoring ...	33,790
Engineering ...	56,250	Cotton ...	33,340
Motor vehicles ...	29,200	Printing, &c. ...	27,150
Miscellaneous metals ...	25,730	Miscellaneous metals ...	26,580
Printing, &c. ...	24,790	Hotel, club, &c. ...	24,890
Furniture making ...	19,410	Dressmaking ...	24,390
		Shirts and collars ...	23,220
		Hosiery ...	20,840
		Bread, cakes, &c. ...	20,770
		Cocoa and chocolate ...	19,380

The above figures are not comparable with preceding years in view of the entry into insurance of juveniles aged 14 and 15 years as from September 1934. It will be noted, however, that the number of juveniles under 18 years employed in the distributive trades is 25.5 per cent. of the whole, the percentage for boys being 27.4 and for girls 23.0.

### **Juvenile Unemployment**

The average monthly live register of unemployed juveniles for 1935 was 118,478 (63,676 boys and 54,802 girls). Over the whole period under review this represented an average increase as compared with 1934 of 14,407 unemployed per month.

The power to absorb the increased number of boys and girls seeking employment, to which reference was made on p. 41 of the 1934 Report, was accentuated during the period under review. In the southern half of the country there were only four areas, Bristol, Southampton, Portsmouth and Chatham, in which there was a surplus of juvenile labour and a live register of appreciable size. The average live registers in these areas for the year ended December 1935 were 1,681—427—603 and 408 respectively. The registers in the areas of industrial depression in the north and west increased, in some cases considerably, not only because of the closer contacts established by the juvenile employment offices with unemployed juveniles as a result of the Unemployment Insurance Act, 1935, but also because of the increased numbers becoming available for employment and the continued inability of the industries in these areas to respond to the stimulus of trade revival elsewhere. The following table shows the distribution of juvenile unemployment for each of the administrative divisions of the Ministry in November 1935 and November 1934.

It should be noted that the numbers registered as unemployed include some boys and girls still receiving whole-time education. The numbers of such boys and girls aged 14 and 15 years are given separately; corresponding figures for such boys and girls aged 16 and 17 years are not available but would be comparatively small.

Division	Boys 14 to 17 years				Girls 14 to 17 years			
	25th Nov. 1935 Still Registered as unemployed	26th Nov. 1934 Still attending school (ages 14 and 15 years only)	Registered as unemployed	attending school (ages 14 and 15 years only)	25th Nov. 1935 Still Registered as unemployed	26th Nov. 1934 Still attending school (ages 14 and 15 years only)	Registered as unemployed	attending school (ages 14 and 15 years only)
London ...	2,267	178	3,099	247	2,067	102	2,162	135
South eastern ...	2,188	218	2,629	197	3,144	190	2,909	172
South western ...	3,444	756	4,063	470	3,725	746	3,579	289
Midlands ...	3,038	217	3,241	164	2,733	139	2,944	85
North eastern ...	14,471	1,476	14,740	1,182	13,176	968	11,446	804
North western ...	12,040	1,237	12,779	1,150	9,260	900	10,010	695
Scotland ...	13,029	913	13,260	838	10,342	570	10,516	549
Wales ...	8,542	2,107	7,382	748	6,885	1,770	5,109	557
Great Britain	59,019	7,102	61,193	4,996	51,332	5,385	48,675	3,286

It will be noted that three quarters of the total volume of juvenile unemployment is contained in four of the seven divisions. Moreover, as the following table indicates, the periods during which juvenile claimants for unemployment benefit remain unemployed are of much shorter duration in the more prosperous divisions.

CLAIMANTS FOR UNEMPLOYMENT BENEFIT ON 25TH NOVEMBER 1935,  
AGED 16 AND 17 YEARS

Division	Number who had been on the register				Total
	6 months but less than 9 months	3 months but less than 6 months	Less than 3 months		
London ...	2	24	1,108	1,134	
South eastern ...	7	39	1,536	1,582	
South western ...	2	87	1,537	1,626	
Midlands ...	13	97	1,679	1,789	
North eastern ...	43	585	4,241	4,869	
North western ...	36	525	5,007	5,568	
Scotland ...	94	723	4,169	4,986	
Wales ...	66	364	1,941	2,371	
Great Britain	263	2,444	21,218	23,925	

Arrangements for Giving Advice and for  
Placing in Employment

Local Administration

Juvenile choice of employment work is administered locally by means of a dual system under the central supervision of the Ministry of Labour. An account of the system was given on p. 52 of the Report for 1930. On 31st December 1935, there were 107 Local Education Authorities in England and Wales exercising choice of employment powers under approved

schemes, comprising 49 county boroughs, 48 boroughs and urban districts, and 10 county councils. During the year the Surrey County Council established a new scheme for the Mitcham division of the county. The Ministry continued to be responsible for choice of employment work throughout Scotland, apart from the special scheme in Edinburgh, which has been administered jointly by the Education Authority and the Ministry since 1911.

During the year two new juvenile advisory committees at Banbury and Maesteg were established, making a total of 197 such committees, and consideration was given, especially in the light of the recommendations of the report on vocational guidance of the National Advisory Councils for Juvenile Employment, to the provision to be made for certain expanding industrial districts not hitherto under the supervision of a local committee for juvenile employment.

**Regional Administration in Particular Areas.**—In certain broad territories of the country, special regional organisations have been set up to deal with particular classes of boys or girls from the post-elementary schools, and in all cases these continued to operate successfully during the year.

**Secondary Schools Employment Committees.**—The special committees appointed to advise secondary school pupils had, without exception, increased opportunities of affording advice to candidates and greater facilities for placing in appropriate employment. In some areas, particularly in London, placing work was hampered by a shortage of candidates resulting from the decline in the war-time birthrate. For instance, the London Headmistresses Committee, during the early part of the year, were unable to fill more than one in three of the vacancies offered to them; and even after the school-leaving period at midsummer, the number of vacancies which had to be refused because of lack of suitable applicants was appreciable. In the provinces secondary school pupils were able to obtain situations with much greater ease than in the preceding years and some of the divisions were able to offer a considerable number of vacancies to secondary school pupils from other areas.

The Glasgow Careers Council for Secondary School Scholars, established in 1933, continued to operate successfully and the centralised register of vacancies and candidates is being readily accepted among the secondary schools and employers of the city. This council, which is representative of 24 schools in the area, is probably one of the most successful developments in juvenile choice of employment work of recent years.

The service of the Ministry to post-elementary pupils was not confined to the advising and placing in employment of

individuals. The Department has distributed among local committees and heads of all recognised secondary schools a series of 24 pamphlets known as the choice of career series, describing the methods of entry, the requirements of technical training and the prospects, &c., in professions and occupations suited to boys and girls from such schools. The pamphlets are also sold at nominal prices through H.M. Stationery Office. Evidence of the value attached to these pamphlets, especially by head and careers masters in the more remote schools in advising their pupils on choice of employment, was received by the Ministry.

### Placing in Employment

The numbers of vacancies for boys and girls notified to and filled by the employment exchanges and juvenile employment bureaux in the last seven years are given below. For purposes of comparison the figures for 1922 are also included.

Year	Vacancies notified	Vacancies filled		Total
		Boys	Girls	
1922 ... ..	131,470	49,936	63,734	113,670
1929 ... ..	391,209	168,706	148,309	317,015
1930 ... ..	371,704	162,182	146,772	308,954
1931 ... ..	354,435	155,486	151,335	306,821
1932 ... ..	368,694	157,587	163,472	321,059
1933 ... ..	454,759	193,193	184,120	377,313
1934 ... ..	550,394	227,722	217,702	445,424
1935 ... ..	633,929	261,636	240,122	501,758

With improvement in trade the quality of vacancies has shown improvement and the periods of employment have been of longer duration. The year 1935 was the jubilee year of the choice of employment service; and it will be seen that during this year the total number of placings of juveniles through the official organisation passed the half million mark.

**Placing of Secondary School Pupils.**—The numbers of secondary school pupils placed by the juvenile advisory committees and the secondary schools employment committees\* during the twelve months ended December 1935, were as follows:—

Committees	Boys	Girls	Total
London Headmasters Committee ...	1,534	—	1,534
London Headmistresses Committee	—	1,801	1,801
Glasgow Careers Council and school career committees ... ..	393	351	744
Juvenile advisory committees and/or provincial secondary schools committees ... ..	1,836	1,656	3,492
Total ... ..	3,763	3,808	7,571

\* Figures for placings by the juvenile employment bureaux of Local Education Authorities are not included. The figures for Glasgow school career committees relate to the year ended June 1935.

These figures show an increase of 293 in the number of placings through the local and special committees as compared with the twelve months ended June 1934. As indicated above, the decreased numbers of candidates available from the secondary schools during the current year because of the continued operation of the war-time birth rate, undoubtedly reacted unfavourably on the numbers of placings during 1935, so that the increase recorded in vacancies filled cannot altogether be regarded as a measure of the extension of opportunities, particularly in commercial employment, available for pupils of higher education.

**London Regional Advisory Council.**—The London Regional Advisory Council for Juvenile Employment was established during 1934 to succeed the London Advisory Council for Juvenile Employment which had operated in respect of the London County Council area since 1924. The new Council, which covers the area within approximately 15 miles of Charing Cross, entered upon its duties in favourable circumstances and has already performed most useful work, not least in furthering the co-ordination of effort already existing between the Ministry and Local Education Authorities in the areas exercising choice of employment powers. The principal subjects with which the council dealt during the year include the problem of travelling facilities for young workers, the employment of juveniles in the distributive trades, mechanisation in offices and authorised courses of instruction for unemployed juveniles. At the end of the year the council still had under consideration, among other things, hours of employment of juveniles in non-regulated occupations, health insurance for juveniles between the ages of 14 and 16 years and the revision of the Guide to Employment for London Boys and Girls. The council does not concern itself with the day to day administration of the local juvenile employment offices established within its territory but considers and advises upon those larger questions and problems which are common to the area as a whole.

### **Juvenile Transference Scheme**

#### **General Policy**

Reference has already been made to the contrast in the prospects of employment for juveniles between certain areas in South Wales, the north of England, parts of Scotland, and the more prosperous areas of the south and midlands. The additional opportunities of employment in the more prosperous areas made it possible to intensify the policy of transference of juveniles which has been followed since February 1928 and has since received the full support of the Commissioners for the Special Areas. In order that full advantage might be

taken of the increased openings for juveniles, the scheme was reviewed at the end of 1934 and the facilities were extended and made available to all areas in which there was an appreciable surplus of young labour. Further arrangements were also made for the welfare of transferred juveniles in the light of experience already gained.

The transference of young persons places upon the Department special responsibilities and calls for special care. Among the primary considerations are choice of employment and suitable living accommodation. Before employment is approved for a transferred juvenile the wages and working conditions must be shown to be not less favourable than those generally recognised in the district. Employment is not regarded as acceptable unless there are indications that it is likely to provide regular and progressive employment and that the juvenile will be self-supporting by the age of eighteen years, if not before. A statement of the numbers of juveniles transferred under the scheme during the years 1933, 1934 and 1935 is contained in appendix XVI (a).

#### **Accommodation for Transferred Juveniles**

Under the transference scheme, suitable lodgings are found for the juvenile, and general arrangements made in each case with the landlady. In some developing industrial areas there is considerable difficulty in obtaining suitable lodging accommodation and early in the year it was decided to establish some hostels for boys in London and one for girls in the midlands. Hostels have considerable advantages in the facilities they offer for promoting and supervising the general welfare of juveniles resident in the area as well as of transferees. It is not easy to acquire premises which can be readily adapted for use as hostels, but by the end of the year two hostels for boys were open in London and plans were well advanced in respect of a number of others. The hostels for boys are administered by the Community Services Council of the Y.M.C.A. under an agreement with the Ministry.

#### **Welfare Arrangements**

The Department continued to receive the generous assistance of employers, voluntary organisations, and voluntary workers as well as of local committees for juvenile employment in arrangements for the welfare of juveniles living away from home and juvenile employment officers were again called upon to deal with the many problems which arise in individual cases. In the course of the year the special attention of local committees for juvenile employment was called to the welfare arrangements made by the Department and to the need for the co-operation of persons and organisations interested in juvenile work. In the result, after-care committees were established

in many areas. In addition, special schemes of co-operation were made with a number of voluntary organisations, including the British Legion, Toc H, and the Rotary Club whose members and branches undertook to assist in the after-care of transferred juveniles and, in certain cases, the dissemination of information about the scheme in the areas scheduled for recruitment. In all cases, however, the Department remains responsible for the approval of employment and of lodgings. The Personal Service League assisted in the supply of clothing for juveniles before transfer.

### **Maintenance Grants**

One of the difficulties in the way of juvenile transference is that although the employment may offer good prospects of training and advancement, the rate of wage offered for the period of learnership is not adequate to cover all necessary living and personal expenses for a worker living away from home. Again, there may be special needs arising from sickness, short time working or other emergency. In the earlier stages of the scheme these contingencies were met, in the case of juveniles from mining areas, by payment of grants out of moneys allocated for the purpose by the trustees of the Lord Mayor's Fund: in the case of juveniles transferred from Scotland similar assistance was provided from the Scottish Coalfields Distress Fund. The sum of £45,350 placed at the disposal of the Ministry by the Lord Mayor's Fund in 1928 was exhausted by July 1934. Up to that date 3,538 boys or about 33 per cent. of the total number of boys transferred, had received assistance from the fund; 422 girls out of 1,368 girls transferred to industrial employment were similarly assisted.

When the grants from the Lord Mayor's Fund were exhausted it was decided to provide grants from State funds towards the cost of maintenance in the new area, the grant being adjusted so that the juvenile might have a sum of 4s. or 5s. a week for his or her personal use after paying necessary expenses. The grant is necessary only in a proportion of cases and, in any event, is not continued beyond the age of 18 years or, in exceptional cases, 18 years and 9 months. Grants to meet emergencies were also paid out of State funds.

### **Junior Transfer Centres and Camps**

Another extension of the transference scheme in the course of the year was the provision of junior transfer centres. It was considered that many juveniles would benefit by a short course of instruction in a residential centre before taking up employment away from home, and in July 1935 the first centre for boys was opened at Howlish Hall, Durham. The centre is administered by the Local Education Authority for the County of Durham, with a 100 per cent. grant from the



Ministry. The boys are selected for the course after medical examination by the regional medical officer of the Ministry of Health. The course of instruction is arranged with a view to improving their prospects on taking up employment in the new area and includes organised games, gardening and instruction in wood and metal work. Up to the end of December 1935, 121 boys had passed through the centre. They showed a marked increase in alertness of mind and body, as well as gaining considerably in weight and physical fitness.

During the summer months, accommodation at Sandwich, Scarborough and Aberdour was placed at the disposal of the Ministry by the Community Services Council of the Y.M.C.A. and, as an experiment, short courses of instruction were arranged for boys applying for employment away from home, with a view to improving their fitness. Five courses were provided of two or three weeks duration. The experiment proved successful and, out of 465 boys who took the course, 419 were placed in approved employment. These experimental courses at residential centres for juveniles applying for transfer have proved so successful that, at the end of the year, preparations were in progress for opening junior transfer centres in South Wales and in Scotland, to be open all the year round, and for providing additional camp courses in the summer months.

#### **Vocational Training Schemes**

In connection with juvenile transference, increased facilities were provided for short courses of vocational training for boys in certain occupations in which some preliminary experience is desirable. Arrangements were made with the Y.M.C.A. to train boys for posts in hotels, catering establishments and clubs; schemes organised in the depressed areas by various bodies were in operation throughout the year for training boys for employment on the land, and towards the close of the year the capacity of the schemes was substantially increased. Assistance by means of payment of travelling expenses, and (in the case of the Gravesend Sea School) grants towards the cost of outfit, were continued and extended in respect of boys proceeding to certain courses of sea training. Many more boys could have been trained for this employment if they had been forthcoming. The training (mainly for domestic employment) of girls from the areas scheduled for transference was conducted on behalf of the Ministry by the Central Committee on Women's Training and Employment (see pp. 34-36) and during the year, 1,742 girls trained in the committee's centres took up domestic work after transfer.

#### **Co-operation with Local Education Authorities**

In many areas in England and Wales the responsibility for juvenile employment work rests with Local Education Authori-

ties, in accordance with schemes approved under Section 81 of the Unemployment Insurance Act, 1935. In previous years, comparatively few Education Authorities have felt able to co-operate with the Department in finding employment for juveniles from areas of heavy unemployment. An outstanding example of active co-operation, however, may be noted in Birmingham where the authority successfully arranged in the course of the year for the transfer of 418 juveniles from Liverpool and the north-east coast, while the Warwickshire Education Authority placed 169 transferred juveniles in Rugby, Stratford-on-Avon, Nuneaton and Sutton Coldfield. In November 1934, the Minister addressed an appeal to 63 authorities who were responsible for juvenile work in areas where there was no problem of surplus juvenile labour, and it is gratifying to record that many of these authorities agreed to co-operate. A table showing, by divisions, the number of transferred boys and girls placed in Ministry of Labour and Local Education Authority areas is contained in appendix XVI (b).

#### **Unsuitable and Unfilled Vacancies**

It is not possible to regard every unfilled vacancy in developing areas as suitable employment for a transferred juvenile; even though the wages and conditions may be those generally recognised in the district, the employment may offer insufficient prospects of advancement. Nevertheless, at the end of the year there were many areas in which suitable vacancies were available and could not be filled. In the case of boys, the lack of suitable lodging accommodation was the difficulty but in the main the unfilled vacancies were for girls. As the facilities of the transference scheme have become more widely known, there has been a considerable increase in the number of juveniles—particularly boys—applying for transfer with their parents' consent (see appendix XVI). In the case of girls, however, there remained a marked reluctance on the part of parents to allow them to take industrial employment away from home, with the result that many favourable openings for girls remained unfilled for that reason. With the improvements and additional safeguards introduced into the scheme and with greater publicity, it is believed that confidence in transference will increase and parents will appreciate more fully the importance of encouraging the younger members of the family to seek their livelihood in a developing area.

#### **Courses of Instruction for Unemployed Juveniles.**

The changes introduced by the Unemployment Insurance Act, 1934 with regard to the provision of courses of instruction for unemployed juveniles, were explained in the Report for

1934. The nature of the courses, the kind of instruction given in them, and the terms of grant from central funds in respect of junior instruction centres and classes were also described in that Report. No change was made in these arrangements during 1935.

With the increase in the numbers of junior instruction centres, and the general development in the service, it clearly became necessary to review the existing arrangements for inspection of the centres. During the year the administrative arrangements were completed for the co-operation of Your Majesty's Inspectors of Schools in England and Wales and Scotland respectively in the full inspections of the junior instruction centres.

In consequence of the new duties placed upon Education Authorities with regard to the provision of courses of instruction for unemployed juveniles, and the wider powers for the enforcement of attendance, the year has naturally been marked by steady expansion in the number of junior instruction centres and classes. The following table shows the number of centres and classes open and the average daily attendance in the first week in each month of the year:—

Week ended	No. of courses open		Average attendance				Total
			With claims for benefit		Without claims for benefit		
	Centres	Classes	Boys	Girls	Boys	Girls	
1935							
2nd January* ...	110	14	1,728	838	1,369	481	4,416
6th February ...	129	13	7,861	3,803	10,297	5,066	27,027
6th March ...	139	17	7,273	3,497	10,557	5,210	26,537
3rd April* ...	150	18	6,282	2,883	10,793	5,656	25,614
8th May ...	152	14	6,231	2,562	10,593	5,505	24,891
5th June ...	161	18	6,177	2,585	10,753	5,744	25,259
3rd July ...	163	17	5,995	2,151	9,456	4,563	22,165
7th August* ...	165	15	2,631	806	4,740	2,309	10,486
4th September ...	177	16	6,679	2,572	11,854	6,603	27,708
2nd October ...	181	17	7,656	2,512	12,785	6,904	29,857
6th November ...	183	19	7,432	2,662	11,594	7,070	28,758
4th December ...	188	17	7,668	2,863	12,010	7,262	29,803

\* Holiday periods.

The highest average daily attendance was 30,248 in the week ended 9th October 1935.

The aggregate number of individuals who attended centres and classes during the year was about 169,000. About 1,120,000 boys and girls have passed through the centres since 1923.

During the year 94 centres and 20 classes were opened, and 188 centres and 19 classes were in operation on 31st December 1935 compared with 110 centres and 14 classes at the end of 1934. By the end of the year proposals had been approved for the provision of 32 additional centres which had not then been opened and proposals for 36 other centres were under consideration.

Experience has shown that the difficulties of Authorities, referred to in the last Report, in securing premises which afford adequate ventilation and lighting, and the necessary accommodation for the physical training and practical instruction which are important features in the curriculum of a junior instruction centre, were by no means under-estimated. Some Authorities were able to make use of redundant school buildings, and it was also possible to adapt suitable premises of different kinds which had been rented or purchased. A number of Authorities have, however, found it necessary to obtain sites and erect entirely new buildings, and the first two junior instruction centre buildings specially erected for the purpose were opened during the year.

In areas in which the numbers of unemployed boys and girls are insufficient to form either a centre or a class, arrangements have again been made for their attendance at existing educational institutions, mainly evening classes, which are generally open during the winter months only. The greatest numbers were in attendance during the month of February when 1,817 boys and 1,592 girls attended. During the year about 9,000 individuals attended under these arrangements.

## CHAPTER V

### UNEMPLOYMENT INSURANCE AND UNEMPLOYMENT ASSISTANCE

#### Legislation

##### Unemployment Insurance

It was stated in the Report for 1933 that, as soon as the Bill which became the Unemployment Act, 1934 had been passed, it was intended to proceed with a Bill to consolidate the whole of the existing unemployment insurance legislation in one Act. This Bill was introduced into Parliament early in the year and became law on 18th March 1935, under the title of the Unemployment Insurance Act, 1935.

On 18th March 1935, the Minister referred to the Unemployment Insurance Statutory Committee, for consideration, the question of the operation of the Unemployment Insurance (Anomalies) Regulations, 1931 and 1933, in their relation to seasonal workers. Following upon the report of the committee, a new order was approved by Parliament and made on 2nd August 1935.

The Unemployment Act, 1934, provided in effect that any person who, after attaining the age at which the period of compulsory elementary instruction ends, had continued to receive whole time education should, under regulations to be made by the Minister, be entitled to receive a credit of contributions in respect of that education. The operative date of such regulations was to be 3rd September 1935. With a view to fulfilling a pledge given in the House of Commons that persons who continued their education throughout the year ending with the summer term of 1935 should be entitled to these credits, the Unemployment Insurance (Crediting of Contributions) Bill was introduced into Parliament and became law on 2nd August 1935.

On 4th July 1935, the Unemployment Insurance Statutory Committee reported to the Minister that the Unemployment Fund was, and was likely to continue to be, more than reasonably sufficient to discharge its liabilities and recommended that the estimated surplus in the fund should be used to increase the allowance in respect of a dependent child from 2s. to 3s. The Minister with the approval of Parliament made an order to operate from 31st October 1935, carrying out the committee's recommendation.

In the Report for 1934, it was stated that the Minister had received a report from the Unemployment Insurance Statutory

Committee containing proposals for the extension of the unemployment insurance scheme to persons engaged in agriculture. A Bill framed on the lines recommended by the statutory committee was introduced into Parliament and read a first time on 19th December 1935. A summary of its provisions is given on pp. 52-54.

Following upon a report by the Unemployment Insurance Statutory Committee, the Minister made regulations on 20th December excluding certain inconsiderable employments from the scope of the unemployment insurance scheme.

### **Unemployment Assistance**

On 15th February, the Unemployment Assistance (Temporary Provisions) Act, 1935 was enacted to meet certain difficulties that became apparent in the working of the Unemployment Assistance scheme shortly after its inception, i.e., shortly after the first appointed day. Details of this Act are given on p. 65 but it may be mentioned that, as one effect was to postpone the second appointed day, legislation dealing with the payment of compensation to Local Authorities in respect of the extra burden thrown on them as a result was necessary and accordingly bills which became law as the Unemployment Assistance (Temporary Provisions) (No. 2) Act, 1935 and the Unemployment Assistance (Temporary Provisions) (No. 3) Act, 1935 were introduced by the Minister of Health.

A list of Acts, Regulations and Orders relating to Unemployment Insurance or Unemployment Assistance passed or made during the year is given in appendix XVII.

### **The Unemployment Insurance (Agriculture) Bill, 1935**

The object of this Bill was to extend the unemployment insurance scheme to agriculture (including horticulture and forestry). The provisions of the principal Act (1935) were to apply to agriculture subject to certain modifications and special provisions the chief of which are mentioned below.

**Scope of the Bill.**—The Bill proposed to repeal the then present exception of agriculture from the scope of the Unemployment Insurance Act, 1935 and consequently to make employment in agriculture (including horticulture and forestry) insurable, provided that it was not (i) the employment of sons, daughters or certain other near relations specified in the first schedule to the Bill; or (ii) employment in the harvesting or gathering of flowers, fruit, peas or potatoes, or in the tying, training or picking of hops, or in the peeling of onions, of persons not normally employed in insurable employment; or (iii) employment as a private gardener. These exceptions were additional to those already made by the Unemployment Insurance Act, 1935.

It was further proposed that the Minister should have power to bring within the scope of the agricultural scheme, under special conditions, certain types of agricultural manual labour not performed under contract of service.

**Rates of Contributions and Benefits.**—Special rates of contributions and benefits were proposed in relation to agricultural employment. For adult men the rate of weekly contribution was to be 4½d. each from the employer and the employed person and the weekly rate of benefit 14s., with corresponding rates of contributions and benefits for other classes. The rates of increase of benefit in respect of dependants were to be 7s. for an adult dependant, and 3s. for the first dependent child and 2s. 6d. for each subsequent one, so, however, that the weekly rate of agricultural benefit was not to exceed 30s. in all.

**Benefit.**—The first statutory condition for the receipt of benefit differed from that under the general scheme in that twenty contributions in the last two years, instead of thirty, were to be required for its satisfaction. Rules of a different type were to be substituted for the rules governing duration of benefit contained in the general scheme. In respect of the contributions standing to a claimant's credit at the beginning of a benefit year, he was to be entitled to (a) twelve days' benefit for the first ten of such contributions, and (b) three further days for every additional contribution, subject to a maximum of 300 days' benefit in a benefit year. Contributions in respect of which benefit had once been paid were to be treated as exhausted thereafter for the purposes of this rule, though not for satisfaction of the first statutory condition referred to above.

**Special Provision for Long Hirings.**—In the case of yearly and half-yearly hirings, it was proposed that, where such a hiring had been entered into, and where its existence had been proved in accordance with regulations, then, on the due completion of the hiring, the parties to it were to be entitled to refunds of 25 per cent. of the contributions paid, in the case of a yearly hiring, and 12½ per cent. in the case of half-yearly hiring.

**Finance.**—The Bill provided for the agricultural scheme to be financially self-contained and a separate agricultural account in the Unemployment Fund for this purpose; the cost of administration of the agricultural scheme was to be paid out of the separate account up to a maximum of one-eighth of the annual income of the scheme; the Unemployment Insurance Statutory Committee would report separately on the finances of the two accounts.

**Miscellaneous.**—It was proposed that the Minister should, subject to certain conditions, have power to make regulations dealing with the position of persons insured under both the

general and the agricultural provisions of the Unemployment Insurance Scheme; a number of minor adaptations were to be made in the Unemployment Insurance Act, 1935, consequentially upon the insurance of agriculture.

**Date of Operation.**—It was proposed, in the Bill as presented, that contributions should become payable in respect of employment in agriculture from 4th May 1936, but that no claim for benefit might be made before 29th October 1936, and no benefit be payable in respect of any day before 5th November 1936.

### Contributions

#### Rates of Contributions

There were no alterations during 1935 in the rates of contributions payable by employers and employed persons.

#### Amounts of Contributions

The amounts contributed to the Unemployment Fund by employers, employed persons and the Exchequer since 1st April 1932 will be found in appendix XXVIII.

#### Method of Collecting Contributions

No changes were made in the method of stamping unemployment books or impressing stamps on books by the use of machines and dies, or in the arrangements under which an employer may stamp books at extended intervals or in the week after payment of wages.

The following table gives particulars of the special arrangements in force in December 1935:—

<i>Nature of arrangement</i>	<i>No. of firms affected</i>	<i>Approximate no. of employees concerned</i>
Use of machines and dies for impressing stamps on unemployment books ... ..	10	11,250
Stamping in week after payment of wages ...	122	126,100
Stamping at extended intervals—		
Quarterly ... ..	149	163,000
Half-yearly ... ..	414	503,600
Stamping of unemployment and health and pension cards at employment exchanges—		
Liverpool docks scheme ... ..	46	16,427
Liverpool badge porters scheme ...	8	174
South Wales ship repairers scheme ...	16	3,227

#### Exchange of Unemployment Books

The annual exchange of books for the year 2nd July 1934 to 7th July 1935 and the subsequent inquiry into the reasons for failure to surrender books of expired currency which was conducted in respect of approximately one-third of the local offices in Great Britain, were carried out on normal lines.



During the twelve months ended 31st December 1935 the total arrears of contributions collected as a result of the inquiry referred to was £30,113 of which £4,578 related to the inquiries of previous years.

#### **Enforcement of Payment of Contributions**

The detailed survey of employers and the investigation of individual cases of non-compliance continued to be made on behalf of the Ministry of Labour by inspectors on the staff of the Ministry of Health in England, the Department of Health for Scotland and the Welsh Board of Health.

This survey, which covered a quarter of a million employers employing three million workpeople, resulted in the discovery and collection of arrears of contributions amounting to £142,440.

The Ministry continued its general policy of instituting criminal proceedings against employers in cases where non-payment of contributions was due to wilful evasion or gross neglect, and in the course of the year 1,473 successful prosecutions were undertaken. In addition, it was necessary to institute civil proceedings either in the High Court or in the courts of summary jurisdiction in 175 cases, in order to recover arrears of contributions due to the Unemployment Fund.

#### **Stamp Frauds**

The number of cases of fraudulent use of stamps reported during the year showed a substantial decrease compared with the previous year. Every case discovered was investigated with a view to prosecution of the offender where practicable and, as a result, 97 convictions were obtained.

#### **Return of Contributions paid under the Erroneous Belief that they were payable**

Contributions were returned in accordance with the provisions contained in Section 14 of the Unemployment Insurance Act, 1935, in respect of 23,085 employees and the amount paid to them and to their employers during the year was £125,485. In the case of 2,646 items included in claims made by employers or employees refund was found not to be payable.

#### **Crediting of Contributions to Juveniles**

Under powers conferred by Section 75 of the Unemployment Insurance Act, 1935 the Minister made the Unemployment Insurance (Crediting of Contributions) Regulations, 1935 (S.R. and O. 1935 No. 841) for crediting unemployment insurance contributions to persons who have continued to receive whole-time education after attaining the age at which the period of compulsory elementary instruction ends. The main object of

crediting contributions is to give boys and girls who have continued their education voluntarily after the normal elementary school leaving age some measure of compensation in respect of the contributions they would probably have earned if they had left school earlier and begun work at an age when employment is generally easy to find.

The regulations came into force on 3rd September 1935 but, by the provisions of the Unemployment Insurance (Crediting of Contributions) Act, 1935, they applied to persons who, being otherwise qualified, were continuing to receive whole-time education on or after 4th May 1935. Whole-time education is defined in the regulations as attendance between the hours of 9 a.m. and 6 p.m., aggregating not less than 15 hours per week, at grant-aided schools, schools recognised as efficient by the Board of Education or the Scottish Education Department and certain other schools covering in all what may be broadly described as the public system of education. For the purpose of determining whether attendance during a period for which credit is claimed has been continuous, certain types of absences prescribed by the regulations may be disregarded.

The number of contributions which may be credited varies according to the length of the period of continued whole-time education. No contributions may be credited for periods of less than twelve months. Where the period is twelve months but less than 18 months, ten contributions may be credited; where the period is 18 months but less than 24 months, 15 contributions may be credited; if the period is 24 months or more, 20 contributions may be credited.

Up to the end of the year the number of applications dealt with was 1,719 and contributions were credited in 1,571 of these cases. As regards the remainder 19 were withdrawn, the balance being cases where no contributions could be credited because the period of continued education was either insufficient or had ceased before 4th May 1935.

### **Scope of the Unemployment Insurance Scheme**

#### **Changes during the Year**

The Unemployment Insurance (Inconsiderable Employments) (Persons under Sixteen) Provisional Regulations, 1934 (S.R. and O. 1934, No. 970), which excepted from unemployment insurance persons under the age of sixteen employed in the retail distributive trades, unless the employment by any one employer exceeded in the aggregate eight hours in any week or four hours on any day were allowed to lapse on 7th June 1935, after consideration by the Unemployment Insurance Statutory Committee.

An order was made under paragraph 11 of Part II of the First Schedule to the Unemployment Insurance Act, 1935,

applying for purposes of unemployment insurance the provisions of two provisional special orders made under the National Health Insurance Acts, one relating to England and Wales and the other to Scotland, which except from insurance employment, involving part-time service only, under a local savings committee of the National Savings Committee in the capacity of clerk, secretary or organizer or in the performance of clerical duties for such a committee. This order, known as the Unemployment Insurance (Subsidiary Employments) Order, 1935 (S.R. and O., 1935, No. 1109) came into force on 11th November 1935.

Apart from the above, no other changes were made in the scope of the Unemployment Insurance scheme during the year, but the question of the possible inclusion of share-fishermen (now excluded under paragraph 12 of Part II of the First Schedule to the Unemployment Insurance Act, 1935) and of persons employed otherwise than by way of manual labour at a rate of remuneration exceeding £250 a year (now excluded by paragraph 9 of Part II of the same Schedule) were referred for the consideration of the Unemployment Insurance Statutory Committee (see p. 69). In addition, the first draft regulations under Section 3 (2) (b) of the Act of 1935 were referred for the consideration of the committee. This section provides that, where it appears to the Minister that the terms and conditions of service of and the nature of the work performed by any class of persons employed in excepted employment are so similar to those of a class of persons employed in insurable employment as to result in anomalies, the Minister may, by regulations made with the consent of the Treasury, bring the former class within the scope of the scheme. The class dealt with in the draft regulations was that of pit-head bath attendants.

#### **Determination of Questions of Insurability**

The number of written inquiries received in the Department during the year in regard to liability to insurance was approximately 41,000, including cases in which the question arose out of a claim for refund of contributions.

In 149 cases formal decisions on questions of insurability were given by the Minister under Sections 4 and 12 of the Unemployment Insurance Act, 1935, (and/or Section 10 of the Unemployment Insurance Act, 1920, if there was employment before the Unemployment Insurance Act, 1935, came into force). Of this number, 26 decisions referred to the exceptions relating to employment in agriculture and domestic service and as a female professional nurse for the sick, the remainder being mainly concerned with the question whether the employment was under a contract of service or who was the employer responsible for the payment of contributions.

Two appeals under Section 84 of the Unemployment Insurance Act, 1935, against decisions of the Minister given under Section 10 of the Unemployment Insurance Act, 1920 were heard by Mr. Justice Branson in the High Court on 11th and 12th April 1935.

The appeal heard on 11th April was brought against the decision of the Minister that domestic servants employed in connexion with the taking of paying guests in the appellant's household were employed persons within the meaning of the Act. The learned Judge in dismissing the appeal held that the domestics concerned were employed in a business carried on for the purposes of gain within the meaning of paragraph 2 of Part II of the First Schedule to the Unemployment Insurance Act, 1935 and were accordingly liable to insurance against unemployment.

The appeal heard on 12th April 1935 was brought by a drainage board against the Minister's decision that a person employed by the drainage board as a labourer on land drainage work was an employed person within the meaning of the Unemployment Insurance Act, 1935. It was held by Mr. Justice Branson on the facts of the particular case that the employment of the person in question was employment in agriculture and accordingly excepted under paragraph (1) of Part II of the First Schedule to the Unemployment Insurance Act, 1935. Unemployment insurance contributions were not, therefore, payable.

#### **Exemptions**

The number of persons exempt from unemployment insurance on 31st December 1935 was 24,610. Of these, 13,149 were exempt from unemployment insurance only, and 11,461 had applied their certificates of exemption under the National Health Insurance Act for the purpose of exemption from unemployment insurance. The corresponding figures for the previous year were 24,981, 13,358 and 11,623, respectively. Exemption of "seasonal" workers operated in 1,401 cases on 31st December 1935, as compared with 1,402 cases the previous year.

During the calendar year, 3,371 applications for exemption from unemployment insurance only were received; 2,939 such applications were granted and 493 refused during the same period. The whole of the 3,227 applications for permission to apply health insurance exemption certificates to unemployment insurance were granted.

#### **Certificates of Exception**

The following table shows the number of authorities, &c., which on 31st December 1935 held certificates of exception under Part III of the First Schedule to the Unemployment Insurance Act, 1935.

<i>Class of employment</i>	<i>Number of authorities, &amp;c.</i>
Government departments ... ..	62
Public or local authorities ... ..	1,175
Mental hospital authorities (England and Wales) ... ..	70
Railway companies ... ..	29
Other public utility companies ... ..	159
Employment with statutory superannua- tion rights (other than cases included above) ... ..	20
	<hr style="width: 10%; margin: 0 auto;"/> 1,515 <hr style="width: 10%; margin: 0 auto;"/>

During the year 76 certificates were issued to bodies which had not previously held certificates. In addition, 90 certificates were issued extending the scope of the certificate to bodies which already held certificates and 295 certificates that expired were renewed. The number of bodies which ceased to hold certificates was 76.

Arising out of the administration of certificates of exception at headquarters, arrears of contributions amounting to £1,728 os. 1d. were collected during the year in respect of employees erroneously regarded as excepted.

## Benefit

### Rates of Benefit

There was no alteration in the weekly rates of benefit other than an increase from 2s. to 3s. a week in the rate in respect of a dependent child. This change took effect on 31st October 1935. (See also p. 68 as to this increase.)

### Conditions and Disqualifications for the Receipt of Benefit

The conditions and disqualifications for the receipt of benefit remain unchanged except in the case of seasonal workers.

### Seasonal Workers

The Minister referred to the Unemployment Insurance Statutory Committee in March 1935, the question of the operation of the Unemployment Insurance (Anomalies) Orders in relation to seasonal workers and the committee's report upon the subject was published on 26th July 1935. The Minister made an order giving effect as from 29th August 1935 to the committee's recommendations and this order (the Unemployment Insurance (Anomalies) (Seasonal Workers) Order, 1935) supersedes the former orders so far as seasonal workers are concerned.

The new order defines "seasonal worker" as "a member of the class of persons whose normal employment is employment for a part or parts of the year only in an occupation or occupations of a seasonal nature." It applies only to seasonal workers who, in any district, are engaged in occupations in

which, during a substantial part of the year, no substantial amount of employment is normally available in that district or who are engaged in occupations at a holiday or health resort in which employment depends substantially on the presence of visitors during holiday seasons. The order does not apply to a seasonal worker in whose case the aggregate of the seasons in the district or districts in which he is normally employed amounts to 39 weeks in the year, or who can prove the actual payment of at least 150 contributions in any period of four out of any five consecutive years falling within the period of the last ten insurance years immediately preceding the claim.

A person who comes within the scope of the order is required to satisfy certain additional conditions for the receipt of benefit during his off-season. These additional conditions, as embodied in the new order, are as follows:—

A seasonal worker must prove

(a) (i) that he has been employed during the off-season in each of the two complete insurance years preceding the beginning of the current off-season, or

(ii) that he has been employed during the off-season in one of these two years and also that he has been employed during the current off-season;

(iii) that in either case such employment amounts to at least as much as a quarter of the whole of the combined extent of the respective off-seasons; and

(b) that he can reasonably expect to obtain employment during a substantial period of the off-season.

In addition the new order prescribes the method of reckoning the period of off-season.

#### **Repayments to Public Assistance Authorities and the Unemployment Assistance Board**

Section 54 of the Unemployment Insurance Act, 1935, provides that if a public assistance authority has granted poor relief, or the Unemployment Assistance Board has granted an allowance, to or on account of a claimant during a period when he was not in receipt of benefit or the full amount of benefit (including dependants benefit) to which he was entitled and if benefit subsequently becomes payable for that period, the Minister may repay the Authority or the Board out of the arrears of benefit due.

The total amount repaid to Public Assistance Authorities during the year 1935 was £28,000 (unemployed benefit), as compared with £76,772 (including about £49,000 for transitional payments) during the year 1934. No repayments were made to the Unemployment Assistance Board.

### **Arrangements with Associations of Employed Persons for Payments in lieu of Benefit**

Under Section 68 of the Unemployment Insurance Act, 1935, an association of employed persons which has a special arrangement with the Minister to make payments to its members in lieu of benefit, is repaid out of the Unemployment Fund the amount which its members would have been entitled to receive by way of benefit if no such arrangement had been made. At the end of the year, there were in operation 137 arrangements with Associations having an approximate membership of 763,440.

### **Amount Paid in Benefit**

During the year the amount paid in benefit direct through local offices was £42,152,000, and the amount paid through associations was £1,875,000, a total of £44,027,000. The average weekly number of claimants to whom benefit was paid was approximately 987,000. The average weekly payment per head to claimants actually drawing benefit within the year 1935 was 17s. 2d., as compared with 16s. od. (unemployment benefit) in the year 1934.

### **Adjudication During the Year**

The Umpire gave 8,746 decisions (including a number of decisions which applied to more than one claimant) during the year. The corresponding figure for 1934 was 13,310. Of these decisions 66 were published in monthly pamphlets which may be obtained from H.M. Stationery Office (price 2d. each).

Appendix XIX shows the number of cases dealt with by courts of referees and by the Umpire and also the number of trade dispute cases dealt with by the Chief Insurance Officer and the Divisional Insurance Officers, together with the numbers disallowed and the grounds upon which disallowance was based.

The decrease in the number of cases referred to courts of referees necessitated some adjustment in the number of chairmen and court areas. On 31st December 1935, there were 294 court areas with 270 chairmen and 100 reserve chairmen. The number of deputy umpires was also reduced from seven to four.

### **Wrongful Claims for Benefit and Transitional Payments**

There has been no change in the general policy of the Department in regard to the institution of criminal proceedings in cases where there was reason to suspect fraudulent misrepresentation and the evidence was sufficient to render a conviction probable and such proceedings appeared proper and desirable.

The number of prosecutions during 1935 was 1,560, a decrease of 385 as compared with the previous year and of 457 as compared with 1933. This decrease was due to the ending of the transitional payments scheme and the establishment of the Unemployment Assistance Board, which became the central authority responsible for the administration of unemployment assistance. Details of the results of these prosecutions which relate not only to fraudulent claims for benefit but also to fraudulent claims for transitional payments where the misrepresentation was not concerned solely with the need of the claimant, together with corresponding figures for 1933 and 1934, are set out below:—

	1933	1934	1935
Fined... ..	1,433	1,367	1,085
Imprisoned ... ..	343	297	197
Bound over or admonished ...	115	117	126
Summons dismissed ... ..	111	143	129
Summons withdrawn ... ..	15	19	25
Adjourned <i>sine die</i> ... ..	—	2	—
	<hr/>	<hr/>	<hr/>
	2,017	1,945	1,560

As in previous years, the cases of persons claiming benefit for days on which they were employed formed the bulk of the prosecutions. The steady decline of the previous three years in the proportion of prosecutions in respect of false statements for the purpose of obtaining dependants benefit has continued.

Criminal proceedings were also taken in respect of claims for transitional payments where the suspected misrepresentation related solely to the needs of the applicants. The results were as under:—

Fined... ..	58
Imprisoned ... ..	20
Bound over or admonished ...	4
Summons dismissed ... ..	3
Summons withdrawn ... ..	5
Adjourned <i>sine die</i> ... ..	1
	<hr/>
	91

During 1935 the Department co-operated with the Unemployment Assistance Board in regard to cases in which proceedings were taken against the same claimant by the Board and the Ministry of Labour simultaneously in respect of offences concerning both Departments. The number of such cases was 37.

### Special Schemes

The special schemes of unemployment insurance for the insurance industry and the banking industry continued in operation throughout the year.



The Unemployment Insurance, Insurance Industry Special Scheme (Variation and Amendment) Special Order, 1935 (S.R. & O. 1935, No. 97), which was made on 4th February, consolidated the existing orders relating to the insurance industry special scheme and made certain changes in the provisions of the scheme. It provided that as from 1st March 1935 the system of transitional payments under the scheme should cease and instituted a new type of benefit to be known as "extended benefit". This was additional benefit payable to persons who had a good record of employment in the insurance industry and was given by extending the period during which the claimant was entitled to benefit.

Two orders were made on 30th October 1935, namely, the Unemployment Insurance, Insurance Industry Special Scheme (Variation and Amendment) Order, 1935 (S.R. & O. 1935 No. 1074) and the Unemployment Insurance, Banking Industry Special Scheme (Variation and Amendment) Order, 1935 (S.R. & O. 1935 No. 1073). These orders were consequential upon the order made under the general scheme raising the increase of benefit in respect of dependent children from 2s. to 3s. per week and they effected the same increase under the special schemes.

A further order was made for the banking industry special scheme on 23rd November 1935, viz., the Unemployment Insurance, Banking Industry Special Scheme (Variation and Amendment) (No. 2) Order, 1935 (S.R. & O. 1935 No. 1175). This order gave the Banking Unemployment Insurance Board powers, similar to those already possessed by the Insurance industry under their special scheme and by the Minister under the general scheme, to make deductions from arrears of benefit due to a claimant in respect of periods during which he was in receipt of payments from a public assistance authority or the Unemployment Assistance Board and to repay to the authority in question the sums so deducted.

**Insurance Industry Special Scheme.**—The number of persons insured under the scheme increased by 4,000 during the year, the total number at the end of the year being approximately 119,000. Fewer claims were dealt with during the year and at its end 2,829 claims were current, a decrease of 1,485 on the figure for twelve months previously. Agents and collectors comprised nearly 75 per cent. of the claimants. The re-employment department of the Insurance Unemployment Board placed nearly 600 persons in employment during the year, an increase of 250 over the number placed during the previous year.

**Banking Industry Special Scheme.**—There was no appreciable change in the number of persons insured under the scheme, the number at the end of the year being 37,342.

The number of applications for benefit, the amount of benefit paid and the number of claims current at the end of the year all showed decreases on the figures for the previous year. At the end of the year 297 claims were current. Bookkeepers, clerks, watchmen, guards and doorkeepers comprised 66 per cent. of the claimants. Posts were found for 530 claimants by the Banking Unemployment Insurance Board.

**Allocation of Claims for Benefit.**—The arrangements for the allocation of claims for benefit made by persons insured under the general scheme and under either or both of the special schemes continued in operation. The termination of the systems of transitional payments under the general scheme and under the insurance industry special scheme caused a reduction in the number of allocations made, and during the year the full effect of the change made by the Unemployment Insurance Act, 1934, from a quarterly review to a yearly review of the first statutory condition for benefit, was felt. This change made it unnecessary to review allocations so frequently as before and caused a further reduction in the number of cases dealt with. During the year 5,487 cases were submitted to headquarters for allocation, a decrease of 1,087 on the number dealt with in 1934. Of these cases, 915 were found to be proper to a special scheme.

#### **Unemployment Assistance**

An outline of the Minister's duties under the Unemployment Assistance Act, 1934 was given in the Report for 1934. It was there stated that an order had been made by the Minister providing that the first appointed day and the second appointed day for the purposes of section 63 of the Unemployment Act, 1934, should be 7th January and 1st March 1935 respectively. Section 59 (2) of the Act provided that no determinations of sums payable to applicants under the Transitional Payment Scheme were to be made by Local Authorities after the first appointed day but that any such determination in force immediately before the first appointed day should continue in force until its due date of expiry unless it was previously revoked by the Unemployment Assistance Board. Accordingly, from 7th January onwards no further determinations were made under the Transitional Payments scheme, all fresh applications being for unemployment assistance, while persons then in receipt of transitional payments were transferred progressively to the Board according to the dates on which their determinations expired.

The determinations of the officers of the Board were made in accordance with the terms of the Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1934 (S. R. & O. 1424/1934), which as stated in the Report for 1934, were submitted in draft by the Unemployment Assistance Board to the Minister under Section 52 of the

Unemployment Act, 1934 and were made by him on 21st December 1934, after having been approved by both Houses of Parliament.

As a result of difficulties experienced in the operation of the scheme, the Minister announced in the House of Commons on 5th February that steps were being taken by the Board, pending a thorough examination of the working of the regulations, to prepare "standstill" arrangements with the object of restoring payments at the old rate of transitional payments to applicants who would otherwise receive reduced payments under the Regulations. On 15th February the Unemployment Assistance (Temporary Provisions) Act, 1935 was enacted to give effect to these arrangements.

As indicated above, the broad effect of this Act was to continue the previous rates of transitional payments or to give applicants the benefit of the increases which the regulations provide. The Act was given retrospective effect to 7th January and under it all applicants for unemployment assistance allowances had their needs assessed both under the regulations and according to the practice of Local Authorities in assessing the amount of transitional payments. Payment was made at whichever rate produced the result more favourable to the applicant. The Act also provided for the postponement of the second appointed day, which had originally been fixed as 1st March 1935, under the Unemployment Act, 1934 (Appointed Days) Order, 1934 (S. R. & O 1434/1934) until such later date as the Minister might appoint. The Act continues in operation until a date to be determined by an order made by the Minister and confirmed by resolution of each House of Parliament.

During the year the Minister confirmed the Unemployment Assistance (Determinations) Provisional Rules, 1935. These rules were made by the Unemployment Assistance Board on 3rd January and were confirmed by the Minister on 4th January 1935. They prescribe the periods within which determinations shall be current, contain the provisions governing the issue of allowances to applicants and deal with the review of determinations and with the issue of determinations under subsections 2 and 3 of Section 39 of the principal Act.

### **Appeal Tribunals**

The establishment of appeal tribunals under Section 39 (4) and the Seventh Schedule of the Unemployment Assistance Act, 1934 was dealt with on pages 69 and 70 of the Report for 1934. The work of appointing the chairmen and reserve chairmen of the tribunals and of nominating the panels of persons representing workpeople was completed early in 1935.

The number of tribunal areas at the end of 1935 was 139 with 139 chairmen and 220 reserve chairmen.

### Unemployment Insurance Statutory Committee

The Unemployment Insurance Statutory Committee was constituted by Section 17 of the Unemployment Insurance Act, 1934, "to give advice and assistance to the Minister in connection with the discharge of his functions under the Unemployment Insurance Acts" and to perform the other duties specified in the Act.

The committee is under the chairmanship of Sir William Beveridge, K.C.B. and there are six other members, of whom two are women. One member is appointed after consultation with organisations representing employers, one after consultation with organisations representing workers and one after consultation with the Minister of Labour for Northern Ireland.

The committee was appointed on 18th July 1934 and held its first meeting on 24th July 1934. During 1935 the committee met on 25 days and, with few exceptions, each meeting occupied a whole day. Oral evidence was heard on 21 days.

The normal work of the committee may be divided into three parts:—

- (1) examining and reporting upon the financial condition of the Unemployment Fund under Section 59 of the Unemployment Insurance Act, 1935;
- (2) considering and reporting upon draft regulations under Section 104, and draft orders relating to anomalies under Section 55;
- (3) considering and advising the Minister upon such questions relating to the operation of the Unemployment Insurance Acts as he may refer to the committee from time to time under Section 57.

### Finance of the Unemployment Fund

The Unemployment Insurance Act, 1934 introduced important changes into the provisions for regulating the finances of the Unemployment Fund. The existing debt was funded and provision was made for its extinction, by 1971, by an annual payment of £5,000,000. Borrowing, except as a very temporary measure, is no longer allowed.

Temporary borrowing is permitted but the Fund may not be in debt for more than two years together. The repayment out of income of sums borrowed must be begun within that period and must be completed within the third year. Necessary adjustments of contributions or benefits must be made to enable such repayment to be made.

The Committee is under a statutory obligation to make a report to the Minister, not later than the end of February in every year, on the financial condition of the fund on the preceding 31st December. It is bound also to make a report whenever it considers that the fund is, or is likely to become, and

is likely to continue to be, insufficient to discharge its liabilities. It may make a report at such other times as it thinks fit.

If at any time the committee reports that the fund is, or is likely to become, and is likely to continue to be, insufficient to discharge its liabilities; or is, and is likely to continue to be, more than reasonably sufficient to discharge its liabilities, then the committee must make recommendations for the amendment of the provisions of the Act in relation to contributions, or benefits, or both, and the amendments must be such as, in the opinion of the committee, are required in order to make the fund sufficient or no more than reasonably sufficient to discharge its liabilities. The committee must furnish an estimate of the effect which the amendments it recommends will have on the financial condition of the fund. Every such report made by the committee must be laid before Parliament within two months or, if Parliament is not sitting at the end of that period, as soon as Parliament meets again; and if the committee recommends amendments of the Act, the Minister must, after consultation with the Treasury, lay before Parliament a draft order making the amendments recommended by the committee or such other amendments as will, in the Minister's opinion, have substantially the same effect on the financial condition of the fund as that estimated by the committee as being the effect of the amendments it recommended. If each House resolves that the draft order be approved, the Minister makes the order and this has the effect of amending the provisions of the Act accordingly.

The Statutory Committee presented its first financial report in February 1935 (House of Commons Paper No. 49, 1935). At that time the committee came to the conclusion that it was not in a position to say that the fund was more than reasonably sufficient to discharge its liabilities. The committee adopted the policy of stabilising the fund on the basis of a long term view of the course of employment and unemployment, in order to avoid repeated changes in the rates or conditions of benefit or rates of contribution. It concluded that the first necessity was to build up a reserve for future depression and to obtain independent expert advice about the probable future course of employment over the next ten years or so. As the result of the committee's request for such advice, it was decided to invite the Economic Advisory Council to make an investigation for the use of the committee. The result of this investigation was not available until the end of the year. In its first financial report the committee indicated its intention to make a further report on the financial condition of the fund before the end of June 1935 and gave formal notice of this intention on 16th

April 1935. The second report on the finances of the Unemployment Fund (House of Commons Paper No. 131 of 1935) was signed by all members of the committee on 4th July 1935, and was presented to the Minister of Labour the following day.

The committee reached the conclusion that the income of the Unemployment Fund was and was likely to continue to be more than reasonably sufficient to discharge its liabilities, to an extent justifying an increase in the rate of benefit for dependent children from 2s. to 3s. a week. It recommended this increase accordingly, estimating the additional cost to the fund at £1,250,000 a year. This recommendation was accepted, approved by Parliament and the necessary order made to give effect to it (S.R. and O. 1935 No. 1052). See p. 59.

The committee recommended also that this change should be accompanied by a proviso that the total benefit to any claimant should not exceed a certain limit, for which they suggested 41s. a week. This recommendation was not adopted.

### Regulations

Three sets of draft regulations were referred to the committee during 1935, namely:—

Unemployment Insurance (Inconsiderable Employments) relating to persons aged 14 and over.

Unemployment Insurance (Crediting of Contributions).

Unemployment Insurance (Insurable Employments).

The committee is required by the Act to give public notice of the fact that draft regulations have been referred to it, of the place where copies may be obtained and of the time, which shall not be less than fourteen nor more than twenty-eight days, within which objections may be lodged.

After consideration of the representations received, reports on the first and second of these draft regulations and on draft Unemployment Insurance (Inconsiderable Employments) (Persons under 16) Regulations (which had been referred to the committee in 1934) were presented during the year. In the case of the last mentioned draft regulations the committee recommended that the regulations should not be made and subsequently the matter was dealt with in the comprehensive regulations dealing with inconsiderable employments. The other two sets of draft regulations were approved subject to slight modification.

The draft Unemployment Insurance (Insurable Employments) Regulations were referred to the committee on 20th November 1935 and consideration had not been completed by the end of the year.

### Questions for Consideration and Advice

Four references for consideration and advice were considered by the committee, under Section 19 (6) of the Act of

1934 (or under Section 57 of the consolidating Act of 1935), relating respectively to inconsiderable employments; to seasonal workers under the Anomalies Orders; to the salary limit for the insurance of non-manual workers; and to share fishermen.

As the result of the committee's advice on the question of the exclusion from unemployment insurance of inconsiderable employments, the draft Unemployment Insurance (Inconsiderable Employments) Regulations were prepared.

The reference as to seasonal workers under the Anomalies Orders, was made on 18th March 1935. The committee heard oral evidence on the subject, including evidence from a number of members of Parliament, and its memorandum of advice to the Minister proposing a number of changes in the Anomalies Orders relating to seasonal workers was approved and signed on 4th July 1935.

The Minister submitted to the committee under Section 55 (7) of the Act, a draft order replacing all the existing provisions in regard to seasonal workers, which followed closely the provisional conclusions of the committee. The report of the committee approving, with a minor amendment, the draft order, was signed on 5th July 1935 and submitted to the Minister on the same day.

The question of raising the salary limit for the insurance against unemployment of non-manual workers above the present figure of £250 a year was referred to the committee on 27th February 1935. Public notice of the reference was given at the same time by the Minister. Representations were received from a number of parties interested in the question. The committee heard oral evidence on the subject from all the principal organisations concerned but was unable to complete its examination of the question before the end of the year.

The question of including share fishermen within the scheme of unemployment insurance was referred to the committee on 19th December 1935.

#### **Finance of the Unemployment Fund**

A statement of the approximate receipts and payments of the Unemployment Fund for the year 1935 is given in appendix XX, which shows also certain particulars regarding the debt.

As from 7th January 1935, the transitional payments scheme was replaced by the unemployment assistance scheme (see Report for 1934). Provision is made in the Unemployment Act, 1934 for the cost of unemployment allowances (which include supplementary allowances under the Unemployment Assistance (Temporary Provisions) Act, 1935) in respect

of the period before the second appointed day to be defrayed out of the Unemployment Fund as if these allowances were transitional payments. The sums so paid and the relative cost of administration (other than that borne on the separate Vote for the Unemployment Assistance Board) are reimbursed to the Fund out of the Exchequer.

Up to the second appointed day the receipts and payments of the Fund in respect of unemployment insurance and unemployment assistance are shown respectively in the insurance account and the transitional payments account of the Fund.

### Insurance Account

The income on the insurance account during the year 1935 was £64,771,147 being £2,575,520 more than in 1934, due mainly to the increase in contributions by reason of the continued improvement in the employment position during the year and, to a lesser extent, to the inclusion of juveniles under sixteen for a whole year in place of four months only in 1934. Expenditure on insurance account compared with 1934 was as follows:—

	Calendar Years	
	1935	1934
Benefit ... ..	44,055,000	40,588,000
Administration ... ..	4,500,000	3,939,000
Interest on Treasury advances for three months to 31st March 1934 ...	—	1,258,000
Debt service (including interest) ...	5,000,000	3,750,000 (a)
Other payments ... ..	293,522	243,442
	<u>£53,848,522</u>	<u>£49,778,442</u>

(a) This amount was in respect of the nine months ended 31st December 1934.

The increase in expenditure on benefit arose mainly through the operation for a whole year in place of six months or less of the higher rates of benefit restored on 1st July 1934, of the extension of the maximum period of benefit in certain cases and of other changes in the conditions for benefit referred to in the Report for 1934.

### Transitional Payments Account

Payments on determinations under the transitional payments scheme continued to be made after 7th January 1935 (see above) during the period of transition to the unemployment assistance scheme, the transfer being completed early in March 1935.

Expenditure in respect of transitional payments and unemployment assistance (including the relative cost of administration other than that borne on the separate Vote of the



Unemployment Assistance Board) amounted to £45,457,000 in 1935. The amount paid by way of transitional payments and unemployment allowances (excluding cost of administration) in relation to benefit during the last three calendar years is shown in the following table:—

(1)	(2)	(3)	(4)
Year	Average live register during the year	Benefit (excluding administration, interest on advances, debt service, &c.)	Transitional payments and unemployment allowances (excluding administration)
		£	£
1933 ... ..	2,520,616	43,182,000	50,527,000
1934 ... ..	2,159,231	40,588,000	43,137,000
1935 ... ..	2,036,422	44,055,000	42,607,000

The expenditure shown in column 4 above was almost wholly in respect of unemployment allowances payable under the Unemployment Assistance Regulations and the "standstill" arrangements (Unemployment Assistance (Temporary Provisions) Act, 1935). The figures for 1935 relate to an average number of 712,000 persons in receipt of allowances, &c., as compared with an average figure of 806,000 for 1934.

#### Cost of Administration

Under Part III of the Unemployment Act, 1934 the cost of administering Unemployment Assistance in respect of the period from 7th January 1935 to the second appointed day (other than the cost borne on the Vote for the Unemployment Assistance Board) is to be defrayed out of the Unemployment Fund, such cost being made good to the Fund by the Exchequer. From the second appointed day, the cost of administration of Unemployment Assistance (other than expenses specifically excluded under Section 46 of the Unemployment Assistance Act, 1934 which are borne on the Vote for the Unemployment Assistance Board) will be borne by the Unemployment Assistance Fund.

The total cost of administration of Unemployment Insurance, Transitional Payments, and Unemployment Assistance (other than the cost borne on the Vote for the Unemployment Assistance Board), and taking into account the whole cost of employment exchanges in so far as they deal with insured persons, was £7,556,894 in 1934-35, and is estimated to amount to £7,225,000 in 1935-36. The major part of these charges is borne in the first instance on the Vote for the Ministry of Labour; part is borne on the votes for other Departments (e.g. for premises, postal services, stationery). A comparison with previous years is given in the table in appendix XXI.

## CHAPTER VI

### INDUSTRIAL RELATIONS (CONCILIATION AND ARBITRATION)

#### General Review

The general state of industrial relations during the year was satisfactory. On all sides there was a disposition to approach difficulties and differences in a spirit of goodwill and conciliation and to avoid action which would prejudice the upward movement in industry. The wide-spread improvement in the industrial position resulted in claims being made for the restoration of standards of wages and conditions which had been reduced during the long period of depression. These claims were dealt with in a conciliatory spirit and in general adjustments (including a continuance of the upward tendency of wage-rates that began in 1934) were carried out by joint agreement with remarkably little friction.

As a consequence, the year passed without any stoppage of work on a large scale. Although the number of separate disputes recorded (553) was greater than in 1934, the majority of the disputes were of short duration and confined to individual firms. A number of the stoppages arose as a result of action taken by workers in non-federated establishments to secure the operation of conditions mutually agreed by organised sections of the industry concerned. As compared with 1934, an increase of nearly one million in the number of working days lost as the result of disputes was almost entirely accounted for by disputes that occurred in the coal mining industry.

The general position was such as to encourage movements for the improvement of organisation in which both employers and workers were concerned. It was noticeable, particularly in districts and industries where there is a tradition of trade unionism, that considerable efforts were made to bring non-unionists into membership.

There was marked activity during the year in connection with the establishment and strengthening of machinery for the joint regulation of wages and working conditions in sections of industry where machinery for this purpose was either lacking or inadequate. The continued progress made in the regulation of industrial conditions by means of collective agreements between organisations of employers and workers and the competitive character of modern industry caused further consideration to be given to means of securing that the terms of

such agreements were observed by all employers and applied to all workers in the industry concerned. In certain quarters attention was focused on the possibilities of legislation to give statutory force to voluntary agreements. A more limited application of the same idea was contained in a suggestion that the fair wages resolution of the House of Commons should be amended to require that "fair" wages and conditions should be determined by reference to collective agreements in any industry or section of an industry in which such agreements are generally operative. In several cases action was taken by joint bodies of workers and employers to influence local Authorities towards requiring their contractors to observe specific conditions of employment or to persuade consumers to give preference to commodities produced under conditions regulated by collective agreements.

The possibility of accelerating improvement in the employment position by means of a reduction in the normal number of working hours continued to attract attention. There was a more general recognition of the fact that a uniform reduction of hours of work in industry as a whole by statutory enactment was impracticable. This was not allowed, however, to obscure the desirability of such a reduction where the circumstances permitted and practical results were achieved in a number of industries by the reduction or elimination of avoidable overtime, by a reduction in the normal weekly hours of work or by a reduction in the number of shifts worked in a week. The number of workpeople affected by these measures was quite considerable in the aggregate.

As many of the disputes during the year occurred in non-federated establishments or sections of industry not covered by any form of joint conciliation machinery, officers of the Ministry were directly concerned with a rather larger number of disputes than in recent years. Two of these are of sufficient interest to warrant special mention in the two succeeding paragraphs. In both cases the settlements reached provided for the establishment of joint machinery which it is to be hoped will avoid similar difficulties arising in future.

#### **London Theatre Council**

Towards the end of January a dispute occurred in connection with the contracts of artists who were being engaged for a forthcoming production in a London theatre. The Minister was invited by the theatre management concerned to take any necessary steps to settle the dispute. A preliminary enquiry into the position revealed that in the absence of any suitable joint machinery other disputes of a similar character were likely to arise. Interim arrangements were therefore made to remove obstacles to the immediate production of plays, while

negotiations took place with a view to setting up joint machinery to enable questions of difficulty between managers and artists to be properly negotiated. In consultation with representatives of both sides a scheme was drawn up for the establishment of a London Theatre Council—representative of London theatre managers and artists—on which matters of mutual interest and concern between them would be jointly considered. This scheme was accepted by the organisations representing the parties concerned and the Council was shortly afterwards constituted under the independent chairmanship of Lord Esher.

#### **Hull Fishing Industry: Court of Inquiry**

In April a stoppage of work occurred in the Hull fishing industry. It became clear that the stoppage was likely to cause serious inconvenience to the public as well as to prejudice the general welfare of the industry and that there was danger of the dispute spreading. The Minister therefore decided to exercise his powers to appoint a Court of Inquiry under Part II of the Industrial Courts Act, 1919. After hearing evidence from both sides, the Court came to the conclusion that the fundamental cause of the difficulties which existed was the lack of any adequate joint machinery between the parties. The Court therefore decided to explore in private the possibility of securing an agreement to establish a conciliation board for dealing with wages and conditions of work. In the course of these private hearings, the members of the Court who were present in the capacity of mediators were able to assist the parties to reach an agreement. The agreement provided for an immediate resumption of work and the setting up of a conciliation board to deal generally with wages and conditions of work in the trawling industry at Hull.

Two other cases in which the Department was able to be of assistance in setting up joint standing machinery for the negotiation of wages and conditions of employment and the settlement of disputes occurred in the fish and meat markets in the London area.

#### **The Cotton Manufacturing Industry (Temporary Provisions) Act, 1934**

On 15th March 1935 an agreement was arrived at between the organisations of employers and workers in the cotton manufacturing industry and a joint application was made to the Minister for an order under this Act giving legal effect to the agreed rates of wages. In accordance with the provisions of the Act, the application was referred to a board consisting of three independent persons. After hearing objections and

weighing all the various considerations, the board submitted a unanimous report recommending that an order be made bringing the agreement into force. On 27th June the Minister issued an order giving statutory effect to the rates of wages provided in the agreement as from 15th July 1935.

#### **Road Motor Transport Industry (Goods)**

In December 1934 the National Joint Conciliation Board for the Road Motor Transport Industry (Goods)—covering England and Wales—issued decisions providing for the operation of agreed conditions of employment as from 1st January 1935. The conditions included a forty-eight hour guaranteed week, special rates for overtime and Sunday work, subsistence allowance, payment for certain public holidays and a week's holiday with pay for regular employees after a year's continuous service. The decisions embodied an interim arrangement as to rates of wages, pending the settlement of grading for the various districts which area boards were to complete in time for the agreement to become fully operative as from 1st July 1935.

In some cases the area boards reached agreed decisions concerning the grading of their areas for the purpose of the application of the minimum rates prescribed by the national board. Where agreement could not be reached, the matter fell to be dealt with by a national appeals committee.

In December 1935 the appeals committee issued agreed recommendations in regard to five areas but were unable to reach agreement in regard to one other area, for which the independent chairman, acting in accordance with procedure agreed by the board in their decisions of December 1934, issued a formal award on the gradings. The decisions were fixed to become operative in April 1936 in some cases and October 1936 in others.

In February 1935 the Scottish Conciliation Board for the Road Transport Industry (Goods) reached an interim agreement in the form of decisions providing for a scale of wages and conditions of employment to be applicable to all places in Scotland, subject to the provision that a lesser scale of wages might be authorised where it was deemed that the circumstances justified special treatment in rural areas.

Later the Scottish board issued a further series of decisions to operate from 1st July embodying the previous agreement with certain additions, e.g., a scale of hourly and daily payments for casual drivers. In addition to the above-mentioned proviso, the board resolved to take action to ensure observance of its decisions by all holders of public and limited carriers' licences in Scotland.

Section 93 of the Road Traffic Act, 1930, as amended and extended by Section 32 of the Road and Rail Traffic Act, 1933, provides that representations may be made to traffic commissioners by organisations representative of persons engaged in the road transport industry that the wages paid and the conditions of employment observed by the holder of a road service licence (passenger transport) or by the holder of an "A" or "B" licence (goods vehicles) shall be not less favourable than those which would have to be paid and observed under the fair wages clause of a government contract. The Acts further provide that if the matter is not otherwise disposed of, it shall be referred by the Minister of Labour to the Industrial Court for settlement. The number of cases in which representations were made against employers in the industry was considerable, but, with two exceptions, and apart from complaints which were still the subject of inquiry and negotiation at the end of the year, all the matters were disposed of by agreement, without reference to the Industrial Court. In many of the cases, the agreements which enabled the matters to be disposed of were reached with the assistance of officers of the Department.

One of the two cases which were referred to the Industrial Court arose out of representations made against an employer in Bristol. In this case the Court found that the rates of wages and hours of labour commonly recognised in the industry in the district were those contained in the Western Traffic Area Joint Conciliation Board's agreement and that the firm had been acting in contravention of Section 93 (1) of the Road Traffic Act, 1930, as amended by Section 32 of the Road and Rail Traffic Act, 1933.

### **Railways Conciliation Machinery**

Following the notice given by the four main line railway companies in 1933 to discontinue the reference of questions relating to wages and working conditions to the Central and National Wages Boards as reconstituted under the Railways Act, 1921, a special joint committee of representatives of the companies and the three railway trade unions prepared a new scheme of machinery of negotiation which was finally agreed to in February 1935. The scheme applies to the grades coming within the national agreements for traffic and clerical grades but not to shop or generating station employees. It provides for local and sectional machinery, for discussions between the companies and the unions and for the establishment of a Railway Staff National Council and a Railway Staff National Tribunal. The agreement defines the extent to which the various classes of questions can be taken through the negotiating bodies mentioned in the scheme. It is provided that in no circumstances

shall there be any withdrawal of labour or any attempt on the part of employees to hamper the proper working of the railway until any matter in dispute has been submitted through the proper channels to the higher management or, if such matter is within the scope of the machinery of negotiation, until the provisions of that machinery have been fully utilised.

### **Joint Industrial (Whitley) Councils**

These councils were active during the year and apart from regulating wages and working conditions, many of them devoted considerable attention to other matters affecting their industries. A number of councils discussed the question of reducing hours of work or of securing a more complete observance of their agreements. Some gave considerable attention to matters concerned with technical education, the health and safety of the workers, juvenile labour and pension schemes. Other discussions were concerned with foreign competition and the operation of the Road Traffic Acts. The position of the Tramways Council, which deals with tramways and trolley buses but not with motor buses, has in course of time been affected to some extent by the change-over from trams to buses. During the year an agreement was concluded between the Municipal Tramways and Transport Association and the Transport and General Workers' Union, both of which are parties to the Tramways Council, to regulate the hours of labour and conditions of service of employees on the operating and maintenance staffs of municipal motor omnibus undertakings. One clause of this agreement provides for the reference of any difference to a joint committee "pending the formation of the National Joint Industrial Council."

During the year the Department received evidence of a movement among Local Authorities in Scotland to develop or extend joint industrial councils for regulating the conditions of employment of their staffs and at the end of the year active steps were being taken to convene a conference for the purpose of encouraging and directing the movement.

### **Electricity (Supply) Acts: Claims for Compensation**

During the year there were 38 appointments of referees to deal with claims for compensation under the Electricity (Supply) Acts, 1919-1935, as compared with 27 in 1934. Sir Harold Morris, K.C., was appointed in 37 of these cases and Mr. J. C. Fenton, K.C., in the one case affecting a Scottish undertaking. The number of individual claims was 200 and awards of varying amounts were made to 153 claimants. In one case an interim award was made; four claims were unsuccessful and 42 were outstanding at the end of the year. Of

the 19 claims outstanding at the end of 1934, awards were issued giving compensation to five of the claimants concerned; an interim award was issued affecting 13 claimants and one claim was still outstanding. The seven claims undecided at the end of 1933 were withdrawn.

**Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1919, and the Road Traffic Act, 1930**

**Arbitration**

**The Industrial Court.**—During the year Mr. F. C. Fairholme and Mr. (now Sir) L. A. P. Warner, C.B.E., were appointed members of the Court and Sir Andrew Duncan relinquished his appointment.

The Court issued 29 awards during the year, making a total of 1,636 awards since the establishment of the Court under the Industrial Courts Act, 1919. One of the cases was heard in Edinburgh, one in Bristol, one in Buxton and the others in London.

An award affecting about 50,000 workers in the electricity supply industry and increasing their wages by  $\frac{1}{2}$ d. per hour was issued by the Court on a reference from the National Joint Industrial Council for the Electricity Supply Industry. On a reference from the National Railway Electrical Council, the Court awarded an increase in wages to the staff employed in railway electricity generating stations, subject to certain alterations in the method of regulating the wages of the staff concerned. Two awards affected electrical workers employed by the London Passenger Transport Board, namely, one relating to the classification of Ravenscourt Park sub-station, and the other to the pay of the attendants at Golders Green sub-station.

A question of the method of remuneration of workpeople employed in the manufacture of rubber garments and boots and shoes in Edinburgh was dealt with by the Court in a case which arose out of the introduction at the works of a time and bonus system. Other awards of the Court included decisions as to the wages and conditions of employment of the crews of tug-boats in Swansea; the wages under the working rule agreement of the Civil Engineering Construction Conciliation Board of navvies and labourers on bridge demolition and construction at Dewsbury; the allowances payable by the London Midland and Scottish Railway to men using percussive tools; the revision of the tonnage rates in limestone quarries at Buxton consequent upon the introduction of a new type of wagon; and the tonnage bonus rates of rollturners at an iron and steel works at South Bank, Yorks.



Awards issued by the Court relating to various grades of civil servants covered, *inter alia*, questions of salary scales, weekly hours of attendance, annual leave, subsistence allowances in respect of absence from home, provincial differentiation in pay and assimilation to new scales of remuneration. The classes covered by these awards included the scientific staff of the Geological Survey and Museum, assistant constructors, assistant electrical engineers and junior scientific officers in the Admiralty, mapping assistants in H.M. Land Registry, sub-office postmasters and postmistresses, second class search officers in the General Register Office, certain grades in the Stamping Department, Board of Inland Revenue, departmental clerical classes in the Customs and Excise and in the Ordnance Survey Department of the Ministry of Agriculture and Fisheries, clerk typists and clerk shorthand typists in the Board of Trade and established copying typists, "S" class clerks and established writing assistants in the Civil Service generally.

Two cases were referred to the Court under Section 93 of the Road Traffic Act, 1930, as amended and extended by Section 32 of the Road and Rail Traffic Act, 1933. One of these cases arose in the road motor transport industry (goods) and is mentioned under that heading above. The other case concerned drivers and conductors employed by a company owning public service vehicles at Coventry and the Court found that there had been non-compliance with the requirements of the Acts.

The Court also had referred to it for advice to the Minister of Transport eleven applications made to the Minister for orders varying the periods of driving time prescribed in Section 19 of the Road Traffic Act, 1930. One of the applications related to public service vehicles and was made jointly by various organisations representing the owners and trade unions. The remaining applications concerned goods vehicles. One of these was an application by the two sides of the Joint Council for the Retail Distributive Trades Section of the Road Transport Industry: the others were applications made by the owners only.

#### **Single Arbitrators and Ad Hoc Boards of Arbitration**

Ten cases were referred for settlement by single arbitrators. Five of these were concerned with the iron, ore, coal and coke industries in Cumberland and two with differences between the employers' and workpeople's sides of local boards of conciliation and arbitration in the boot and shoe industry in Rushden and Leicester. Another case arose out of a difference whether the proprietors of a certain newspaper were acting within the terms of an agreement in transferring a number of men from night work to day work. Lincolnshire ironmasters were con-

cerned in a claim made by workers for an increase in basic rates and the remaining case dealt with the question of allowances to operative plumbers in Dundee for time spent in walking to and from outlying jobs.

#### **Conciliation Settlements**

The cases in the settlement of which officers of the Department were directly associated fell into two categories, those of an industrial character and those in connection with representations made under the Road Traffic Acts. There were 41 industrial settlements, three of which provided for reference to arbitration. The number of Road Traffic Act cases disposed of was 40.

Further details of the more important awards and conciliation settlements under the Acts were published in the monthly issues of the *Ministry of Labour Gazette*.

## CHAPTER VII

### ADMINISTRATION OF THE TRADE BOARDS ACTS, 1909 AND 1918

#### **Application of the Acts and Descriptions of Trades**

A new Special Order was made for the purpose of bringing within the scope of the Toy Manufacturing Board the making of carnival and certain other novelties. These included such articles as paper hats, confetti, fancy paper costumes and streamers. As a result of the new order, about 1,300 additional workers, mostly women and including about 350 out-workers, were brought under the provisions of the Trade Boards Acts. Apart from this small extension, there was no change during the year in the trades to which the Acts have been applied or in the description of those trades. The number of trade boards and district trade committees remained unchanged at 47 and 27 respectively.

#### **Interpretation of Descriptions of Trades**

During the year opinions were expressed on 1,012 operations about which questions were raised by direct enquiries from employers or workers, or on their behalf, or as a result of visits paid to establishments by inspectors for the purpose of enforcing the Trade Boards Acts. The corresponding number for 1934 was 1,059.

#### **Constitution of Trade Boards and District Trade Committees New Regulations**

During the year new regulations were made with respect to the constitution and proceedings of two existing boards, namely, the Pin Hook and Eye and Snap Fastener Board and the Toy Manufacturing Board. The regulations were necessary in the former case to permit of a reduction in the size of the board and in the latter case in consequence of the new definition of the toy manufacturing trade.

#### **Review of Constitution of Trade Boards and District Trade Committees under existing Regulations**

The constitution of 15 boards and 14 district trade committees was reviewed during the year.

The number of persons on the panel of appointed members from which persons are selected to fill vacancies on the boards and district trade committees fell from 59 to 58. The total number of representative members on all boards and

committees at the end of the year was 854 on each side, i.e. a net reduction of two on each side. Of the representative members 754 employers and 620 workers were nominees of trade associations.

### **Proceedings of Trade Boards**

#### **Meetings of Trade Boards and Committees**

The number of meetings of trade boards and committees was 116 compared with 111 in 1934. Twenty-two boards met during the year and held 33 meetings; 25 boards did not meet. The Milk Distributive Board (Scotland) and the Retail Bespoke Tailoring Board (England and Wales) both held four meetings, and the Cutlery, Fustian Cutting and Hollow-ware Boards each held three meetings. Seven other boards each met twice. With four exceptions, all meetings of boards dealt primarily with questions of minimum rates. The activities of the boards were not, however, confined to the fixing or varying of minimum rates. The Milk Distributive Board (England and Wales), for example, circularised all employers in the trade giving particulars of schemes already in operation to secure a six-day working week, and urged the voluntary adoption of similar schemes wherever practicable.

During the year four boards decided to increase minimum rates for the whole or a substantial body of workers in the trade, and three boards to increase minimum rates for certain classes of workers. One board fixed minimum rates for a body of workers newly brought within its scope, and one board made a minor adjustment. The only reduction in minimum rates effected was in respect of certain types of hand-grinders in the cutlery trade. Two boards considered and carried motions to propose to increase minimum rates for certain classes of workers but a motion before the Jute Board to increase by ten per cent. the minimum rates for all workers in the trade was lost.

The administrative or standing committees of the boards, which deal with miscellaneous matters other than the variation of minimum rates, held in all 13 meetings, and 54 meetings were held of the smaller "permits" committees which deal with applications for exemption from payment of the minimum rates to injured or infirm workers.

The South Wales district trade committee of the Retail Bespoke Tailoring Board for England and Wales met to consider a motion to vary certain minimum rates. No other district trade committees met during the year.

Fourteen meetings were held of special committees appointed to deal with particular questions. The subjects covered included juvenile labour in the cutlery trade; definition of male

tenters, and overtime payable on customary holidays in the county of Angus in the flax and hemp trade; the scope of the hollow-ware trade; and a six-day working week in the milk distributive trade. Special committees also reviewed the minimum rates operative in the milk distributive trade in Scotland and the retail bespoke tailoring trade in England and Wales.

#### **Permits of Exemption**

The number of infirm or injured workers holding permits of exemption enabling them to be employed at rates of wages below the trade board minimum rates was 2,935 on 31st December 1935 compared with 2,890 a year earlier. The largest numbers of permits in force were held by workers in the milk distributive trade for England and Wales (362), the laundry trade (309), the boot and shoe repairing trade (296) and the ready made and wholesale bespoke tailoring trade (283).

#### **Certification of Learners and Indentured Apprentices**

The number of learners' certificates issued during the year by the 17 boards which require certification as a condition of the application of the special lower minimum rates for learners was 44,602 compared with 43,861 during 1934.

The number of certificates issued to indentured apprentices by the seven boards which provide special minimum rates for this class of worker was 265, compared with 226 in 1934.

#### **Trade Board Minimum Rates**

##### **Confirmation of Minimum Rates**

During the year nine boards submitted eleven sets of rates. Of these, eight were confirmed as submitted and three were before the Minister at the end of the year.

##### **Rates fixed by Trade Boards**

The Toy Manufacturing Board applied the rates which had been effective under previous confirming orders to workers in those branches of the trade newly brought under the board's jurisdiction.

Of the remaining seven sets of rates confirmed by the Minister, two involved a general increase of rates and three an increase for certain classes of workers only. In two cases minor adjustments in rates were made, one of which involved a reduction. Particulars of the changes are summarised below.

**Cutlery Board.**—(a) Increase of 4d. and 2d. per hour respectively in general minimum time rates for certain classes of machine grinders in the scissors section of the trade and an increase of 1d. per hour for warehouse buffers and whetters in all sections of the trade. (b) An adjustment of the rates

for certain classes of hand grinders involved a reduction of 2d. per hour in the general minimum time rate i.e. from 1s. 3d. to 1s. 1d.

**Retail Bespoke Tailoring Board (England and Wales).—**Increase of  $\frac{1}{2}$ d. per log hour in the general minimum piece rates for male workers in a certain area in the south eastern district.

**General Waste Materials Reclamation Board.—**Increase of  $\frac{1}{4}$ d. per hour in the general minimum time rates payable to all male workers and to female workers in the woollen rags section of the trade with corresponding increases in the rates for piece workers.

**Keg and Drum Board.—**Increase of  $\frac{7}{8}$ d. per hour in the general minimum time rate for all male workers and  $\frac{3}{8}$ d. per hour for all female workers with corresponding increases for piece workers and juveniles. This was a reversion to rates fixed in 1929 that were reduced in 1931.

**Fustian Cutting Board.—**A minor adjustment in general minimum piece rates for male and female workers in the hand cutting section of the trade which involved no actual change in the rates.

**Hollow-ware Board.—**Increase of  $2\frac{7}{8}$ d. per hour in the general minimum time rate for a certain class of male workers of 21 years or over.

The following sets of rates were before the Minister for confirmation at the end of the year :

**Milk Distributive Board (Scotland).—**General minimum time and overtime rates for certain classes of male and female workers for whom no rates were previously in operation and increased general minimum time rates for nearly all the remaining workers, the increases varying from 1s. 6d. to 5s. per week of 48 hours for male workers and (with one exception) from 6d. to 5s. per week of 48 hours for female workers.

**Retail Bespoke Tailoring Board (Scotland).—**Increase of from  $\frac{1}{2}$ d. to 1d. per hour, according to area, in general minimum time rates for certain classes of adult male workers and of  $\frac{3}{4}$ d. per hour for certain classes of adult female workers. Corresponding increases were made in piece work basis time rates and general minimum piece rates, the effect being to restore the rates to the 1927 level. The rates for juveniles remained unchanged.

In addition to the changes mentioned above, changes under the cost of living sliding scales occurred in two trades. In the brush and broom trade the minimum rates for men and women increased by  $\frac{1}{2}$ d. and  $\frac{1}{4}$ d. per hour respectively on 1st December 1935. In the chain trade there was an increase on 1st December 1935 of  $\frac{1}{8}$ d. per hour for men and  $\frac{3}{16}$ d. per hour for women.

Changes also occurred in the rates for female workers in the casket making section of the coffin furniture trade in accordance with the determinations of the Coffin Furniture Board, which provide for differential rates for winter and summer for this class of worker. The rates decreased on 1st April by  $\frac{1}{4}$ d. per hour for female workers of 16 years of age and over and increased on 1st October by the same amount.

Appendix XXII shows the general minimum time rates in force in each trade at the end of 1934 and of 1935 for the lowest paid grade of experienced men and women.

### Inspection, Enforcement and Special Inquiries

#### Inspection and Enforcement

The method of inspection followed the lines of the previous year, that is, the investigation of all complaints combined with routine inspection in particular areas selected so as to ensure a periodic review of all trade board establishments in all districts. Particulars of inspection completed during the year are set out in Appendices XXIII and XXIV. The following is a summary of the principal items of interest together with the comparable figures for 1934:—

	1935	1934
No. of establishments on Trade Board lists ...	91,297	92,858
Complaints received ... ..	2,174	2,552
Complaints disposed of without inspection ...	287	298
No. of establishments inspected ... ..	19,892	17,858
No. of inspections ... ..	20,189	18,053
Visits paid for other purposes connected with enforcement of the Acts ... ..	11,990	12,218
No. of establishments in respect of which arrears of wages were paid ... ..	2,295	2,168
Arrears of wages paid ... ..	£25,437	£27,166
No. of workers whose wages were examined ...	210,911	178,962
No. of workers to whom arrears of wages were paid ... ..	6,144	5,751
No. of underpaid workers in receipt of over 90 per cent of minimum rates... ..	3,891	3,092

Particulars of breaches of the Acts are set out in appendix XXV.

The standard of compliance with statutory requirements showed no appreciable variation from that of 1934.

During the year the Department instituted criminal proceedings against employers for infringements of the Acts in 28 cases, as compared with 40 cases in 1934. As in 1934 there was no case of civil proceedings. Of the 28 cases, 21 included charges of underpayment, these being combined in 19 cases with other charges which included failure to keep adequate records (15 cases), failure to post notices (three cases), furnishing false information (four cases) and producing a false record (three cases). In the seven cases in which no charge of underpay-

ment was preferred the charges included failure to keep adequate records (six cases), failure to post notices (two cases), furnishing false information (one case) and producing a false record (one case). Convictions, on one charge or more, were obtained in 25 cases; three cases were dismissed. In two cases, each involving two charges, one charge was dismissed, the dismissal in one instance—that of an underpayment charge—being under the Probation of Offenders Act and conditional upon the payment of special costs and Court fees. In one case the defendant, who pleaded guilty, was admonished. Fines imposed amounted to £234 5s. od. and costs amounting to £57 6s. od. were awarded to the Department. Arrears of wages were paid before the hearing, or were ordered by the Bench to be paid, in 14 of the 18 cases in which convictions were obtained on charges of underpayment. In one of the remaining cases the settlement of arrears was left to the parties, the Court expressing willingness to make an order later if that were necessary. In the other three cases, owing to special circumstances, no claim for arrears was made. Arrears of wages were paid before the hearing in the case in which the underpayment charge was dismissed under the Probation of Offenders Act.

### **Special Inquiries**

Special inquiries were again made into matters affecting a number of trades covered by the Trade Boards Acts. The subjects investigated included such things as the instruction given to juveniles in certain trades, seasonal variations in the hours of work, the effect of rates fixed or proposed by certain trade boards, and, in a number of trades, questions relating to articles on the borderlines of the definitions of the trades.



## CHAPTER VIII

### LABOUR STATISTICS

The collection and publication of information and statistics with regard to labour matters, both in this country and in countries oversea, was continued during 1935 along the usual lines.

The information relating to this country is compiled mainly from original material collected from employers, trade unions, or other external sources, and from the local offices of the Department; for oversea countries it is derived mainly from the official publications of those countries or of the International Labour Office. The material so obtained, so far as it is of sufficient general interest, is summarised and published in the *Ministry of Labour Gazette*, and occasionally in special reports and other publications.

Summaries of some of the principal statistics compiled by the Department, together with a list of the principal publications issued during the year, will be found in appendices XXVI to XXX.

#### Ministry of Labour Gazette

This publication, which appears on or about the 18th of each month, gives the latest official statistics relating to employment and unemployment, unemployment insurance, wages and hours of labour, strikes and lock-outs, working-class cost of living, industrial diseases and fatal accidents, poor relief, &c. Summaries are also given of arbitration and conciliation cases under the Industrial Courts Act, 1919, and the Conciliation Act, 1896; of orders and notices issued under the Trade Boards Acts; of decisions by the Umpire under the Unemployment Insurance Acts; and of the principal legal cases affecting labour. In addition, articles are published summarising the results of special statistical inquiries, reviewing official publications, and summarising Acts of Parliament dealing with labour matters. Information is also given regarding employment, wages, hours of labour, cost of living, labour disputes, and labour legislation in oversea countries. A special supplement is included, at quarterly intervals, containing statistical tables and charts showing the course of trade, output, prices, wages, finance and employment.

Among the subjects dealt with in special articles published in the *Gazette* during the year were the following:—statistical surveys of employment, rates of wages, hours of labour, industrial disputes and cost of living, during 1934; the changes between 1923 and 1935 in the estimated numbers of work-

people insured against unemployment, and in the numbers of such persons in employment, together with their industrial and geographical distribution; unemployment among juveniles; the age distribution of persons registered as unemployed at 13th May 1935; the age and industry distribution of applicants for unemployment benefit or allowances who had been unemployed for a year or more at 29th July 1935; the relative levels of rates of wages in August 1914 and in December 1934; wages and conditions in the road haulage industry; the legalisation of wage rates in the cotton weaving industry; wages in the railway service; profit-sharing and co-partnership in 1934; the membership of trade unions in 1934; the membership, capital, production, sales, &c., of co-operative societies in 1934; the estimated cost of buildings for which plans were approved by local authorities in 1934, with comparative figures for previous years; wages and hours in some of the principal industries in various countries overseas; the course of employment and unemployment in Great Britain and in countries overseas in the years 1929-1934; labour control measures in Germany and Italy; and the measures adopted in overseas countries for the relief of unemployment.

### Other Publications

#### Local Unemployment Index

This index, giving, for 749 towns and for the county areas in Great Britain, the numbers of insured persons in each area and percentage rates of unemployment on one day of each month, with comparative figures for a month before and for a year before, was issued at monthly intervals during 1935. The index is issued to subscribers only, at a charge of three guineas a year, payable to H.M. Stationery Office.

### Special Inquiries

#### Age Distribution of Unemployed Men and Women

Two special analyses were made, showing the age-distribution of the men and women, aged 18 years and upwards, who were registered at employment exchanges in Great Britain as unemployed at 13th May and at 4th November 1935, separate figures being given for men, single women and widows, and married women. The results were published in the *Ministry of Labour Gazette* for July 1935 and February 1936.

#### Persons Unemployed for a Year or more, classified by Age and Industry

Statistics were compiled, and published in the *Ministry of Labour Gazette* for October 1935, showing the age and industry distribution of the applicants for insurance benefit or unemployment allowances, at 29th July 1935, who had been unemployed for a year or more.

**Unemployment among Boys and Girls**

Special analyses were made of the numbers of boys and girls under 16 years of age who were registered as unemployed in Great Britain at 24th June and at 25th November 1935, showing the numbers of (a) those who were still attending whole-time at a day school while registered as applicants for employment and actually available for employment; (b) those not at school who had not had any full-time employment since leaving school; and (c) those not at school who had been in full-time employment since leaving school. The results of these analyses were published in the issues of the *Ministry of Labour Gazette* for August 1935 and February 1936.

**Numbers of Boys and Girls insured against Unemployment**

In view of the extension, as from September 1934, of unemployment insurance to boys and girls under 16 years of age, special returns were obtained from the employment exchanges showing the numbers of such boys and girls to whom unemployment books were issued in the last quarter of 1934 and during 1935. Statistics compiled from these returns were published in the *Ministry of Labour Gazette* for January, April, July and October 1935 and, in the November issue, figures were given showing the estimated numbers of such juveniles insured at July 1935, classified by industries, and the numbers and percentages recorded as unemployed.

## CHAPTER IX

### INTERNATIONAL LABOUR

#### Nineteenth Session of the International Labour Conference

##### Agenda

The nineteenth session of the International Labour Conference was held in Geneva from 4th-25th June 1935. The items formally on the agenda were:—

Maintenance of rights in course of acquisition and acquired rights under invalidity, old age and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another; employment of women on underground work in mines of all kinds; unemployment among young persons; recruiting of labour in colonies and in other territories with analogous labour conditions; holidays with pay; reduction of working hours with special reference to (a) public works undertaken or subsidised by Governments (b) iron and steel (c) building and contracting (d) glass bottle manufacture (e) coal mines; partial revision of the convention concerning hours of work in coal mines.

##### Conventions and Recommendations

The following conventions and recommendation were adopted by the conference:—

Convention concerning the establishment of an international scheme for the maintenance of rights under invalidity, old age, widows' and orphans' insurance; convention concerning the employment of women on underground work in mines of all kinds; recommendation concerning unemployment among young persons; convention concerning the reduction of hours of work to 40 a week; convention concerning the reduction of hours of work in glass-bottle works; revision of the convention limiting hours of work in coal mines.

The text of the conventions and of the recommendation was published in Cmd. 5033. Their provisions are summarised in the following paragraphs which also briefly describe resolutions adopted in regard to certain of these subjects.

**Maintenance of Pension Rights.**—The convention adopted on this subject provides for the establishment of a scheme for the maintenance of rights in course of acquisition and acquired by migrant workers under compulsory invalidity, old age, widows' and orphans' insurance. The convention lays down

rules for the aggregation of periods of insurance with different insurance institutions and for mutual assistance in administration. It also provides for the establishment of an international committee to assist in the application of the scheme.

**Employment of Women on Underground Work in Mines.**—The convention adopted on this subject prohibits the employment of female workers on underground work in mines of all kinds. The provisions of the convention do not, however, apply to women holding positions of management who do not perform manual work, women employed in health and welfare services, women students who enter the underground part of a mine in the course of their training and women who may occasionally have to enter for non-manual occupation.

**Unemployment among Young Persons.**—The recommendation adopted on the above subject proposes 15 years as the minimum age for leaving school and for admission to employment, as soon as circumstances permit; the continued education and training of unemployed persons till the age of 25; and the provision of recreational and social services, special employment centres, special public works and special local and central arrangements in the public employment exchanges for young unemployed persons. It also recommends the compilation of classified statistics showing the extent of unemployment among persons under 25.

The conference also adopted a resolution requesting the Governing Body of the International Labour Office (*a*) to consider placing on the agenda of an early session of the conference the questions of (1) the revision of the conventions dealing with the minimum age of admission to industrial, non-industrial, agricultural and maritime employment with a view to the raising of the age of admission from 14 to 15, and (2) the vocational guidance, apprenticeship and technical education of young workers; and (*b*) to inquire into the question of the prevention of agricultural unemployment and of a special system of unemployment insurance or assistance in agriculture.

**Reduction of Hours of Work.**—The convention provides that countries ratifying it declare their approval of the principle of a 40-hour week applied in such a manner that the standard of living of workers shall not be reduced in consequence and undertake to apply the principle to classes of employment in accordance with detailed provisions to be prescribed in such separate conventions as may be ratified by them.

The conference also adopted a resolution which, after expressing the view that the application of the principle of the 40-hour week should not reduce the income of the workers nor lower their standard of living, invites Governments to take appropriate measures to ensure that any adjustment of wages and salaries should be effected as far as possible by direct

negotiations between employers' and workers' organisations concerned and, if agreement cannot be reached, to take or facilitate measures for the submission of the dispute by either party to bodies competent to deal with wage disputes. The resolution also invites Governments to submit periodic reports to the International Labour Office on the measures taken for the introduction of the 40-hour week and the maintenance of the standard of living.

**Reduction of Hours of Work in Glass Bottle Works.**—This convention provides for a working week of 42 hours calculated over a period of four weeks, the length of a spell of work not to exceed eight hours, and for the institution of a system of at least four shifts for this industry.

**Partial Revision of the Hours of Work (Coal Mines) Convention, 1931.**—The convention on this subject adopted in 1931 was revised on certain technical points which had been found by several Governments to preclude ratification. The points concern work on Sundays and public holidays and the hours of work of workers on continuous operations and of certain special grades of workers.

#### **Decisions regarding other Items on the Agenda**

**Recruiting of Labour in Colonies.**—This subject was placed on the 1936 agenda of the conference for second discussion under the title of "the regulation of certain special systems of recruiting workers". A list of points was drawn up on which the International Labour Office should consult Governments by means of a questionnaire.

**Holidays with Pay.**—Similar action was taken in regard to this subject.

The conference also adopted a resolution requesting the Governing Body to place the question of holidays with pay in agriculture on the agenda of the 1936 session of the conference.

**Reduction of Hours of Work on Public Works undertaken or subsidised by Governments and in the Building and Contracting, Iron and Steel, and Coal Mining Industries.**—It was decided to place these subjects on the agenda of the 1936 session of the conference for a second discussion with a view to a decision being reached at that session. Resolutions were also adopted requesting the governing body to place the question of the reduction of working hours in the textile industry, the printing and bookbinding industry and the chemical industry on the agenda of the conference.

#### **Other Action by the Conference**

**Resolutions.**—The conference adopted six resolutions in addition to those already mentioned. They concerned the nutrition

of workers, the study of questions affecting agricultural labour, workers' rights of association, wage-fixing machinery, the truck system and the regulation of certain special types of written contracts of employment.

**Application of Conventions.**—The conference referred to a committee the reports made by Governments in accordance with Article 408 of the Treaty of Versailles on the application of conventions ratified by them. The committee's report, which was adopted by the conference, made proposals for improving the work of the committee and drew attention to certain unsatisfactory points in connection with the submission of the reports and the position disclosed by them.

#### **Preparatory Technical Tripartite Maritime Conference**

A meeting of representatives of the Governments of the principal maritime countries and of the shipowners and seamen of those countries was held at Geneva from 24th November to 6th December. A preliminary discussion took place on the questions of manning of ships (in conjunction with the related question of hours of work on board ship) and of holidays with pay for seamen. A report on these questions was adopted, on the understanding that it, together with any observations made by Governments upon it, would be used by the International Labour Office to prepare a final report for submission to a special maritime conference which is to be held in 1936,

#### **Meetings of the Governing Body of the International Labour Office**

Meetings of the Governing Body were held in Geneva in January, April, May, June and October 1935.

**Sixty-ninth Session of the Governing Body (January).**—The governing body decided that the public works, building and contracting, iron and steel, glass bottle and coal industries should be the industries considered at the 1935 session of the conference with a view to the application of reduction of hours of work. The question of the revision of the convention on hours of work in coal mines was also placed on the agenda of the 1935 session in respect of (1) work on Sundays and public holidays (2) workers on continuous operations (3) the preparatory and supplementary work of certain underground storemen, engine-men, drivers, &c. and (4) the changeover of shifts of workers employed in supervising the main pumping and ventilation machinery. (For the action taken at the 1935 session of the conference, see above.)

It was decided that as from the beginning of the seventieth session of the governing body (April 1935) the eight states of chief industrial importance entitled to nominate members of the governing body should be (in French alphabetical order)

Germany (still at that time a member of the International Labour Organisation), the United States of America, France, Great Britain, India, Italy, Japan and the Union of Soviet Socialist Republics.

The governing body decided that the question of safety of workers in building construction with reference to scaffolding and hoisting machinery should be placed on the agenda of the 1936 session of the International Labour Conference.

**Seventieth Session of the Governing Body (April 1935).—**

The governing body decided that a preparatory technical tripartite meeting (see above) should be held in November 1935 to discuss the questions of (1) manning, in conjunction with hours of work on board ship, and (2) holidays with pay for seamen and that a special maritime session of the conference should be convened in the autumn of 1936 to consider these subjects, together with the subjects discussed at the Maritime Conference of 1929, viz., regulation of hours of work on board ship; protection of seamen in case of sickness (including the treatment of seamen injured on board ship) i.e. (a) the individual liability of the shipowner towards sick or injured seamen (b) sickness insurance for seamen; promotion of seamen's welfare in port; establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

The governing body approved estimates for 1936 for the International Labour Office. These estimates were afterwards submitted in accordance with the usual procedure to the Assembly of the League of Nations. After certain reductions had been made, the net total sum to be borne by States Members of the League was 6,699,450 Swiss francs, of which Great Britain's share will be about 11¼ per cent.

**Seventy-first Session of the Governing Body (May 1935).—** This session was concerned with formal matters and questions of internal administration.

**Seventy-second Session of the Governing Body (June 1935).—** At this session the governing body considered and decided to accept an invitation issued by the Chilean Government Delegate on behalf of his Government, for a regional conference of all states on the American continent, who are members of the organisation, to be held at the beginning of 1936 at Santiago de Chile. The agenda was to include the examination of existing conventions as regards ratification and application with special reference to social insurance and conditions of work of women and children and the examination of possible subjects for future discussion at the International Labour Conference.



It was also decided that a conference of representatives of labour inspection services in western European countries should be held in October 1935 to discuss the organisation of factory inspection in industrial undertakings (see below).

**Seventy-third Session of the Governing Body (October 1935).**  
—The governing body unanimously decided that the place of Germany, which ceased to be a member of the organisation on 21st October 1935, among the eight states of chief industrial importance, should be filled by Canada.

It was also decided that the question of the hours of work in the textile industry should be placed on the agenda of the 1936 session of the conference with a view to a decision being reached at that session.

The governing body chose the following subjects for preliminary consideration with a view to the selection of some or all of them for the agenda of the 1937 session of the conference: reduction of hours of work in the printing and bookbinding and chemical industries; vocational guidance, apprenticeship and technical education; regulation of certain special types of contracts of employment; labour statistics; rights of performers in connection with broadcasting; public works.

#### **Regional Conference of Labour Inspection Services**

A conference of representatives of the factory inspection services of Belgium, Finland, France, Great Britain, Italy, Luxemburg, the Netherlands, Norway, Portugal, Spain, Sweden and Switzerland was held at the Hague in October 1935, under the auspices of the International Labour Office, to discuss questions concerning factory inspection in industrial undertakings.

#### **Question of Ratification of Conventions and Acceptance of Recommendations**

A White Paper, Cmd. 4846, was laid before Parliament in March 1935, stating that, while Your Majesty's Government favoured the development of the national employment exchanges, they considered it undesirable to abolish the specialised services provided by fee-charging agencies that are conducted with due regard to the public interest and did not propose to ratify the convention concerning fee-charging employment agencies. The White Paper also stated that it was not proposed to accept the recommendation concerning employment agencies.

**APPENDIX I**

**ADMINISTRATIVE DIVISIONS, WITH AREAS, POPULATIONS AND NUMBERS OF EMPLOYMENT EXCHANGES,  
EMPLOYMENT OFFICES AND BRANCH EMPLOYMENT OFFICES**

Division and Town in which Divisional Office is situated	Area covered by Division	Popula- tion at Census 1931 (Thous- ands)	Number of Local Offices							
			On 31st December 1934				On 31st December 1935			
			Ex- changes	Employ- ment Offices	Branch Employ- ment Offices	Total	Ex- changes	Employ- ment Offices	Branch Employ- ment Offices	Total
South Eastern London	London, Bedford, Bucks, Cam- bridge, Essex, Herts, Kent, Middlesex, Norfolk, Suffolk, Surrey, Sussex	12,977	86	22	124	232	86	23	123	232
South Western Bristol	Berks, Cornwall, Devon, Dorset, Gloucester, Hants, Oxford, Somerset, Wilts	4,478	38	9	151	198	38	10	149	197
Midlands Birmingham	Derby (except Glossop and New Mills), Hereford, Huntingdon, Leicester, Northants, Notts, Rutland, Salop, Stafford, War- wick, Worcester, Soke of Peter- borough, Stamford District of Lincoln	6,170	65	22	60	147	65	23	59	147
North Eastern Leeds	Durham, Lincoln (except Stam- ford district) Northumberland (except Berwick), Yorks	7,234	77	35	54	166	77	43	46	166
North Western Manchester	Cheshire, Cumberland, Lancs, Westmorland, and the Glossop and New Mills district of Derby	6,483	86	17	47	150	87	19	44	150
Scotland Edinburgh	Scotland and the Berwick dis- trict	4,855	55	21	94	170	55	26	89	170
Wales Cardiff	Wales and Monmouth	2,593	40	31	51	122	40	33	49	122
		44,790	447	157	581	1,185	448*	177*	559*	1,184

96

\* Progress has been made in the conversion of Branch Employment Offices into full Departmental Offices, commenced in 1934 to meet the growth of work in certain areas; two have been converted to Third Class Employment Exchanges and nineteen to Employment Offices.

The Employment Exchanges at Hebburn and Jarrow have been replaced by one new Employment Exchange; one new Employment Office has been established; one Branch Employment Office has been closed.

## APPENDIX II

STAFF OF THE MINISTRY AT 31ST DECEMBER 1935  
(EXCLUDING BRANCH MANAGERS (WHO ARE PAID BY FEES) AND INDUSTRIAL STAFF)

	Permanent	Temporary	Total
(a) Headquarters ... ..	1,187	229	1,416
(b) Claims and Record Office, Kew ...	2,267	470	2,737
(c) Outstations ... ..	13,129	6,219	19,348
Total ... ..	16,583	6,918	23,501
(d) Industrial Court ... ..	5	3	8
(e) Office of Umpire ... ..	15	8	23
Grand Total ... ..	16,603	6,929	23,532

Percentage of Ex-Service Men (Permanent and Temporary)  
of Total Staff (Permanent and Temporary) ... .. 57.6

Percentage of Ex-Service men (Temporary) of Total Staff  
(Temporary) ... .. 51.1

## APPENDIX III

(a) AVERAGE PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKERS  
AGED 16-64 IN GREAT BRITAIN

1925 ... ..	11.0	1931 ... ..	21.1
1926 ... ..	12.3	1932 ... ..	21.9
1927 ... ..	9.6	1933 ... ..	19.8
1928 ... ..	10.7	1934 ... ..	16.6
1929 ... ..	10.3	1935 ... ..	15.3*
1930 ... ..	15.8		

(b) ESTIMATED AVERAGE NUMBER OF INSURED WORKERS AGED 16-64 IN  
EMPLOYMENT IN GREAT BRITAIN EXCLUDING THOSE DIRECTLY INVOLVED  
IN TRADE DISPUTES

1926 ... ..	9,062,000	1931 ... ..	9,421,000
1927 ... ..	10,015,000	1932 ... ..	9,348,000
1928 ... ..	10,019,000	1933 ... ..	9,681,000
1929 ... ..	10,220,000	1934 ... ..	10,139,000†
1930 ... ..	9,797,000	1935 ... ..	10,371,000*

\* Provisional figure.

† Revised figure.

## APPENDIX IV

ESTIMATED NUMBER OF INSURED PERSONS AGED 16-64 IN EMPLOYMENT, THE NUMBER OF PERSONS, AGED 14 AND OVER, INSURED AND UNINSURED, REGISTERED AS UNEMPLOYED AND THE NUMBER AND PERCENTAGE OF INSURED PERSONS UNEMPLOYED

End of Month	Employment	Unemployment		
		Numbers registered as unemployed† aged 14 and over	Insured Persons aged 16-64	
	Estimated number of insured persons in employment*		Numbers recorded as unemployed†	Percent-ages
1934				
December ...	10,259,000‡	2,086,000	2,021,000	15·9
1935				
January ...	10,067,000	2,325,000	2,224,000	17·5
February ...	10,097,000	2,285,000	2,201,000	17·3
March ...	10,219,000	2,154,000	2,072,000	16·2
April ...	10,341,000	2,044,000	1,962,000	15·4
May ...	10,359,000	2,045,000	1,956,000	15·3
June ...	10,391,000	2,000,000	1,936,000	15·2
July... ...	10,414,000	1,973,000	1,919,000	15·0§
August ...	10,461,000	1,948,000	1,874,000	14·7§
September ...	10,478,000	1,959,000	1,879,000	14·7§
October ...	10,492,000	1,916,000	1,838,000	14·4§
November ...	10,537,000	1,919,000	1,843,000	14·4§
December ...	10,599,000	1,869,000	1,796,000	14·0§

\* For July and subsequent months these figures are provisional and subject to revision.

† For an explanation of the differences between these two sets of figures see the heading of the main unemployment tables in the *Ministry of Labour Gazette*, e.g. on p. 20 of the *Gazette* for January, 1936.

‡ Revised figure.

§ Provisional.

## APPENDIX V

NUMBER OF PERSONS REGISTERED AS UNEMPLOYED IN THE SEVERAL ADMINISTRATIVE DIVISIONS OF GREAT BRITAIN AT THE END OF 1934 AND 1935, AND THE AVERAGE PERCENTAGE RATES OF UNEMPLOYMENT AMONG INSURED PERSONS

Division	Number of persons registered as unemployed		Average percentage rates of unemployment among insured persons*	
	December 1934	December 1935	1934	1935†
	Thousands	Thousands		
London ... ..	205	186	9·2	8·5
South eastern ...	98	94	8·7	8·1
South western ...	128	109	13·1	11·6
Midlands ... ..	220	187	12·9	11·2
North eastern ...	446	393	22·1	20·7
North western ...	447	404	20·8	19·7
Scotland ... ..	334	303	23·1	21·3
Wales ... ..	208	193	32·3	31·2
Great Britain ...	2,086	1,869	16·6	15·3

\* The percentages shown for separate divisions are exclusive of persons insured under the Special Schemes for the Banking and Insurance Industries.

† Provisional figures.

## APPENDIX VI

PERCENTAGE OF UNEMPLOYMENT AMONG PERSONS AGED 16-64 IN CERTAIN IMPORTANT INDUSTRIES AND IN ALL INDUSTRIES COLLECTIVELY IN GREAT BRITAIN

<i>Industry</i>	<i>Percentage of unemployment</i>	
	<i>December 1934</i>	<i>December 1935*</i>
Coal mining ... ..	23·2	19·4
Pig iron ... ..	22·3	18·2
Iron and steel ... ..	23·7	17·5
General engineering ... ..	13·6	10·7
Electrical engineering ... ..	6·8	5·2
Constructional engineering ... ..	20·3	15·1
Shipbuilding and ship repairing ... ..	46·2	38·4
Marine engineering ... ..	28·9	21·1
Motor vehicles, cycles and aircraft ... ..	8·0	6·8
Cotton ... ..	20·5	16·6
Woollen and worsted ... ..	13·9	7·9
Hosiery ... ..	11·7	8·4
Tailoring ... ..	15·5	13·4
Printing, publishing and bookbinding ... ..	8·0	7·6
Building ... ..	20·8	17·9
Public works contracting ... ..	47·4	47·4
Distributive trades ... ..	10·4	9·9
All industries and services ... ..	15·9	14·0

\* Provisional.

## APPENDIX VII

PERCENTAGE OF THE TOTAL INSURED POPULATION, AGED 16-64, IN GREAT BRITAIN AND NORTHERN IRELAND INCLUDED IN CERTAIN LARGE GROUPS OF INDUSTRIES IN 1923 AND 1935

<i>Industry Group</i>	<i>Percentage of total number insured at</i>	
	<i>July 1923</i>	<i>July 1935</i>
Shipping and fishing ... ..	1·3	1·4
Mining and coke ovens ... ..	11·9	8·1
Metal trades (including engineering, vehicles and shipbuilding) ... ..	19·2	16·5
Pottery and glass ... ..	1·0	0·9
Chemicals ... ..	1·8	1·6
Textiles ... ..	11·4	9·1
Leather trades ... ..	0·6	0·5
Clothing ... ..	5·0	4·7
Food, drink and tobacco ... ..	4·4	4·2
Woodworking and paper ... ..	4·7	5·0
Building, public works contracting, bricks, artificial stone, cement, etc. ... ..	8·1	10·7
Gas, water and electricity supply ... ..	1·5	1·5
Transport and communication (except shipping) ... ..	5·8	5·6
Distributive ... ..	10·9	15·4
Commerce, banking, insurance and finance ... ..	2·0	2·0
Other miscellaneous manufactures and services ... ..	10·4	12·8
Totals ... ..	100·0	100·0

## APPENDIX VIII

## INSURED PERSONS AGED 16 TO 64 IN EMPLOYMENT IN GREAT BRITAIN\*

## (a) INDUSTRIES SHOWING A DECREASE IN EMPLOYMENT

	June 1923	June 1929	June 1935	Decrease 1923-35
Coal mining ... ..	1,176,650	870,600	638,480	538,170
Cotton ... ..	439,240	478,460	344,040	95,200
Woollen and worsted ... ..	240,410	204,110	187,770	52,640
Shipbuilding, shiprepairing and marine engineering	173,290	197,890	113,910	59,380
General engineering ... ..	500,270	529,160	455,310	44,960
Iron and steel† ... ..	185,600	164,020	136,610	48,990
Railway service (non- permanent workers) ... ..	171,840	131,590	126,750	45,090
Total ... ..	2,887,300	2,575,830	2,002,870	884,430
Percentage of above indus- tries to all industries ... ..	29·8	24·1	18·5	—

## (b) INDUSTRIES SHOWING AN INCREASE IN EMPLOYMENT

	June 1923	June 1929	June 1935	Increase 1923-35
Distributive trades ... ..	1,143,350	1,557,680	1,766,730	623,380
Miscellaneous services‡ ... ..	476,020	617,710	755,900	279,880
Building ... ..	586,700	742,880	830,130	243,430
Electrical trades§ ... ..	129,620	185,090	246,550	116,930
Construction and repair of motor vehicles, cycles and aircraft ... ..	170,320	228,390	254,800	84,480
Tramway and omnibus services ... ..	100,960	148,010	177,240	76,280
Road transport not separ- ately specified ... ..	116,990	160,030	177,270	60,280
Public works contracting... ..	95,320	129,620	153,530	58,210
Miscellaneous metal trades	143,110	176,340	213,000	69,890
Printing, publishing and bookbinding ... ..	206,800	247,670	252,600	45,800
Total ... ..	3,169,190	4,193,420	4,827,750	1,658,560
Percentage of above indus- tries to all industries ... ..	32·7	39·2	44·5	—

\* For the purpose of this comparison the estimates for the year 1923 of the number of insured persons in employment who were aged 16 to 64 represent the same proportions of the numbers aged 16 and over in 1923 as were ascertained for 1926.

† Pig iron manufacture, steel melting etc.

‡ Entertainments and sports; hotels, &c. services; laundries, dyeing and dry cleaning; professional services.

§ Electrical engineering, electrical wiring and contracting; electric cable, apparatus, lamps, &c.

## APPENDIX IX

ESTIMATED NUMBER OF PERSONS (AGED 16-64) INSURED  
UNDER THE UNEMPLOYMENT INSURANCE ACT, 1935, IN  
GREAT BRITAIN ON 8TH JULY 1935

Industry	Males	Females	Total
<b>Fishing</b> ... ..	31,690	940	32,630
<b>Mining</b>			
Coal mining ... ..	934,370	4,190	938,560
Iron ore and ironstone mining, &c. ...	10,720	10	10,730
Lead, tin and copper mining ...	4,420	20	4,440
Stone quarrying and mining ...	43,410	400	43,810
Slate quarrying and mining ...	10,080	20	10,100
Other mining and quarrying ...	10,800	1,300	12,100
Clay, sand, gravel and chalk pits ...	17,250	170	17,420
<b>Non-Metalliferous Mining Products</b>			
Coke ovens and by-product works ...	14,160	160	14,320
Artificial stone and concrete ...	22,440	1,570	24,010
Cement, limekilns and whiting ...	14,370	420	14,790
<b>Brick, Tile, Pipe, &amp;c. Making</b> ...	93,390	6,290	99,680
<b>Pottery, Earthenware, &amp;c.</b> ...	33,220	39,840	73,060
<b>Glass</b>			
Glass (excluding bottles and scientific glass)	22,210	6,450	28,660
Glass bottles ... ..	17,670	2,050	19,720
<b>Chemicals, &amp;c.</b>			
Chemicals ... ..	75,600	26,590	102,190
Explosives ... ..	11,780	4,910	16,690
Paint, varnish, red lead, &c. ...	17,460	6,300	23,760
Oil, glue, soap, ink, matches, &c. ...	51,330	20,380	71,710
<b>Metal Manufacture</b>			
Pig iron (blast furnaces) ... ..	16,030	100	16,130
Steel melting and iron puddling, iron and steel rolling &c. ...	157,750	4,110	161,860
Brass, copper, zinc, tin, lead, &c. ...	36,080	3,180	39,260
Tin plates ... ..	25,510	2,740	28,250
Iron and steel tubes ... ..	28,590	1,990	30,580
Wire, wire netting, wire ropes ...	19,500	3,410	22,910
<b>Engineering, &amp;c.</b>			
General engineering; engineers' iron and steel founding	478,430	42,500	520,930
Electrical engineering ... ..	72,880	20,100	92,980
Marine engineering, &c. ... ..	39,840	690	40,530
Constructional engineering ...	32,020	1,260	33,280
<b>Construction and Repair of Vehicles</b>			
Motor vehicles, cycles and aircraft ...	255,770	27,440	283,210
Carriages, carts, &c. ... ..	12,240	1,710	13,950
Railway carriages, and wagons, &c. ...	45,140	1,370	46,510



## APPENDIX IX—continued

Industry	Males	Females	Total
Shipbuilding and Ship Repairing ...	145,630	2,360	147,990
<b>Other Metal Industries</b>			
Stove, grate, pipe, &c., and general iron founding	84,900	8,370	93,270
Electrical wiring and contracting ...	32,120	2,180	34,300
Electric cable, apparatus, lamps, &c.	80,700	61,290	141,990
Hand tools, cutlery, saws, files ...	22,370	9,880	32,250
Bolts, nuts, screws, rivets, nails, &c.	14,770	11,220	25,990
Brass and allied metal wares ...	19,080	10,960	30,040
Heating and ventilating apparatus ...	11,850	950	12,800
Watches, clocks, plate, jewellery, &c.	21,170	16,990	38,160
Metal industries not separately specified	153,310	82,450	235,760
<b>Textiles</b>			
Cotton preparing, spinning, &c. ...	90,040	131,740	221,780
Cotton manufacturing (weaving, &c.)	72,130	148,420	220,550
<i>Total, Cotton</i> ... ..	<i>162,170</i>	<i>280,160</i>	<i>442,330</i>
Woollen and worsted ... ..	92,310	128,430	220,740
Silk manufacture and artificial silk weaving	17,580	31,000	48,580
Artificial silk yarn ... ..	18,780	10,550	29,330
Linen ... ..	3,860	8,790	12,650
Jute ... ..	11,130	19,460	30,590
Hemp, rope, cord, twine, &c. ...	6,640	9,840	16,480
Hosiery... ..	25,930	89,040	114,970
Lace ... ..	6,290	9,660	15,950
Carpets ... ..	12,490	17,790	30,280
Other textiles ... ..	15,470	30,930	45,500
Textile, bleaching, printing, dyeing, &c.	72,210	28,040	100,250
<b>Leather and Leather Goods</b>			
Tanning, currying and dressing ...	34,890	11,050	45,940
Leather goods ... ..	11,570	13,700	25,270
<b>Clothing</b>			
Tailoring ... ..	68,360	135,430	203,790
Dress making and millinery ... ..	10,000	92,640	102,640
Hats and caps (including straw plait)	12,530	20,140	32,670
Shirts, collars, underclothing, &c. ...	10,160	72,230	82,390
Other dress industries ... ..	7,900	20,050	27,950
Boots, shoes, slippers and clogs ...	81,460	51,900	133,360
<b>Food, Drink and Tobacco</b>			
Bread, biscuits, cakes, &c. ... ..	101,510	62,350	163,860
Grain milling ... ..	27,870	3,680	31,550
Cocoa, chocolate and sugar confectionery	25,620	46,970	72,590
Other food industries ... ..	68,260	57,710	125,970
Drink industries ... ..	84,630	23,270	107,900
Tobacco, cigars, cigarettes and snuff	13,230	25,490	38,720

## APPENDIX IX—continued

Industry	Males	Females	Total
<b>Woodworking, &amp;c.</b>			
Sawmilling and machined woodwork	57,600	2,860	60,460
Wood boxes and packing cases ...	8,610	2,050	10,660
Furniture making, upholstering, &c.	113,180	22,810	135,990
Other woodworking ... ..	17,670	4,990	22,660
<b>Paper Printing, &amp;c.</b>			
Paper and paper board ... ..	45,820	15,110	60,930
Cardboard boxes, paper bags and stationery	22,970	41,700	64,670
Wall paper making ... ..	4,930	2,120	7,050
Stationery and typewriting requisites (not paper)	3,710	4,810	8,520
Printing, publishing and bookbinding	183,720	90,130	273,850
<b>Building and Contracting</b>			
Building ... ..	947,170	10,810	957,980
Public works contracting, &c. ...	266,980	1,270	268,250
<b>Other Manufacturing Industries</b>			
Rubber ... ..	38,710	23,630	62,340
Oilcloth, linoleum, &c. ... ..	11,400	1,810	13,210
Brushes and brooms ... ..	6,440	5,950	12,390
Scientific and photographic instruments and apparatus	20,520	10,440	30,960
Musical instruments ... ..	16,150	7,480	23,630
Toys, games, and sports requisites...	8,150	9,020	17,170
<b>Gas, Water and Electricity Supply</b>	188,030	7,940	195,970
<b>Transport and Communication</b>			
Railway service ... ..	130,340	7,790	138,130
Tramway and omnibus service ...	175,580	9,040	184,620
Other road transport ... ..	203,710	8,990	212,700
Shipping service ... ..	137,100	6,230	143,330
Dock, harbour, canal &c. service :—			
Port transport, (Docks, wharves, &c.)	135,320	1,330	136,650
Harbour, river and canal service ...	23,180	600	23,780
<i>Total, docks, harbours, &amp;c.</i> ...	<i>158,500</i>	<i>1,930</i>	<i>160,430</i>
Other transport, communication &c.	20,390	2,940	23,330
<b>Distributive Trades ... ..</b>	<b>1,240,050</b>	<b>727,060</b>	<b>1,967,110</b>
<b>Commerce, Banking, Insurance and Finance</b>	<b>175,880</b>	<b>80,560</b>	<b>256,440</b>
<b>Miscellaneous Trades and Services</b>			
National government service ...	97,380	19,600	116,980
Local government service ... ..	335,380	22,230	357,610
Professional services ... ..	86,600	63,730	150,330
Entertainments and sports ... ..	78,720	41,410	120,130
Hotel, public house, restaurant, boarding house, club, &c., service	162,400	257,280	419,680
Laundry service ... ..	27,460	103,880	131,340
Job dyeing, dry cleaning &c. ...	9,130	16,680	25,810
Other industries and services ...	110,720	51,060	161,780
<b>All industries and services ...</b>	<b>9,356,000</b>	<b>3,424,000</b>	<b>12,780,000</b>

**APPENDIX X**  
**PERCENTAGE NUMBERS OF INSURED WORKPEOPLE**  
**AGED 16-64, UNEMPLOYED IN GREAT BRITAIN**

Industry	June 1933	June 1934	Mar. 1935	June 1935	Sept. 1935	Dec. 1935
<b>Fishing</b> ... ..	20·6	20·6	26·1	17·8	24·9	28·0
<b>Mining</b>						
Coal mining ... ..	37·6	36·5	24·8	32·0	25·9	19·4
Iron ore and ironstone mining, &c.	46·3	23·7	23·4	26·3	22·1	20·2
Lead, tin and copper mining ...	60·9	21·6	28·7	24·3	22·5	23·9
Stone quarrying and mining ...	23·7	19·7	22·1	17·6	19·8	21·7
Slate quarrying and mining ...	12·1	7·2	8·1	8·3	7·1	7·1
Other mining and quarrying ...	24·5	21·2	19·5	20·2	17·4	17·9
Clay, sand, gravel and chalk pits ...	19·3	13·8	14·6	12·1	12·3	12·2
<b>Non-Metalliferous Mining Products</b>						
Coke ovens and by-product works...	29·6	18·6	17·3	16·4	15·3	15·2
Artificial stone and concrete ...	24·1	19·8	19·5	17·1	17·6	17·0
Cement, limekilns and whiting ...	19·9	13·4	13·5	9·6	10·7	13·0
<b>Brick, Tile, Pipe, &amp;c. Making</b> ...	14·9	10·6	12·6	10·3	10·6	11·8
<b>Pottery, Earthenware, &amp;c.</b> ... ..	28·9	23·1	19·8	20·4	16·9	22·8
<b>Glass</b>						
Glass (excluding bottles and scientific glass)	18·0	12·6	13·5	14·1	12·3	9·9
Glass bottles ... ..	21·2	18·8	22·6	20·7	21·4	17·0
<b>Chemicals, &amp;c.</b>						
Chemicals ... ..	14·1	10·3	10·1	10·5	10·6	9·6
Explosives ... ..	8·8	6·1	6·5	6·8	5·2	5·4
Paint, varnish, red lead &c.	7·8	5·7	7·0	5·7	5·9	6·0
Oil, glue, soap, ink, matches, &c....	12·8	12·6	10·0	10·4	9·3	8·6
<b>Metal Manufacture</b>						
Pig iron (blast furnaces) ... ..	40·9	23·8	22·5	21·8	19·6	18·2
Steel melting and iron puddling, iron and steel rolling &c.	38·7	24·1	23·1	23·4	20·2	17·5
Brass, copper, zinc, tin, lead, &c....	19·1	12·9	12·4	11·1	10·0	9·8
Tin plates ... ..	27·8	31·2	38·5	36·3	29·8	26·3
Iron and steel tubes... ..	32·3	17·9	19·7	15·7	16·2	15·3
Wire, wire netting, wire ropes ...	22·1	14·8	18·1	18·9	16·6	14·0
<b>Engineering, &amp;c.</b>						
General engineering ; engineers' iron and steel founding	24·9	15·0	14·0	12·6	12·2	10·7
Electrical engineering ... ..	15·1	7·8	7·6	6·6	5·9	5·2
Marine engineering, &c. ... ..	48·0	29·6	27·5	27·3	24·6	21·1
Constructional engineering ...	34·5	20·0	20·1	17·2	16·9	15·1
<b>Construction and Repair of Vehicles</b>						
Motor vehicles, cycles and aircraft...	16·2	9·5	8·0	10·0	8·2	6·8
Carriages, carts, &c.... ..	17·3	14·1	13·1	12·0	12·9	12·5
Railway carriages and wagons, &c. ...	22·5	11·2	9·0	7·6	6·9	6·9
<b>Shipbuilding and Ship Repairing</b> ...	60·0	49·3	45·6	42·9	43·1	38·4

## APPENDIX X—continued

Industry	June 1933	June 1934	Mar. 1935	June 1935	Sept. 1935	Dec. 1935
<b>Other Metal Industries</b>						
Stove, grate, pipe, &c., and general iron founding	21.4	13.0	15.5	12.7	12.0	9.6
Electrical wiring and contracting ...	17.7	14.3	15.5	15.0	13.8	11.0
Electric cable, apparatus, lamps, &c.	13.9	8.6	11.1	8.1	6.3	8.4
Hand tools, cutlery, saws, files ...	28.6	21.1	21.3	19.2	18.1	15.8
Bolts, nuts, screws, rivets, nails, &c.	19.7	11.5	11.5	10.7	9.9	8.6
Brass and allied metal wares ...	16.6	9.1	9.5	7.6	7.3	5.9
Heating and ventilating apparatus	17.8	9.4	11.4	8.5	7.0	7.8
Watches, clocks, plate, jewellery, &c.	15.3	10.1	10.4	9.8	7.8	7.7
Metal industries not separately specified	15.9	10.8	11.4	9.7	9.2	8.3
<b>Textiles</b>						
Cotton preparing, spinning, &c. ...	24.0	22.5	21.7	21.9	21.0	15.5
Cotton manufacturing (weaving, &c.)	26.2	23.7	22.0	22.5	23.1	17.8
<i>Total, Cotton</i> ... ..	25.1	23.1	21.8	22.2	22.0	16.6
Woolen and worsted ... ..	14.2	21.3	16.1	14.9	10.6	7.9
Silk manufacture and artificial silk weaving	16.6	14.8	10.8	11.7	10.6	9.7
Artificial silk yarn ... ..	13.6	11.5	6.7	6.4	7.3	7.4
Linen ... ..	27.1	17.8	18.4	22.2	25.7	17.8
Jute ... ..	31.7	35.7	27.3	26.1	28.2	23.5
Hemp, rope, cord, twine, &c. ...	21.0	17.7	17.3	15.5	15.4	12.7
Hosiery ... ..	12.5	11.6	16.2	11.4	7.8	8.4
Lace ... ..	17.3	13.0	7.6	10.0	8.7	8.1
Carpets ... ..	9.2	5.3	6.0	8.1	6.5	4.5
Other textiles ... ..	11.8	8.9	9.6	8.1	9.3	8.4
Textile bleaching, printing, dyeing, &c.	23.7	21.4	20.8	21.6	21.5	18.7
<b>Leather and Leather Goods</b>						
Tanning, currying and dressing ...	13.2	13.4	14.6	12.8	10.3	10.1
Leather goods ... ..	13.6	9.5	10.8	8.9	7.6	6.8
<b>Clothing</b>						
Tailoring ... ..	11.3	11.1	10.7	10.6	15.0	13.4
Dress making and millinery ...	6.7	4.6	5.4	5.9	6.3	8.3
Hats and caps (including straw plait)	10.4	9.3	9.0	12.6	9.3	19.0
Shirts, collars, underclothing, &c....	5.2	5.1	6.2	6.5	8.7	7.1
Other dress industries... ..	8.5	6.9	8.1	8.0	7.9	7.3
Boots, shoes, slippers and clogs ...	13.2	19.3	14.4	15.1	14.2	13.5
<b>Food, Drink and Tobacco</b>						
Bread, biscuits, cakes, &c. ...	10.6	9.7	11.7	9.6	9.8	10.1
Grain milling... ..	8.5	8.6	9.7	8.8	8.2	8.2
Cocoa, chocolate and sugar confectionery	15.3	14.4	14.9	12.7	8.1	9.3
Other food industries ... ..	13.5	13.3	16.4	12.9	14.8	13.9
Drink industries ... ..	11.8	9.8	11.1	9.7	9.9	8.9
Tobacco, cigars, cigarettes and snuff	7.4	6.1	7.0	6.9	5.3	4.2
<b>Woodworking, &amp;c.</b>						
Sawmilling and machined woodwork	17.9	14.0	16.3	13.3	13.1	13.5
Furniture boxes and packing cases ...	24.7	20.1	22.6	20.8	19.4	17.8
Furniture making, upholstery, &c.	17.5	13.0	13.5	11.5	10.6	9.4
Other woodworking... ..	18.6	15.9	16.3	16.7	15.9	13.0

## APPENDIX X—continued

Industry	June 1933	June 1934	Mar. 1935	June 1935	Sept. 1935	Dec. 1935
<b>Paper, Printing &amp;c.</b>						
Paper and paper board ... ..	8.5	7.5	6.9	6.6	6.1	5.6
Cardboard boxes, paper bags and stationery	8.0	5.8	6.8	5.8	5.0	4.4
Wall paper making ... ..	9.0	6.0	9.9	6.8	6.0	6.2
Stationery and typewriting requisites (not paper)	9.3	6.0	6.4	5.7	5.0	4.8
Printing, publishing and bookbinding	9.4	8.1	9.0	7.8	7.8	7.6
<b>Building and Contracting</b>						
Building ... ..	19.5	14.6	17.0	13.3	14.5	17.9
Public works contracting, &c. ...	43.4	44.0	46.8	42.8	46.5	47.4
<b>Other Manufacturing Industries</b>						
Rubber ... ..	13.6	12.8	15.6	12.3	12.3	11.8
Oilcloth, linoleum, &c. ... ..	12.9	12.2	14.4	11.8	12.9	11.8
Brushes and brooms ... ..	15.6	15.1	12.3	12.9	13.7	12.0
Scientific and photographic instruments and apparatus ... ..	8.5	5.0	5.1	4.2	4.1	3.7
Musical instruments... ..	24.3	13.1	13.6	17.9	6.9	9.4
Toys, games, and sports requisites...	13.2	8.5	11.0	9.4	9.3	8.7
<b>Gas, Water and Electricity Supply</b>	10.2	8.6	10.4	9.7	9.9	9.8
<b>Transport and Communication</b>						
Railway service ... ..	15.6	9.4	11.0	8.2	8.3	9.5
Tramway and omnibus service ...	5.4	4.6	5.6	4.0	3.8	4.9
Other road transport ... ..	20.5	17.6	19.4	16.7	16.7	16.6
Shipping service ... ..	33.2	29.6	30.8	27.9	26.8	30.1
Dock, harbour, canal, &c., service						
Port transport (docks, wharves, &c.) ... ..	36.0	32.6	35.5	33.7	33.7	31.0
Harbour, river and canal service	16.4	12.8	14.5	14.9	15.5	14.3
<i>Total, docks, harbours, &amp;c.</i> ...	33.2	29.8	32.5	31.0	31.0	28.5
Other transport, communication &c.	16.8	15.1	17.0	14.7	15.8	15.8
<b>Distributive Trades ... ..</b>	11.2	10.0	12.0	10.2	10.6	9.9
<b>Commerce, Banking, Insurance and Finance</b>	4.6	4.1	4.7	4.1	4.2	4.3
<b>Miscellaneous Trades and Services</b>						
National government service ...	12.8	12.7	14.9	11.7	13.1	13.4
Local government service ... ..	17.3	17.7	21.2	18.9	19.4	20.3
Professional services ... ..	5.4	4.6	5.4	4.6	4.7	4.9
Entertainments and sports ... ..	19.3	18.8	22.0	18.3	19.3	20.9
Hotel, public house, restaurant, boarding house, club, &c., service	13.9	12.4	17.7	12.4	14.2	17.7
Laundry service ... ..	7.9*	6.5*	8.2*	6.6*	6.8	7.3
Job dyeing, dry cleaning, &c. ...					5.1	8.3
Other industries and services ...	32.8	27.4	30.7	26.7	25.4	24.9
<b>All Industries and Services ...</b>	<b>19.3</b>	<b>16.3</b>	<b>16.2</b>	<b>15.2</b>	<b>14.7†</b>	<b>14.0†</b>

\*Separate figures are not available prior to July 1935.

† Provisional.

## APPENDIX XI

ESTIMATED NUMBERS OF PERSONS, UNDER 16 YEARS OF AGE, INSURED UNDER THE UNEMPLOYMENT INSURANCE ACT, 1935, IN GREAT BRITAIN ON 8TH JULY 1935.

<i>Industry</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Fishing ... ..	260	100	360
Coal mining ... ..	33,230	340	33,570
Other mining and quarrying ... ..	1,970	190	2,160
Non-metalliferous mining products ... ..	1,400	220	1,620
Brick, tile, pipe, &c., making ... ..	6,310	350	6,660
Pottery, earthenware, &c. ... ..	3,140	5,490	8,630
Glass ... ..	2,030	1,440	3,470
Chemicals, &c. ... ..	4,860	8,280	13,140
Metal manufacture ... ..	7,410	1,660	9,070
Engineering, &c. ... ..	39,970	8,260	48,230
Motor vehicles, cycles and aircraft ... ..	14,700	2,600	17,300
Other vehicle trades ... ..	3,440	410	3,850
Shipbuilding and ship-repairing ... ..	3,450	100	3,550
Stove, grate, &c., and general iron founding	5,850	1,200	7,050
Electric cable, apparatus, lamps, &c. ... ..	7,390	7,530	14,920
Hand tools, cutlery, saws, files ... ..	2,650	2,250	4,900
Watches, clocks, plate, jewellery, &c. ... ..	1,740	2,400	4,140
Other metal industries ... ..	21,640	17,680	39,320
Cotton repairing, spinning, &c. ... ..	6,020	11,400	17,420
Cotton manufacturing (weaving, &c.) ... ..	2,550	7,130	9,680
Woollen and worsted ... ..	5,850	10,410	16,260
Hosiery ... ..	1,790	11,760	13,550
Other textile industries ... ..	6,400	19,730	26,130
Textile bleaching, printing, dyeing, &c. ... ..	3,470	3,040	6,510
Leather and leather goods ... ..	3,510	3,830	7,340
Tailoring ... ..	5,190	20,070	25,260
Dressmaking and millinery ... ..	1,060	13,970	15,030
Shirts, collars, underclothing, &c. ... ..	920	14,200	15,120
Other dress industries ... ..	2,050	6,110	8,160
Boots, shoes, slippers and clogs ... ..	7,750	7,480	15,230
Bread, biscuits, cakes, &c. ... ..	7,430	11,240	18,670
Cocoa, chocolate and sugar confectionery ... ..	1,610	11,710	13,320
Other foods and drink and tobacco ... ..	6,860	13,300	20,160
Woodworking, &c. ... ..	19,310	5,520	24,830
Cardboard boxes, paper bags and stationery ... ..	2,270	10,280	12,550
Printing, publishing and bookbinding ... ..	14,380	15,810	30,190
Other paper, &c., industries ... ..	2,250	3,940	6,190
Building ... ..	29,930	810	30,740
Public works contracting ... ..	1,330	20	1,350
Other manufacturing industries ... ..	7,900	8,560	16,460
Gas, water and electricity supply ... ..	3,060	320	3,380
Transport, communication, &c. ... ..	17,760	1,310	19,070
Distributive trades ... ..	156,970	89,540	246,510
Commerce, banking, insurance and finance ... ..	5,100	2,410	7,510
Hotel, restaurant, boarding house, &c., service	5,590	10,200	15,790
Other industries and services ... ..	27,250	36,400	63,650
All industries and services ... ..	517,000	411,000	928,000

## APPENDIX XII

## ALIENS ORDER 1920

NUMBER OF PERMITS GRANTED AND FAVOURABLE RECOMMENDATIONS  
MADE IN 1935 SUMMARISED ACCORDING TO THE NATIONALITY OF  
THE INDIVIDUALS CONCERNED

Nationals of	No. of Permits granted	No. of favourable recommendations made to Home Office	Total
America, United States of	1,171	152	1,323
Argentine ... ..	18	4	22
Armenia ... ..	1	—	1
Austria ... ..	2,094	99	2,193
Belgium ... ..	242	27	269
Brazil ... ..	6	2	8
Bulgaria ... ..	7	1	8
China ... ..	109	13	122
Cuba ... ..	30	—	30
Czecho-Slovakia ... ..	327	36	363
Denmark ... ..	552	128	680
Danzig ... ..	3	6	9
Ecuador ... ..	—	2	2
Egypt ... ..	10	6	16
Estonia ... ..	14	35	49
Finland ... ..	28	42	70
France ... ..	1,064	219	1,283
Germany ... ..	2,236	866	3,102
Greece ... ..	33	3	36
Guatemala ... ..	2	—	2
Haiti ... ..	—	1	1
Hungary ... ..	206	31	237
Iceland ... ..	5	7	12
Italy ... ..	347	35	382
Japan ... ..	60	4	64
Latvia ... ..	27	2	29
Lithuania ... ..	45	—	45
Luxemburg ... ..	8	3	11
Mexico ... ..	7	1	8
Netherlands ... ..	364	65	429
Nicaragua ... ..	1	—	1
Norway ... ..	269	95	364
Palestine ... ..	3	2	5
Poland ... ..	155	19	174
Persia ... ..	36	8	44
Portugal ... ..	12	5	17
Roumania ... ..	26	9	35
Russia (U.S.S.R.) ... ..	12	17	29
Russia (others) ... ..	259	13	272
San Domingo ... ..	1	—	1
San Salvador ... ..	9	—	9
Spain ... ..	84	14	98
Sweden ... ..	243	119	362
Switzerland ... ..	1,161	216	1,377
Turkey ... ..	5	5	10
Uruguay ... ..	2	—	2
Venezuela ... ..	2	—	2
Yugoslavia ... ..	29	3	32
Stateless ... ..	19	3	22
<b>Total ... ..</b>	<b>11,344</b>	<b>2,318</b>	<b>13,662</b>

**APPENDIX XIII**  
**GOVERNMENT TRAINING CENTRES**  
**ANALYSIS OF RESULTS FOR THE YEAR 1935**

Centre	Number in training at 31st Dec. 1934	Number admitted to training during 1935	Total of Cols. 2 and 3	Premature terminations during 1935	Completed training during 1935	Number still in training at 31st Dec. 1935
Birmingham	363	1,372	1,735	227	1,014	494
Wallsend ...	235	683	918	149	518	251
Bristol ...	369	1,128	1,497	116	929	452
Glasgow ...	176	511	687	83	397	207
Park Royal	314	1,411	1,725	278	1,016	431
Watford ...	340	1,172	1,512	161	838	513
Letchworth	365	1,512	1,877	294	1,030	553
Waddon ...	345	1,149	1,494	167	822	505
Slough ...	148	1,230	1,378	188	641	549
<b>Total ...</b>	<b>2,655</b>	<b>10,168</b>	<b>12,823</b>	<b>1,663</b>	<b>7,205*</b>	<b>3,955</b>

\* 7,059 passed into employment on completion of training.



**APPENDIX XIV**  
**SPECIAL TRAINING SCHEMES ORGANISED BY VOLUNTARY BODIES**  
**ANALYSIS OF RESULTS DURING THE YEAR 1935**

Scheme	Type of Training	Number in training at 31st Dec., 1934	Number admitted to training during 1935	Total of Columns (3) and (4)	Premature terminations during 1935	Completed training and placed in employment or found work during 1935	Number still in training at 31st Dec., 1935
Hedingham Training and Employment Scheme (Boy Scouts Association).	Domestic employment (footmen, butlers, etc.) ...	70	527	597	58	419	120
Brighton and Hove School of Cookery	Cookery ...	17	120	137	4	101	32
The Service Training Centre, Tenterden, Kent. (Opened as the United Service Training Centre at Loose, near Maidstone in May 1934 and transferred to Tenterden in October, 1935) ... ..	do.	—	45	45	6	27	12
Restaurant Public Houses Assn. ...	Barmen, etc.	25	263	288	71	188	29
Total ... ..	—	112	955	1,067	139	735	193

III

APPENDIX XV

TABLE SHOWING THE RESULTS OF THE INSTRUCTIONAL CENTRES SCHEME (INCLUDING SUMMER CAMPS) FOR THE YEAR ENDED 31ST DECEMBER 1935

NOTE.—The camps are shown under the centres to which they were attached for administrative purposes and the results for the camps are included with those for the centre

Centre	Accommodation	Total admissions during the year	Terminations during the year					Total
			Placed in employment or found work on own account	Transferred to prospective employment	Completed course unplaced	Transferred to Government training centres	Dismissed or voluntarily relinquished training	
<i>Non-residential—</i>								
Andover ... ..	40	40	—	—	—	—	2	2
Carshalton ... ..	250	2,386	1,351	124	792	2	145	2,414
Rheola ... ..	200	997	55	3	834	—	77	969
<i>Residential—</i>								
Allerston ... ..	200	914	134	17	634	—	135	920
Bourne ... ..	250	1,730	153	59	1,276	1	140	1,629
Aslackby ... ..	150	—	—	—	—	—	—	—
Pickworth ... ..	150	—	—	—	—	—	—	—
Kirkby Underwood	150	—	—	—	—	—	—	—
Brechfa ... ..	200	934	61	8	688	—	129	886
Cynarth ... ..	150	—	—	—	—	—	—	—

Cranwich Heath ...	200	624	90	—	386	1	97	574
Fermyn Woods ...	200	1,134	110	1	725	2	244	1,082
Drayton ...	150	—	—	—	—	—	—	—
Glenbranter ...	200	1,375	38	2	979	1	330	1,350
Ballemeanoch ...	150	—	—	—	—	—	—	—
Hamsterley ...	200	821	77	22	598	—	72	769
High Lodge ...	200	1,037	116	2	778	—	118	1,014
West Harling ...	150	—	—	—	—	—	—	—
Kershopefoot ...	200	817	14	—	586	—	191	791
Kielder ...	200	1,034	62	8	659	1	208	938
Whickhope ...	150	—	—	—	—	—	—	—
Langdale End ...	200	43	—	—	—	—	—	—
Shobdon ...	200	1,271	226	8	840	1	215	1,290
Presteign ...	150	—	—	—	—	—	—	—
Wigmore ...	150	—	—	—	—	—	—	—
Weeting Hall ...	250	1,216	151	1	802	2	197	1,153
Lynn Field ...	120	—	—	—	—	—	—	—
West Tofts ...	200	931	152	—	589	1	106	848
Hockham Heath ...	100	—	—	—	—	—	—	—
Closed Centres ...	—	332	17	—	378	2	78	475
<i>Closed Unattached Camps—</i>								
Gilling ...	204	838	29	14	670	—	125	838
Glangwili ...	200							
Redesdale ...	200							
Total ...	5,714	18,474	2,836	269	12,214	14	2,609	17,942

## APPENDIX XVI

## JUVENILE TRANSFERENCE SCHEME.

(a) NUMBER OF JUVENILES TRANSFERRED FROM AREAS SCHEDULED UNDER THE SCHEME DURING EACH OF THE YEARS 1933, 1934 AND 1935.

		1933	1934	1935
<b>Boys</b>				
To industrial employment with grant	...	288	533	3,187
" " " without grant	...	829	1,128	1,693
" employment through vocational training schemes	... ..	not available		496
<b>Total (boys)</b>		<b>1,117</b>	<b>1,661</b>	<b>5,376</b>
<b>GIRLS</b>				
To domestic employment	... ..	2,638	3,007	3,497
To industrial employment with grant	...	44	135	575
" " " without grant	...	373	370	576
<b>Total girls industrial</b>		<b>417</b>	<b>505</b>	<b>1,151</b>
<b>Total (girls)</b>		<b>3,055</b>	<b>3,512</b>	<b>4,648</b>
<b>TOTAL BOYS AND GIRLS</b>		<b>4,172</b>	<b>5,173</b>	<b>10,024</b>

(b) TABLE SHOWING (BY DIVISIONS) THE NUMBER OF TRANSFERRED BOYS AND GIRLS PLACED IN MINISTRY OF LABOUR AND LOCAL EDUCATION AUTHORITY AREAS DURING EACH OF THE YEARS 1933, 1934 AND 1935

Division in which placed	1933				1934				1935*			
	Boys		Girls		Boys		Girls		Boys		Girls	
	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas
S.E.	463	136	710	190	830	180	649	234	1,818	263	909	289
S.W.	151	13	513	92	189	5	556	76	417	117	591	179
Mids.	167	—	100	74	154	7	226	87	1,196	662	445	151
N.E.	33	9	415	205	37	13	360	244	139	20	704	324
N.W.	70	3	330	41	80	1	456	32	121	9	403	85
Wales	49	—	171	—	65	3	283	11	72	4	212	131
<b>Total</b>	<b>956</b>	<b>161</b>	<b>2,353</b>	<b>602</b>	<b>1,452</b>	<b>209</b>	<b>2,828</b>	<b>684</b>	<b>3,805</b>	<b>1,075</b>	<b>3,489</b>	<b>1,159</b>

\* Note. — The figures in these columns are of juveniles transferred to employment *direct* or in the case of the girls through the centres of the Central Committee for Women's Training and Employment. In addition 496 boys were placed in employment from various Vocational Training Centres during 1935.

## APPENDIX, XVII

LIST OF ACTS, REGULATIONS AND ORDERS RELATING TO  
UNEMPLOYMENT INSURANCE PASSED OR MADE DURING  
YEAR ENDED 31ST DECEMBER 1935

ACTS	<i>Date</i>
The Unemployment Insurance Act, 1935 ...	26th February 1935
The Unemployment Insurance (Crediting of Contributions) Act, 1935	2nd August 1935

## REGULATIONS

Unemployment Insurance, Crediting of Contributions Regulations, 1935 (S.R. & O. 1935 No. 841)	8th August 1935
Unemployment Insurance, Inconsiderable Employment Regulations, 1935 (S.R. & O. 1935 No. 1359)	20th December 1935

## ORDERS

Unemployment Insurance, Insurance Industry Special Scheme (Variation and Amendment) Special Order, 1935 (S.R. & O. 1935 No. 97)	4th February 1935
Unemployment Insurance, Anomalies (Seasonal Workers) Order, 1935 (S.R. & O. 1935 No. 804)	2nd August 1935
Unemployment Insurance, Increase of Benefit in respect of Dependent Children Order, 1935 (S.R. & O. 1935 No. 1052)	25th October 1935
Unemployment Insurance, Banking Industry Special Scheme (Variation and Amendment) Order, 1935 (S.R. & O. 1935 No. 1073)	30th October 1935
Unemployment Insurance, Insurance Industry Special Scheme (Variation and Amendment) Order, 1935 (S.R. & O. 1935 No. 1074)	30th October 1935
Unemployment Insurance, Subsidiary Employments Order, 1935 (S.R. & O. 1935 No. 1109)	8th November 1935
Unemployment Insurance, Banking Industry Special Scheme (Variation and Amendment) (No. 2) Order, 1935 (S.R. & O. 1935 No. 1175)	23rd November 1935

LIST OF ACTS AND RULES RELATING TO UNEMPLOYMENT  
ASSISTANCE PASSED OR MADE DURING YEAR ENDED  
31ST DECEMBER 1935

ACTS	<i>Date</i>
The Unemployment Assistance (Temporary Provisions) Act, 1935	15th February 1935

## RULES

Unemployment Assistance (Determinations) Provisional Rules, 1935	3rd January 1935
--	------------------

## APPENDIX XVIII

AMOUNTS OF CONTRIBUTIONS TO THE UNEMPLOYMENT FUND FROM EMPLOYERS,  
EMPLOYED PERSONS AND THE EXCHEQUER SINCE 1ST APRIL, 1932

Period	Contributions					Less refunds of contri- butions paid in error
	Employers	Employed persons	Service Depts. (Sec. 41 of U.I. Act 1920)	Exchequer— in respect of ordinary benefit	Exchequer— in respect of transitional benefit and transitional payments (a)	
April 1932 to March 1933	£ 19,049,157	£ 19,049,157	£ 357,505	£ 19,182,223	£ 53,785,682	£ 91,375
April 1933 to March 1934	£ 19,652,105	£ 19,652,105	£ 290,097	£ 19,749,441	£ 52,182,329	£ 95,433
April 1934 to March 1935	£ 20,885,030	£ 20,885,030	£ 446,098	£ 21,047,587	£ 45,612,202	£ 120,980
April 1935 to December 1935 (9 mths)	£ 16,141,010	£ 16,141,010	£ 282,604	£ 16,239,300	£ 33,993,000	£ 86,030

(a) In addition deficiency grant amounting to £444,577 was contributed by the Exchequer in the year ended 31st March, 1932 and £6,363,377 in the year ended 31st March, 1933.

## APPENDIX XIX

DECISIONS GIVEN BY THE STATUTORY AUTHORITIES SET  
UP UNDER THE UNEMPLOYMENT INSURANCE ACTS

## I. COURTS OF REFEREES

*Decisions by Courts of Referees 1st January to 31st December 1935*

Claims referred to Courts of Referees ... ..	442,579
Number allowed ... ..	120,348
Number disallowed ... ..	322,231

*Analysis of Claims Disallowed by Courts of Referees*

<i>Ground of Disallowance</i>	<i>Number disallowed</i>
Contributions conditions not fulfilled ... ..	2,014
Failure to satisfy anomalies regulations ... ..	57,066
Not normally insurable and/or not normally seeking to obtain a livelihood by means of insurable employment ... ..	26,910
Employment lost through misconduct ... ..	46,535
Employment left voluntarily without just cause...	91,883
Failure or refusal to apply for or accept suitable employment or failure to carry out written directions or neglect of opportunity ... ..	32,118
Not unemployed ... ..	10,515
Not capable of work or not available for work ...	22,195
Dependants benefit ... ..	13,125
Trade dispute cases† ... ..	1,933
Other grounds ... ..	17,937
Total ... ..	<u>322,231</u>

II. TRADE DISPUTE CASES† DEALT WITH BY INSURANCE  
OFFICERS 1ST JANUARY TO 31ST DECEMBER 1935

Number referred to Divisional Insurance Officers and the	
Chief Insurance Officer ... ..	45,610
Number allowed ... ..	12,773
Number disallowed ... ..	32,837

## III. UMPIRE

Number of claims referred to the Umpire ... ..	8,746
Number allowed ... ..	3,923
Number disallowed ... ..	4,823

## Analysis of Umpire's Decisions

Ground on which claim was questioned	Appeal by Insurance Officer				Appeal by claimant	Appeal by Association	Totals			
	against allowance by Court of Referees	against disallowance by Court of Referees								
	Umpire's Decisions									
	Appeal Supported	Appeal Not Supported	Appeal Supported	Appeal Not Supported	Appeal Supported	Appeal Not Supported	Appeal Supported	Appeal Not Supported	Appeal Supported	Appeal Not Supported
Contribution conditions ...	17	7	7	2	17	28	4	12	45	4
Transitional conditions ...	95	17	45	10	117	329	35	60	292	4
Anomalies :—										
Regulation 1...	1	—	—	—	2	1	—	—	3	
Seasonal Workers' Order ...	228	55	430	44	318	403	87	82	1,063	5
Regulation 3...	15	6	27	5	20	22	6	8	68	
Regulation 4...	184	51	192	26	132	174	101	101	609	3
Unemployed ...	175	56	112	23	63	95	42	84	392	2
Capable of work Available for work ...	10	—	8	1	9	3	8	1	35	
Voluntarily leaving ...	27	21	30	18	36	86	48	57	141	1
Misconduct ...	133	44	344	50	145	259	41	113	663	4
Sections 28 :—	78	36	194	30	45	177	27	81	344	3
Refusals of or failure to apply for work ...	213	34	218	34	109	177	48	155	588	4
Dependants' Benefit ...	245	43	198	27	71	93	29	61	543	2
Trade Disputes†	32	8	21	2	3	16	33	85	89	1
Courses of Instruction ...	2	2	12	—	2	8	—	4	16	
Other Grounds*	94	5	39	17	26	91	37	119	196	2
Totals ...	1,549	385	1,877	289	1,115	1,962	546	1,023	5,087	36
	Grand Total ...								8,746	

\* Includes antedating.

† The figures for Trade Dispute cases, may include test cases and the total number of individuals concerned may be considerably in excess of the figures shown in the table.



IV. ANALYSIS OF CASES SUBMITTED TO THE STATUTORY  
 AUTHORITIES DURING THE YEAR UNDER THE ANOMA-  
 LIES REGULATIONS

—	Referred to Courts Referees			Referred to Umpire on Appeal		
	Allowed	Disallowed	Total	Allowed	Disallowed	Total
Regulation 1 Seasonal Workers' Order ...	—	—	—	2	2	4
Regulation 3	3,265	13,339	16,604	757	890	1,647
Regulation 4	612	1,596	2,208	50	59	109
	16,032	42,131	58,163	485	476	961
Total ...	19,909	57,066	76,975	1,294	1,427	2,721

**APPENDIX XX**  
**UNEMPLOYMENT FUND**

**(a) APPROXIMATE RECEIPTS AND PAYMENTS OF THE UNEMPLOYMENT  
FUND APPROPRIATE TO THE PERIOD FROM 1ST JANUARY 1935 TO  
31ST DECEMBER 1935**

**INSURANCE ACCOUNT**

<i>Receipts</i>		<i>£</i>
Contributions from employers and employed persons... ..		42,619,396
Contributions from defence departments (Admiralty, War Office and Air Ministry) ... ..		470,489
Contributions from exchequer for benefit (" equal thirds ")		21,482,200
Interest on investments ... ..		181,438
Other receipts ... ..		17,624
Total receipts ... ..		<u>£64,771,147</u>
<i>Payments</i>		<i>£</i>
Benefit ... ..		44,055,000
Cost of administration of benefit ... ..		4,500,000
Debt service: Sec. 60(2) 1935 Act ... ..		5,000,000
Other payments and refunds ... ..		293,522
Total payments... ..		<u>£53,848,522</u>
Excess of receipts over payments for the calendar year 1935 ... ..		<u>£10,922,625*</u>

**TRANSITIONAL PAYMENTS ACCOUNT**

	<i>£</i>
Transitional payments and unemployment allowances (including supplementary allowances) ... ..	42,607,000
Administrative expenses, excluding expenses borne on the separate Vote for the Unemployment Assistance Board	2,850,000
Exchequer grant in respect of above ... ..	<u>£45,457,000</u>

\* After allowing for the balance in hand at 1st January 1935 the balance carried forward on the insurance account at 31st December 1935 was £21,449,810 which, together with the accrued charge for debt service for the quarter ended 31st December 1935 and sundry balances, was invested by the National Debt Commissioners.

**(b) ARRANGEMENTS FOR THE FUNDING OF THE DEBT OF THE UNEMPLOYMENT  
FUND**

Provision was made in the Unemployment Insurance Act, 1934 (consolidated in the Act of 1935) for the funding of the debt outstanding on 1st July 1934, and for repayment (including interest) by half-yearly payments of £2,500,000 starting on 30th September 1934. The amount of the debt so funded was £105,780,000 representing the total sums advanced (net) by the Treasury between July 1921 and March 1932 (£115,000,000), less the total amount repaid (£9,220,000) between November 1933, and June 1934, out of the surplus accrued on Insurance Account. The amount of the debt outstanding at 31st December 1935 was £105,510,388.

## APPENDIX XXI

COST OF ADMINISTRATION OF UNEMPLOYMENT INSURANCE  
AND TRANSITIONAL PAYMENTS (a) (b)

Financial Year	Total cost of administration of Unemployment Insurance including transitional payments (a) (b)			Cost of administration of benefit	
	Borne on Ministry of Labour Vote	Borne on Votes of other Government Departments	Total.	Amount (c)	Percentage of net contribution income of the Unemployment Fund
(1)	(2) £	(3) £	(4) £	(5) £	(6) Per cent.
1930-31	4,953,272	1,718,119	6,671,391	5,601,845	12.6
1931-32	5,313,758	1,683,124	6,996,882	5,364,061	10.6
1932-33	6,034,509	1,564,788	7,599,297	4,213,315	7.3
1933-34	5,944,880	1,550,917	7,495,797	3,755,564	6.3
1934-35	5,869,829	1,687,065	7,556,894	4,144,054	6.6
1935-36 (estimated)	5,455,000	1,770,000	7,225,000	4,490,000	6.8

(a) Transitional benefit before 12th November 1931.

(b) Includes, as from 7th January 1935, the cost of administration of unemployment assistance, other than the cost borne on the Vote for the Unemployment Assistance Board.

(c) The amounts in this column represent the net charges borne by the Unemployment Fund in respect of the cost of administration except in 1930-31 in which year the statutory limitation (one-eighth of the net income of the Fund) came into effect, when the net charge on the Fund was £5,249,747.

## APPENDIX XXII

## COMPARATIVE TABLE OF TRADE BOARD MINIMUM TIME RATES

## LOWEST GRADES OF EXPERIENCED ADULT MALE AND FEMALE WORKERS

Note 1.—Except where otherwise stated, the rates apply to the whole of Great Britain.

Note 2.—Except where otherwise stated, the rates are operative at the age of 18 in the case of females, and at 21 in the case of males.

Note 3.—Rates of Boards marked (\*) rise or fall in accordance with a scale regulated by the cost of living figure in the *Ministry of Labour Gazette*.

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935
	Per hour s d	Per hour s d	Per hour d	Per hour d
Aerated Waters (England and Wales) ... ..	I I	I I	7	7
Aerated Waters (Scotland)—				
Orkney and Shetland Islands	10½	10½	5½	5½
Rest of Scotland ... ..	11½	11½	6½	6½
Boot and Floor Polish ... ..	I 1½	I 1½	7½	7½
Boot and Shoe Repairing ... ..	I 2¼	I 2¼	10½ (b)	10½ (b)
*Brush and Broom ... ..	10½	11	6½ (b)	6½ (b)
Button Manufacturing ... ..	I 1½	I 1½	6½	6½
*†Chain ... ..	I I	I 1½	5½	5½
Coffin Furniture and Cerement Making—				
*Coffin furniture section ...	I 0¼(g)	I 0¼(g)	6¼ (b)	6¼ (b)
Cerement making section ...	—	—	7½ (d) (f)	7½ (d) (f) †
Corset ... ..	I I (c)	I I (c)	7	7
Cotton Waste Reclamation—				
England and Wales ... ..	10½	10½	6½	6½
Scotland ... ..	10½	10½	6	6
Cutlery ... ..	11	11	6 (b)	6 (b)
Dressmaking and Women's Light Clothing (England and Wales)—				
Retail bespoke dressmaking branch ... ..	I 0 (c)	I 0 (c)	6½, 7, 7½ (f) (j)	6½, 7, 7½ (f) (j)
Other branches ... ..	I 0 (c)	I 0 (c)	7 (f)	7 (f)
Dressmaking and Women's Light Clothing (Scotland)—				
Retail branch ... ..	I 0 (c)	I 0 (c)	7, 7½ (f) (j)	7, 7½ (f) (j)
Other branches ... ..	I 0 (c)	I 0 (c)	6½	6½
Drift Nets Mending ... ..	—	—	6 (e)	6 (e)
Flax and Hemp ... ..	9½	10½	5½	6
Fur ... ..	I I	I I	7½ (a)	7½ (a)
Fustian Cutting ... ..	10	10	5½	5½
General Waste Materials Reclamation ... ..	10	10½	6	6

## APPENDIX XXII—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935
	Per hour s d	Per hour s d	Per hour d	Per hour d
*Hair Bass and Fibre ... ..	10½	10½	6½	6½
Hat, Cap and Millinery (England and Wales) ... ..	1 0 (c)	1 0 (c)	7 (f)	7 (f)
Hat, Cap and Millinery (Scotland)—				
Wholesale cloth hat and cap making branch ... ..	1 2 (c)	1 2 (c)	7½	7½
Other branches ... ..	1 2 (c)	1 2 (c)	7, 7½(f)(j)	7, 7½(f)(j)
Hollow-ware ... ..	11½	11½	6½	6½
Jute ... ..	9½	9½	6	6
Keg and Drum ... ..	11½	1 0	6½	7
†Lace Finishing ... ..	—	—	6½	6½
Laundry—				
Cornwall and North of Scotland ... ..	1 1½	1 1½	6½	6½
Rest of Great Britain ... ..	1 1½	1 1½	7	7
Linen and Cotton Handkerchief and Household Goods and Linen Piece Goods ... ..	11½	11½	6½	6½
Made-up Textiles ... ..	9½	9½	5½	5½
Milk Distributive (England and Wales) ... ..	10½d, 1s 1d, 1s 2d (j)	10½d, 1s 1d, 1s 2d (j)	6½, 7½, 8½ (b) (j)	6½, 7½, 8½ (b) (j)
Milk Distributive (Scotland) ... ..	11½	11½	6½ (b)	6½ (b)
Ostrich and Fancy Feather and Artificial Flower ... ..	1 0 (c)	1 0 (c)	7	7
Paper Bag ... ..	1 1½	1 1½	7½	7½
Paper Box ... ..	1 0½(c)	1 0½(c)	7½	7½
*Perambulator and Invalid Carriage ... ..	11½	11½	6½ (b)	6½ (b)
Pin, Hook and Eye, and Snap Fastener ... ..	10½	10½	6½ (b)	6½ (b)
Ready-made and Wholesale Bespoke Tailoring ... ..	11 (c)	11 (c)	7 (f)	7 (f)
Retail Bespoke Tailoring (England and Wales)—				
Northern District ... ..	11d, 11½d, 1s 0½d, 1s 1½d (i) (j)		7½, 8½, 8½ (h) (j)	
Yorkshire ,, ... ..	1s, 1s 0½d, 1s 2d, 1s 3d (i)(j)		8, 9, (h)(j)	
East Lancashire District	1 1½, 1 2, 1 2½, 1 3½ (i) (j)		8½, 9½ (h) (j)	
		The rates in operation at 31 December 1934 remained unchanged		The rates in operation at 31 December 1934 remained unchanged

APPENDIX XXII—*continued*

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935
Retail Bespoke Tailoring (England and Wales)— <i>contd.</i>	Per hour s d	Per hour s d	Per hour d	Per hour d
West Lancashire District ...	1 0 $\frac{1}{8}$ 1 1 $\frac{1}{2}$ 1 2 (i) (j)		8, 8 $\frac{1}{8}$ , 8 $\frac{1}{2}$ (h) (j)	
North Midland " ...	1 0 1 1 1 1 $\frac{7}{8}$ 1 2 $\frac{1}{4}$ (i) (j)	The rates in operation at 31 December 1934 remained unchanged.	7 $\frac{1}{2}$ , 7 $\frac{7}{8}$ , 8 $\frac{1}{2}$ (h) (j)	The rates in operation at 31 December 1934 remained unchanged.
Central Midland " ...	1 1 $\frac{1}{2}$ 1 0 $\frac{5}{8}$ 1 2 1 3 (i) (j)		7 $\frac{1}{2}$ , 8 $\frac{1}{8}$ , 9, 9 $\frac{1}{2}$ (h) (j)	
South Midland " ...	1 1 1 2 1 2 $\frac{1}{2}$ 1 3 $\frac{1}{4}$ (i) (j)		8, 8 $\frac{1}{2}$ , 9, 9 $\frac{1}{2}$ (h) (j)	
Eastern " ...	1 0 $\frac{1}{8}$ 1 0 $\frac{5}{8}$ 1 1 $\frac{1}{4}$ 1 2 (i) (j)		8, 8 $\frac{1}{8}$ , 8 $\frac{1}{2}$ , 9 (h) (j)	
South Eastern " ...	1 0 1 1 $\frac{1}{4}$ 1 2 (i) (j)		8, 8 $\frac{1}{4}$ , 9, (h) (j)	
London " ...	1 0 $\frac{1}{8}$ 1 1 $\frac{1}{8}$ 1 2 1 2 $\frac{1}{2}$ 1 3 (i) (j)		8, 8 $\frac{1}{8}$ , 8 $\frac{1}{4}$ , 9, 9 $\frac{1}{4}$ (h) (j)	
South Western " ...	1 1 $\frac{1}{8}$ 1 0 $\frac{1}{4}$ 1 1 1 2 (i) (j)		8, 8 $\frac{1}{4}$ , 9, (h) (j)	
Central Southern " ...	1 1 1 2 1 3 (i) (j)		8, 9 (h) (j)	

## APPENDIX XXII—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1934	Rates in operation at 31 Dec. 1935
	Per hour s d	Per hour s d	Per hour d	Per hour d
Retail Bespoke Tailoring (England and Wales)— <i>contd.</i> North Wales District ...	1 1 1 1½ 1 2½ (i) (j)	The rates in operation at 31 December 1934 remained un- changed	9 (h)	The rates in operation at 31 December 1934 remained un- changed
South Wales „ ...	11 ½ 1 0½ 1 1 1 2 (i) (j)		8, 8½, 9 (h) (j)	
Retail Bespoke Tailoring (Scotland) ... ..	11d, 1s (g) (j)	11d, 1s (g) (j)	7, 7½ (f) (j)	7, 7½ (f) (j)
Rope, Twine and Net ... ..	10	10	6½	6½
Sack and Bag ... ..	10½	10½	6½	6½
Shirtmaking ... ..	1 1 (c)	1 1 (c)	7 (f)	7 (f)
Stamped or Pressed Metal Wares	11	11	6½	6½
Sugar Confectionery and Food Preserving ... ..	1 0 (d)	1 0 (d)	6½	6½
Tin Box ... ..	1 1	1 1	7½	7½
Tobacco ... ..	1 3½	1 3½	9½ (b)	9½ (b)
Toy Manufacturing ... ..	1 0½	1 0½	6½ (b)	6½ (b)
Wholesale Mantle and Costume	11 ½ (c)	11 ½ (c)	7	7

Note—(a) At 19 years of age (b) At 21 years of age  
(c) At 22 years of age (d) At 24 years of age  
(e) On completion of 2 years' employment in the trade  
(f) On completion of 4 years' employment in the trade  
(g) On completion of 5 years' employment in the trade  
(h) On completion of 7 years' employment in the trade  
(i) On completion of 8 years' employment in the trade  
(j) Dependent on Area as graded by the Trade Board

† The minimum rates in the Chain Trade and Lace Finishing Trade are not fixed by reference to sex. The rates shown under the column "Female Workers" are those applicable to work usually performed by women, and the rates shown under the column "Male Workers" are those applicable to work usually performed by men.

‡ For the period 1st October 1935 to 31st March 1936.

APPENDIX XXIII

INSPECTIONS COMPLETED AND VISITS PAID UNDER THE TRADE BOARDS ACTS DURING THE YEAR 1935

Trade	Number of establishments on Trade Board lists at 31st Dec. 1935	* Estimated number of persons normally seeking employment in occupations within the scope of the Board	Approximate percentage of females in the Trade	Inspections					Visits (other than inspections)
				Total number of inspections made	At establishments employing				
					Under 6 workers	6-20 workers	21-100 workers	Over 100 workers	
Aerated waters (E. & W.) ... ..	1,424	10,530	50	323	227	85	11	—	109
Aerated waters (Scot.) ... ..	184			44	23	18	3	—	1
Boot and floor polish ... ..	149	1,790	69	37	29	7	1	—	12
Boot and shoe repairing ... ..	12,936	27,390	2	2,935	2,793	112	28	2	1,552
Brush and broom ... ..	552	9,400	55	122	67	37	16	2	133
Button manufacturing ... ..	160	4,990	77	37	17	9	8	3	21
Chain ... ..	143	1,280	31	30	20	8	2	—	32
Coffin furniture and cerement making... ..	48	1,240	67	15	8	4	3	—	4
Corset ... ..	263	8,780	93	62	37	9	12	4	30
Cotton waste reclamation ... ..	183	2,980	60	48	16	19	13	—	18
Cutlery ... ..	932	13,630	45	466	322	86	47	11	441
Dressmaking and women's light clothing (E. & W.) ... ..	11,756	120,320	98	2,757	1,861	585	271	40	1,318
Dressmaking and women's light clothing (Scot.) ... ..	946								
Drift nets mending ... ..	175	1,690	100	38	147	44	23	2	76
Flax and hemp ... ..	95	14,160	79	22	1	3	12	6	17
Fur ... ..	1,640	12,280	54	348	200	118	29	1	232
Fustian cutting ... ..	31	1,350	85	16	1	5	9	1	18
General waste materials reclamation... ..	1,986	16,590	49	430	298	96	32	4	184
Hair, bass and fibre ... ..	63	1,530	54	16	6	6	4	—	17
Hat, cap and millinery (E. & W.) ... ..	4,437	57,940	82	965	726	151	66	22	489
Hat, cap and millinery (Scot.) ... ..	308								

126

\* H.C. 1935



Hollow-ware ... ..	107	7,580	49	24	7	5	10	2	17
Jute ... ..	94	26,780	74	25	3	1	2	19	19
Keg and drum ... ..	114	2,690	20	30	11	8	8	3	10
Lace finishing ... ..	252	1,940	99	54	36	15	3	—	101
Laundry ... ..	6,668	119,560	93	1,436	794	281	311	50	368
Linen and cotton handkerchief, etc. ...	390	8,700	97	93	44	21	23	5	46
Made-up textiles ... ..	391	3,840	63	89	54	21	11	3	53
Milk distributive (E. & W.) ... ..	14,131	88,030	11	2,778	2,205	399	165	9	2,610
Milk distributive (Scot.) ... ..	2,120		30	469	281	160	28	—	221
Ostrich and fancy feather, etc. ...	129	2,740	94	31	11	13	7	—	28
Paper bag ... ..	416	8,590	85	95	47	25	20	3	67
Paper box ... ..	1,233	40,370	86	259	82	81	88	8	151
Perambulator and invalid carriage ...	107	4,500	40	26	14	8	3	1	23
Pin, hook and eye ... ..	36	2,050	82	8	3	2	2	1	4
Readymade and wholesale bespoke tailoring.	6,062	174,700	76	1,280	844	274	107	55	761
Retail bespoke tailoring (E. & W.) ...	9,628	48,230	56	2,062	1,758	280	22	2	1,235
Retail bespoke tailoring (Scot.) ...	1,324			282	229	42	11	—	—
Rope, twine and net ... ..	423	17,980	73	96	36	30	27	3	32
Sack and bag ... ..	318	4,830	80	86	44	23	18	1	23
Shirtmaking ... ..	1,074	42,390	93	234	84	69	62	19	167
Stamped or pressed metal wares ...	371	9,030	78	76	32	23	18	3	42
Sugar confectionery and food preserving	1,774	85,560	81	410	195	120	58	37	176
Tin box ... ..	211	18,680	86	49	8	14	21	6	16
Tobacco ... ..	215	29,380	74	51	24	8	11	8	27
Toy manufacturing ... ..	413	15,380	68	98	34	34	21	9	148
Wholesale mantle and costume ...	4,885	64,470	73	1,052	589	324	125	14	761
Unclassified ... ..	—	—	—	—	—	—	—	—	41
<b>Total ... ..</b>	<b>91,297</b>	<b>1,135,870</b>	<b>†73</b>	<b>20,189</b>	<b>14,356</b>	<b>3,698</b>	<b>1,775</b>	<b>360</b>	<b>11,990</b>

\* These estimates which are no more than an indication of the relative size of the trades concerned are based upon the number of persons found in inspected establishments who were entitled to minimum rates. They exclude workers engaged in occupations for which minimum rates have not been fixed and are not comparable with the figures published in the Report for 1928. A comparison with census and unemployment insurance figures suggests that if workers outside the scope of the minimum rates are taken into account the total number of workers in Trade Board trades may be of the order of 1,860,000.

† Average percentage of females in all Trade Board trades.

APPENDIX XXIV  
TRADE BOARD ACTS

NUMBER OF WORKERS WHOSE WAGES WERE EXAMINED AND TO WHOM ARREARS WERE PAID AND CLASSIFICATION OF WORKERS  
TO WHOM ARREARS OF WAGES WERE PAID

TRADE	Number of workers		Number of workers to whom arrears were paid analysed to show the percentage of the appropriate minimum rate paid to them before arrears were claimed				Total amount of arrears paid	Time workers		Piece workers other than home workers		Home workers	
	whose wages were examined in establishments inspected	to whom arrears were paid	Over 90 per cent	75 per cent to 90 per cent	50 per cent to 75 per cent	Under 50 per cent		Number of workers	Amount paid	Number of workers	Amount paid	Number of workers	Amount paid
Aerated waters (E. & W.) ...	1,793	94	42	36	14	2	£ 389	94	£ 389	—	£ —	—	£ —
Aerated waters (Scot.) ...	331	14	5	6	3	—	59½	14	59½	—	—	—	—
Boot and floor polish ...	166	1	—	1	—	—	1	1	1	—	—	—	18½
Boot and shoe repairing ...	6,075	244	124	86	29	5	1,548	197	1,429½	41	100	6	—
Brush and broom ...	1,721	62	38	15	9	—	200	47	180	9	18½	6	1½
Button manufacturing ...	891	10	5	5	—	—	58	8	57½	2	½	—	—
Chain ...	163	—	—	—	—	—	—	—	—	—	—	—	—
Coffin furniture and cereumnt making.	215	6	4	2	—	—	44	6	44	—	—	—	—
Corset ...	1,624	13	8	5	—	—	46½	13	46½	—	—	—	—
Cotton waste reclamation ...	732	40	39	1	—	—	92	40	92	—	—	—	—
Cutlery ...	4,622	74	51	23	—	—	126	54	99	17	21	3	6
Dressmaking and women's light clothing (E. & W.).	28,495	544	275	215	49	5	2,282	512	2,258	31	23½	1	—
Dressmaking and women's light clothing (Scot.).	2,138	74	43	26	5	—	167	61	87	13	80	—	—
Drift nets mending ...	168	—	—	—	—	—	—	—	—	—	—	—	—
Flax and hemp ...	1,604	66	17	—	49	—	28½	56	24½	10	4	—	—
Fur ...	2,756	109	52	41	15	1	665	105	653½	4	11½	—	—
Fustian cutting ...	630	—	—	—	—	—	—	—	—	—	—	—	—
General waste materials reclamation.	3,417	185	111	63	11	—	683½	185	683½	—	—	—	—

Hair, bass and fibre ... ..	297	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Hat, cap and millinery (E. & W.)	10,784	142	68	53	17	4	1,073	135	1,065½	6	—	7	—	—	—	—	—	—
Hat, cap and millinery (Scot.)...	368	10	9	1	—	—	16	10	16	—	—	—	—	—	—	—	—	—
Hollow-ware ... ..	1,690	29	29	—	—	—	133	29	133	—	—	—	—	—	—	—	—	—
Jute ... ..	6,086	100	100	—	—	—	177½	18	23	82	154½	—	—	—	—	—	—	—
Keg and drum ... ..	946	4	2	2	—	—	7½	4	7½	—	—	—	—	—	—	—	—	—
Lace finishing ... ..	306	6	—	3	3	—	10	—	—	1	—	—	—	—	—	—	—	—
Laundry ... ..	25,507	560	413	113	32	2	1,107½	518	1,057½	42	50	—	—	—	—	—	—	—
Linen and cotton handkerchief, etc.	2,466	18	9	8	1	—	69½	14	69	4	—	—	—	—	—	—	—	—
Made-up textiles ... ..	1,130	16	10	5	1	—	56½	16	56½	—	—	—	—	—	—	—	—	—
Milk distributive (E. & W.) ...	15,551	927	462	345	109	11	7,658½	927	7,658½	—	—	—	—	—	—	—	—	—
Milk distributive (Scot.) ...	3,222	71	26	26	17	2	467½	71	467½	—	—	—	—	—	—	—	—	—
Ostrich and fancy feather, etc.	471	33	8	25	—	—	113	25	107	8	6	—	—	—	—	—	—	—
Paper bag ... ..	1,721	88	66	19	3	—	351½	53	200½	35	151	—	—	—	—	—	—	—
Paper box ... ..	6,536	266	185	72	9	—	726½	257	701½	9	25	—	—	—	—	—	—	—
Perambulator and invalid car- riage.	423	9	6	3	—	—	30	9	30	—	—	—	—	—	—	—	—	—
Pin, hook and eye ... ..	275	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Readymade and wholesale be- spoke tailoring.	19,823	803	652	115	34	2	2,037	411	1,417	392	620	—	—	—	—	—	—	—
Retail bespoke tailoring(E.& W.)	7,056	161	86	62	13	—	980½	139	785½	16	98	6	97	—	—	—	—	—
Retail bespoke tailoring (Scot.)	1,181	22	8	13	1	—	116	10	25½	9	75½	3	15	—	—	—	—	—
Rope, twine and net ... ..	2,156	20	15	4	1	—	49½	20	49½	—	—	—	—	—	—	—	—	—
Sack and bag ... ..	1,411	18	5	11	2	—	27½	18	27½	—	—	—	—	—	—	—	—	—
Shirtmaking ... ..	7,662	130	71	49	10	—	408	105	389½	21	16	4	2½	—	—	—	—	—
Stamped or pressed metal wares	1,640	48	35	12	1	—	112	37	108	11	4	—	—	—	—	—	—	—
Sugar confectionery and food preserving.	14,390	712	588	66	57	1	946	510	712½	202	233½	—	—	—	—	—	—	—
Tin box ... ..	2,425	15	5	5	5	—	58½	11	35	4	23½	—	—	—	—	—	—	—
Tobacco ... ..	3,228	8	—	2	5	1	191	8	191	—	—	—	—	—	—	—	—	—
Toy manufacturing ... ..	2,645	38	21	12	5	—	132	33	131	5	1	—	—	—	—	—	—	—
Wholesale mantle and costume	11,774	354	198	110	45	1	1,991½	346	1,972½	8	19	—	—	—	—	—	—	—
<b>Total ... ..</b>	<b>210,911</b>	<b>6,144</b>	<b>3,891</b>	<b>1,661</b>	<b>555</b>	<b>37</b>	<b>25,437</b>	<b>5,127</b>	<b>23,542</b>	<b>982</b>	<b>1,744</b>	<b>35</b>	<b>151</b>	—	—	—	—	—

**APPENDIX XXV**  
**BREACHES OF THE TRADE BOARDS ACTS IN 1935**  
*Number of establishments in respect of which offences were reported*

Trade	Underpayments		Notices		Failure to keep adequate records			
	Number of establishments by which arrears were paid	Number of workers to whom arrears were paid	Not posted	In-adequate	Of wages paid		Of time worked	
					Not kept	In-adequate	Not kept	In-adequate
Aerated waters (E. & W.) ...	43	94	20	5	13	7	72	27
Aerated waters (Scot.) ...	6	14	3	1	—	2	4	5
Boot and floor polish ...	1	1	1	—	1	—	3	1
Boot and shoe repairing ...	178	244	296	269	284	81	763	139
Brush and broom ...	27	62	8	9	3	3	16	8
Button manufacturing ...	5	10	4	1	1	1	2	—
Chain ...	—	—	2	1	—	1	1	—
Coffin furniture and cerement making.	4	6	1	2	—	—	—	—
Corset ...	8	13	8	—	3	—	15	5
Cotton waste reclamation ...	3	40	—	1	—	1	—	1
Cutlery ...	25	74	33	24	89	10	144	30
Dressmaking and women's light clothing (E. & W.).	303	544	217	212	249	79	916	234
Dressmaking and women's light clothing (Scot.).	21	74	13	10	14	12	40	9
Drift nets mending ...	—	—	1	—	—	—	2	—
Flax and hemp ...	7	66	—	1	—	—	2	2
Fur ...	67	109	47	14	17	8	117	28
Fustian cutting ...	—	—	—	—	—	1	2	—
General waste materials reclamation.	66	185	43	44	40	12	133	38

Hair, bass and fibre ... ..	—	—	—	—	—	—	2	I
Hat, cap and millinery (E. & W.)	84	142	82	50	40	17	290	77
Hat, cap and millinery (Scot.) ...	9	10	I	I	I	2	8	3
Hollow-ware ... ..	3	29	2	—	I	—	2	3
Jute ... ..	8	100	—	—	—	—	—	I
Keg and drum ... ..	3	4	I	—	I	—	2	I
Lace finishing ... ..	2	6	I	I	—	6	8	—
Laundry ... ..	178	560	205	49	68	18	279	108
Linen and cotton handkerchief, etc.	5	18	10	2	I	I	16	6
Made-up textiles ... ..	10	16	11	9	I	2	12	7
Milk distributive (E. & W.) ...	495	927	703	127	670	140	1,194	380
Milk distributive (Scot.) ...	38	71	74	38	70	12	141	38
Ostrich and fancy feather, etc. ...	7	33	3	I	—	—	6	2
Paper bag ... ..	19	88	6	7	I	I	12	7
Paper box ... ..	74	266	7	12	I	4	23	22
Perambulator and invalid carriage	6	9	I	I	—	—	—	2
Pin, hook and eye ... ..	—	—	I	—	—	—	—	I
Readymade and wholesale bespoke tailoring.	152	803	184	72	131	42	398	103
Retail bespoke tailoring (E. & W.)	123	161	231	113	226	54	583	125
Retail bespoke tailoring (Scot.)...	16	22	17	16	18	10	44	5
Rope, twine and net ... ..	12	20	4	I	2	I	9	5
Sack and bag ... ..	9	18	7	5	I	—	8	5
Shirtmaking ... ..	38	130	19	15	5	3	51	19
Stamped or pressed metal wares...	10	48	6	4	—	—	4	2
Sugar, confectionery and food preserving.	59	712	36	22	15	10	89	34
Tin box ... ..	3	15	—	—	—	I	I	2
Tobacco ... ..	3	8	3	6	2	—	8	4
Toy manufacturing ... ..	16	38	13	6	3	—	23	3
Wholesale mantle and costume ...	149	354	176	71	82	29	459	81
<b>Total ... ..</b>	<b>2,295</b>	<b>6,144</b>	<b>2,501</b>	<b>1,223</b>	<b>2,054</b>	<b>571</b>	<b>5,904</b>	<b>1,574</b>

## APPENDIX XXVI

CHANGES IN RATES OF WAGES IN GREAT BRITAIN AND  
NORTHERN IRELAND 1935NUMBERS OF WORKPEOPLE AFFECTED BY CHANGES IN RATES OF  
WAGES REPORTED IN 1935 AND THE NET AMOUNT OF CHANGE  
IN THE WEEKLY RATES OF WAGES OF THESE WORKPEOPLE \*

Industry Group	Approximate Number of separate Individuals reported as affected by Net Increases or Net De- creases, respectively, in Rates of Wages		Estimated Net Weekly Increase in the Rates of Wages of all Work- people affected†
	Net Increases	Net Decreases	
Coal mining ... ..	27,850	550	£ 1,125
Other mining and quarrying.	18,600	—	1,650
Brick, pottery, glass, chemicals, etc.	100,950	—	10,200
Iron and steel ... ..	117,750	150	11,725
Engineering‡ ... ..	483,950	—	40,475
Shipbuilding ... ..	10,250	—	1,050
Other metal ... ..	115,450	5,600	10,825
Textile ... ..	177,400	41,000	9,850
Clothing ... ..	11,550	150	1,125
Food, drink and tobacco	26,450	2,750	2,825
Woodworking, furni- ture, etc.	29,200	—	2,850
Paper, printing, etc. ...	3,250	—	725
Building, public works, contracting, etc.	523,950	100	47,425
Gas, water and elec- tricity supply	57,900	—	5,900
Transport‡ ... ..	529,250§	250	22,825§
Public administration services.	80,400	1,300	15,025
Other ... ..	22,850	2,650	1,900
Totals ... ..	2,337,000	54,500	187,500

\* In addition to the numbers shown in the table there were about 110,000 workpeople whose wages, having been increased and reduced by equal amounts during the year, stood at the same level at the end of the year as at the beginning.

† Although some bodies of workpeople in certain of the industry groups sustained decreases, the net effect of all the changes in each of the groups was an increase.

‡ Changes affecting workpeople employed in railway engineering workshops are included under "Engineering" and not under "Transport."

§ These figures are exclusive of the effect (other than in the London area) of increases in the rates of wages of drivers and assistants in the road motor transport (goods) industry resulting from the Conciliation Board Agreements for England and Wales and Scotland made in 1935, as to which statistics are not yet available.

## GENERAL NOTE.

These statistics are exclusive of changes affecting agricultural labourers, Government employees, domestic servants, shop assistants and clerks. They relate to rates of wages for a full week, assuming full employment, and do not take account of variations in actual earnings resulting from changes in the state of employment. In many cases changes arranged by individual employers, and those affecting unorganised workers, are not reported to the Department. The figures are preliminary, and subject to revision.

## APPENDIX XXVII

CHANGES IN WORKING-CLASS COST OF LIVING IN GREAT  
BRITAIN AND NORTHERN IRELAND IN 1935AVERAGE PERCENTAGE INCREASE IN RETAIL PRICES, RENTS, &c., OVER  
THE LEVEL OF JULY 1914

Date	Average percentage increase over the level of July 1914					
	Food	Rents (including Rates)	Clothing	Fuel and Light	Other Items included	All Items included
1935 :—						
January 1st	25	56	85-90	70-75	70-75	43
February 1st	24	56	85-90	70-75	70	42
March 1st ...	22	56	85-90	70-75	70	41
April 1st ...	19	56	85-90	70-75	70	39
May 1st ...	18	58	85-90	70	70	39
June 1st ...	20	58	85-90	70	70	40
July 1st ...	26	58	85-90	65-70	70	43
August 1st ...	26	58	85-90	65-70	70	43
August 31st	25	58	85	65-70	70	43
October 1st	28	58	85	70	70	45
November 1st	31	58	85	70	70	47
November 30th	31	58	85	70	70	47
1936 :—						
January 1st	31	58	85	75	70	47

*Note.*—Details of the separate articles included within the above groups, and of the methods adopted in compiling these figures, are published in "The Cost of Living Index Number: Method of Compilation" (price 3d., post free 3½d., from H.M. Stationery Office).

## APPENDIX XXVIII

TRADE DISPUTES IN GREAT BRITAIN AND  
NORTHERN IRELAND, 1935

NUMBER OF TRADE DISPUTES, INVOLVING STOPPAGES OF WORK, REPORTED AS BEGINNING IN 1935, WITH THE APPROXIMATE NUMBER OF WORKPEOPLE INVOLVED IN ALL DISPUTES IN PROGRESS IN THE YEAR AND THE APPROXIMATE AGGREGATE DURATION IN WORKING DAYS OF ALL DISPUTES IN PROGRESS.

Industry Group	Number of Disputes beginning in 1935	Number of Workpeople involved in all Disputes in progress	Aggregate Duration in Working Days of all Disputes in progress
Fishing and agriculture ... ..	4	5,900	67,000
Coal Mining ... ..	216	199,000*	1,333,000
Other Mining and Quarrying ...	16	1,300	16,000
Brick, Pottery, Glass, Chemical, etc. ... ..	12	900	6,000
Engineering ... ..	21	7,900	44,000
Shipbuilding ... ..	14	800	7,000
Iron and Steel and Other Metal	37	8,300	42,000
Textile ... ..	64	14,200	106,000
Clothing ... ..	28	3,100	44,000
Food, drink and tobacco ... ..	5	200	2,000
Woodworking, furniture, &c. ...	28	2,700	40,000
Building, public works contracting, &c. ... ..	47	3,500	40,000
Transport ... ..	36	24,000	82,000
All other industries ... ..	25	6,800	95,000
Totals ... ..	553	278,600*	1,924,000

\* Workpeople are counted in the totals as many times as they were involved in a dispute during the year. The resulting duplication was generally slight, except in the coal mining industry, in which the *net* number of workpeople (i.e., number of separate individuals) involved was approximately 143,000. The *net* total number for all industries was approximately 220,000.

## GENERAL NOTES.

Disputes involving less than 10 workpeople, and those which lasted less than one day, are omitted from the statistics, except when the aggregate duration (i.e., number of workpeople multiplied by number of working days, allowing for workpeople replaced by others, etc.) exceeded 100 days. The figures are preliminary and subject to revision. The numbers of workpeople involved include those *indirectly* involved (i.e., thrown out of work at the establishments where the disputes occurred, but not themselves parties of the disputes). Such workpeople accounted for about 42,000 of the total number shown as involved.



## APPENDIX XXIX

TRADE UNIONS IN GREAT BRITAIN AND NORTHERN IRELAND  
 NUMBER AND MEMBERSHIP OF TRADE UNIONS WITH HEADQUARTERS IN  
 GREAT BRITAIN AND NORTHERN IRELAND AT THE END OF 1934

Group of Unions	No. of Trade Unions	Membership		
		Males	Females	Total
Agriculture, horticulture, &c. ...	2	30,900	143	31,043
Coal mining ... ..	100	575,648	1,542	577,190
Other mining and quarrying ...	7	3,459	226	3,685
Pottery and glass ... ..	17	12,392	7,439	19,831
Metals, machines, conveyances, &c.—				
Iron, steel, tinplate, &c. ...	4	66,792	968	67,760
Engineering, ironfounding, ship- building, other metal work- ing and vehicle building ...	96	475,481	5,090	480,571
Textile—				
Cotton ... ..	169	110,706	166,531	277,237
Wool, worsted and shoddy ...	26	31,197	20,898	52,095
Flax and jute ... ..	20	6,531	15,686	22,217
Hosiery ... ..	6	5,545	11,548	17,093
Bleaching, dyeing, finishing, &c.	28	41,400	11,122	52,522
Other textile ... ..	27	9,740	10,583	20,323
Clothing—				
Boot and shoe ... ..	8	61,556	27,822	89,378
Tailoring and other clothing ...	16	25,240	41,824	67,064
Food, drink and tobacco ...	7	24,673	5,078	29,751
Woodworking and furniture*—				
Furnishing ... ..	8	21,278	2,600	23,878
Other ... ..	23	26,163	1,400	27,563
Paper, printing, &c. ... ..	27	149,662	40,288	189,950
Building, public works contracting, &c.—				
Bricklayers and masons ...	5	56,490	—	56,490
Carpenters and joiners ...	1	103,000	—	103,000
Painters and decorators ...	7	40,407	—	40,407
Builders' labourers ... ..	3	8,451	—	8,451
Other ... ..	17	45,945	—	45,945
Other manufacturing industries ...	24	14,498	3,366	17,864
Transport and general labour—				
Railway service ... ..	8	393,450	4,943	398,393
Water transport ... ..	14	66,739	191	66,930
Other transport (road, dock, &c.) and general labour ...	19	712,008	37,507	749,515
Commerce, distribution and finance—				
Commerce and distribution ...	14	141,393	53,505	194,898
Banking, insurance, &c. ...	21	75,532	7,350	82,882
National and local government† ...	263	354,934	85,539	440,473
Teaching ... ..	21	81,163	159,104	240,267
Entertainments and sport ...	8	16,383	4,951	21,334
Miscellaneous† ... ..	36	41,751	8,996	50,747
<b>TOTALS ... ..</b>	<b>1,052</b>	<b>3,830,507</b>	<b>736,240</b>	<b>4,566,747</b>

See notes on next page

APPENDIX XXIX—*continued*

\* Excluding carpenters and joiners, for whom *see* "Building."

† The figures for this group exclude teachers', tramway workers' and general labour unions, for which *see* "teaching" and "other transport and general labour."

‡ Including unions of clerks, chemists, foremen, &c. when not classifiable by industry.

## GENERAL NOTE

The statistics relate to all organisations of employees—whether registered under the Trade Union Acts or not—which are known to include among their functions that of negotiating with employers with the object of regulating conditions of employment. The figures are provisional and subject to slight revision.

The subdivision of the total membership into male and female is partly estimated, as some trade unions are unable to state precisely the numbers of males and of females comprised within their membership.

Unions whose head offices are in the Irish Free State are wholly excluded from the statistics. Certain of the unions included have members in the Irish Free State or oversea branches. These totalled 55,000 in 1934, and, omitting such members, the number of trade union members in Great Britain and Northern Ireland at the end of 1934 was about 4,512,000, compared with about 4,333,000 at the end of 1933. A certain number of persons are members of more than one trade union, and are consequently counted more than once in the membership totals. The resulting duplication is, however relatively small and is believed to amount to not more than about 20,000 (nearly the whole being in the "national and local government" and the "teaching" groups).

The total membership for each union has been included in the group with which the majority of the members are believed to be connected. The figures for the industrial groups are exclusive of certain large unions the membership of which is spread over a variety of industries; these are included for the purpose of the table partly under "transport and general labour" and partly under "commerce and distribution."

## APPENDIX XXX

## PRINCIPAL PUBLICATIONS ISSUED IN 1935

*Note.*—The following publications may be purchased through any bookseller or directly from H.M. Stationery Office :—

## PART I—REPORTS, MEMORANDA, ETC., PREPARED BY THE MINISTRY OF LABOUR

- The Ministry of Labour Gazette, published monthly, price 6d. Annual subscription 7s. (post free)
- Local Unemployment Index—showing the course of unemployment for about 750 towns and local areas in Great Britain. Annual subscription £3 3s (post free)
- Report of the Ministry of Labour for the year 1934 (Cmd. 4861) 2s 6d
- Choice of Career Series (Secondary Schools) :—
- No. 3 Veterinary Surgery, Revised February 1935, 2d
  - No. 4 Surveying, land and estate agency, and auctioneering. Revised June 1935, 3d
  - No. 6 Accountancy. Revised June 1935, 4d
  - No. 7 Laundry management (Women). Revised June 1935, 2d
  - No. 11 Librarianship. Revised September 1935, 3d
  - No. 13 Insurance. Revised August 1935, 4d
  - No. 18 Journalism and publishing. Revised April 1935, 4d
  - No. 21 Local Government services, 3d
  - No. 22 Social work (Women), 3d
  - No. 23 Retail distribution, 2d
  - No. 24 Transport, 4d
- Some careers for Secondary School girls. Revised October 1935, 9d
- Report on juvenile employment for the year 1934 (based on the reports of Local Committees for Juvenile Employment), 4d
- Memorandum on the establishment and conduct of courses of instruction for unemployed boys and girls, England and Wales. Supplement (A.C.M.Ia), 3d
- Cotton Manufacturing Industry (Temporary Provisions) Act, 1934 :—
- Report to the Minister of Labour by the Board appointed under Section 1 (i) of the Act to consider and report on a joint application made by the Cotton Spinners' and Manufacturers' Association, dated 19th March 1935, for the making of an Order under the Act, 4d
- Labour Exchanges Act, 1909. Special rules with regard to registration of juvenile applicants made in pursuance of Regulation No. IX of the General Regulations dated 28th January 1910, for Employment Exchanges managed by the Ministry of Labour, 31st July 1935, 1d
- Unemployment Assistance Act, 1934. Memorandum on the Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1934. (Cmd. 4791), 6d
- Unemployment Insurance Act, 1935. Draft Unemployment Insurance (Anomalies) (Seasonal Workers) Order, 1935. (H.C. 124), 1d
- Unemployment Insurance Act, 1935. Draft Unemployment Insurance (Increase of Benefit in respect of Dependent Children) Order, 1935, to be made by the Minister of Labour under Section 59 of the Unemployment Insurance Act, 1935. (H.C. 130), 1d

APPENDIX XXX—*continued*

## PART II—REPORTS BY COMMITTEES, ETC.

- Special Areas (England and Wales). First report of the Commissioner 4th July 1935. (Cmd. 4957), 2s
- Unemployment Insurance Statutory Committee :—
- Report on the financial condition of the Unemployment Fund on 31st December 1934. (H.C.49), 4d
  - Report in accordance with Section 59 (1) of the Unemployment Insurance Act, 1935, on the financial condition of the Unemployment Fund on 4th July 1935 (H.C.131), 4d
  - Report in accordance with Section 20 of the Unemployment Insurance Act, 1934, on the question of the insurance against unemployment of persons engaged in employment in agriculture. (Cmd. 4786), 1s 3d
  - Report, dated 5th March, 1935, on Draft Unemployment Insurance (Inconsiderable Employments) (Persons under Sixteen) Regulations, 4d
  - Memorandum on the question of excepting certain employments as inconsiderable under Section 3 (3) (a) of the Unemployment Insurance Act, 1935, 2d
  - Report on the Draft Unemployment Insurance (Anomalies)(Seasonal Workers) Order, 1935 (H.C.123), 3d

## PART III—MINISTRY OF LABOUR ESTIMATES AND ACCOUNTS

Estimates for Ministry of Labour, 1935-6 (included in Class V, Estimates for Health, Labour and Insurance). (H.C.50—V), 2s

## PART IV—DECISIONS OF THE UMPIRE AND OF THE INDUSTRIAL COURT

- (i) Umpire's Decisions :—
- (a) Analytical guide to decisions by the Umpire respecting claims for benefit (U.I. Code 7) :—  
Part IV. Anomalies Regulations, July 1935, 6d  
Amendment No. 1, October 1935, 3d
  - (b) Volume XIII—Selected decisions given during the calendar year 1934 (with index). (U.I. Code 8B), 3s
  - (c) Selected decisions given during the year 1935, published in monthly pamphlets at 2d each. (U.I. Code 8B)
  - (d) Selected decisions given by the Umpire from 13th March 1930 to 31st December 1934, respecting claims for benefit and transitional payments. (U.I. Code 8c), 10s
- (ii) Awards of the Industrial Court :—
- (a) Volume XVI—Awards 1578—1607, 1st January to 31st December 1934, 2s 6d
  - (b) Awards 1608—1636 published separately at 1d to 3d each

## PART V—PUBLICATIONS RELATING TO THE INTERNATIONAL LABOUR ORGANISATION

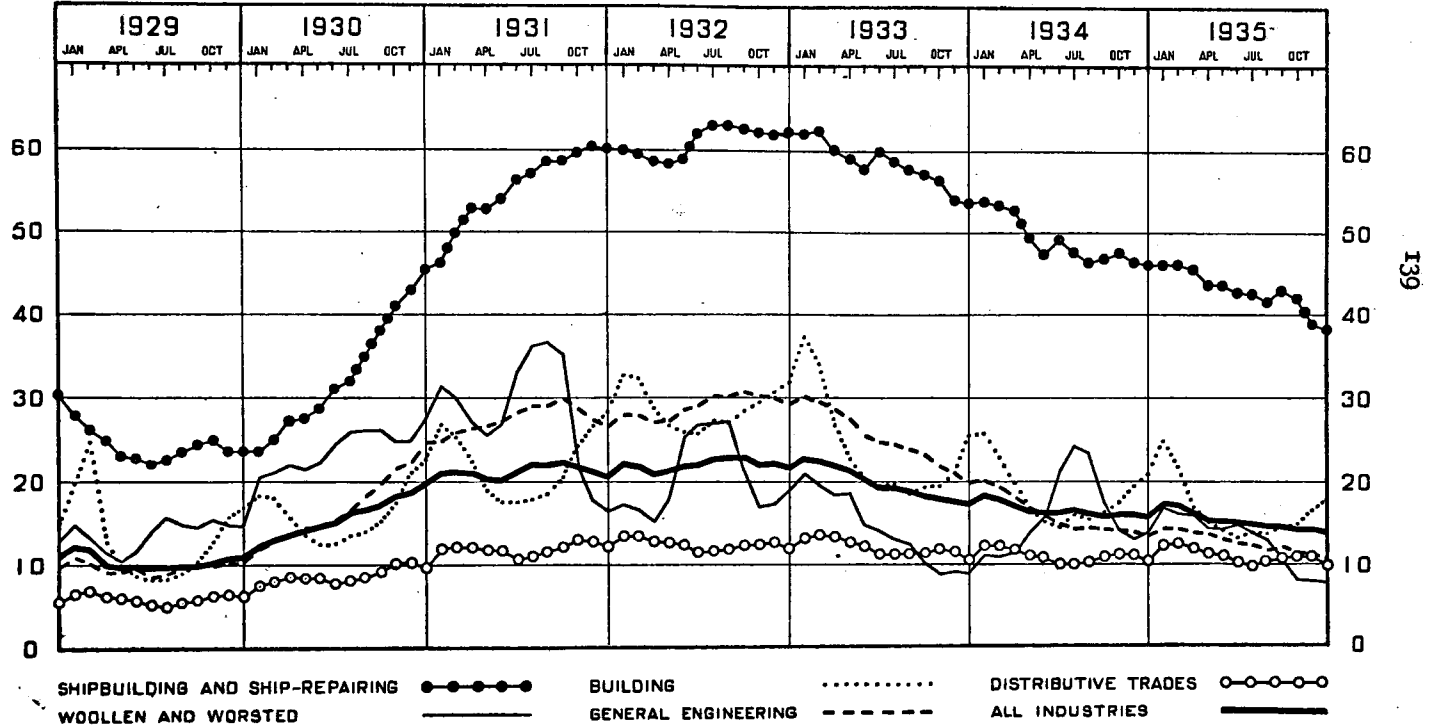
International Labour Conference. Proposed action by the Government of the United Kingdom of Great Britain and Northern Ireland regarding the Draft Convention and Recommendation concerning fee-charging employment agencies which were adopted by the International Labour Conference at its Seventeenth Session in June 1933. (Cmd. 4846), 1d

International Labour Conference. Draft Conventions and Recommendation adopted by the Conference at its Nineteenth Session, 4th—25th June 1935. (Cmd. 5033), 1s 3d

MEMORANDUM

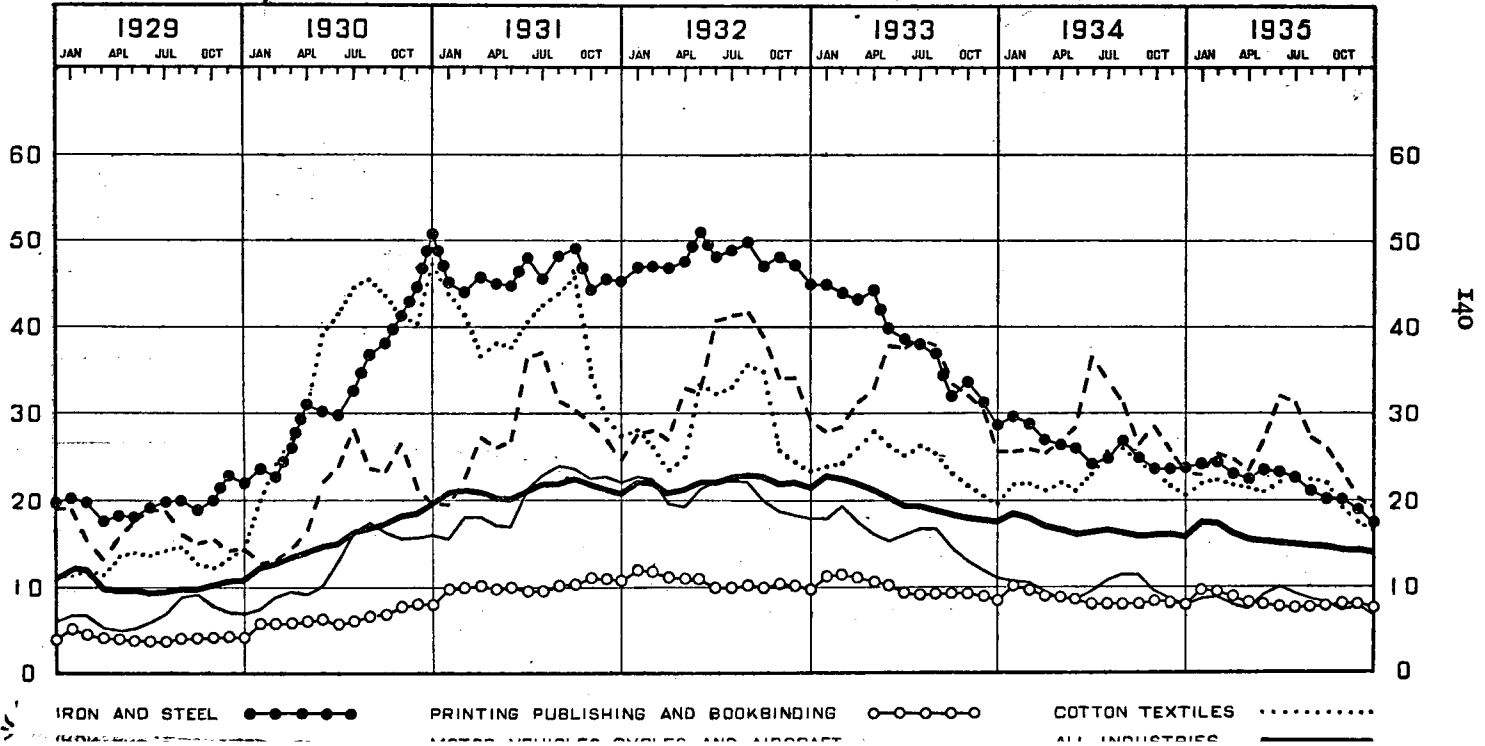
### GREAT BRITAIN

PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN SHIPBUILDING (INCLUDING SHIP REPAIRING), WOOLLEN AND WORSTED TEXTILES, BUILDING, GENERAL ENGINEERING, DISTRIBUTIVE TRADES AND ALL INDUSTRIES



**APPENDIX XXXII  
GREAT BRITAIN**

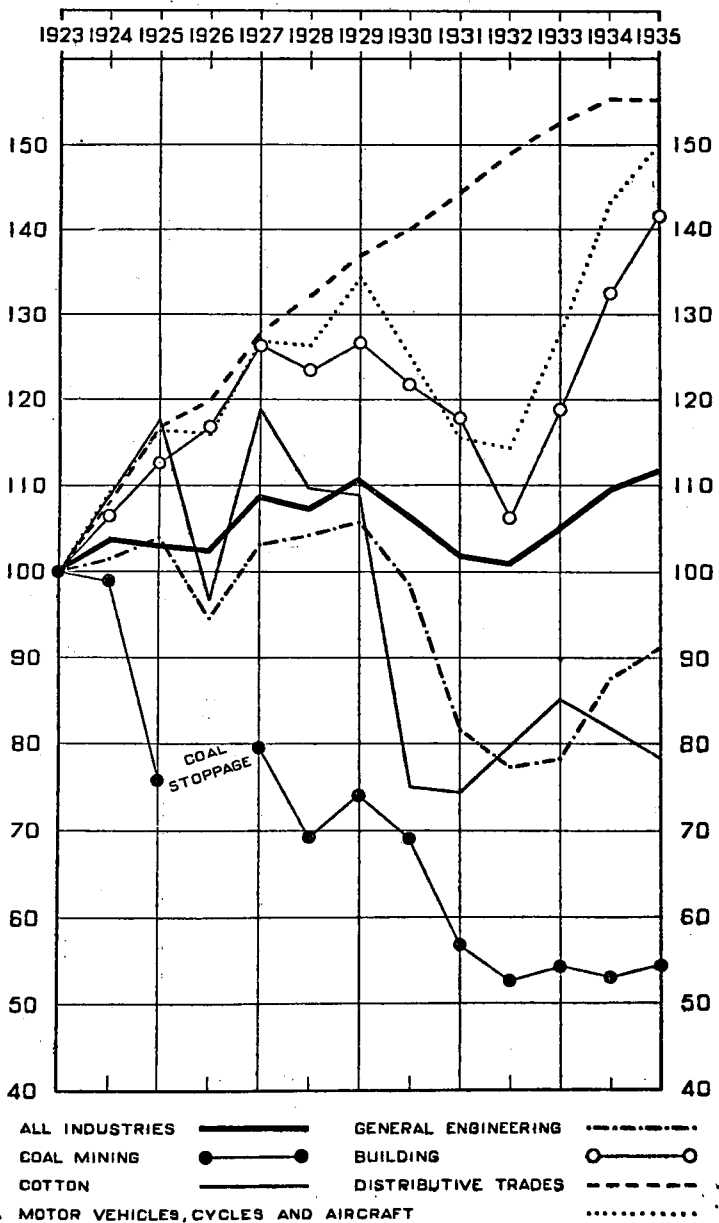
**PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN IRON AND STEEL (STEEL SMELTING AND IRON PUDDLING, ETC.),  
COAL MINING, COTTON TEXTILES, CONSTRUCTION AND REPAIR OF MOTOR VEHICLES, ETC., PRINTING, PUBLISHING AND  
BOOKBINDING AND ALL INDUSTRIES**



## APPENDIX KXXIII

## GREAT BRITAIN AND NORTHERN IRELAND

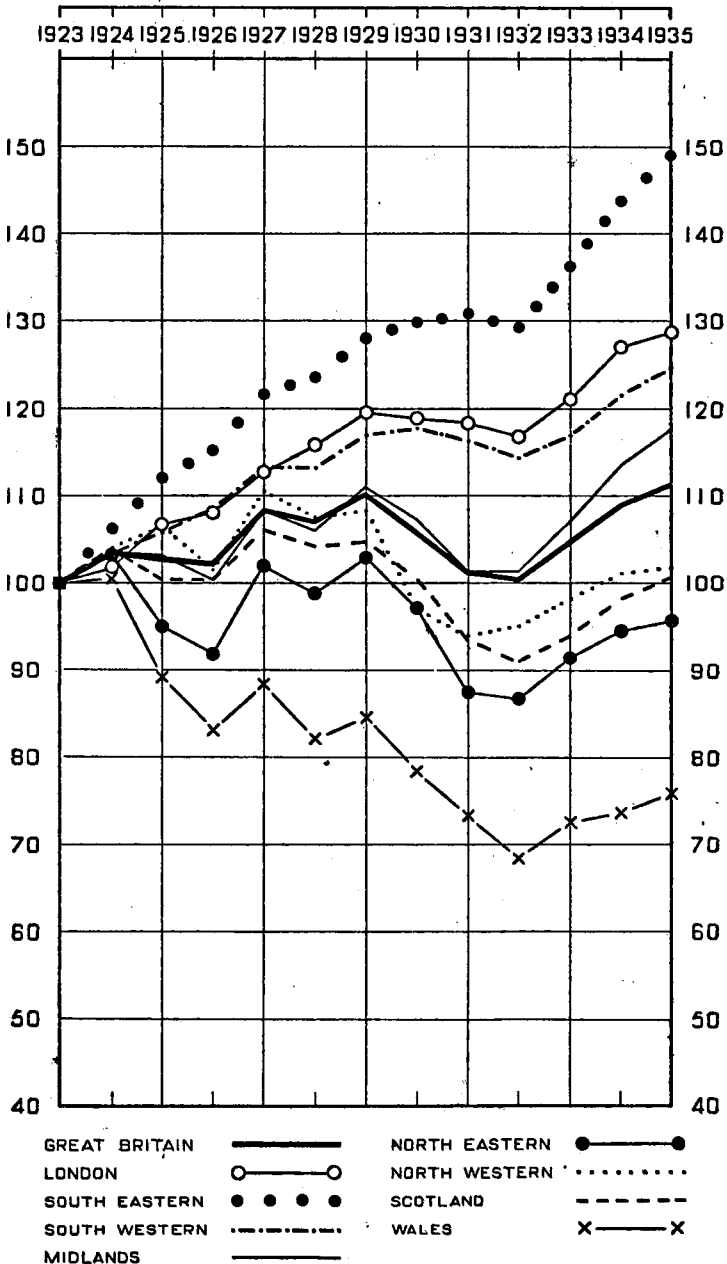
INDEX NUMBERS OF INSURED WORKPEOPLE IN EMPLOYMENT AT END OF JUNE (JUNE 1923=100) IN DISTRIBUTIVE TRADES, MISCELLANEOUS METAL TRADES, BUILDING, COTTON TEXTILES, SHIPBUILDING (INCLUDING SHIP REPAIRING), COAL MINING AND ALL INDUSTRIES



APPENDIX XXXIV

GREAT BRITAIN

INDEX NUMBERS OF INSURED WORKPEOPLE IN EMPLOYMENT IN ADMINISTRATIVE DIVISIONS AT END OF JUNE (JUNE 1923=100)







MINISTRY OF LABOUR  
REPORT  
FOR THE YEAR 1936

*Presented by the Minister of Labour to Parliament  
by Command of His Majesty  
April, 1937*

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses  
Astrakal House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2;  
26 York Street, Manchester 1; 1 St. Andrew's Crescent, Cardiff;  
80 Chichester Street, Belfast;  
or through any bookseller

1937

Price 2s. 6d. net

Cmd. 5431

## CONTENTS

	Page
<b>Chapter I—Employment and Unemployment</b> ... ..	1
General Review... ..	1
<b>Growth and Distribution of the Insured Population</b> ... ..	2
Geographical Distribution ... ..	2
Industrial Distribution ... ..	3
<b>Increase in Employment</b> ... ..	3
Geographical Distribution ... ..	3
Industrial Distribution ... ..	4
Sex Distribution ... ..	4
<b>Decrease in Unemployment</b> ... ..	4
Composition of the Unemployed Total ... ..	5
Geographical Distribution ... ..	5
Sex Distribution ... ..	5
Age Distribution ... ..	6
Length of Periods of Unemployment ... ..	6
Course of Employment in the Principal Industries ... ..	6
<b>Measures to Assist Areas Specially Affected by Industrial Depression</b> ... ..	7
 <b>Chapter II—Work of the Exchanges as Employment Agencies</b> ... ..	9
Review of the Year's Work ... ..	9
Vacancies Filled ... ..	10
Placing Indices ... ..	11
Industrial Analysis of Vacancies Filled ... ..	12
Vacancy Clearing Arrangements ... ..	15
Advances of Fares to Workpeople ... ..	16
<b>Other Features of the Year's Work</b> ... ..	16
Employment in Jersey ... ..	16
Seasonal Work at Holiday Resorts ... ..	17
Merchant Seamen ... ..	18
Oversea Employment ... ..	18
<b>Industrial Transference</b> ... ..	18
Schemes of Resettlement ... ..	19
Placing of Ex-regular Sailors, Soldiers and Airmen ... ..	19
Local Employment Committees ... ..	20
Port Labour ... ..	21
King's National Roll ... ..	22
<b>Grants to Undertakings employing Severely Disabled Ex-Service Men</b> ... ..	23
Miscellaneous Duties connected with Relief of Unemployment ... ..	23
Admission of Foreign Workers ... ..	24
Publicity ... ..	26
 <b>Chapter III—Provision of Training, Instruction and Welfare Schemes</b>	
for Unemployed Men and Women ... ..	28
Government Training Centres ... ..	28
Instructional Centres ... ..	29
Special Training Schemes ... ..	30
Physical Training ... ..	30
<b>Training of Unemployed Women : Central Committee on Women's Training and Employment</b> ... ..	31
St. Mary's Training Centre, London. ... ..	33
<b>Welfare Work for the Unemployed</b> ... ..	33

	Page
Chapter IV—Boys and Girls	36
Juvenile Employment in 1936	36
General Survey	36
Shortages of Juvenile Labour	36
Distribution of Juvenile Labour	37
Juvenile Unemployment...	37
Arrangements for Giving Advice and for Placing in Employment	39
Local Administration	39
Regional and Secondary School Committees	40
Choice of Career Pamphlets	40
Choice of Occupation Leaflets	40
Placing in Employment	41
Juvenile Transference Scheme	42
General Policy	42
Accommodation for Transferred Juveniles	43
Welfare Arrangements	43
Maintenance Grants	44
Junior Transfer Centres and Camps	44
Vocational Training Schemes	45
Co-operation with Local Education Authorities	45
Courses of Instruction for Unemployed Juveniles	46
Chapter V—Unemployment Insurance and Unemployment Assistance	48
Legislation	48
Unemployment Insurance	48
Unemployment Assistance	49
Acts, Regulations and Orders	49
Unemployment Insurance (Agriculture) Act, 1936	49
Contributions	51
Rates of Contributions	51
Amounts Contributed	51
Method of Collecting Contributions	51
Exchange of Unemployment Books	52
Enforcement of Payment of Contributions	52
Stamp Frauds	53
Return of Contributions Paid in Error	53
Repayment in respect of Long Hirings in Agriculture	53
Crediting of Contributions to Juveniles	53
Scope of the Unemployment Insurance Scheme	54
Changes during the Year	54
Determination of Questions of Insurability	55
Exemptions	55
Certificates of Exception	55
Benefit	57
Rates of Benefit	57
Conditions and Disqualifications	57
Claimants Insured under both General and Agricultural Schemes	58
Payment of Benefit through Associations	58
Repayments to Public Assistance Authorities and the Unemployment Assistance Board	58
Adjudication during the Year	58
Wrongful Claims for Benefit and Transitional Payments	59
Special Schemes	60
Unemployment Assistance	61

Chapter V— <i>continued</i>	Page
Unemployment Insurance Statutory Committee ... ..	63
Regulations ... ..	63
Questions for Consideration and Advice ... ..	64
Finance of the Unemployment Fund ... ..	64
General Account ... ..	65
Agricultural Account ... ..	65
Transitional Payments Account... ..	66
Cost of Administration ... ..	66
<b>Chapter VI—Industrial Relations (Conciliation and Arbitration)</b> ...	<b>67</b>
General Review... ..	67
Cotton Textile Industry ... ..	68
Wool Textile Industry ... ..	69
Road Transport Industry (Goods) ... ..	69
Retail Distributive Trades ... ..	69
Hours of Work ... ..	70
Railway Staff National Tribunal ... ..	70
Civil Service Arbitration Tribunal ... ..	71
Joint Industrial (Whitley) Councils ... ..	71
Electricity (Supply) Acts : Claims for Compensation... ..	72
Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1930, and the Road Traffic Act, 1930 ... ..	73
The Industrial Court ... ..	73
Single Arbitrators and Ad Hoc Boards of Arbitration ... ..	75
Conciliation Settlements ... ..	75
<b>Chapter VII—Administration of the Trade Boards Acts, 1909 and 1918</b> ... ..	<b>76</b>
Application of the Acts and Descriptions of Trades ... ..	76
Interpretation of Descriptions of Trades ... ..	76
Constitution of Trade Boards and District Trade Committees ... ..	76
New Regulations ... ..	76
Review of Constitution of Trade Boards and Committees ... ..	76
Proceedings of Trade Boards ... ..	76
Meetings of Trade Boards and Committees ... ..	76
Permits of Exemption ... ..	78
Certification of Learners and Indentured Apprentices ... ..	78
Trade Board Minimum Rates... ..	78
Confirmation of Minimum Rates ... ..	78
Rates fixed by Trade Boards ... ..	78
Inspection, Enforcement and Special Inquiries ... ..	80
Inspection and Enforcement ... ..	80
Special Inquiries ... ..	81
<b>Chapter VIII—Labour Statistics</b> ... ..	<b>82</b>
Ministry of Labour Gazette ... ..	82
Local Unemployment Index ... ..	83
Special Inquiries ... ..	83
Age Distribution of Unemployed Men and Women ... ..	83
Unemployment among Boys and Girls ... ..	83
Attendance of Unemployed Boys and Girls at Courses of Instruction ... ..	84
Duration of Unemployment ... ..	84
Earnings and Hours of Labour ... ..	84
Cost of Living Index Number ... ..	85

	Page
Chapter IX—International Labour ... ..	86
Twentieth Session of the International Labour Conference ...	86
Conventions and Recommendations ... ..	86
Decisions regarding Other Items on the Agenda ... ..	87
Other Action by the Conference ... ..	88
Twenty-first (Maritime) Session of the International Labour Conference ... ..	88
Conventions and Recommendations ... ..	88
Other Action by the Conference... ..	90
Twenty-second (Maritime) Session of the International Labour Conference ... ..	90
Meetings of the Governing Body of the International Labour Office	
Preparatory Technical Tripartite Meetings on the Printing and Kindred Trades and the Chemical Industry ... ..	92
Labour Conference of American States ... ..	92
Ratification of Conventions and Acceptance of Recommendations	92
Chapter X—Development of the Local Organisation of the Ministry ...	94

## APPENDICES.

I—Administrative Divisions—with Numbers of Local Offices, etc. ... ..	97
II—Staff of the Ministry at 14th December, 1936 ... ..	98
III—Comparative Figures of Employment and Unemployment among Insured Workers, 1925–1936 ... ..	98
IV—Estimated Numbers of Insured Persons Employed and Insured and Uninsured Persons Unemployed ... ..	99
V—Rates of Unemployment in the Administrative Divisions... ..	99
VI—Percentage of Unemployment in Certain Industries ... ..	100
VII—Percentage of Total Insured Population in Certain Indus- tries ... ..	100
VIII—Industries showing (a) Decrease and (b) Increase in Employ- ment ... ..	101
IX—Estimated Number of Insured Persons (aged 14–64) ... ..	102
X—Percentage of Unemployment among Insured Workers ... ..	105
XI—Aliens Order, 1920 : Permits, etc., issued in 1936 ... ..	109
XII—Government Training Centres : Results for 1936 ... ..	110
XIII—Instructional Centres : Results for 1936 ... ..	111
XIV—Employment of Juveniles in the Larger Industries ... ..	112
XV—Juvenile Transference Scheme :	
(a) Numbers of Juveniles Transferred ... ..	113
(b) Numbers of Transferred Juveniles Placed ... ..	113
XVI—Juvenile Transference Scheme : Industries to which Juveniles were Transferred during 1936 ... ..	114
XVII—Unemployment Insurance : List of Acts, Regulations and Orders made or passed in 1936 ... ..	115
XVIII—Unemployment Insurance Acts : Decisions by Statutory Authorities ... ..	117

APPENDICES—*continued*

	Page
XIX—Unemployment Fund :	
(a) Receipts and Payments 1936 ... ..	119
(b) Arrangements for Funding the Debt ... ..	119
XX—Cost of Administration of Unemployment Insurance and Transitional Payments ... ..	120
XXI—Rates of Unemployment Insurance Contributions ... ..	120
XXII—Trade Boards Acts : Comparative Table of Minimum Rates	121
XXIII—Trade Boards Acts : Inspections and Visits ... ..	125
XXIV—Trade Boards Acts : Number and Classification of Workers to whom Arrears of Wages were paid ... ..	126
XXV—Breaches of the Trade Boards Acts in 1936 ... ..	128
XXVI—Changes in Rates of Wages ... ..	130
XXVII—Changes in Cost of Living ... ..	131
XXVIII—Trade Disputes in 1936 ... ..	132
XXIX—Membership of Trade Unions at end of 1935 ... ..	133
XXX—Principal Publications issued in 1936 ... ..	135
XXXI—Graph : Index Numbers of Insured Workers in Employ- ment in the Administrative Divisions ... ..	138
XXXII—Graph : Index Numbers of Insured Workers in Employ- ment in Certain Trades ... ..	139
XXXIII—Graph : Percentage of Unemployment in Certain Trades...	140
XXXIV—Graph : Percentage of Unemployment in Certain Other Trades ... ..	141

# REPORT OF THE MINISTRY OF LABOUR

TO THE KING'S MOST EXCELLENT MAJESTY

MAY IT PLEASE YOUR MAJESTY,

I have the honour to submit to Your Majesty the accompanying Report, being the Thirteenth Annual Report of the Ministry of Labour, which deals with the work of the Ministry during the year 1936.

ERNEST BROWN,  
*Minister.*

T. W. PHILLIPS,  
*Secretary.*

9th April 1937.

## CHAPTER I

### EMPLOYMENT AND UNEMPLOYMENT

#### General Review

Three facts stand out from a study of the employment position during 1936. There was an exceptionally sharp rise in the numbers available for employment; large increases took place in the numbers in employment, which reached a record since comparable statistics have been kept; and a marked decrease occurred in the numbers unemployed.

The numbers of insured persons in the industrial field, aged 16-64, rose between July 1935 and July 1936 from 12,780,000 to 13,050,000. The increase of 270,000, which was three times that of the previous year's growth, was mainly due to a rise in the numbers of persons aged 16 resulting from the increased birth rate in the immediate post war years.

At the close of 1935 it was estimated that, exclusive of agricultural workers, there were 10,629,000 insured workpeople, aged 16-64, in employment in Great Britain. This was the highest figure ever recorded up to that time, and represented an improvement of 370,000 over December 1934. The normal seasonal decline in January was unusually severe in 1936, largely owing to the effect of bad weather upon out-door occupations, but thereafter the numbers in employment rose steadily month by month. From March 1936 onwards, the figure exceeded all previous records, and in December 1936 reached the new high level of 11,132,000, just over half a million more than in the preceding December. On a monthly average 519,000 more insured persons were employed in 1936 than in 1935.

At the close of 1935 the number of persons registering as unemployed at employment exchanges in Great Britain was 1,869,000, the lowest figure for the month of December since 1929. The effect of the seasonal factors which normally cause increased unemployment in January was accentuated by severe weather and in January 1936 the total rose to 2,160,000, which was, however, 165,000 less than the previous January. Thereafter the figure fell rapidly month by month until August, after which relatively slight fluctuation occurred, and the year closed with a figure of 1,629,000—nearly a quarter-million below the previous December's total. Another measure of the improvement in the employment position which has taken place is afforded by comparing the percentage rates of unemployment amongst insured persons of 16 and over, and this form of index takes into account the sharp increase in the total numbers insured as well as the reductions in unemployment. The average



incidence of unemployment which during 1935 was 15.3 per cent. fell to 13.0 per cent. during 1936.

The following paragraphs describe various aspects of these three main developments.

Appendices III to X contain the figures upon which this review of the employment position in 1936 has been based and in appendices XXXI to XXXIV are charts illustrating certain of the points made.

### The Growth and Distribution of the Insured Population

The total number of insured persons aged 14-64 (exclusive of those insurable under the agricultural scheme) rose from 13,708,000 in July 1935 to 13,980,000 in July 1936, an increase of 272,000. Of this increase, 203,000 was accounted for by boys and girls of 16 and 17 years of age, in consequence of the increased birth rate in the immediate post war years. Only 2,000 of the increase was due to juveniles of 14-15, who first became insurable in September 1934.

### The Geographical Distribution

The changes in the administrative divisions between July 1935 and July 1936 were:—

<i>Administrative Division</i>	<i>Increase (+) or Decrease (—)</i>	<i>Administrative Division</i>	<i>Increase (+) or Decrease(—)</i>
London ...	... +83,800	North eastern ...	... +30,100
South eastern ...	... +53,300	North western ...	... + 5,200
South western ...	... +32,600	Scotland ...	... +19,300
Midlands ...	... +54,300	Wales ...	... — 7,100

The greatest proportionate increase between July 1935 and July 1936 was 4.6 per cent. in the south eastern division. In the south western division the increase was 3.3 per cent.; in London 3.2 per cent.; in the midlands 2.6 per cent.; in the north eastern division 1.4 per cent.; in Scotland 1.3 per cent. and in north western division 0.2 per cent. In Wales there was a decrease of 1.1 per cent.

Juveniles under 16 were not insurable before 1934 and, in order to obtain a long term view of the trend of the insured population, it is necessary to disregard them. During the thirteen year period July 1923 to July 1936 the numbers of insured workpeople in the southern section of the country (i.e., the London, south eastern, south western and midlands divisions) increased at a higher rate than in the remainder of the country. The result is that between 1923 and 1936 the proportion of the insured population in the southern section rose from 45.6 per cent. to 51.6 per cent.

### The Industrial Distribution

As regards industrial changes, the largest numerical increase in the numbers insured between July 1935 and July 1936 was 42,000 in the building industry; in the distributive trades the increase was 35,000; in general engineering 34,000, and in motor vehicle, cycle and aircraft manufacture 30,000. The largest decreases were 45,000 in coalmining and 22,000 in the cotton industry.

During the thirteen year period 1923 to 1936 a noticeable feature has been the manner in which labour has become employed less in "productive" forms of industry and more in "services"; the proportion of the insured population attached to mining, quarrying and the manufacturing industries declined from 63 per cent. in 1923 to 54 per cent. in 1936.

### The Increase in Employment

The estimated average number of insured persons in employment during 1936 was substantially higher than in any previous year and over half a million higher than in 1935.

### The Geographical Distribution

The changes between June 1935 and June 1936 in the numbers employed in the administrative divisions were—

<i>Administrative Division</i>	<i>Increase (+) or Decrease (—)</i>	<i>Administrative Division</i>	<i>Increase (+) or Decrease (—)</i>
London ...	+117,000	North eastern ...	+113,000
South eastern ...	+ 63,000	North western ...	+ 67,000
South western ...	+ 54,000	Scotland ...	+ 58,000
Midlands ...	+ 99,000	Wales ...	— 3,000

The greatest proportionate increase was 6·4 per cent. in north eastern; in south western it was 6·0 per cent.; in south eastern 5·8 per cent.; in midlands 5·2 per cent.; in London 4·8 per cent.; in Scotland 4·9 per cent.; in north western 3·6 per cent. The decline in Wales was 0·7 per cent.

Compared with 1923, the trend of employment exhibits the same characteristic as the insured population, viz., the largest proportionate increases occurred in the "southern" section of the country, the percentage increases being 58·2 in south eastern, 36·1 in London, 32·4 in south western and 24·5 in midlands. In north eastern, north western and Scotland smaller increases occurred, the percentage increases being 2·1, 4·9 and 5·8 respectively, whilst in Wales employment decreased by 24·6 per cent. The result is that the southern section's share of the country's total amount of employment increased between 1923 and 1936 from 47·6 per cent. to 54·8 per cent.

### **The Industrial Distribution**

As regards changes in the amount of employment afforded by individual industries, the largest numerical increase between June 1935 and June 1936 was 66,000 in the building industry; in the distributive trades the increase was 57,000; in general engineering 57,000 and in motor vehicle, cycle and aircraft manufacture 40,000; there were also increases in a variety of other industries and services. On the other hand, employment declined in coal mining, in dressmaking and in millinery.

Compared with 1923, there has been an increase in employment of nearly one and three quarter million, in spite of a fall in the mining and quarrying group of over half-a-million. All the other main industry groups shared in this improvement. During the same period important changes took place in the distribution of employment among the industry groups and as in the case of the insured population, the proportion employed in mining, quarrying and the manufacturing industries was less, the decline being from 62 per cent. at June 1923 to 54 per cent. at June 1936; but though this is true of the thirteen year period, the experience of the last few years has been in the reverse direction because of the great recovery during these years of the manufacturing industries.

### **The Sex Distribution**

Both sexes shared in the improvement between June 1935 and June 1936 in insured employment, the total increase of 570,000 being composed of 442,000 males and 128,000 females. The bulk of the increase was in the ranks of persons of both sexes of 21 years and over and of those aged 16-17. There was little change in the numbers of juveniles aged 14-15 in employment, but employment decreased by over 80,000 in the case of persons aged 18-20. The variations occurring in the age groups below 21 are largely the result of fluctuations in the birth rate.

In the thirteen year period since 1923 employment has increased proportionately more in the case of females than in the case of males, but here again the tendency has been reversed during the last few years as a result of the recovery which has taken place in some of the heavy industries and the increased employment in building.

### **The Decrease in Unemployment**

The increase of the number in employment was naturally accompanied by a fall in the number unemployed, but, owing to the sharp increase in the total numbers available for employment, this reduction was not so great as the increase in employment.

As already mentioned 1,869,000 persons were registered as unemployed in December 1935 and after a seasonal rise in January the numbers fell and the year closed with a total of 1,629,000 persons on the registers. This number was 240,000 less than the previous December and 1,274,000 less than the peak figure of unemployment (2,903,000) which was reached in January 1933.

### **The Composition of the Unemployed Total**

Not all of the December 1936 comprehensive total of 1,629,000 were, "out of work" in the ordinarily accepted sense. The figure included 69,000 "casuals", that is, persons who normally earn their living by jobs of short duration, such as dock labourers, and who normally register on days when they are not actually working. There were also 195,000 persons who were "temporarily stopped", i.e., temporarily suspended from their usual employment on the understanding that they would shortly return to it: for these persons the problem is one of under-employment rather than unemployment. There were also 82,000 juveniles and, as there is in the country as a whole a firm demand for juvenile labour, they cannot be regarded as part of the real problem of unemployment. The number of adults who were "wholly unemployed" was 1,289,000—1,107,000 men and 182,000 women—and this is the figure which represents the widest measure of real unemployment.

### **The Geographical Distribution**

As in the three previous years, the improvement extended to all divisions but the heavy incidence of unemployment in the north and in Wales, as compared with the remainder of the country, persists and, on the average, unemployment in Wales during 1936 was more than twice as severe as in the country as a whole. The position may be very briefly summarised by noting that while one-half of the total insured population is in the north and Wales, those areas account for two-thirds of the total unemployment.

### **The Sex Distribution**

At the end of 1936 the total on the register comprised 1,305,000 men and 242,000 women—a proportion of roughly five to one. The number of boys was approximately the same as the number of girls.

There were some points of distinction between unemployment amongst men and amongst women. For example, the number of women "casuals" was negligible, while there were 67,000 men in this category unemployed at the end of 1936. On the other hand, 24 per cent. of the total number of women on the register at the same date were "temporarily stopped" as compared with only 10 per cent. of the men. Consequently, a higher proportion of men were "wholly unemployed", the percentage rates being 85 for men and 75 for women. Broadly speaking

the incidence of unemployment amongst men was nearly twice that amongst women, 14·2 per cent. of insured men having been unemployed in December 1936 and 7·9 per cent. of women. As to the trend during the year 1936, the corresponding figures for December 1935 were 16·7 per cent. and 8·9 per cent. so that the improvement was more marked in the case of men.

### **Age Distribution**

A special analysis of unemployed men and women on the registers on 2nd November 1936 showed that of the men roughly two-fifths were below the age of 35, one-fifth between 35 and 45, and two-fifths were over 45. In the case of women the proportions in the same categories were roughly three-fifths, one-fifth and one-fifth. Over a quarter of a million, or 20 per cent., of the men were over 55, the corresponding figures for women being approximately 20,000, or 9 per cent. These figures are a confirmation of what could be anticipated, that the problem of finding employment for those in the older age groups is predominantly one affecting men.

The results of the analysis also suggest that age proves a handicap to obtaining employment when younger persons are available. For example, although the reductions in unemployment during the year were shared by men and women of practically all ages, they were proportionately greatest in the case of persons under 35.

### **Length of Periods of Unemployment**

Information as to length of spells of registration is available in regard to those on the register who are claimants to unemployment benefit or applicants for assistance and who constitute about seven-eighths of the total. An examination of these statistics suggests the conclusion that of the total number of men and women applicants on the register at any date during the last four years more than one-half found employment within the ensuing three months, about two-thirds found employment within six months, and about four-fifths within twelve months. There is considerably more short-term and less long-term unemployment among women than among men. Long term unemployment is accounted for by the coal mining industry, which accounts for 25 per cent. of all the men who had been registered as unemployed for twelve months or more), public works contracting, the distributive trades and local government service. These four industries together are responsible for one-half of the long-term unemployment.

### **The Course of Employment in the Principal Industries in 1936**

The following paragraphs summarise briefly the course of the employment position during 1936, the figures relating to insured persons, aged 16-64.

**Mining.**—In the coal mining industry severe unemployment continued in 1936, but on a lower level than in 1935, and the average rate of unemployment for the year fell from 25·2 per cent. to 21·8 per cent. The unemployment position was affected by a further fall in the numbers of persons in the industry.

**Metal Trades.**—There was an improvement in the employment position in all the metal trade groups. In pig iron manufacture the average percentage rate of unemployment fell from 21·0 in 1935 to 14·7 in 1936 and in iron and steel manufacture from 21·8 to 16·0. In the tinplate industry unemployment was still severe at 26·6 per cent. but had improved from the previous year's figure of 35·3. Every section of the engineering industry improved and in the industry taken as a whole unemployment fell from 11·6 per cent. to 7·7 per cent. In shipbuilding and ship repairing the position continued to improve, particularly on the north east coast, in Lancashire and Cheshire, and in Scotland, but unemployment was nevertheless severe, the average rate of unemployment being 31·2 per cent. as compared with 42·9 per cent. in 1935.

**Textile Industries.**—In the cotton industry employment improved in both the spinning and the manufacturing departments especially in the last 3 months of the year and over the whole year unemployment was at the rate of 15·7 per cent. compared with 20·9 per cent. in 1935. In the wool textile industry also employment improved and the average rate of unemployment fell from 12·9 per cent. in 1935 to 9·2 per cent. in 1936. Nearly all other branches of the textile industry also improved, especially hosiery manufacture, but unemployment remained severe in the jute industry and in textile finishing for which the average percentages unemployed during 1936 were 26·5 and 18·2 respectively as compared with 28·9 and 20·8 in 1935.

**Other Industries.**—The great majority showed an improved employment position during 1936.

#### **Measures to Assist Areas Specially Affected by Industrial Depression**

The two Commissioners who were appointed under the Special Areas (Development and Improvement) Act, 1934 (one for the Special Areas in England and Wales, and the other for those in Scotland) continued their work during 1936, acting under the general control of the Minister of Labour and the Secretary of State for Scotland respectively.

The work of the Commissioners is recounted in detail in further reports which they have made and which have been published by the Government. The latest report of the Commissioner for England and Wales (published in November 1936,

Cmd. 5303) relates to the period 1st January to 30th September 1936 and that of the Commissioner for Scotland (published in July 1936, Cmd. 5245) covers the period 1st January to 16th May 1936.

Towards the end of the year, Mr. (now Sir) P. Malcolm Stewart, the Commissioner for England and Wales, found it necessary, for personal reasons and with great reluctance, to resign his appointment and his place was taken by Sir George M. Gillett. Sir H. Arthur Rose, the Commissioner for Scotland, was obliged, for health reasons, to relinquish his appointment earlier in the year and was succeeded by Sir David Allan Hay.

On 31st December 1936, the estimated financial commitments (including expenditure) of the Commissioners were as follows:—

<i>England and Wales</i>						
I.	Industrial works of public utility	...	...	...	...	£ 783,200
II.	Trading estates companies...	...	...	...	...	1,250,000
III.	Health services	...	...	...	...	2,787,100
IV.	Housing	...	...	...	...	191,200
V.	Land settlement and allotments	...	...	...	...	1,958,000
VI.	Voluntary (local amenities) schemes	...	...	...	...	43,500
VII.	Other measures of social improvement	...	...	...	...	485,500
VIII.	Miscellaneous	...	...	...	...	71,500
						<u>£7,570,000</u>
<i>Scotland</i>						
I.	Industrial development	...	...	...	...	£ 59,315
II.	Public works	...	...	...	...	1,120,023
III.	Land development	...	...	...	...	177,730
IV.	Social service	...	...	...	...	152,708
Total						<u>£1,509,776</u>

At the end of the year, the Government had under consideration new legislation which it had undertaken to introduce with a view to further measures designed to assist areas specially affected by industrial depression.

## CHAPTER II

### THE WORK OF THE EMPLOYMENT EXCHANGES AS EMPLOYMENT AGENCIES

#### Review of the Year's Work

The facilities afforded by the national employment exchange service (as the system of employment exchanges\* serving the country is generally called) for bringing into touch with one another employers needing workpeople and workers seeking employment were utilised to a greater extent than in previous years. The continuance of the improvement in industrial conditions which caused a reduction in the number of unemployed persons on the registers of the exchanges also led to increased demands upon them from employers for the supply of the labour required. The particulars given in this chapter show that a very high proportion of these demands was satisfactorily met by the exchanges, but their task became one of increasing difficulty in respect of the labour requirements of industries in which production was expanding and a high level of activity was maintained.

In view of the persistence of the demands, noted in last year's Report, for some kinds of skilled workers, often with specialised experience, and the absorption in employment of most of the workpeople with the qualifications required, the efforts of the exchanges were directed in such cases to making a careful selection of other applicants on their registers who might be adaptable to employers requirements and in many instances this resulted in the engagement of workers so selected. The demands remained unsatisfied in a proportion of cases where workpeople of the qualifications demanded were not available and others most nearly qualified were unacceptable to employers. The vacancies notified and filled covered a wide range of trades, including workers in many highly skilled occupations, and increased to figures higher than any previously recorded. The results of the year's work may be regarded as affording evidence of the greater reliance placed by an increasing number of employers upon the assistance which the national employment exchange service can give them in meeting their requirements for workpeople of all grades.

No important change was made during the year in the general organisation of the work of the exchanges but the procedure in force was the subject of continued review with the object of

---

\* Including employment offices, branch employment offices, local agencies and juvenile employment bureaux of local education authorities having "choice of employment" schemes in operation.



securing the greatest possible efficiency in the discharge of the duties falling upon them. In order to keep the exchanges informed of developments in industrial practice which affect their work of selection for vacancies, steps were taken to provide them with further guidance as to the qualifications normally possessed by and the particulars to be recorded in respect of workers in a number of important occupations. In addition, arrangements were made to reinstitute a procedure, adopted previously for a time as an experiment, whereby particulars of registered applicants with exceptional qualifications which might fit them for posts of a professional or managerial character or with special practical knowledge and experience of industrial processes are circulated to all exchanges with a view to their communication to likely employers.

### Vacancies filled

In 1936 the number of vacancies filled was higher than in any previous year and continued the annual upward tendency maintained with but two exceptions during the last 14 years. The number of vacancies notified and the number and proportion filled by the exchanges in the years 1935 and 1936 respectively were:—

	<i>Vacancies notified</i>	<i>Vacancies filled</i>	<i>Percentage of vacancies filled</i>
1935 ... ..	2,910,928	2,512,391	86·3
1936 ... ..	3,102,758	2,624,213	84·6
Increase (+) or decrease (—)	+ 191,830	+ 111,822	— 1·7

The figures of vacancies filled include certain types of placings, known as class "B" engagements, in which the work of the exchanges was limited, e.g., obtaining former workpeople for an employer. The number of such engagements of men and women again decreased from 494,086 in 1935 to 450,896 during 1936. No class "B" figures are available in respect of juveniles.

The number of vacancies filled in the various departments of the exchanges were as follows:—

	<i>Vacancies filled</i>		<i>increase (+) or decrease (—)</i>
	1935	1936	
Men ... ..	1,469,879	1,555,550	+ 85,671
Women ... ..	540,754	540,501	— 253
Boys ... ..	261,636	278,003	+ 16,367
Girls ... ..	240,122	250,159	+ 10,037
All departments ... ..	2,512,391	2,624,213	+ 111,822

## II

The distribution of the vacancies filled over the several administrative divisions during the years 1935 and 1936 was as follows:—

<i>Division</i>	<i>Vacancies filled</i>		<i>Increase (+) or decrease (—)</i>
	<i>1935</i>	<i>1936</i>	
*London ... ..	551,474	593,402	+ 41,928
South eastern ... ..	224,222	244,303	+ 20,081
South western ... ..	255,879	265,094	+ 9,215
Midlands ... ..	279,936	297,820	+ 17,884
North eastern ... ..	273,699	280,307	+ 6,608
North western ... ..	396,622	405,776	+ 9,154
*Northern ... ..	166,865	161,204	— 5,661
Scotland ... ..	269,975	272,254	+ 2,279
Wales ... ..	93,719	104,053	+ 10,334

\* Two new divisions were created as from 1st August 1936: a London division comprising part of the former south eastern division and a northern division comprising part of the former north eastern and north western divisions. The above statistics for 1935 and 1936 have been adjusted to include the local offices within the new divisional areas to enable comparison to be made.

The increases of 191,830 and 111,822 in the total numbers of vacancies notified and filled by the employment exchanges compare with 283,850 and 207,129 respectively for the previous year. The smaller increases are partly accounted for by the substantial drop in the number of class B engagements, due to more regular employment conditions in which there were fewer occasions for the recall of former employees, and the reduction in the number of vacancies filled by the exchanges now included in the northern division is also attributable to this cause. The increased difficulties encountered in meeting the demands of employers owing to the lack of applicants on the registers possessing the qualifications and experience required are reflected in the smaller percentage of the vacancies notified which were filled by the exchanges. While increases in the number of vacancies filled were recorded in the men's and juveniles' departments, a decrease in the women's department was the result mainly of a reduction in the number of class B engagements, due to steadier working in the cotton and other textile trades, and also of a smaller demand, owing to weather conditions, for seasonal agricultural workers.

### Placing Indices

Complete statistical information on the total number of labour engagements made by industry from all sources of supply is not obtainable, and it is consequently impossible to make a full evaluation of the services rendered to industry by the exchanges

in relation to the " turnover " of labour throughout the country generally. An analysis is, however, undertaken of the number of wholly unemployed workpeople who obtain employment.

(a) through the exchanges or

(b) in other ways

and the number of engagements of wholly unemployed workpeople made through the exchanges expressed as a percentage of the total number of such engagements is known as the " placing index ".

The placing indices show considerable variations between different industries and between exchanges according to the different types of industry carried on in various parts of the country, but the general measure of co-operation achieved with employers is shown by the indices for the country as a whole and for each department for the years 1935 and 1936 which are given below:—

<i>Placing Indices</i>					1935	1936
Men	...	...	...	...	24.5	27.3
Women	...	...	...	...	36.4	37.1
Boys	...	...	...	...	30.8	28.3
Girls	...	...	...	...	29.9	29.0
All departments	...	...	...	...	26.9	28.9

Many of the labour engagements effected otherwise than through the exchanges relate to employment in industries where alternative methods of engagement are customary and include a large number of cases in which workpeople return directly to their former employers. If account is taken only of those engagements where the worker did not return to his last employer, the placing index for the year was 35.4 per cent. compared with the general overall index of 28.9 per cent. While, however, there is a continued increase in the use of the exchanges for labour engagement there is no doubt that the range of their effective service could, with advantage to industry, be extended over a wider field.

### **Industrial Analysis of Vacancies Filled**

An analysis of the vacancies for men and women filled during 1936 by industries and industry groups, together with the increases and decreases compared with the corresponding figures for the previous year and the placing indices for each group are given below.

Industry Group	Vacancies filled	Increase (+) or Decrease (-) as compared with 1935	Placing index	
			1935	1936
Building ... ..	246,892	+ 12,260	22·8	25·2
Local government ... ..	198,885	+ 7,634	58·3	60·2
Hotels ... ..	182,592	+ 19,862	38·7	41·3
Distributive trades ... ..	152,265	+ 10,855	23·7	25·3
Public works contracting ... ..	141,522	+ 26,159	45·1	49·4
Transport & communication	138,016	+ 28,861	16·4	21·0
National government ... ..	95,914	+ 3,658	66·4	63·2
Engineering ... ..	78,355	+ 2,362	32·6	35·6
Shipbuilding and ship repairing	71,309	- 3,961	23·1	21·5
Food, drink and tobacco ... ..	62,787	+ 5,310	29·4	31·7
Agriculture and market gardening, &c.	59,747	+ 3,120	*	*
Private domestic service ... ..	55,754	+ 3,527	*	*
Clothing ... ..	44,649	+ 2,069	24·2	25·0
Cotton ... ..	41,804	- 11,691	18·4	22·1
Miscellaneous textiles ... ..	40,686	- 4,071	30·9	32·3
Construction and repair of motor vehicles ... ..	34,979	+ 1,008	35·0	38·0
Gas, water and electricity supply ... ..	33,528	+ 1,384	46·9	49·9
Entertainment and sport ... ..	33,386	+ 583	24·6	25·3
Metal manufacture ... ..	32,116	- 4,888	29·1	32·0
Mining and quarrying ... ..	22,713	- 1,930	16·4	16·2
Commerce, banking, in- surance and professional	22,343	+ 111	27·3	25·9
Paper, printing, &c. ... ..	20,646	+ 707	18·7	19·8
Wool ... ..	20,494	- 1,171	31·1	32·4
Miscellaneous metal wares ... ..	20,386	+ 1,631	29·5	34·5
Electrical apparatus ... ..	17,857	- 2,054	37·0	37·0
Furniture making upholstery, &c. ... ..	16,617	+ 682	20·3	22·7
Pottery and glass ... ..	14,516	+ 2,175	29·8	34·5
Laundries, dyeing and dry cleaning ... ..	12,374	+ 142	36·5	35·9
Bricks, cement, artificial stone, &c. ... ..	12,316	+ 1,295	21·5	26·1
Chemicals ... ..	9,944	- 1,157	39·2	41·9
Boots and shoes ... ..	7,524	- 367	23·4	24·8
Sawmilling ... ..	5,529	+ 112	18·4	22·0

\* The exchanges have no information in many cases respecting the direct engagement of uninsured workpeople, to whom many engagements in these groups relate, and consequently reliable placing indices cannot be calculated.

The table, which gives the principal industry groups in which vacancies were filled by the employment exchanges, shows an increase of vacancies filled in 23 out of the 32 groups and of the placing index in all except 5 groups.

The group in which the largest number of vacancies was filled was again that relating to the building industry and the

increase of over 12,000, which brought the total number of vacancies filled to a figure not far short of a quarter of a million, reflects the continued activity in that industry. The difficulties in obtaining certain kinds of skilled building trade operatives, particularly bricklayers, persisted in many districts, and the greater use made by employers of the services of the exchanges as a means of meeting these difficulties is indicated by the increased placing index of 25.2. A substantially larger increase in both the number and proportion of engagements of labour made through the exchanges was recorded in the public works contracting industry. The specialised exchange in central London dealing solely with employers and workers in the building and public works contracting industries was successful in filling a larger number of vacancies, the figure of 11,305 for the year comparing with 9,087 in 1935.

In the hotel and catering trades the exchanges were used by employers to a greater extent than before and nearly 20,000 more vacancies for men and women were filled than in the previous year, although continued difficulty was encountered in meeting employers' requirements fully in respect of experienced workers. The special arrangements for assisting to supply hotel staff during the season at holiday resorts are described later in this chapter. In London the specialised exchange dealing exclusively with employers and workers in the hotel and catering trades increased its number of vacancies filled from the figure of 34,711 recorded in the previous year to 35,918 in 1936, including many vacancies in responsible posts such as managers, chefs de cuisine and head waiters, which were successfully filled by candidates introduced by the exchange.

The demands for labour by employers included in the industry groups relating to engineering and construction of vehicles, in which an increase of over 3,000 in the number of vacancies filled was recorded, were again heavy and the exchanges gave considerable attention to the selection of workers on their registers whose experience and qualifications appeared to be such that they might adapt themselves to the requirements of specialist manufacturers. Arrangements were again made in many instances for visits of representatives of engineering firms to other districts for the purpose of interviewing and engaging suitable workers.

The special facilities provided for the filling of vacancies in agricultural employment and for meeting seasonal demands for farm workers were continued during the year. Owing to the opportunities of alternative employment open to workers who might otherwise look to seasonal agricultural work, difficulty was experienced in meeting in full the demands of farmers and growers for additional labour for seasonal operations in

some districts, but arrangements were made as far as practicable for the transfer of workers to districts where insufficient numbers were available locally. Stands were established at 75 agricultural shows and at 51 local markets, while special mobile officers were also employed for the purpose of personally canvassing employers with a view to ascertaining their labour requirements. Analysis of the vacancies filled shows a drop of some 7,000, due largely to weather conditions, in the number of pea-pickers engaged through the exchanges and smaller decreases in regard to sugar-beet and potato workers, but an increase in respect of other farm workers.

Other points of interest in the table are the decline in the number of vacancies filled in the cotton and other textile trades and in shipbuilding and ship repairing, caused largely by a reduced number of class B engagements due to the steadier employment conditions which diminished the occasions for recall of former employees; the larger number of vacancies filled in private domestic service, although the proportion of the vacancies notified which were filled remains the lowest of the groups in the table; and the increase of over 28,000, the largest for any group, in the number of vacancies filled in the industry group relating to transport and communication, a result of the greater use made by employers of the services of the exchanges.

### Vacancy Clearing Arrangements

Vacancies for which no suitable applicants are available locally are "cleared" by circulation to other exchanges in the manner described on p. 18 of the Report for 1935.

The number of vacancies circulated in districts other than that in which the work was available and the number filled after circulation are given in the table below, together with comparable figures for 1933, 1934 and 1935.

	<i>Year</i>	<i>Vacancies circulated</i>	<i>Vacancies filled after circulation</i>
1933	... ..	150,816	109,773
1934	... ..	202,201	138,164
1935	... ..	244,218	160,917
1936	... ..	282,791	183,561

Of the total number of vacancies circulated on behalf of local offices in 1936, 197,921 (69.9 per cent.) originated in the seven intensive clearing areas where the industrial population is dense, and 125,263 (63.3 per cent.) of this number were eventually filled from those areas.

During the year, 27,402 vacancies received national circulation compared with 26,516 in 1935, 17,740 in 1934 and 8,404 in 1933.

### Advances of Fares to Workpeople

The table below shows the advances made by the Department in 1935 and 1936 towards meeting the expenses of workpeople who travelled to take up employment in other districts, while comparative figures are also given of the amounts remitted under sections 102 and 103 (1) of the Unemployment Insurance Act, 1935 and of the amounts recovered.

Year	Amount outstanding at beginning of year	Advances during year		Amount re- mitted	Re- covered	Written off as irrecov- erable	Amount out- standing at end of year
		No.	Amount				
	£		£	£	£	£	£
1935 ...	2,758	35,288	25,869	7,090	17,589	698	3,250
1936 ...	3,250	34,971	26,330	7,977	16,974	747	3,882

### Other Features of the Year's Work

#### Employment of British Workpeople in Jersey during the Potato and Tomato Seasons

Arrangements were made for the fifth year in succession to secure the services of British workpeople for harvesting the potato crop and for other agricultural work in Jersey. An account of the operation of the scheme during the year was included in the *Ministry of Labour Gazette* for October 1936.

In view of the improved industrial position, and increased opportunities of other employment open to workpeople in rural districts who might otherwise desire to take up this work in Jersey, it was decided, in agreement with the Jersey authorities, to extend the area from which suitable workpeople were accepted under the scheme. In addition, therefore, to workers previously employed in Jersey, and other suitable persons in south-eastern and south-western England, whence the majority of workpeople had been obtained in the past, workpeople in certain districts in the midlands and north-east who possessed the necessary ability and agricultural experience, were also invited to take employment in Jersey. The number of workers engaged for the work during the season was 2,511. Officers of the Department, who had previously visited Jersey to receive particulars of farmers' requirements and had made a tour of selected areas in this country for the purpose of engaging suitable applicants, were again stationed in the island during the season to assist in the administration of the scheme.

The general conditions of the scheme were similar to those in operation in 1935 but an additional provision was made, through the Jersey Farmers' Union, for workpeople to be compensated for loss of earnings when they were prevented from working by wet weather or on cessation of potato digging by order of the States Agricultural Committee.

The potato harvesting season was late in starting and there was some delay in lifting the crop owing to frosts in the early spring but there was little or no interference on account of wet weather until July when most of the crop had been gathered. The yield and value of the crop, although lower than in 1935, were above the average for preceding years. On the completion of the potato season a number of workers remained in Jersey for the tomato crop and for other agricultural work.

The club, originally instituted in 1933 and organised and managed by voluntary workers, was again opened in St. Helier for the use of the men at week-ends.

### Seasonal Work at Holiday Resorts

Special arrangements were again made, as in previous years, in anticipation of the requirements of employers for additional staff at holiday resorts during the periods of seasonal pressure. In view of the improved industrial conditions and the increased opportunities of employment for women and girls in factories and shops, employers were asked to give early notification of their requirements as far as possible. Meetings were arranged with employers' associations, contact was established with persons who had previous experience of this kind of work, and arrangements were made for officers from exchanges in holiday resorts to visit selected areas for the purpose of interviewing prospective applicants with a view to inviting them to undertake seasonal work.

It was not possible to meet employers' demands completely; in a number of instances, prospective employees obtained other employment while their applications were under consideration by employers. In some cases, employers agreed to engage inexperienced workers early in the season so that they might become experienced before the busy period, while others decided to employ men in place of women for work in hotels and boarding houses.

During the season 88,477 vacancies were notified to the exchanges and 66,059 were filled as compared with 82,121 vacancies notified and 61,616 filled in 1935. The proportion of vacancies filled thus remained at 75 per cent. The number of vacancies filled by men, women and juveniles respectively in the two years was as follows:—

			<i>Men</i>	<i>Women</i>	<i>Juveniles</i>
1935	...	...	17,007	41,428	3,181
1936	...	...	20,515	41,631	3,913

The majority of the vacancies were for resident and non-resident domestic servants, waiters, waitresses and shop assistants; vacancies were also filled for canvassers, typists, clerks, cashiers, cleaners and laundry workers.



Arrangements made with local voluntary organisations for the welfare of workpeople coming from other districts proved to be of valuable assistance, particularly in cases where workers undertook seasonal employment away from home for the first time.

### **Merchant Seamen**

The engagement of seamen is effected largely through the medium of the joint supply organisation maintained by the shipping industry and the exchanges have taken a comparatively small part in placing men in touch with sea-going employment. In view, however, of the increased difficulties experienced in some ports in obtaining a sufficient number of seamen of the principal deck and engine room ratings, particularly for foreign-going employment, consideration was given during the year, in consultation with the Board of Trade and representatives of the shipping industry, to the question of supplementing the existing arrangements by means of further co-operation between the joint supply organisation and the employment exchange service, in order that the shipping industry might be placed in more ready contact with seamen registered at the exchanges both at seaport towns and elsewhere. At the end of the year the necessary arrangements for effecting such co-operation were on the point of being put into operation.

### **Oversea Employment**

A new field of activity was found during the year in the supply of personnel for ships proceeding to the whaling grounds of the Antarctic for the 1936-7 fishing season. In September and October a demand was received at the Hull employment exchange for a number of British fishermen required for employment for a period of some six months or more on whale factory ships, on which the boiling of whales and extraction of oil and other products are carried out. The requirements of the whaling companies were fully met from a large number of applicants with trawler fishing experience selected by the exchange which had the co-operation of the local representative of the Ministry of Agriculture and Fisheries. A total of 120 men and boys engaged for the work joined their ships in October.

### **Industrial Transference**

The policy described in previous reports of assisting unemployed workpeople in the depressed areas who had little prospect of finding work locally to secure employment in districts of greater industrial activity was continued during 1936. The improvement in industrial conditions and the extended facilities for assisting transference referred to in the 1935 Report resulted in a marked increase in the number of persons transferred from depressed areas compared with previous years. During the

year over 28,000 men and women from the depressed areas were placed in employment in other districts by the Employment Exchanges compared with about 20,000 in 1935 and 12,000 in 1934. In addition, over 4,000 men were given free fares to enable them to transfer to take up employment which they had found otherwise than through the employment exchanges.

The scheme for bringing forward selected men to areas where suitable openings are expected to arise shortly was continued during 1936 and resulted in the transfer of 2,039 men of whom 1,714 have found employment.

The total of over 28,000 men and women from the depressed areas placed by the Department in employment in other areas during 1936 includes over 5,700 men placed after a course of training at a government training centre and over 1,500 placed after a course at an instructional centre.

Whilst there was a marked increase in the number of individual transfers during 1936 the proportionate increase in the number of families assisted to resettle was still more notable. During the year, 10,025 families were helped to remove compared with 3,718 during 1935. In addition, 26 families were removed during the period from August 1935 to the end of June 1936 under the special arrangement referred to on page 24 of the Report for 1934.

#### **Schemes of Resettlement**

Further schemes for the resettlement of unemployed workers and their dependants from the special areas on small-holdings were arranged by the Land Settlement Association and the Welsh Land Settlement Society, working in co-operation with the Commissioner for the Special Areas in England and Wales and the Unemployment Assistance Board. The cost of removal of the dependants and household effects of men selected as suitable for these holdings and £2 for incidental expenses in each case are paid by the Department. During the year 147 families from the special areas were assisted to remove to small-holdings under these schemes compared with 35 during 1935.

**Forest Holding Scheme.**—During the year two new holdings were occupied by ex-miners from the depressed areas under the scheme for assisting married ex-miners to settle in forest holdings but five men who had been assisted in previous years left their holdings for various reasons. At the end of the year 58 ex-miners and their families, who had received assistance under the scheme, were in occupation of holdings.

#### **Placing of Ex-Regular Sailors, Soldiers and Airmen and other Ex-Service Men in Civilian Employment.**

The Joint Consultative Committee of the Ministry of Labour, the National Association for Employment of Regular Sailors,

Soldiers and Airmen, and the British Legion, referred to in previous Reports, met twice during the year and considered various matters affecting the re-settlement of ex-regulars in civilian employment and the employment of ex-service men. The committee received reports on the arrangements for co-operation between the parties and noted that these were working satisfactorily.

As mentioned in the Report for 1935, a sub-committee was appointed to consider means of advising men about to be discharged from the Forces not to settle in areas in which unemployment was heavy. The sub-committee prepared an explanatory statement of the position and the Service Departments agreed to convey this to the men. The substance of the statement was reproduced in the revised "Guide to Civil Employment for Regular Soldiers" published in October 1936.

During the year 38,177 vacancies notified to the exchanges were filled by ex-regulars compared with 31,768 during 1935; 9,331 of the vacancies in 1936 were in Government Departments compared with 8,953 in 1935. Most of the vacancies in Government Departments were filled under arrangements with the National Association in accordance with the established procedure.

At the end of the year 24,850 ex-regulars were registered at employment exchanges for employment compared with 31,124 at the end of 1935.

### **Local Employment Committees**

During the year the reconstitution of local employment committees for their sixth term of office was continued. The appointment of a new committee at Cannock increased the number to 335 with a total membership of approximately 10,000. Additional representatives of agricultural interests were appointed to the committees in consequence of the introduction of the scheme of unemployment insurance for agricultural workers.

The Ministry continued to receive the valuable co-operation of the committees particularly in connection with the development of the placing work of the exchanges. A number of committees put forward suggestions derived from their local experience relating to the scope of unemployment insurance. The Unemployment Assistance Board asked for the assistance of the committees in securing persons to represent the points of view of employers and workpeople on the advisory committees appointed by the Board under section 35 (3) of the Unemployment Act and the committees put forward nominations for the Board's consideration.

Sub-committees, particularly those appointed to deal with questions affecting the welfare and employment of women and girls, continued to give valuable assistance especially in the work of interviewing and selecting applicants for admission

to the domestic training centres conducted by the Central Committee on Women's Training and Employment. At the end of the year the members of the various sub-committees who were not members of main committees exceeded 2,000. In areas where there is no King's Roll Committee, local employment committees continued to carry out the local work in connection with the King's Roll scheme (see p. 22).

### Port Labour

The Standing Advisory Committee for the Port Transport Industry continued during the year its work in connection with the problem of decasualisation in accordance with the general policy formulated in September 1931.

The committee maintained close co-operation with port registration committees and members visited a number of ports for consultations with the local representatives. Further progress was made in the rendering by local committees of statistical and other information, particularly about the records of employment of men registered under their respective schemes. Generally speaking, there was an improvement in the average percentage of employment obtained and in a number of ports the registers were reduced, but there is still considerable room for improvement in the latter direction in certain ports. During the year a new registration scheme came into operation at Fleetwood. The register includes men engaged in the handling of fish landed by trawlers in addition to those employed on general cargo, a new feature in such schemes.

New premises to be used as a combined call stand and port workers' office were opened at Grimsby in June. They provide appropriate accommodation for all the registered men seeking employment, the foremen who attend to engage labour, and the Ministry's officers who attend to take proof of unemployment from the men not engaged. The value of this experiment in the centralisation of the engagement of labour and its co-ordination with the Department's arrangements for taking proof of unemployment has already been proved. Arrangements are being made for the erection of similar premises at Bristol (Avonmouth Docks) and the extension of the procedure to other ports is under consideration.

The advisory committee attaches considerable importance to appropriate arrangements being made in the ports to ensure the mobility of labour. This is an important factor in the effective working of registration schemes, but difficulties, governed largely by the size and lay-out of the docks and wharves, are encountered in certain ports. The central call stand system, which is recognised as the most effective method for the engagement of labour, is already in operation at a number of ports and during the year the registration committee at

Preston agreed to its adoption when suitable premises are available. The committee at Liverpool is examining the possibility of establishing a series of surplus labour stands at various centres in this widespread port, and, if approved, this procedure should ensure a better distribution of the labour supply.

There are still difficulties in setting up and operating registration schemes at certain ports. After an investigation at Hull the register was re-organised and it is hoped that this will help in the more effective administration of the registration scheme. Section 100 (3) of the Unemployment Insurance Act, 1935 provides that the Minister may, on representations being made to him by an organisation representing employers and an organisation representing workpeople in an industry, arrange for an inquiry into the difficulty in operating a scheme for promoting greater regularity of employment. The National Joint Council for Dock Labour, as the joint body representing the industry, made representations about the difficulties at Glasgow and Aberdeen and the Minister decided to exercise this power. At the end of the year the arrangements for holding the inquiries were almost complete. The Port Labour Advisory Committee is continuing its own investigation into the position at certain other ports where similar difficulties are being experienced.

The comprehensive investigation which the committee has been making into the possibility of arranging more equitable distribution of work among registered men at the ports, is nearing completion.

### **King's National Roll**

The number of employers (including Local Authorities) enrolled on the King's National Roll at the beginning of October 1936 was 23,586 which represented a small increase on the figure of twelve months earlier; 317,891 disabled ex-service men were employed by members representing approximately 5.3 per cent. of the total staff employed.

The number of disabled ex-service men registered for employment at employment exchanges on 5th October 1936 was 30,968 as against 34,323 at October 1935. This number represented 7.8 per cent. of the estimated number of men in receipt of disability pensions or allowances as compared with 14.1 per cent. of unemployment among all insured men in Great Britain at approximately the same date. Of those unemployed 17,481 were regarded as capable of following their usual occupations under ordinary industrial conditions and 13,124 were able to undertake light work but the remaining 363 men were suffering from disabilities which made it difficult for them to obtain employment except in an undertaking specially designed for the employment of severely disabled ex-service men or with a sympathetic employer.

At their meeting in May 1936 the King's Roll National Council referred to the valuable work performed by the undertakings established for the employment of severely disabled ex-service men. The council arranged for information about the work of the undertakings to be circulated to local committees and to the press.

The council appreciate that the continued success of the King's Roll scheme is due to the support given to it by employers and to the untiring efforts of the local committees. To assist the committees in their endeavours, a new leaflet describing the scheme was prepared and copies were supplied to committees for distribution to employers. By the courtesy of the British Broadcasting Corporation, an appeal to employers to join the King's Roll Scheme and to employ disabled ex-service men was broadcast on Armistice Day.

The King's Roll National Council suffered a severe loss during the year by the lamented death of its President, Field Marshal Lord Allenby. The Minister appointed Admiral of the Fleet Sir Roger Keyes to succeed Lord Allenby and the new President was present at the November meeting of the council.

#### **Scheme of Grants to Undertakings employing Severely Disabled Ex-Service Men**

The Ministry continued to assist certain undertakings established in various parts of the country for the purpose of providing suitable employment for ex-service men suffering from such severe war disability that they are unable to secure work under normal industrial or commercial conditions. (See p. 26 of the Report for 1935.)

During the year 14 undertakings were assisted and the total amount paid in grant was £9,459. The improvement in the financial position of one large undertaking during the year enabled it to withdraw its claim to deficiency grant from the Ministry and, as a result, the number of men recognised for grant purposes in employment or in training with the undertakings at the end of the year, 374, showed a reduction of about 200 compared with the figure for the end of 1935.

#### **Miscellaneous Duties in Connection with the Relief of Unemployment**

**Unemployment Grants Committee Schemes.**—The work of administering the grants made on the recommendation of the Unemployment Grants Committee, which ceased to exist on the expiry in August 1932 of the Development (Loan Guarantees and Grants) Act, 1929, towards the cost of schemes of public utility put in hand for the relief of unemployment was continued. The Department received during the year 192 claims for payment of grant, together with 225 reports from district

auditors of the Ministry of Health in respect of schemes carried out in England and Wales. The total payments made to Authorities, &c., during the year amounted to £4,356,334.

Ten schemes, on which 1,671 men were employed on the sites, were in progress at the beginning of the year, and eight schemes on which 911 men were directly employed, were still in course of execution at the close of the year.

**Mining Industry Act, 1926—Section 18.**—The restrictions on the recruitment of workpeople for employment in the coal mines, introduced in 1927 in connection with section 18 of the Mining Industry Act, 1926, continued in operation during 1936. The restrictions were designed to secure that opportunities for the employment of adults in the industry were preserved in the first place for workpeople already attached to it. There are no restrictions on the recruitment of persons under 18 years of age or of disabled ex-service men and mining students.

During the year ended July 1936 out of a total of nearly 10,000 persons over 18 years of age who transferred from other industries into the coal mines, only 176 (or less than two per cent.) were found to be ineligible; of these about 100 were subsequently discharged. In most of the remaining cases local circumstances rendered enforcement of the restrictions impracticable or undesirable.

### Admission of Foreign Workers

There was no change during 1936 in the general policy relating to the issue of permits for the employment of foreigners in the United Kingdom. The demand for foreign workers was greater than in any previous year, the total number of applications being 18,072 as compared with 12,934 in 1935. The rise was in large measure due to an increased demand for the services of foreigners as domestic servants. Table A contains particulars of the number of permits granted and refused during each of the last five years

TABLE A

Year	No. of permits granted	No. of applications refused	Total applications
1932	8,957	1,155	10,112
1933	8,584	1,044	9,628
1934	10,286	1,110	11,396
1935	11,344	1,590	12,934
1936	16,390	1,682	18,072

The principal occupations in respect of which permits were issued, together with the relevant figures, are shown in table B. It will be observed from the table that 51·55 per cent. of all the permits issued were in respect of employment in private domestic

service and 22.27 per cent. for engagements as concert &c. artists and musicians. These percentages of the total are high compared with other types of employment and this has been a noticeable feature during many previous years.

The figures shown in respect of student employees amount to 1,621 which represents 9.89 per cent. of all the permits issued. It should be stated that foreigners in respect of whom permits have been issued for employment as student employees are not regarded as filling definite posts, since they are here for only a limited period in order that they may learn the language and gain some knowledge of British ways and business methods. Foreigners residing in households in this country on an "au pair" basis are not shown below as student employees, but are recorded for statistical purposes in the domestic group.

TABLE B

<i>Occupational groups</i>	<i>No. of permits granted</i>	<i>No. of applications refused</i>	<i>Total applications</i>
Private domestic service ...	8,449	1,276	9,725
Concert, stage, variety, &c., artists and musicians ...	3,650	85	3,735
Industry and commerce :			
(a) student employees ...	930	1	931
(b) others ...	1,608	222	1,830
Hotels and restaurants :			
(a) student employees ...	484	—	484
(b) others ...	45	37	82
Teachers (foreign languages) excluding posts in private service :			
(a) student employees ...	196	1	197
(b) others ...	319	16	335
Film technicians ...	118	20	138
Miscellaneous :			
(a) student employees ...	11	—	11
(b) others ...	580	24	604
<b>Total ...</b>	<b>16,390</b>	<b>1,682</b>	<b>18,072</b>

Ministry of Labour permits are issued only in respect of foreigners who are abroad. Where the foreigner is already in this country application has to be made to the Home Office by the employer for permission to employ him and the Home Office normally seeks the advice of the Ministry on the employment aspect. The number of cases on which the Ministry advised during 1936 was 3,580, compared with 2,814 during 1935. Of these cases 2,729 and 2,318 were approved in 1936 and 1935 respectively. Table C contains particulars of the number of cases dealt with in each occupational group, distinguishing between favourable and unfavourable recommendations.



TABLE C

<i>Occupational groups</i>	<i>No. of favourable recommendations</i>	<i>No. of unfavourable recommendations</i>	<i>Total recommendations</i>
Private domestic service ...	944	437	1,381
Concert, stage, variety, &c., artists and musicians ...	80	36	116
Industry and commerce :			
(a) student employees ...	549	6	555
(b) others ... ..	663	228	891
Hotels and restaurants :			
(a) student employees ...	44	2	46
(b) others ... ..	9	44	53
Teachers (foreign languages) excluding posts in private service :			
(a) student employees ...	131	1	132
(b) others ... ..	61	29	90
Film technicians - ... ..	39	24	63
Miscellaneous :			
(a) student employees ...	18	—	18
(b) others ... ..	191	44	235
Total ... ..	<u>2,729</u>	<u>851</u>	<u>3,580</u>

The table in appendix XI shows the number of permissions granted in 1936, summarised according to the nationality of the foreigners concerned.

### Publicity

Measures to give greater publicity to the various facilities offered by the Ministry to employers, employees and unemployed were developed during the year.

The poster programme was increased both in number and range and arrangements were made for improved display, both in the Ministry's own premises and elsewhere. For example, the Ministry's posters were displayed on 1,476 sites at railway stations during the year. Similarly, the series of leaflets has been continued and expanded. The Ministry was represented at 80 fairs and shows. The film dealing with the placing work of the exchanges, mentioned in last year's Report, was shown in numerous theatres during the year under the title "Workers and Jobs". A further film "On the Way to Work" dealing with the government training centres and instructional

centres will be shown in the theatres during 1937. Another, entitled " Work Waits for You ", deals with juvenile transference and will be shown during 1937 by the Ministry's officers to specially invited audiences.

Many other means have been adopted for making information about the Ministry and its work more widely known and more readily accessible to the public. The most important was the establishment of a press office with a view to the prompt and accurate supply of information to the newspapers. The experience which is constantly being gained will be used to develop and improve this service still further.

### CHAPTER III

#### **PROVISION OF TRAINING, INSTRUCTION AND WELFARE SCHEMES FOR UNEMPLOYED MEN AND WOMEN**

Training was carried on during 1936 on broadly the same lines as in the preceding years. Co-operation with the Unemployment Assistance Board on matters of policy and recruitment was maintained. There was a further increase in the number of training places available both at government training centres and at instructional centres and there was an extension of the areas of recruitment. In July authority was obtained to extend recruitment for government training centres (previously confined with a few exceptions to the scheduled depressed areas) to include men for training in the engineering and building trades from other areas of heavy unemployment. By the end of the year recruitment for instructional centres had been extended so as to cover the whole country. For both types of training the preference for men from the scheduled depressed areas was maintained.

During the year plans were completed for opening early in 1937 centres of a new type in the depressed areas themselves, three to be in the north of England and two in Wales. These centres are designed to encourage and assist young unemployed men who are capable of being trained in a skilled trade or who would benefit by a course of reconditioning, to enter a government training centre or an instructional centre.

The year showed a considerable expansion in the Department's physical training activities which were carried on both directly and on behalf of the Commissioners for the Special Areas and contact was maintained with the National Council of Social Service.

As in previous years the Department co-operated with the Central Committee on Women's Training and Employment in the provision of training for unemployed women and girls.

#### **Government Training Centres**

The continued improvement in trade enabled the number of training places provided at the centres to be increased and at the end of the year there was accommodation for 6,255 men as compared with 4,245 at the end of 1935. The additional places, which were mainly in the engineering and building trades, were provided by opening two new centres and by increasing existing accommodation at the nine centres which were in operation during the preceding year. The new centres were Weeting Hall (Brandon, Suffolk), which was converted from

an instructional centre to a residential training centre on the 2nd January, and Leicester, which was opened in July. During the year 10,693 men completed a course of training and of these 10,398, or over 97 per cent. entered employment. Further statistics are given in appendix XII.

The subjects in which instruction was given remained unchanged except that the main-laying, terrazzo, and cement and plaster work classes were discontinued owing to the falling demand for men trained in these occupations, while new classes for training men from instructional centres as builders' labourers and factory labourers were opened at certain centres. Efforts were made to encourage skilled engineers who, owing to long unemployment, had lost touch with their trade, to undergo refresher courses with a view to restoring their skill sufficiently to enable them to secure employment at the full trade rates. It proved difficult, however, to find men who were both suitable for training and willing to accept employment in districts away from their home.

The experimental preparatory centre at Pentrebach, near Merthyr, designed to provide a preliminary training to men whose suitability for training in a government training centre is in doubt, was opened on 13th February. Of the 1,231 men admitted 677 were passed out for training at a government training centre while 158 were still at the centre at the end of the year.

### **Instructional Centres**

The continued improvement in the general employment position has inevitably affected the recruitment for instructional centres. The extension in the earlier part of the year of recruitment to certain areas of heavy unemployment proved insufficient to fill all the places available at the centres. It was accordingly decided to throw open the whole country to instructional centre recruitment and, in order to ensure that men from the special and depressed areas should not be prejudiced by such action, to give preference in allocation to centres to men from areas of heavy and prolonged unemployment. As a preliminary measure the local office areas in London were brought within the scheme in November and the recruits so obtained were allocated to one of the new centres (Rendlesham).

Fifteen centres (including the local instructional centre at Rheola) were open throughout the whole of 1936. Centres which were closed during the year included that on the Land Settlement Association Estate at Andover which was closed on 25th November and Weeting Hall which was converted into a government training centre on 8th January. New centres were opened at Glenfinart (20th February), Haldon (10th December), Rendlesham (10th December), Elmesthorpe, near Hincley (3rd December) and Harrowby Hall, near Grantham

(6th August). The two last named are small centres on Land Settlement Association Estates. There were also fifteen summer camps opened from about April to September. The number of men who were admitted to instructional centres during the year was 16,317 and 4,555 were admitted to summer camps, a total of 20,872, and an increase of 2,398 on the figures for 1935. The number of men who entered employment from instructional centres during 1936 was 3,830, an increase of 745 on the figures for 1935; 215 men were transferred to government training centres for training as builders' labourers or factory labourers and by the end of the year 84 of them had been placed in employment.

Following representations made by the Commissioner for the Special Areas (England and Wales) arrangements were made as an interim measure pending the opening of the local training centres, for young men resident in one of the Special Areas in England or Wales who were suffering from remediable dental trouble to receive free treatment on behalf of the Commissioner for the Special Areas at the instructional centres at Bourne and Hamsterley. By the end of the year 18 men had received treatment under this arrangement.

The table in appendix XIII shows results of the instructional centre scheme, including summer camps, for the year 1936.

### **Special Training Schemes**

As in 1935 the Department gave assistance to a few voluntary organisations which provided training for unemployed men from the depressed areas. Financial assistance was again given to the Heddingham Scout Training and Employment Scheme (Essex) and the Service Training Centre (Tenterden, Kent) both of which provide training facilities for and place men in domestic employment; and to the Restaurant Public Houses Association, which trains and places men in employment as barmen. The Department also paid the expenses of training men at the Brighton and Hove School of Cookery. The number of men in training during the year at these schemes was 1,376 of whom 261 did not complete the courses; 183 were in training at the end of the year and the balance of 932 were placed in employment.

### **Physical Training**

The year 1936 showed some expansion in physical training. At the request of the Commissioner for the Special Areas (England and Wales) classes were opened in February, the costs being met from the Commissioners funds. At the end of the year there were 33 classes in the special areas. The classes provided in the special areas of Scotland during 1935 for both men and women on behalf of the Commissioner were continued during 1936 and during the year the Department took over the direct control of the classes; the cost still being met out of the

Commissioner's funds. In addition to the classes provided in the special areas the Department continued the demonstration classes in other areas.

During the year there was considerable expansion in the scope and equipment of the classes and some development in the provision of gymnasium equipment. Special importance was attached to the organisation and facilities for sports, cross-country runs and walks. Another new feature was the provision of light refreshment at the classes in the form of milk and biscuits, or cocoa during the winter months.

There is ample evidence of the usefulness of the classes which appeal to both men and the potential employer. During December 50 per cent. of the men who left the classes went to employment or to training centres with good prospects of employment at the end of the training period.

The following figures give an indication of the popularity and usefulness of the classes:—

PHYSICAL TRAINING CLASSES				
	<i>No. enrolled in classes at end of year</i>	<i>Total enrolments during year</i>	<i>Total No. of attendances during year</i>	<i>Total No. of sessions (normally of 1 hr. duration) held during year</i>
Demonstration classes	809	3,471	81,162	4,800
Commissioner's classes (England and Wales)	3,866	11,313	299,095	18,350
Commissioner's classes (Scotland) ... ..	1,979	4,739	155,531	12,729
Totals ... ..	<u>6,654</u>	<u>19,523</u>	<u>535,788</u>	<u>35,879</u>

### **Training of Unemployed Women: Central Committee on Women's Training and Employment.**

The work of the central committee in providing training for unemployed women and girls proceeded steadily throughout the year. The demand for domestic training showed some fluctuation but less diminution than might have been expected in a period of expanding trade. During the first half of the year the centres were well filled but later the great demand for young workers in industry and in some cases the establishment of new factories to some extent affected the supply of trainees.

**Home Training Centres.**—At the end of the year there were six residential and 33 day centres, providing accommodation for training about 4,000 women and girls. The increased length of the courses, to which reference was made in the Report for 1935, reduced the number of trainees passing through the centres during the year, but this was offset by the establishment

of four new centres. These were placed at Bridgend, Bristol, Hull and Sunderland, the last two being especially for older women. The special courses at nine centres for girls under 15 were continued and proved successful, no difficulty being experienced in placing the girls after training.

**Courses for Older Women.**—The demand for training at the London cookery centre for older women who were unable, owing to age, to find work in their own occupations increased considerably during the latter part of the year.

The training provided good opportunities of progressive employment and there was little difficulty in placing the trainees. The somewhat similar centres at Hull and Sunderland have also been successful.

The detailed results of training in domestic centres are given in the following table:—

		<i>Non-residential centres</i>	<i>Residential centres</i>	<i>Total</i>
Completed training during the year ... ..	Adults	838	186	1,024
	Juveniles	1,577	685	2,262
Terminated training prematurely (i.e. discharged or left voluntarily) ... ..	Adults	99	28	127
	Juveniles	277	113	390
Entered domestic employment during or on termination of training ... ..	Adults	787	185	972
	Juveniles	1,518	663	2,181
Found other work ... ..	Adults	44	3	47
	Juveniles	74	1	75
Not placed because not available (ill - health, domestic circumstances, &c.) or other reasons ... ..	Adults	27	—	27
	Juveniles	17	5	22
Completed training and in process of being placed ... ..	Adults	29	1	30
	Juveniles	60	20	80
In training at close of year ... ..	Adults	145	34	179
	Juveniles	720	127	847

**Courses for Hotel Workers.**—There was an increase in the demand for short courses for hotel workers and during the spring 17 courses were held in 13 centres. In addition two small groups were trained in existing home training centres in Scotland. A successful experiment in this connection was the establishment of a temporary residential centre at Scarborough, which provided training for young women from a wide area, who were easily placed in local hotels during the summer. Of the 399 women trained in these centres 382 were placed in hotel and restaurant work. At least 61 per cent. are known to have remained in some form of domestic work after the season.

**Outfits for Resident Domestic Service.**—The number of outfits issued to women and girls to enable them to take domestic posts was 1,219 as against 475 in 1935. The majority of the applicants were juveniles from distressed areas.

**Individual Vocational Training.**—The committee made 169 individual grants to women and girls for training in certain selected occupations. These included 15 grants of uniform only to hospital and nursery nurses who had the opportunity of free training but were unable to provide uniform. There were 93 grants for courses in shorthand and typewriting and 11 for clerical machine operating. The holders of the 20 Jubilee scholarships given by Pitman's College last year completed their training and all were immediately placed in good posts. The committee were glad to avail themselves of an offer from the college to give similar training at reduced fees to another group of girls from depressed areas. Training was also given in a number of provincial colleges.

The problem of finding suitable occupation for older women remained one of great difficulty. Apart from the training given in the special training centres already mentioned a few women were given training in cookery and in institutional housekeeping at other institutions. A small number of grants was given for training in chiropody.

#### **St. Mary's Training Centre, Portobello Road, London**

A grant was again made in 1936 towards the training for domestic service of unemployed women and girls at St. Mary's Training Centre. One hundred and seventy-four completed training during the year of whom 152 entered domestic employment. Twenty-five were in training at the end of the year.

#### **Welfare Work for the Unemployed**

The policy of making a grant to the National Council of Social Service towards the cost of courses of occupation for unemployed persons under section 79 (1) of the Unemployment Insurance Act, 1935, was continued in 1936.

Since the council undertook in November 1932, at the Government's request, to act as a central national body to guide and encourage local voluntary efforts by and on behalf of unemployed men and women, to provide occupation for themselves and each other, the council has sought to avoid interference in the control of the regional and local organisations engaged in a movement in the experimental stage. This has made somewhat difficult the close estimating of the financial requirements of the council a year ahead. While the council recognised that considerable financial assistance would be necessary in the pioneering stage, its policy has been to rely upon municipal or private resources to carry to fruition, and thereafter to maintain the schemes brought into existence as a result of grants from the funds at the council's disposal. Accordingly the council's grants to assist the occupational club movement have been in the main (a) assistance to regional bodies for organising expenses of clubs and for the salaries of instructors



for craft work, physical training, &c.; (b) assistance towards the capital costs of local occupational schemes (building of club premises, provision of equipment, &c.) in areas of heavy and sustained unemployment, where special difficulty might be experienced in raising voluntary funds for the purpose. The council has not given financial assistance for maintenance costs of local schemes, even in the worst-hit areas, feeling that these should be met from voluntary funds. To this end, it has encouraged the formation of adopting bodies in the more prosperous parts of the country in order to supplement the limited financial resources of the depressed areas. A gratifying feature of 1936 has been the growth of the practice of the staffs of government offices, banking houses and others in regular employment of raising funds amongst their own members for social service work amongst unemployed persons.

On a careful review of the position as it stood at the end of 1935, the council asked that a sum not exceeding £150,000 (as compared with a grant-in-aid of £75,000 for 1935-6) might be placed at its disposal for the financial year 1936-7. Parliament authorised a grant-in-aid of that amount. This was irrespective of the sums placed at the council's disposal by the Commissioner for the Special Areas for other works of social improvement in England and Wales that did not come within the scope of the grant.

With this grant it seemed possible to the council, with the aid of its own and locally contributed funds to finance its own growing administrative charges and to assist the regional bodies which were expanding to meet the needs of their areas. The sum of £18,500 was set aside towards the cost of residential centres for leadership courses and other special services to improve the occupational clubs. The sum of £50,000 was also allocated to enable groups of unemployed men in areas of heavy unemployment to build, adapt, decorate or equip club premises for themselves and other unemployed men and women.

During the calendar year 1936 expenditure had been incurred under these main headings as follows:—

	£
Towards the council's own administrative expenditure ...	8,540
"    the administrative expenditure of regional bodies...	39,616
"    the cost of leadership courses, &c. ... ..	16,094
"    "    "    local schemes ... ..	22,542

Two features of the local schemes call for special mention. First, the evolution of two or three standard types of building, specially designed to be erected by unpaid labour with a minimum of skilled supervision and costing for materials, heating and equipment from £250—£500, according to size and situation. The larger type of building, besides providing workshops and classrooms can, by the removal of partitions, accommodate

up to 250 persons for entertainments and social functions. 52 grants for the erection of premises of this kind have been made during the year. Further applications were under preparation or consideration at the end of 1936. Unfortunately difficulties in obtaining sites and, in some instances, building bye-laws, have prevented this type of building from being provided in the more heavily populated industrial areas, where the lack of suitable club premises often prevents the development of the council's work in accordance with the needs of the place. The other feature calling for special mention is the growth of the demand for physical training amongst the younger club members. Grants for the salaries of regional organisers and instructors for groups of clubs, and for apparatus and equipment for the purpose amounted in 1936 to £12,000. During December 1936, 280 clubs were doing physical training and an average of 470 classes were held per week as compared with 250 per week during January of the same year.

It is estimated that at the end of 1936 there were approximately 1,800 welfare centres of various types, including 850 occupational centres in which regular instructional classes were provided in carpentry, handicrafts, boot-repairing, physical training, &c., and 750 centres in which facilities were given for some occupational activity. The remainder of the centres were recreational in character. Not all of the 1,800 centres received assistance from the council's funds. At many of the clubs accommodation is available or has been provided by the labour of unemployed members for their wives and other women who are not technically "unemployed" and therefore not within the scope of section 79 (1) of the Unemployment Insurance Act, 1935.

The local officers of the Ministry of Labour were able to give much assistance in their personal capacity to the movement.

It is understood the council will issue a further report on its work early in 1937 dealing with the courses of occupation assisted from Ministry of Labour funds and with the schemes of social improvement undertaken on behalf of the Commissioner for the Special Areas.

## CHAPTER IV

### BOYS AND GIRLS

#### Juvenile Employment in 1936

##### General Survey

The total numbers in the age group 14-18 years and the distribution within that age range were affected during the year by the sharp rise in the birth rate which occurred immediately after the war and the slow decline which followed. The combined effect of these factors was that the juvenile population at the end of 1936 was higher than in 1935 by approximately 150,000 due to an increase of nearly 310,000 in the 16-17 age group combined with a reduction of about 160,000 in the 14-15 age group as compared with the previous year.

In spite of this increase, the greater activity in most industries during the year resulted in a marked improvement in juvenile employment conditions and the average number registered as unemployed was less by 12,563 than in 1935. As in 1935, the area south and east of Lancashire, Yorkshire and Wales offered good employment for juveniles, but in addition there were considerable improvements in other areas affecting particularly such staple industries as engineering, shipbuilding, iron and steel and textiles. There remained, however, certain areas in the north and Wales, particularly those in which coal-mining is the main industry, where the improvement, whilst noticeable, did not greatly affect the number of boys and girls for whom there was no immediate prospect of employment. The Ministry therefore continued its policy of industrial transference of juveniles.

Although there was an increase in the number of apprenticeships and learnerships involving a systematic scheme of training, there was no indication of a general revival of this system of engaging labour. There was, however, a noticeable increase in the number of informal learnerships, based generally upon oral contracts, and this system appeared to be favoured particularly in connection with mass production work.

##### Shortages of Juvenile Labour

The shortages of juvenile labour referred to in the 1935 Report persisted and spread to other districts. They related particularly to school leavers and boys and girls in the 14-15 age group. In the prosperous areas these juveniles had a wide choice of employment, and in consequence avoided the less attractive occupations particularly errand and delivery work for boys and domestic service for girls. Although there was evidence of frequent change of employment in order to obtain higher wages without due

regard to the prospects offered, advantage was generally taken of the opportunity to obtain employment offering good prospects. The operation of the Unemployment Insurance Act, 1935 furnished improved contact between juvenile employment offices and juveniles who left their employment and this enabled advice and assistance regarding choice of occupation to be given. Even in areas in which there was considerable juvenile unemployment there was increasing reluctance to enter certain types of employment, particularly if other work was available within daily travelling distance, and it was generally reported that employers found difficulty in recruiting juveniles for coal-mining, cotton and, in some districts, certain heavy engineering work. In many such areas parents kept their children at school until other vacancies were found in the district or elsewhere.

As a result of these shortages there was a widespread tendency to raise the starting wage of learners, particularly in unskilled and non-progressive employment. Other measures were also adopted by employers to meet the situation, for example, the employment of older juveniles and of young persons between 18 and 21 years where younger juveniles would normally be employed; the payment of fares to juveniles who travelled from a distance; and in some cases the relaxation of conditions, particularly in occupations which previously adopted indentured apprenticeship or imposed strict conditions as to age and educational ability.

### Distribution of Juvenile Labour

The estimated number of boys and girls, under 18 years of age, insured under the Unemployment Insurance Acts at July 1936 and July 1935 were as follows:—

	<i>Boys</i>		<i>Girls</i>	
	<i>1935</i>	<i>1936</i>	<i>1935</i>	<i>1936</i>
General scheme (including the special schemes for the banking and insurance industries) ...	970,000	1,079,000	770,000	866,000
Agricultural scheme (provisional figures) ... ..	—	66,000	—	6,800

The numbers of insured workpeople under 18 years of age employed in the larger industries, as estimated from the number of unemployment books issued and exchanged during the years 1936 and 1935, are given in appendix XIV, in which are also given for purposes of comparison the corresponding numbers of insured workpeople over 18 years of age.

### Juvenile Unemployment

As indicated above, the continued improvement in the juvenile employment position absorbed an increasing number of boys and girls, with the result that the average monthly live register

of unemployed juveniles\* during 1936 was 105,915 compared with 118,478 for 1935—a decrease of 12,563. Fuller details are given in the following table.

*Average monthly live register of unemployed juveniles*

	Boys		Girls		Total	
	Age	Age	Age	Age	Boys	Girls
	14 and 15	16 and 17	14 and 15	16 and 17		
1935 ...	35,528	28,148	33 940	20,862	63,676	54,802
1936 ...	26,891	27,676	29,652	21,696	54,567	51,348

The following table shows the distribution of juvenile unemployment for each of the administrative divisions of the Ministry in November 1936 and November 1935. It should be noted that for 1936 the administrative divisions did not correspond exactly with those for 1935. The numbers of boys and girls aged 14-15 who, while registered as unemployed, were still receiving whole-time education are given separately; the corresponding figures of boys and girls aged 16-17 years are not available but would be comparatively small.

Boys

—	Numbers registered as unemployed				Numbers (included in previous columns—ages 14 and 15 only) still attending school	
	Ages 16 and 17		Ages 14 and 15		Nov. 1935	Nov. 1936
	Nov. 1935	Nov. 1936	Nov. 1935	Nov. 1936		
London ...	...	{ 1,333	2,144	{ 855	396	{ 167
South eastern ...	2,311	{ 1,246		{ 648		{ 110
South western ...	1,522	1,450	1,922	910	756	396
Midlands ...	1,397	1,037	1,641	684	217	127
North eastern ...	...	{ 2,142		{ 1,374	2,713	{ 215
North western ...	11,398	{ 5,111	15,113	{ 3,456		{ 680
Northern ...	...	{ 3,573		{ 3,438		{ 782
Scotland ...	6,381	6,170	6,648	4,370	913	523
Wales ...	3,315	3,331	5,227	3,891	2,107	2,076
Gt. Britain ...	26,324	25,393	32,695	19,626	7,102	5,076

GIRLS

—	Numbers registered as unemployed				Numbers (included in previous columns—ages 14 and 15 only) still attending school	
	Ages 16 and 17		Ages 14 and 15		Nov. 1935	Nov. 1936
	Nov. 1935	Nov. 1936	Nov. 1935	Nov. 1936		
London ...	...	{ 1,021	2,886	{ 892	292	{ 79
South eastern ...	2,325	{ 1,566		{ 1,149		{ 122
South western ...	1,350	1,619	2,375	1,407	746	352
Midlands ...	1,214	1,157	1,519	807	139	117
North eastern ...	...	{ 1,964		{ 2,216	1,868	{ 198
North western ...	8,571	{ 3,473	13,865	{ 3,447		{ 608
Northern ...	...	{ 3,184		{ 4,454		{ 736
Scotland ...	4,278	4,775	6,064	4,378	570	362
Wales ...	2,167	2,655	4,718	4,867	1,770	2,456
Gt. Britain ...	19,905	21,414	31,427	23,617	5,385	5,030

\* In this instance and elsewhere throughout this chapter the figures do not include juveniles in agriculture unless specifically stated.

It will be noted that three-quarters of the total volume of juvenile unemployment was contained in five of the nine divisions, a position which corresponds almost exactly with that of 1935 since the five divisions now referred to cover the same territory as the four divisions referred to in 1935. As the following table indicates, the periods during which juvenile claimants for unemployment benefit remained unemployed were of shorter duration in the more prosperous divisions.

CLAIMANTS FOR UNEMPLOYMENT BENEFIT, ON 23RD NOVEMBER 1936,  
AGED 16 AND 17 YEARS

Division	<i>Boys, aged 16-17 who had been on the Register</i>				<i>Girls, aged 16-17 who had been on the Register</i>			
	<i>6 months but less than 9 months</i>	<i>3 months but less than 6 months</i>	<i>Less than 3 months</i>	<i>Total</i>	<i>6 months but less than 9 months</i>	<i>3 months but less than 6 months</i>	<i>Less than 3 months</i>	<i>Total</i>
	London ...	—	13	695	708	—	4	493
South eastern...	3	20	894	917	1	30	880	911
South western...	3	32	1,018	1,053	5	34	843	882
Midlands ...	1	30	715	746	1	23	705	729
North eastern...	12	47	1,446	1,505	4	68	979	1,051
North western...	44	380	2,966	3,390	18	151	1,934	2,103
Northern ...	26	277	1,722	2,025	16	168	1,038	1,222
Scotland ...	36	415	3,044	3,495	27	269	2,155	2,451
Wales ...	30	234	1,774	2,038	20	96	811	927
Great Britain...	155	1,448	14,274	15,877	92	843	9,838	10,773

The position in the London area was particularly striking. At November, 60 per cent. of the registered juveniles had been unemployed for less than a week and a further 30 per cent. had been registered for not more than a month.

### Arrangements for Giving Advice and for Placing in Employment

#### Local Administration

Juvenile choice of employment work is administered locally by means of a dual system under the central supervision of the Ministry of Labour, an account of which was given on page 52 of the Report for 1930. At the end of the year there were 108 local education authorities in England and Wales exercising choice of employment powers under approved schemes; these included 50 county boroughs, 48 boroughs and urban districts and 10 county councils. This number includes a new scheme for Canterbury established during the year by the Canterbury City Council. In addition to the advisory committees appointed by these authorities, there were 196

juvenile advisory committees in areas for which the Ministry of Labour is responsible; this total includes two new committees formed during the year at Walkden and Cannock.

The Ministry continued to be responsible for choice of employment work throughout Scotland, apart from the special scheme in Edinburgh which has been administered jointly by the education authority and the Ministry since 1911.

### **Regional and Secondary School Committees**

The special regional committees set up to deal with boys and girls from post-elementary schools in certain wide areas continued to operate successfully during the year, and in all cases were able to obtain vacancies with greater ease than in previous years. In some areas, particularly London, while the number of candidates rose considerably as compared with 1935, the demand was such that, as in 1935, many vacancies, particularly for girls, were left unfilled through lack of suitable applicants. The Headmistresses' Employment Committee were unable to fill more than two-thirds of the vacancies notified, but after the summer school leaving period the number of applicants to the Headmasters' Employment Committee provided an adequate pool from which to fill the many vacancies notified. The number of vacancies filled by transfer from other areas showed a considerable increase over 1935.

### **Choice of Career Pamphlets**

During the year a number of the pamphlets on careers in the "choice of career" series were revised and a new general guide to careers for boys, giving brief details of 50 careers and similar to one previously issued on careers for girls, was put on sale. The pamphlets in this series are constantly being brought up to date, and continued evidence was received of their value to head masters and to boys and girls leaving school.

### **Choice of Occupation Leaflets**

In accordance with a recommendation by the National Advisory Councils for Juvenile Employment, the Ministry decided to make a beginning with an issue of leaflets on trades of national scope suitable for boys and girls from elementary and similar schools. Two of these leaflets were published towards the end of the year—No. 1 for girls, on the needle trades, and No. 2 for boys, on the building industry. Copies were supplied for issue free to boys and girls who may consider entering these occupations, and they were also put on sale through the Stationery Office, price 1d. each. Two further leaflets—No. 3 for girls on laundry trades, and No. 4 for boys on engineering—were in active preparation at the end of the year.

### Placing in Employment

The numbers of vacancies for boys and girls notified to and filled by local employment offices in the last seven years are given below, and for purposes of comparison the figures for 1922 are also included.

Year	Vacancies notified	Vacancies filled		Total
		Boys	Girls	
1922 ... ..	131,470	49,936	63,734	113,670
1930 ... ..	371,704	162,182	146,772	308,954
1931 ... ..	354,435	155,486	151,335	306,821
1932 ... ..	368,694	157,587	163,472	321,059
1933 ... ..	454,759	193,193	184,120	377,313
1934 ... ..	550,394	227,722	217,702	445,424
1935 ... ..	633,929	261,636	240,122	501,758
1936 ... ..	692,686	278,003	250,159	528,162

**Placing of Secondary School Pupils.**—The number of secondary school pupils placed by the juvenile advisory and other committees during the years 1936 and 1935 were as follows:—

Committee	Boys		Girls		Total	
	1935	1936	1935	1936	1935	1936
London Headmasters Committee ... ..	1,534	1,655	—	—	1,534	1,655
London Headmistresses Committee ... ..	—	—	1,801	1,939	1,801	1,939
Glasgow Careers Council and school career committees ... ..	393	589	351	328	744	917
North and South Wales committees ... ..	276	317	211	216	487	533
All other committees and offices * ... ..	1,836	1,932	1,656	1,777	3,492	3,709
Totals ... ..	4,039	4,493	4,019	4,260	8,058	8,753

\* Excluding juvenile employment bureaux.

**The London Regional Advisory Council.**—The council continued its work on the lines referred to in the Report for 1935 and in particular considered further the subjects of travelling facilities for juveniles in relation to the extensive unsatisfied demand for young workers in central London, and the revision of the "Guide to Employment for London Boys and Girls."

A detailed account of the work of the council is contained in the council's report for 1936, published by the Stationery Office (price 2d. net).

**National Advisory Councils for Juvenile Employment.**—In May 1936, the Minister of Labour asked the National Advisory Councils for Juvenile Employment for England and Wales and for Scotland to review the operation of the scheme of approved courses of instruction for unemployed boys and girls carried on under section 76 of the Unemployment Insurance Act, 1935. At the end of the year the councils had the matter under active consideration.



## Juvenile Transference Scheme

### General Policy

By means of the juvenile transference scheme opportunities of employment in more prosperous districts were obtained for unemployed boys and girls from the Special Areas and certain other areas where there was little prospect of regular and progressive employment. The wider knowledge of the scheme and the results obtained, coupled with improvements and additional safeguards introduced into the scheme, some of which were noted in the 1935 Report, resulted in increased confidence on the part of parents and children in the arrangements made by the Department. At the same time the continued trade expansion in the midlands and the south of England offered an increased number of suitable openings. In the result, the number of juveniles transferred during 1936 reached the record total of 15,407, as compared with 10,024, in 1935. A detailed statement of the numbers transferred during the years 1934, 1935 and 1936 is contained in appendix XV and appendix XVI shows the industries to which juveniles of both sexes were transferred.

The numbers of boys transferred between the ages of 14 to 15, and 15 to 16 were approximately equal. The largest numbers were in the age group 16 to 17 and the smallest in the age group 17 to 18. In the latter group the smaller numbers are due more to difficulties in finding employment which will enable the boy to become self-supporting at the age of 18, than to any greater reluctance on the part of the older juveniles to leave home. In the case of girls, the numbers transferred between the ages of 15 to 16, and 16 to 17 were equal, the next largest group being those between 17 and 18 years of age. Girls between 14 and 15 constituted the smallest group.

Although some of the juveniles after transfer fail to settle down in the new area, or are called home for domestic reasons, the great majority remain and of those who do return home, many subsequently re-apply to be transferred and employment is again obtained for them.

In addition to those transferred by the machinery of the Department many boys and girls leave home to take employment which they have found for themselves. In these cases there is no control of the conditions of employment or welfare, and juvenile advisory committees do all they can to encourage boys and girls and their parents to take advantage of the facilities and safeguards offered by the transference scheme. On the other hand there remain many unemployed boys and girls in the Special Areas who could have been placed in suitable employment in other areas but for their own unwillingness to leave home, or the reluctance of their parents to allow them to do so. To some extent this reluctance was attributable to the expectation of increased opportunities of employment locally; another factor is uncertainty and ignorance of industrial conditions in

other parts of the country and during the year increased publicity was given to the scheme, including the production of a sound film illustrating the types of employment available in other areas.

### **Accommodation for Transferred Juveniles**

An important feature of the transference scheme is the selection and approval by the juvenile employment offices of suitable lodgings in advance of the juvenile's arrival in the new area and the arrangements made with the landlady to provide board, lodging and laundry at an agreed charge per week. During 1935 the initial steps were taken to establish special accommodation in hostels in certain areas, particularly London, where difficulties had been experienced in obtaining adequate accommodation in private lodgings and in 1936 two additional hostels were opened in London. These premises, with the two provided in 1935, afford accommodation for approximately 210 boys. As, however, the boys remain in the hostels for approximately six months, this accommodation was available for between 400 and 450 newly transferred boys in the course of the year. A small hostel, used as a clearing house for new arrivals before proceeding to lodgings, was opened at Birmingham by the local education authority; preparations were also completed by the Ministry of Labour for a hostel for between 40 and 50 girls in Redditch. At the end of the year plans were well advanced in respect of three further hostels for boys and one for girls in London. In addition to the hostel accommodation specially provided by the Department in co-operation with suitable organisations, arrangements were made for utilising accommodation in existing hostels controlled by other bodies.

### **Welfare Arrangements**

As in previous years the Department continued to pay special attention to the arrangements for the welfare of young people living away from home with the assistance of voluntary organisations, voluntary workers, local committees for juvenile employment and juvenile employment officers. In most areas to which boys and girls are transferred, the after-care committees which have been established under the after-care scheme were actively engaged in stimulating and co-ordinating local welfare efforts, and in dealing with the individual problems which necessarily arise in connection with the scheme. In some areas the increasing volume of transference has called for improved facilities for recreational and club activities. The general responsibility for social welfare arrangements for boys and girls rests with the Board of Education and local education authorities but in view of the special responsibility of the Ministry for transferred boys and girls arrangements were made, in conjunction with the Juvenile Organisations Committee of the Board of Education,

the National Association of Boys' Clubs and the National Council of Girls' Clubs to investigate the needs of particular areas in order to determine the most suitable method of improving the position. As a temporary measure it was arranged to make small grants to voluntary organisations, by virtue of the Ministry's powers under section 102 of the Unemployment Insurance Act, 1935, to assist them in meeting capital expenditure in the provision of adequate club accommodation for transferred juveniles.

The arrangements for providing boys and girls with clothing before leaving home were extended during the year, as it was found that in a high proportion of cases the articles already in the possession of juveniles were unserviceable and inadequate for use in the new area, if not definitely prejudicial to the retention of employment. In November the Personal Service League found it impossible to continue their generous assistance in the supply of clothing for juveniles before transfer, and thenceforward the Department assumed full responsibility for the issue of clothing in all cases of necessity. In addition to ordinary wearing apparel, special outfits were supplied to boys requiring them for certain types of employment.

#### **Maintenance Grants**

The arrangements for the payment of maintenance grants in cases where the normal rate of wages is insufficient to meet necessary living and personal expenses continued to operate on the basis adopted in the previous year. The same limits of amount and period of grant were maintained. The proportion of those in receipt of grant increased from 39.6 per cent. in 1935 to 48.7 per cent. in 1936.

#### **Junior Transfer Centres and Camps**

In view of the success of the junior transfer centre for boys which was opened at Howlish Hall, Durham by the Durham Education Authority in 1935, a second centre, for boys recruited from South Wales, was opened at Llandough Castle, Glamorgan-shire in April 1936. The centre is run on the Ministry's behalf by the Y.M.C.A. with the aid of a grant. Arrangements were made to establish, early in 1937, a third centre for boys, also to be run by the Y.M.C.A., outside Huddersfield. The object of these junior transfer centres is to provide instruction for juveniles who are recommended by the regional medical officers of the Ministry of Health as in need of a short course in a residential centre with a view to the improvement of their physical condition before taking up employment in a new area away from home. During 1936 387 boys passed through the centres and 337 were placed in approved employment.

Two camps with accommodation for 170 and 80 boys respectively at Skegness and Sandwich Bay and a small number

of beds at one camp for girls at Colwyn Bay were placed at the disposal of the Ministry by the Y.M.C.A. and the Y.W.C.A. during the summer months. At these camps courses of three to four weeks were provided for juveniles willing to transfer whose physical condition was not such as to require the longer course available at the junior transfer centres. Out of 864 boys and 30 girls who passed through the camps 851 boys and 25 girls were placed in approved employment.

### **Vocational Training Schemes**

In addition to the transfer centres and camps, short courses of vocational training for boys in certain occupations in which some preliminary experience is desirable were again provided in 1936, with financial assistance from the Ministry. The schemes included extended arrangements with the Y.M.C.A. to train boys for employment in hotels, catering establishments and clubs, and on the land. Other schemes were organised by various bodies for farm training and for employment at sea, but these openings failed to attract sufficient recruits to fill the accommodation provided. In July a centre for training boys recruited from Wales for subsequent employment in private domestic occupations was opened in Monmouthshire, under the administration of the Boy Scouts Association. Assistance by means of payment of travelling expenses and, in certain cases, towards the cost of outfit or kit were also continued in connection with a number of training ships for the merchant service. The total number of boys who were trained and placed in employment under the various vocational schemes during 1936 was 745.

The training (mainly for domestic employment) of girls from the areas scheduled for transference was conducted on behalf of the Ministry by the Central Committee on Women's Training and Employment (see pp. 31-33) and during the year 1,178 girls trained in the committee's centres took up domestic work after training.

### **Co-operation with Local Education Authorities**

In last year's Report reference was made to the varying extent of co-operation in the transfer of juveniles on the part of local education authorities responsible for juvenile employment work under section 81 of the Unemployment Insurance Act, 1935. In 1936 an additional number of education authorities decided to co-operate in view of the local shortage of boys or girls for suitable vacancies, but there are several authorities which maintain their refusal to extend the scheme to their areas. Transference was however actively developed in certain areas and notably by the Birmingham Local Education Authority, who were successful in transferring 371 juveniles from Liverpool and the north east and by the Warwickshire Education Authority who placed 389 juveniles, mainly in Rugby.

### **Courses of Instruction for Unemployed Juveniles**

The various types of courses of instruction for unemployed boys and girls conducted by education authorities under the Unemployment Insurance Act, 1935, and grant-aided by the Ministry were continued during the year without alteration but the number of centres and classes in operation during the year and the total attendances were affected by two opposing tendencies. New centres were opened in some areas where authorities had experienced difficulty in carrying out earlier their statutory obligations, mainly due to the lack of suitable premises. In other areas the numbers of unemployed juveniles were so reduced owing to the improvement in trade that centres or classes were closed. Reductions in most areas in the numbers of unemployed juveniles necessarily affected the attendance at the centres and classes with the result that the attendances for the last quarter of the year were substantially below those for the corresponding period in 1935.

The monthly average numbers of centres and classes open during the year were 197 and 22 respectively and the averages of the average daily attendances during the first week in each month were 17,225 boys and 10,216 girls of whom 7,298 boys and 3,358 girls were claiming benefit.

The highest average daily attendance was 37,726 in the week ended 5th February 1936. The aggregate number of individuals who attended centres and classes during the year was about 191,000. About 1,300,000 boys and girls have passed through the centres since 1923.

In areas in which the number of unemployed boys and girls was insufficient to form either a centre or a class, arrangements were again made for their attendance at existing educational institutions, mainly evening classes, which are generally open during the winter months only. The greatest numbers were in attendance during the month of February when 1,377 boys and 1,537 girls attended. During the year about 7,200 individuals attended under these arrangements.

It should be noted that, at any particular time, only a proportion of boys and girls registered as unemployed can be expected to be in attendance at junior instruction centres and classes. Boys and girls not in attendance can be divided into the following categories:—

- (a) those living in areas where the numbers of unemployed are so few that centres or classes are not justified;
- (b) those whose attendance cannot be required because of the "waiting period" between the date of ceasing work or leaving school and the issue of a requirement to attend a centre;

(c) those whose attendance cannot reasonably be required, because of home conditions or other individual circumstances;

(d) those continuing in full-time attendance at school, or attending some alternative course.

In February 1936, a special analysis of the live register was made, with the object of estimating the proportion of unemployed juveniles at that date whose attendance could be expected, if all the centres and classes then thought necessary were established. The results of this analysis were published in the *Ministry of Labour Gazette* for June and indicated that the average daily attendance for the week in which the analysis was made would not exceed half the corresponding live register. The subsequent improvement in employment resulted in a reduction in the number of centres and a reduction in the period of unemployment, so that the proportion whose attendance could be expected was substantially lower at the end of the year.

As indicated in previous reports, the Department has been closely associated with the Board of Education and the Scottish Education Department in the administration of the centres, and valuable assistance has been given by Your Majesty's Inspectors of Schools both in the consideration of proposals submitted by authorities and in the inspection of the work of existing centres. During the year the series of full inspections was continued and, by the end of the year, about two-thirds of the centres had been fully inspected. Reports of these joint inspections are issued to authorities for information and guidance. The object of each report is to give a detailed description of the results achieved and to indicate possible improvements and developments. The inspections have undoubtedly assisted in improving the efficiency of the centres.

With a view to discussing aspects of the organisation and conduct of courses of instruction, a week-end conference of superintendents of junior instruction centres in the northern divisions was organised by the Board of Education and held at York in July, under the auspices of the York Local Education Authority. The conference was well attended and gave an opportunity to superintendents to exchange ideas and discuss methods of dealing with the special difficulties of the service.

In the course of the year, the statutory scheme (England and Wales) was amended with the consent of the Treasury and after consultation with the Board of Education, to enable local education authorities to extend to the junior instruction centres the full facilities of the school medical service of the authority for medical inspection and medical and dental treatment. A memorandum and circular letter were issued to authorities, urging the importance of affording to juveniles attending centres the advantages of the medical and dental treatment which is given in the public elementary schools.

## CHAPTER V

**UNEMPLOYMENT INSURANCE AND UNEMPLOYMENT ASSISTANCE****Legislation****Unemployment Insurance**

The Unemployment Insurance (Agriculture) Bill which, as stated in the Report for 1935, was introduced into Parliament on 19th December 1935, passed through its final stages in the early part of the year and received the Royal Assent on 9th April 1936. The principal changes made in the Bill during its passage and the arrangements made for bringing the Act into operation are described on pp. 49-51.

Two Orders were made during the year arising out of the provisions of the Act. The first made on 5th August 1936, amended the Seasonal Workers Order, 1935, to provide that it should not apply to claims for agricultural benefit. The second made on 10th December but with effect from 1st February 1937, provided for the inclusion of private gardeners in the agricultural insurance scheme.

On 7th February 1936, the Unemployment Insurance Statutory Committee reported to the Minister that the Unemployment Fund was, and was likely to continue to be, more than reasonably sufficient to discharge its liabilities and recommended that the weekly rate of contributions payable in respect of persons aged 18 and over by employers and employed persons should be reduced by 1d. The committee estimated that as the result the income of the Unemployment Fund would be diminished by approximately £6,500,000 a year. The Minister, with the approval of Parliament, made an Order to operate from 6th July 1936, carrying out the committee's recommendation.

Following the consolidation of the existing unemployment insurance legislation in the Unemployment Insurance Act, 1935, most of the Regulations made under previous Acts were re-made in consolidated form early in 1936. The consolidating Regulations have been specially noted in the list of Regulations and Orders given in appendix XVII.

Draft regulations to include among the classes of persons employed in insurable employments those persons employed as pithead bath attendants who were excepted from insurance on the grounds that their employment was in domestic service were the subject of a report by the statutory committee on 10th January 1936, recommending the inclusion of the persons

in question in the unemployment insurance scheme. Regulations giving effect to this recommendation as from 2nd March 1936, were made on 10th February.

### **Unemployment Assistance**

On 27th February 1936, the Unemployment Assistance (Temporary Provisions) (Extension) Act, 1936, was enacted to extend to 31st March 1936, the period of operation of the Unemployment Assistance (Temporary Provisions) (No. 2) Act, 1935, which requires the payment of grants to local authorities out of monies provided by Parliament in consequence of the postponement of the second appointed day for the purposes of the Unemployment Insurance Act, 1934.

The "standstill" arrangements for determining and assessing the needs of applicants for unemployment assistance allowances, which were effected by the Unemployment Assistance (Temporary Provisions) Act, 1935, were terminated on 15th November 1936, by an order made on 15th July 1936, and new Determination of Need and Assessment of Needs Regulations were made on 26th July 1936, to operate from 16th November 1936. An Order was made on 28th July 1936, naming 1st April 1937, as the "second appointed day" for the purposes of the Unemployment Act, 1934. Details of these Regulations and Orders are given on p. 62.

### **Acts Regulations and Orders**

A list of Acts, Regulations and Orders relating to unemployment insurance or unemployment assistance passed or made during the year, is given in appendix XVII.

### **Unemployment Insurance (Agriculture) Act, 1936**

A summary of the Unemployment Insurance (Agriculture) Bill as introduced into Parliament on 19th December 1935, was given in last year's Report. The principal amendments made in the Bill during its passage through Parliament were as follows.

The Bill excluded from its scope certain specified employments of a subsidiary nature, but this exclusion was deleted from the Bill and the Minister was given power in the case of subsidiary employments in agriculture to retain in insurance by regulations persons who could show that they were normally employed in insurable employment or that the excepted employments were in their case not subsidiary but their main means of livelihood. A clause was also added enabling private gardeners



to be included in unemployment insurance by order, subject to a report from the statutory committee and to approval by both Houses of Parliament.

The rates of benefit contained in the Bill were modified to provide a uniform rate of 3s. a week for each dependent child, subject to the overriding maximum benefit rate of 30s. a week, and a provision was introduced to enable persons residing in rural areas to obtain benefit at a post office within a reasonable distance of their place of residence.

**Inauguration of the Agricultural Insurance Scheme.**—The Act provided that contributions should become payable as from 4th May 1936, and that claims for benefit might be made on and after 29th October 1936, but that benefit should not be payable in respect of any day before 5th November. The Act received the Royal Assent on 9th April and it was necessary to make immediate arrangements for giving publicity to its provisions and for the issue of unemployment books to persons becoming insurable under it. In order to avoid the exchange, after a currency of only two months, of unemployment books issued in consequence of the Act, a special type of book current from May 1936 to July 1937 was prepared, and a large number of temporary offices were opened for the issue of these books. Publicity was given to the new scheme by the distribution of leaflets, by the exhibition of posters, by press notices and through the British Broadcasting Corporation, and as the result a reasonably satisfactory distribution of unemployment books was made by the middle of May. At the close of the year, it was estimated that about 600,000 persons were insured under the scheme.

Certain questions arose immediately under the Act and five sets of provisional regulations were made dealing with subsidiary employments and long hirings in agriculture, payment of agricultural contributions and powers of inspectors, and for determining the benefit rights of persons insured under both the agricultural and general unemployment insurance schemes. These sets of provisional regulations were at once submitted to the statutory committee for examination and report and before the close of the year substantive regulations had been made to replace all except one of them.

The question of the inclusion of private gardeners in unemployment insurance was referred to the statutory committee on 26th April and on 3rd July the committee recommended their inclusion in the agricultural scheme. An Order giving effect to this recommendation was made on 10th December after approval by Parliament.

In anticipation of claims for benefit under the scheme, the Seasonal Workers Order, 1935, was, with the approval of

Parliament, amended to provide that it should not apply to claims for agricultural benefit and regulations were made, dealing with various questions affecting claims for benefit, credits of contributions and facilities for obtaining benefit in rural areas. During the latter part of the summer, arrangements were made for the establishment of additional local offices for dealing with claims for benefit. These offices included some 400 of a new type called local agencies, the great majority of which were post offices. Further information regarding this extension of the Department's facilities is given on page 96.

2,366 claims for agricultural benefit were made in the week beginning 29th October and at the end of the year the number of claims had risen to 18,000, representing 3 per cent. of the estimated insured population in agriculture.

## **Contributions**

### **Rates of Contributions**

The weekly rates of contributions payable by employers and by employed persons respectively in respect of persons aged 18 and over in employment other than in agriculture were reduced by 1d. as from 6th July 1936, by the Unemployment Insurance (Reduction in Weekly Rates of Contributions) Order, 1936. Particulars of the rates of contributions payable as from 6th July 1936, and the rates prior to that date are to be found in appendix XXI which also shews the rates of contributions payable from the 4th May 1936, in respect of persons employed in agriculture (including horticulture and forestry) who were included in the unemployment insurance scheme by the operation of the Unemployment Insurance (Agriculture) Act, 1936.

In order that the accounts of the two Funds might be kept distinct it was necessary to provide special stamps for use in respect of employment in agriculture. A special design for stamps in the agricultural series was under consideration but in the meantime ordinary unemployment insurance stamps overprinted with the word "Agriculture" were employed.

### **Amounts Contributed**

The amounts contributed to the Unemployment Fund by employers, employed persons and the Exchequer since 1st April 1933 will be found in appendix XIX.

### **Methods of Collecting Contributions**

No alteration was made during 1936 in the normal method of stamping unemployment books, or in the special methods of paying contributions allowed in certain cases.

Particulars of the special arrangements in force in December 1936 are given in the following table:—

<i>Nature of arrangement</i>	<i>No. of firms affected</i>	<i>Approximate No. of employees concerned</i>
Use of machines and dies for impressing stamps on unemployment books ...	9	6,880
Stamping in week after payment of wages...	117	128,000
Stamping at extended intervals:—		
Quarterly ... ..	153	171,000
Half-yearly ... ..	412	514,000
Stamping of unemployment books and health and pensions cards at employment exchanges:—		
Liverpool docks scheme ... ..	47	16,400
Liverpool badge porters scheme ...	8	182
South Wales ship repairers scheme ...	12	3,755

### **Exchange of Unemployment Books**

The annual exchange of books of a currency expiring on 5th July 1936 was carried out in the usual manner. The customary inquiry into the reasons for failure to surrender books of expired currency followed and was applied to approximately one-third of the local offices in Great Britain. The resultant amount of arrears of contributions collected during the year was £34,340 which included £6,042 in respect of the previous year's inquiry.

### **Enforcement of Payment of Contributions**

During 1936 the arrangement was continued whereby the detailed survey of employers and the investigation of individual cases of non-compliance were made on behalf of the Ministry of Labour by inspectors on the staff of the Ministry of Health in England, the Department of Health for Scotland and the Welsh Board of Health. The inspectorates of the three Departments were considerably augmented in order to deal with the additional work created by the extension of unemployment insurance to agriculture.

The whole survey, which covered three hundred thousand employers employing two and a half million workpeople, resulted in the discovery and collection of arrears of contributions amounting to £153,000.

The Ministry continued its general policy of instituting criminal proceedings against employers in cases where non-payment of contributions was due to wilful evasion or gross neglect and in the course of the year 1,645 successful prosecutions were undertaken. In addition, it was necessary to institute civil proceedings either in the High Court or in the courts of summary jurisdiction in 196 cases, in order to recover arrears of contributions due to the Unemployment Fund.

### **Stamp Frauds**

The number of cases of fraudulent use of stamps reported during the year showed a decrease compared with the previous year. Every case discovered was investigated with a view to prosecution of the offender, where practicable, and as a result 80 convictions were obtained.

### **Return of Contributions paid under the Erroneous Belief that they were Payable**

Contributions were returned in accordance with the provisions contained in section 14 of the Unemployment Insurance Act, 1935, in respect of approximately 26,000 employees and the amount paid to them and to their employers during the year was £104,978. In the case of approximately 2,300 items included in claims made by employers or employees refund was found not to be payable.

### **Repayments in respect of Long Hirings in Agriculture**

Provisional regulations governing the repayment to employers and employed persons of a proportion of the contributions paid by them in respect of yearly and half-yearly hirings were made by the Minister under section 10 of the Act of 1936, and came into force on 4th May 1936. Substantive regulations incorporating certain suggestions by the Statutory Committee were made on 4th September 1936.

The effect of these provisions is to enable the parties to a contract of hiring of not less than 21 consecutive weeks to obtain a repayment of part of the contributions paid during the hiring. The rate of repayment varies with the length of the hiring, being 25 per cent. where the hiring is for not less than 50 consecutive weeks and 12½ per cent. if it is less than 50 but not less than 21 consecutive weeks.

The Act requires that to obtain a repayment it must be proved not later than 28 days after the commencement of the period of hiring that the contract was made and application for repayment must be made in the prescribed manner within one month after the completion of the contract. The regulations prescribe the forms to be used and the procedure to be adopted for these purposes so far as this is not already laid down in the Act. During the period 4th May 1936 to the end of the year, the number of declarations that contracts of long hiring have been made was 43,063. Of these 28,828 related to yearly contracts and 14,235 to half-yearly contracts. The amount repaid to employers and employed persons during the period was £170.

### **Crediting of Contributions to Juveniles**

The scheme set up under section 75 of the Unemployment Insurance Act, 1935 for crediting unemployment insurance

contributions to persons who have continued to receive whole time education after attaining the age at which the period of compulsory elementary instruction ends continued in operation. The number of applications dealt with during the year was 23,680 and it was found possible to credit contributions in 22,057 of these cases. As regards the remainder no contributions could be credited, mainly because the period of continued whole time education was insufficient.

Despite the extra work resulting, education authorities and head teachers have co-operated willingly with the Department in the administration of the scheme. Experience showed, however, that in certain respects the scheme could be simplified, and at the close of the year proposals to this end were under consideration.

### **Scope of the Unemployment Insurance Scheme**

#### **Changes during the Year**

The most important change in the scope of the unemployment insurance scheme that occurred during the year was the inclusion of employment in agriculture, including horticulture and forestry, among insurable employments. Under the Unemployment Insurance (Agriculture) Act, 1936, such employment, with certain exceptions, became insurable as from 4th May 1936. The main exceptions were employment where the employed person bears one of certain specified relationships to his employer and employment as a private gardener. As mentioned above, however, private gardeners were brought within the scheme by an Order dated 10th December 1936.

The Unemployment Insurance (Inconsiderable Employments) Regulations, 1935 came into operation on 3rd February 1936. The regulations except from insurance persons of the age of 16 years or over who are employed by one employer (a) for less than four hours in any week or (b) as snow clearers for not more than four days in any week. The regulations also make provision, as from the age of entry into insurance in any case, for the payment of one contribution instead of two as hitherto in certain circumstances where there is employment under the same employer on Sunday and on the following Monday.

The exception referred to at (a) above was amended as from 4th May 1936 by the Unemployment Insurance (Inconsiderable Employments) (Amendment) Provisional Regulations, 1936, so as to exclude dockworkers from the operation of the exception.

Following the recommendation of the statutory committee, pit-head bath attendants, who were previously excepted from insurance as domestic servants, were brought into insurance as from 2nd March 1936 under the Unemployment Insurance (Insurable Employments) Regulations, 1936.

The scope of the Act was not amended in any other respect but a report was received from the statutory committee on the position of share fishermen in relation to the Unemployment Insurance Scheme. The committee was unable to recommend any amendment to the existing provisions of the Act with regard to the insurance of these workers.

### **Determination of Questions of Insurability**

The number of written inquiries received in the Department during the year in regard to liability to insurance was approximately 55,500, including cases in which the question arose out of a claim for refund of contributions.

There were 209 formal decisions under section 4 of the Unemployment Insurance Act, 1935, given by the Minister on questions of insurability most of which were related to the question of contract of service and 12 cases related to employment in domestic service.

One employer appealed to the High Court against a formal decision of the Minister that there was employment under a contract of service in a case in which it was contended that employment had not actually commenced. The appeal was dismissed.

### **Exemptions**

The number of persons exempt from unemployment insurance on 31st December 1936 was 25,759. Of these, 14,475 were exempt from unemployment insurance only, and 11,284 had applied their certificates of exemption under the National Health Insurance Act for the purpose of exemption from unemployment insurance. The corresponding figures for the previous year were 24,610, 13,149 and 11,461 respectively. Exemption of "seasonal" workers operated in 1,374 cases on 31st December 1936 as compared with 1,401 cases the previous year.

During the calendar year 5,072 applications for exemption from unemployment insurance only were received while 4,411 such applications were granted and 708 refused during the same period. The whole of the 3,502 applications for permission to apply health insurance exemption certificates to unemployment insurance were granted.

### **Certificates of Exception**

The following table shows the number of authorities, etc. which on 31st December 1936 held certificates under Part III of the First Schedule to the Unemployment Insurance Act, 1935, and the number of employees covered by certificates on 2nd March 1936.

<i>Class of Employment</i>	<i>Number of Authorities, &amp;c.</i>	<i>Number of employees covered</i>
Government departments ... ..	60	8,696
Public or local authorities — employed in the following under- takings :—		
Gas ... ..	1,221	8,393
Water ... ..		5,970
Electricity ... ..		10,251
Dock and canal ... ..		3,553
Passenger transport ... ..		29,073
employed in other departments ... ..		85,771
Total ... ..		143,011
Mental hospitals authorities (England and Wales) ... ..	71	5,674
Railway companies ... ..	29	322,889
Other public utility companies :—		
Gas ... ..	99	8,698
Water ... ..	30	1,032
Electricity ... ..	7	589
Dock and canal ... ..	5	614
Tramways ... ..		102*
Total ... ..	141	11,035
Employment with statutory superannua- tion rights (other than cases included above) ... ..	21	457
Grand Total ... ..	1,543	491,762

\* The certificate under which these persons were excepted was withdrawn subsequent to 2nd March 1936.

A similar census of persons excepted under certificates of exception was last taken on 8th June 1931, and the results of this enquiry were given on page 58 of the Report for the year 1932 (Cmd. 4281). An increase of approximately 26,000 under public or local authorities is largely due to the considerable number of workmen brought under certificates of exception consequent upon the establishment of superannuation schemes under the Local Government and Other Officers' Superannuation Act, 1922, which is being increasingly applied by local authorities to their manual workers.

During the year 98 certificates were issued to bodies which had not previously held certificates. In addition, 162 certificates were issued extending the scope of the certificates to bodies which already held certificates and 223 certificates that expired were renewed. The number of bodies which ceased to hold certificates was 70.

Under the Unemployment Insurance (Agriculture) Act, 1936, a number of employees of local authorities who were previously outside the scope of the Unemployment Insurance Act became insurable against unemployment on 4th May 1936. Shortly before that date all authorities holding certificates were notified

that they could apply for certificates in respect of the employment of any such persons who would by 4th May 1936 fulfil the necessary conditions. 336 authorities submitted applications covering 5,053 employees.

Arising out of the administration of certificates of exception at headquarters, arrears of contributions amounting to £820 10s. 6d. were collected during the year in respect of employees erroneously regarded as excepted.

### Benefit

#### Rates of Benefit

There was no change in the weekly rates of benefit payable under the general scheme. The weekly rates of agriculture benefit, introduced on 5th November, are as follows:—

	<i>Men</i>		<i>Women</i>	
	s.	d.	s.	d.
Age 21 and under 65 ... ..	14	0	12	6
" 18   "   21 ... ..	10	6	9	6
" 17   "   18 ... ..	6	0	5	0
" 16   "   17 ... ..	4	0	3	6

Dependants benefit at the rate of 7s. per week is payable in respect of an adult dependant, and at the rate of 3s. per week in respect of each dependent child; but the total rate of agricultural benefit is subject to a maximum of 30s. a week.

#### Conditions and Disqualifications for the receipt of Benefit

The conditions and disqualifications for the receipt of general scheme benefit remained unchanged. These were all applied to agricultural benefit with the following modifications:—

(a) For agricultural benefit the first statutory condition requires the payment of 20 contributions in the last two years instead of 30.

(b) The Seasonal Workers' Order does not apply to agricultural benefit.

The rules for determining the duration of general scheme benefit are not applicable to agricultural benefit, but the amount of agricultural benefit the claimant may receive in his benefit year is determined by the number of agricultural contributions standing to his credit at the beginning of the benefit year. The rules are:

(a) twelve days benefit for the first ten contributions standing to the claimant's credit at the beginning of the benefit year;

(b) three further days benefit for each such contribution over the first ten;

(c) a maximum of 300 days benefit in a benefit year;

(d) no benefit if there were less than ten contributions standing to the claimant's credit at the beginning of the benefit year.



### **Claimants insured under both the General and the Agricultural Schemes .**

Regulations were made for the purpose of dealing with the claims of persons insured under both schemes. After careful consideration it was found that there was no satisfactory method by which contributions paid under one scheme might count for benefit under the other. These Regulations, therefore, kept the two schemes quite distinct as regards the treatment of contributions and benefit for the purpose of assessing benefit rights. They provided also that a claimant should draw benefit at the highest rate to which he was for the time being entitled.

### **Arrangements with Associations of Employed Persons for Payments in lieu of Benefit**

Under section 68 of the Unemployment Insurance Act, 1935, an association of employed persons which has a special arrangement with the Minister to make payments to its members in lieu of benefit, is repaid out of the Unemployment Fund the amount which its members would have been entitled to receive by way of benefit if no such arrangement had been made. At the end of the year there were in operation 135 arrangements with associations covering approximately 738,190 persons.

### **Repayments to Public Assistance Authorities and the Unemployment Assistance Board**

Section 54 of the Unemployment Insurance Act, 1935, provides that if a public assistance authority has granted poor relief, or the Unemployment Assistance Board has granted an allowance, to or on account of a claimant during a period when he was not in receipt of benefit or the full amount of benefit (including dependants benefit) to which he was entitled and if benefit subsequently becomes payable for that period, the Minister may repay the authority or the Board out of the arrears of benefit due.

The total amount repaid to public assistance authorities during the year 1936 was £39,000 as compared with £28,000 during the year 1935. No repayments were made to the Unemployment Assistance Board.

### **Adjudication During the Year**

During the year the Umpire gave 6,635 decisions determining 7,463 appeals (a number of decisions applying to more than one appeal). The corresponding figures for 1935 were 8,250 and 8,746. In the course of the year 73 decisions were published in monthly pamphlets, which may be obtained from the Stationery Office (price 2d. each).

Appendix XVIII shows the number of claims adjudicated upon by insurance officers, by courts of referees and by the Umpire, together with the number of claims allowed and disallowed. In the case of court of referees' disallowances the cases are classified according to the broad grounds upon which disallowance was based.

On 31st December 1936 there were 295 court areas with 264 chairmen and 96 reserve chairmen. The number of Deputy Umpires was five.

Following the passage of the Unemployment Insurance (Agriculture) Act, 1936, the panels of representative members were augmented by the appointment of new members with special knowledge of agricultural conditions. The existing court areas were also reviewed, and arrangements made for sittings to be held at new centres within the existing areas where the number of cases falling to be heard justified that course.

The term of office of all panel members expired on 31st December and the panels were re-constituted at the end of the year. The new appointments were made upon the recommendations of the local employment committees in accordance with the usual practice.

#### Wrongful Claims for Benefit and Transitional Payments

The general policy of the Department continued unchanged in regard to the institution of criminal proceedings in cases where there was reason to suspect fraudulent misrepresentation and the evidence was sufficient to render a conviction probable and such proceedings appeared proper and desirable.

The number of prosecutions during 1936 (including cases mentioned at proceedings instituted by the Unemployment Assistance Board) was 1,925, an increase of 365 as compared with 1935 but 20 less than those undertaken in 1934. Details of the results of these prosecutions, which relate not only to fraudulent claims for unemployment benefit but also to fraudulent applications for transitional payments where misrepresentation was not concerned solely with the need of the claimant, are shown below, together with the corresponding figures for 1934 and 1935:—

	1934	1935	1936
Fined ... ..	1,367	1,085	1,334
Imprisoned ... ..	297	197	247
Bound over or admonished ... ..	117	126	139
Summons dismissed ... ..	143	129	178
Summons withdrawn ... ..	19	25	27
Adjourned <i>sine die</i> ... ..	2	—	—
	<u>1,945</u>	<u>1,560</u>	<u>1,925</u>

Cases of persons claiming benefit for days on which they were employed continued to form the bulk of the prosecutions.

During the year cases came to light of claimants who had wrongfully obtained benefit and/or transitional payments (where the misrepresentation did not relate solely to needs) and who had at a later date obtained unemployment allowances as the result of false representations made to the Unemployment Assistance Board. The Department co-operated with the Board in the investigation of these cases. Where proceedings were instituted in respect of the offence against one Department, it was arranged for the offence against the other Department to be mentioned in 69 cases.

Cases also came to light of false representations to the Unemployment Assistance Board regarding the applicant's needs, in which it was discovered that, as a result of false representation previously made to the public assistance authority, transitional payments had also been wrongfully obtained. Owing to the time that had elapsed since the termination of the transitional payments scheme, criminal proceedings were not instituted by the Department in such cases. But where the Board instituted criminal proceedings in respect of the more recent offence the Department arranged for the earlier offence to be mentioned. The results of such prosecutions, together with the results of prosecutions undertaken by the Department in 1935 in respect of transitional payment (needs) offences, were as follows:—

	1935	1936
Fined ... ..	58	14
Imprisoned ... ..	20	12
Bound over or admonished ... ..	4	1
Summons dismissed ... ..	3	—
Summons withdrawn ... ..	5	—
Adjourned <i>sine die</i> ... ..	1	—
	—	—
	91	27
	—	—

### Special Schemes

The special schemes of unemployment insurance for the insurance industry and the banking industry continued in operation during the year.

No change was made in the provisions of the banking industry special scheme during the year but the insurance industry special scheme was amended in two respects. On 4th February the Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Order, 1936, was made, the effect of which was to enable employers' and workers' representatives who were not members of the Insurance Unemployment Board to serve on the appeal committees which adjudicate on claims for benefit under the scheme. The scheme was also amended by the Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Special

Order, 1936, which reduced as from 1st July the quarterly contributions payable by employers by 1s 1d. in the case of persons of 16 years and over insured under the scheme.

**Insurance Industry Special Scheme.**—There was a further increase in the number of persons insured under the scheme, and a further decrease in the number of claims dealt with during the year; the figures at the end of the year being 119,750 insured persons and 2,399 claims current. This is an increase of 750 in the number of insured persons and a decrease of 430 in the number of claims current, in comparison with figures for 12 months previously. Over 93 per cent. of the claimants were agents and collectors. The employment department of the Insurance Unemployment Board placed over 600 persons in employment during the year.

**Banking Industry Special Scheme.**—The number of persons insured and the number of claims made under the scheme both show increases, but at the end of the year fewer claims were current than a year before. There were 37,706 insured persons, and 230 claims current, at the end of the year. Posts were found for over 500 claimants by the Banking Unemployment Insurance Board.

**Allocation of Claims for Benefit.**—The arrangements for the allocation of claims for benefit made by persons insured under the general scheme and under either or both of the special schemes continued in operation. During the year 5,080 cases were submitted to headquarters for allocation, a decrease of 407 on the number dealt with in 1935, which is mainly accounted for by the general decrease in the number of claims made. Of the cases allocated, 4,355 were found to be proper to the general scheme, and 725 to one of the special schemes.

**Decision by the Minister on a Question of Insurability.**—A formal decision under section 74 of the Unemployment Insurance Act, 1935, was given by the Minister on the 24th June in respect of a messenger employed by an insurance company.

### Unemployment Assistance

As indicated in the Report for 1935 the operation of the Regulations for the assessment of need made under the Unemployment Assistance Act, 1934, had led to unexpected difficulties early in 1935 necessitating an arrangement for restoring the previous rates of transitional payments wherever they were more favourable to the applicant than the rates under the regulations. These arrangements, known as the "standstill," which were introduced by the Unemployment Assistance (Temporary

Provisions) Act, 1935, were still in force at the beginning of the year 1936 and remained in force until 15th November, 1936.

The "standstill" was essentially a temporary arrangement designed to afford the Unemployment Assistance Board and the Minister time to institute a full inquiry into the operation of the regulations. As a result of this inquiry, draft regulations for the determination of need and assessment of needs were submitted to the Minister by the Board, and draft regulations in the same form were made by the Minister on the 8th July 1936 and approved by both Houses of Parliament. In pursuance of sub-section (4) of section 52 of the Unemployment Assistance Act, 1934, the Minister thereupon, on the 28th July, made regulations in the form approved by Parliament, (S.R. and O. 776/1936).

These regulations, which came into force on 16th November 1936, took the place of the original Regulations dated 11th December 1934. They made certain increases in the scale rates and in the amounts allowed for the personal requirements of wage earning members of households; they also provided for referring certain specific matters to local advisory committees for their recommendations. Thus it is provided that the amounts ascertained on the basis of the scale rates should be adjusted in the light of the net rent actually paid by the applicant, and that such adjustment should be made after considering recommendations which the advisory committee might make with respect to the application of this provision to the classes of cases arising in their area. Similar provision is made for the adjustment of payments after considering the advice of advisory committees with respect to applicants who reside in areas predominantly rural in character. Further, the regulations make provision to the effect that where the payments made under the "standstill" arrangement would exceed the payments that would otherwise be made under the regulations, the reduction may be effected gradually provided that power to increase assessments by reference to the "standstill" practice should not be exercised after the expiration of eighteen months from the date on which the regulations came into force. The method by which the required reductions should be made is to be settled after considering the recommendations of the local advisory committees.

On the 15th July 1936 the Minister made the Unemployment Assistance (Temporary Provisions) Act, 1935 (Termination) Order, 1936, terminating the "standstill" arrangements which had been in operation since 15th February 1935.

On the 28th July 1936 the Minister made the Unemployment Act, 1934 (Second Appointed Day) Order, 1936, naming 1st April 1937 as the "second appointed day".

**Appeal Tribunals.**—The number of tribunal areas at the end of 1936 was 139 with 139 chairmen and 205 reserve chairmen.

### Unemployment Insurance Statutory Committee

The statutory committee presented its financial report on the condition of the Unemployment Fund at 31st December 1935 in February 1936 (House of Commons Paper No. 50, 1936). On the basis of advice as to the future trend of unemployment, given at the request of the statutory committee by the Committee on Economic Information of the Economic Advisory Council, the statutory committee came to the conclusion that the income of the Unemployment Fund was and was likely to continue to be more than reasonably sufficient to discharge its liabilities. This conclusion was based on a working hypothesis suggested by the Committee on Economic Information which placed the most probable mean level of unemployment during the eight years, 1936 to 1943, at  $16\frac{1}{2}$  per cent. or  $16\frac{3}{4}$  per cent. For the reasons explained in their report, the statutory committee felt justified in treating the income of the fund as sufficient for its liabilities not merely on the basis of balancing income and expenditure if unemployment averaged 16.75 per cent. during the eight year period, but on the basis of using up in that period the bulk of the accumulated reserve. The Committee therefore concluded that the disposable surplus of the Unemployment Fund should be put at something approaching £6,500,000 a year. The committee recommended, by a majority, as changes required to make the fund not more than reasonably sufficient, that the weekly rate of contribution payable by employers and employed persons in respect of insured contributors aged 18 and over should be reduced by 1d. for each contributory party. The committee estimated that this recommendation would diminish the income of the fund by approximately £6,500,000 a year. Two members of the committee, while agreeing with the majority as regards the financial position of the fund, were unable to assent to their conclusions regarding the disposal of the surplus.

The recommendation of the majority was approved by Parliament and the necessary Order was made to give effect to it. See p. 48.

### Regulations

Twenty-three sets of draft regulations were referred to the committee during 1936. In most cases no representations in respect of the draft regulations submitted were received. Reports on nineteen of the drafts were presented during the year as well as a report on the draft Unemployment Insurance (Insurable Employments) Regulations which had been referred to the committee towards the end of 1935. In some of the draft Regulations minor modifications were recommended.

The committee also reported on the draft Unemployment Insurance (Anomalies) (Seasonal Workers) (Amendment)

Order, 1936, which had been referred to it during the year. The purpose of this draft Order was to exclude persons entitled to agriculture benefit from the operation of the Seasonal Workers Anomalies Order. In accordance with the committee's recommendation the Draft Order was duly made.

### **Questions for Consideration and Advice**

The committee completed consideration of two references for advice which had been made by the Minister of Labour in 1935, namely, the remuneration limit for the insurance of non-manual workers and the question of the position of share fishermen in relation to the scheme of unemployment insurance. Reports on these matters were presented during the year.

As regards non-manual workers the committee recommended by a majority that a limit of £400 a year should be substituted for the present limit of £250 a year.

As regards share fishermen the committee came to the conclusion that no change should be made in the position of working partnerships of the fishing industry in relation to unemployment insurance and that the exception of fishermen remunerated wholly by share should continue.

Two other references were considered by the committee, namely, the inclusion of private gardeners within the scheme of unemployment insurance for agriculture, and the position in relation to the general scheme of established government dock-yard workers upon retirement on pension. The committee's report on the question of private gardeners has been dealt with earlier in this report. Consideration of the question of established government dock-yard workers had not been completed by the end of the year.

### **Finance of the Unemployment Fund**

A statement of the approximate receipts and payments of the Unemployment Fund for the year ended 31st December 1936, is given in appendix XIX which shows also certain particulars regarding the debt.

As required by the Unemployment Insurance (Agriculture) Act, 1936, the statement, in regard to unemployment insurance, shows separately under "general account" and "agricultural account" the transactions relating to the general scheme and to the scheme for agriculture.

As the "second appointed day" under the scheme of unemployment assistance was fixed at 1st April 1937, the cost of unemployment allowances and the relative cost of administration during 1936 (other than that borne on the separate Vote for the Unemployment Assistance Board) continued to be shown in the transitional payments account of the Fund and reimbursed to the Fund out of the Exchequer (see page 69 of Report for 1935).

### General Account

The income on the general account in 1936 was £65,707,238, being £936,091 more than in 1935, due mainly to the increase in contributions by reason of the normal growth of the insured population and the decline of unemployment. The increase would have been greater but for the reduction in the rates of contributions as from 6th July 1936 (see page 51).

Expenditure in 1936 compared with 1935 was as follows:—

		<i>Calendar Years</i>	
		1935	1936
Benefit	... ..	44,055,000	38,010,000
Administration	... ..	4,500,000	4,750,000
Debt service	... ..	5,000,000	5,000,000
Other payments	... ..	293,522	419,768
		<u>£53,848,522</u>	<u>£48,179,768</u>

The decrease in expenditure on benefit is due to the decline of unemployment; this decrease would have been materially greater but for the operation for a full year of the increase in the rate of benefit for dependent children from 2s. to 3s. a week.

The total expenditure on benefit, viz. £38,010,000, comprises £36,533,000 paid through local offices, £1,438,000 paid through associations and £39,000 repaid to public assistance authorities. The average weekly number of claimants to whom benefit was paid was approximately 827,000. The average weekly payment per head of claimants actually drawing benefit within the year 1936 was 17s. 6d. as compared with 17s. 2d. in the year 1935.

At 31st December 1936 the accumulated balance was £38,977,280.

### Agricultural Account

The contributions shewn in this account relate to the period commencing 4th May 1936 and benefit to the period commencing 5th November, 1936. In accordance with the recommendation made by the statutory committee, the cost of administration has been taken as one-eighth of the net contribution income (see paragraph 133 of the committee's report dated 20th December 1934; Cmd. 4786—1935).

At 31st December 1936 the balance on the account was £647,375.



### Transitional Payments Account

Expenditure on unemployment allowances (including the relative cost of administration, other than that borne on the separate Vote for the Unemployment Assistance Board) and remanent expenditure on transitional payments amounted to £41,777,000 in 1936. The amount paid by way of transitional payments and unemployment allowances (excluding cost of administration) in relation to benefit during the last three calendar years is shewn in the following table:—

(1) Year	(2) Average live register during the year	(3) Benefit (excluding administration, interest on advances, debt service, &c.) £	(4) Transitional payments and unemployment allowances (excluding administration) £
1934 ... ..	2,159,231	40,588,000	43,137,000
1935 ... ..	2,036,422	44,055,000	42,607,000
1936 ... ..	1,754,975	38,010,000	39,297,000

The figures for 1936 relate to an average number of 630,000 applicants in receipt of allowances, as compared with an average number of 712,000 in 1935.

### Cost of Administration

Under Part III of the Unemployment Act, 1934, the cost of administering Unemployment Assistance in respect of the period from 7th January 1935 to the second appointed day (other than the cost borne on the Vote for the Unemployment Assistance Board) is to be defrayed out of the Unemployment Fund, such cost being made good to the Fund by the Exchequer. From the second appointed day (1st April 1937) the cost of administration of Unemployment Assistance (other than expenses specifically excluded under section 46 of the Unemployment Assistance Act, 1934, which are borne on the Vote for the Unemployment Assistance Board) will be borne by the Unemployment Assistance Fund.

The total cost of administration of Unemployment Insurance (including certain remanent expenditure on administration of Transitional Payments) and Unemployment Assistance (other than the cost borne on the Vote for the Unemployment Assistance Board), and taking into account the whole cost of employment exchanges in so far as they deal with the persons concerned, was £7,251,700 in 1935/36, and is estimated to amount to £7,306,360 in 1936/37. The major part of these charges is borne in the first instance on the Vote for the Ministry of Labour; part is borne on the votes for other Departments (e.g. for premises, postal services, stationery). A comparison with previous years is given in the table in appendix XX.

## CHAPTER VI

### INDUSTRIAL RELATIONS (CONCILIATION AND ARBITRATION)

#### General Review

The improvement in the industrial position gave rise to widespread movements for increases in wages and to greater trade union activity resulting from strengthened organisation. Although there were more disputes than in any year since 1920, they mostly affected individual undertakings and in most cases were of short duration. The number of working days lost as a result of disputes during the year was less than in 1935.

The smoothness with which adjustments in working conditions were generally made affords further evidence of the effectiveness of the various forms of joint machinery and of the resolve of employers' and workpeople's organisations to use constitutional methods of settlement. Many of the stoppages of work which took place were of an unofficial character and this is a matter for comment. There can be no doubt that the existence of constitutional machinery, based on agreements between organisations, maintained wages during the depression at a higher level than would otherwise have been possible and stimulated other means of reducing costs. The usual desire of workpeople to obtain higher wages as soon as there is an upward trend in industrial conditions furnishes an opportunity for irresponsible elements to encourage unconstitutional action and so makes it difficult for responsible authorities to preserve the constitutional machinery which has been built up by many years of effort. The fact that unofficial disputes so often result in failure is less obvious than a success here and there. The year was marked by a strong resistance to unofficial methods and this was probably due to a recognition of the fact that such methods tend to destroy organisation and indeed that they are sometimes adopted with that object. Many cases, emphasised the necessity of taking all possible steps to avoid delay in dealing with causes of dispute, especially subjects of discontent within workshops.

The growing desire to extend the system of voluntary collective regulation of working conditions was shown by the large number of disputes arising from the refusal of employers to recognise unions and from the opposition of members of unions to working with non-unionists. Such disputes are difficult as employers are naturally reluctant to differentiate between their employees or to use their position to force membership of unions. On the other hand, there was shown during the year

an increasing desire on both sides that steps should be taken to make voluntary agreements generally effective. While the experiment in the well-defined cotton manufacturing industry has worked well, the examination of the circumstances in certain other industries has indicated that there is no simple solution to this problem.

The Department was concerned with differences and disputes over a wide range of industries. Wherever possible an endeavour was made to incorporate in any settlement reached better provision for the avoidance and proper negotiation of future difficulties. Considerable attention was also given to strengthening and establishing proper joint machinery for the negotiation of wages and working conditions and the settlement of differences where there was evidence that the existing methods were inadequate.

### **Cotton Textile Industry**

During the year there was considerable activity in matters of industrial relations in both sections of the cotton industry. In the spinning section the unions gave notice to terminate the clauses of the wage agreement of 8th November 1932 which provided for the setting up of a conciliation committee to decide questions not settled by local and central joint meetings of employers and operatives. The notice ultimately took effect on 8th August 1936. During the summer the unions presented a claim for an increase in wages and negotiations were commenced which finally broke down towards the end of October. A ballot of the operatives was then taken and a decision having been given in favour of a stoppage of work, notices were handed in expiring at 12 noon on Saturday 19th December. Negotiations were meantime resumed and a settlement providing for increases in wages was reached on 19th December without any stoppage of work.

In the weaving section a movement for increases in wages and other improvements was in progress when the year opened and claims for an increase in wages and the institution of a minimum wage were presented to the employers in April. Joint negotiations were opened which failed to produce a settlement and the matter was referred to the weaving conciliation committee for which provision was made in the 1932 wages settlement. The committee consisted of Mr. Charles Doughty, K.C. (Chairman), Mr. A. C. Somervell and Professor R. H. Tawney. A meeting of the committee was delayed owing to a strike of weavers in the Skipton district but this was settled early in November and when the conciliation committee met, a joint agreement was reached between the parties which provided for increases in wages but not for a minimum wage. As wages in this section of the industry are the subject of an Order under

the Cotton Manufacturing Industry (Temporary Provisions) Act, 1934, the revisions in rates will not take effect until the machinery of the Act has been applied.

Two cases under the Cotton Manufacturing Industry (Rates of Wages for Weavers) Order, 1935, were brought before the Courts during 1936. In one case fines for breaches of the Order were inflicted and in the other the case was adjourned sine die as the parties agreed that the Judge should arbitrate on the interpretation of a particular clause in the legalised agreement.

### **Wool Textile Industry**

In consequence of the failure of the employers' and operatives' organisations in the wool textile industry in Yorkshire to reach agreement, of the growing unrest in various sections of the industry and of representations made to him by both sides, the Minister appointed a board to enquire into the wages and hours of work in the industry with special reference to matters in dispute between the employers and workers. The board, which consisted of Mr. W. D. Ross, O.B.E. (Chairman), Mr. F. N. Hepworth and Mr. J. W. Bowen, issued a unanimous report which contained numerous recommendations. These recommendations provided a basis upon which the employers' and workers' organisations in the industry were able to reach agreement with the anticipation of a satisfactory relationship for the future.

### **Road Transport Industry (Goods)**

As a result of representations made by the National Joint Conciliation Board for the Road Motor Transport Industry (Goods) with regard to the non-observance in many instances of the rates of wages and conditions of service agreed upon by the board, the Ministers of Labour and Transport decided that it was desirable to consider means by which the progress already made in the better regulation of the working conditions of road transport workers might be further advanced. A committee was accordingly appointed to examine the position and to make recommendations regarding action which it was desirable to take. This committee, which consisted of Sir James B. Baillie, O.B.E., J.P. (Chairman), Sir Gerald Bellhouse, C.B.E. and Mr. John Forster, was engaged during the latter part of the year in hearing evidence from all sections of the industry.

### **Retail Distributive Trades**

In May the Minister met representatives of organisations of employers in the distributive trades for consultation upon certain outstanding problems, including the absence of any systematic machinery in the group as a whole for the regulation

of wages and other working conditions. Upon the Minister's suggestion a committee was set up by the organisations represented at the meeting to continue with officers of the Department the exploration of the matters thus raised. As a result of further discussions the organisations concerned decided to set up an employers' consultative committee to formulate proposals with regard to the method of regulating wages and conditions in this group of trades and a similar committee was appointed by the trade union. Corresponding action was taken in Scotland.

### **Hours of Work**

The discussions initiated by the Minister with representatives of certain industries on the absorption of the unemployed into industry, an important aspect of which was the possibility of reducing working hours, were continued during the year and in November a White Paper (Cmd 5317) was laid before Parliament summarising the discussions.

As a result of joint negotiations agreements were reached for a reduction of normal weekly working hours in the boot and shoe industry for workers on morning and evening newspapers in the provinces and for shift workers employed at blast furnaces in the iron and steel industry.

### **Railway Staff National Tribunal**

The Railway Staff National Tribunal, the final stage in the machinery of negotiation provided by the agreement of February 1935 between the four railway companies and the three railway trade unions, was called upon in July to deal with the claims of two of the unions, the National Union of Railwaymen and the Railway Clerks' Association, for the termination of the remainder of the percentage deductions on earnings (originally prescribed by the National Wages Board in March 1931 and subsequently reduced by agreement) and, so far as the National Union of Railwaymen was concerned, for the restoration of the standard rates for Sunday duty, night duty, and overtime for the traffic grades. The tribunal in its Decision No. 1 of 27th July, halved the percentage deduction in operation and restored the standard overtime rate for traffic grades, while leaving other conditions unchanged. This decision came into force in August and was to last for one year.

The Associated Society of Locomotive Engineers and Firemen was not a party to the proceedings. On the instructions of the delegate conference of the society in May the Executive submitted to the companies a wider claim than that upon which negotiations had taken place between the companies and all the railway unions and which led, so far as the other two unions were concerned, to the proceedings of the tribunal in July. The wider demands of the Associated Society of Locomotive

Engineers and Firemen were held to constitute a new claim requiring first to be taken through the earlier stages of the machinery of negotiation before it could be submitted to the tribunal. The main items were the discontinuance of the remainder of percentage deductions, a six-hour day and 36-hour week, increased rates for Sunday duty, overtime, and night duty, and six days extra holiday with pay. The claim was referred to the tribunal and the parties were heard in December, but the decision had not been published by the close of the year.

### **Civil Service Arbitration Tribunal**

As a result of an agreement between the Treasury and the Staff Side of the National Whitley Council for the Administrative and Legal Departments of the Civil Service, arrangements were made for questions affecting conditions of service of civil servants, which had hitherto been referred to the Industrial Court, to be referred to a Civil Service Arbitration Tribunal. The agreement provided that the tribunal should consist of an independent chairman and one member drawn from a panel of persons appointed by the Minister of Labour as representing the Chancellor of the Exchequer for the time being and one member similarly appointed as representing the Staff Side of the National Whitley Council. It was further agreed that the chairman of the tribunal should be the president of the Industrial Court, (or, failing him, a person appointed by the Minister of Labour after consultation with the parties to the agreement) and that the members of the tribunal should be such members of the panels as the chairman may direct. No awards were issued by the tribunal before the end of the year.

### **Joint Industrial (Whitley) Councils**

In common with other forms of voluntary negotiating machinery these councils were successful in reaching agreements on claims made for advance in wages and working conditions. Some councils also did much useful work over a wider field. The Printing Joint Industrial Council maintained its customary activities with regard to questions affecting the health of the employees, the selection and training of apprentices and the settlement of disputes in the industry. The schemes of the Council for the Flour Milling Industry for the resettlement of operatives displaced by the developments in the organisation of the industry were reported to have benefited a further 240 men and women. During the first five years of this council's pension scheme the number of operatives covered has risen from 4,000 at the inception of the scheme to over 7,000. The Pottery Joint Industrial Council gave much attention to questions affecting the health of workers and to the subject of securing an adequate supply of trained workers. Other councils were concerned with

such questions as the admission of foreign labour, import duties and foreign competition, apprenticeship, safety and health.

Following upon an application made to the Tramways Joint Industrial Council on behalf of tramway workers, and a similar application on behalf of busmen on municipal and other undertakings, a special joint committee was appointed, from which the company representatives resigned. Discussions continued with the municipal representatives and an agreement was reached providing advances in wages applicable to the employees of the municipal tramway, trolley and motor omnibus undertakings in Great Britain (excluding London). The resignation of the company representatives from the Tramways Joint Industrial Council has resulted in consideration being given to the position of this council. Consultations have taken place with the municipal interests on the question of extending the operation of the council to include omnibuses in addition to tramways and trolley-buses.

The National Council for Local Authorities Administrative, Technical and Clerical Services was reconstituted and took over the work of the Standing Conference which had been set up when the original National Council ceased to function. The constituent members of the National Council are the London District Council, the Lancashire and Cheshire District Council, the West Riding Joint Council and the North Wales District Council, but it is hoped that it will be found possible to extend the Whitley systems to these services in other districts and thus make the National Council more fully representative. At the beginning of the year a representative conference of local authorities was convened in Edinburgh for the purpose of encouraging the setting up of joint industrial councils for local authorities services in Scotland, or where such councils were already constituted to extend the area of their authority. The conference approved the principle of joint industrial councils for public services and set up a representative joint committee, for the purpose of giving effect to its decisions. The joint committee held several meetings and met representatives of the trade unions concerned. The Counties and the Cities Association and the Convention of Royal Burghs both decided in favour of association with a joint industrial council for non-trading services (manual workers) and one for administrative, clerical and technical services, but the County Councils Association referred the question of affiliation to its individual members. The results achieved left a reasonable expectation that new councils would be constituted at an early date.

#### **Electricity (Supply) Acts: Claims for Compensation**

During the year there were 27 appointments of referees to deal with claims for compensation under the Electricity (Supply) Acts, 1919-1936, as compared with 38 in 1935.

Sir Harold Morris, K.C., was appointed in 17 of these cases, and Mr. V. R. Aronson in the remaining ten. The number of individual claims was 278 and awards of varying amounts were made to 245 claimants; one claim was unsuccessful; one was withdrawn, and 31 were outstanding at the end of the year. Of the 42 claims outstanding at the end of 1935, awards were issued giving compensation to 34 of the claimants concerned.

**Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1930 and the Road Traffic Act, 1930.**

**The Industrial Court**

Sir Harold Morris, K.C., continued to preside over the Industrial Court, but during the latter part of the year he was absent from London as a member of the Royal Commission on Palestine. During the year Mr. John Forster was appointed an additional chairman of the Court and Mr. Frank Pick relinquished his appointment as a member.

The Court issued 35 awards during the year, making a total of 1,671 awards since the establishment of the Court under the Industrial Courts Act, 1919. Two of the 35 cases were heard at Manchester and the others in London:

Among the decisions of the Court to which attention may be directed was an award affecting over 46,000 looms in the cotton manufacturing industry in Lancashire and Yorkshire and dealing with deductions from the uniform list of prices for weaving in certain districts on account of local disadvantages. Effect is to be given to the award as from the date on which any agreement embodying the provisions of the award is brought into force under the provisions of the Cotton Manufacturing Industry (Temporary Provisions) Act, 1934.

A case before the Court relating to motor bus drivers and conductors employed by the United Counties Omnibus Company Limited, involved about 500 men in the East Midlands area. The Court's award made improvements in the rates of wages and in the conditions of employment as regards spread-over conditions, overtime and holidays.

Four awards related to the electricity (supply) industry and dealt with questions of wages, zoning of towns, grading of employees and payment for holidays, upon which the National Joint Industrial Council for the Electricity (Supply) Industry had been unable to reach agreement. Five awards dealt with questions of allowances for dirty work, payments for holidays, travelling time and other matters relating to the working conditions of railway shopmen; the parties to these awards were the National Union of Railwaymen and the London, Midland and Scottish Railway in three cases, and the National Union of Railwaymen and the Southern Railway in two cases.



The Court also had before them the claims affecting remuneration of mechanics, numbering approximately 20,000; in Dockyards and Admiralty Establishments, in which case the Court decided against any change in the existing rates; about 90 viewiers employed by the War Office at the Didcot Ordnance Depot, where the Court made a small adjustment in the scale of pay; and about 1,600 labourers in the Royal Air Force Stores Depot, Milton, and War Department Central Ordnance Depot, Didcot, where the Court awarded the restoration of 2s. a week reduction in wages made in 1932.

On a reference from the Society of Civil Servants the Court were asked to decide whether the "super-cut", a modification made in the cost-of-living bonus payable to civil service staff in receipt of basic salaries in excess of £500 a year, should be removed. The particular case referred concerned male district inspectors in the Ministry of Health but the case was submitted as one of principle and it was argued that the financial condition of the country was such as to warrant the removal of the "super-cut." Having regard, *inter alia*, to the recommendations of the Royal Commission the Court decided against the claim.

The Court also dealt with claims made by the Civil Service Clerical Association on behalf of the departmental clerks, numbering about 3,050, employed in six Government departments, namely, Admiralty, Ministry of Agriculture and Fisheries, Air Ministry, Home Office, Board of Trade and War Office, for salary scales equating to the salary scales of general clerks in the clerical grade of the civil service. These cases were dealt with as involving a general issue and except in the case of the clerks in the factory inspectorate of the Home Office, the improvements in the salary scales awarded were in like terms.

Under section 93 of the Road Traffic Act, 1930, as amended and extended by section 32 of the Road and Rail Traffic Act, 1933, one case was referred to the Court. The point in issue was whether a firm of haulage contractors at Oxford were required by the provisions of the fair wages resolution to pay the rates for Grade 2 areas. The Court found that the rates of wages paid were those commonly paid by all the firms engaged in the road haulage industry in the City of Oxford and that accordingly the firm were not in breach of the requirements of the Act.

The Court also had referred to it for advice to the Minister of Transport four applications made to the Minister for Orders varying the periods of driving time prescribed in section 19 of the Road Traffic Act, 1930, for drivers of goods vehicles. These applications were made on behalf of organisations representing "C" licence holders for an extension of the period of driving time in the weeks preceding the Easter, Whitsun and August Bank holidays and the period preceding Christmas and the New Year.

**Single Arbitrators and Ad Hoc Boards of Arbitration**

Awards were given by single arbitrators in nine cases, each of which arose in a different industry. In two cases the arbitrators sat with assessors.

A board of arbitration was appointed to settle the wages and conditions of labour which should operate for the crews of Gravesend tug boats. Independent chairmen were appointed in three cases arising out of differences in the quarrying and coal mining industries.

**Conciliation Settlements**

The cases dealt with were either of a general industrial character or in connection with representations made under the Road Traffic Acts. Officers of the Department were directly associated with 45 settlements of an industrial character. The number of Road Traffic Act cases disposed of was 35.

Further details of the more important awards and conciliation settlements under the Acts were published in the monthly issues of the *Ministry of Labour Gazette*.

## CHAPTER VII

### ADMINISTRATION OF THE TRADE BOARDS ACTS, 1909 and 1918

#### Application of the Acts and Descriptions of Trades

There was no change during the year 1936 in the list of trades (see appendix XXII) to which the Trade Boards Acts are applied or in the description of those trades. The number of trade boards and district trade committees remained unchanged at 47 and 27 respectively.

#### Interpretation of Descriptions of Trades

During the year opinions were expressed on 1,002 operations about which questions were raised by direct enquiries from employers or workers, or on their behalf, or as a result of visits paid to establishments by inspectors for the purpose of enforcing the Trade Boards Acts. The corresponding number for 1935 was 1,012.

#### Constitution of Trade Boards and District Trade Committees New Regulations

During the year new regulations were made with respect to the constitution and proceedings of one existing board, namely, the Hair Bass and Fibre Board. The regulations were necessary to give effect to a small reduction in the size of the board.

#### Review of Constitution of Trade Boards and District Trade Committees under existing Regulations

The constitution of 27 boards and 15 district trade committees was reviewed during the year.

The number of persons on the panel of appointed members from which persons are selected to fill vacancies on the boards and district trade committees fell from 58 to 57. The total number of representative members on all boards and committees at the end of the year was 848, i.e. a reduction of six on each side. Of the representative members 736 employers and 614 workers were nominees of trade associations.

#### Proceedings of Trade Boards

##### Meetings of Trade Boards and Committees

The number of meetings of trade boards and committees was 124 compared with 116 in 1935. Thirteen boards met during the year and held 29 meetings; 34 boards did not meet. The Fustian Cutting Board held five meetings and the Boot and Shoe Repairing and Retail Bespoke Tailoring (England and Wales) Boards both held four meetings. The Perambulator and Invalid

Carriage Board met three times and four other boards each met twice. With one exception, all meetings of boards dealt primarily with questions of minimum rates. The Aerated Waters Board (England and Wales) met to discuss the possibility of extending the scope of the board. This board also circularised all employers in the trade drawing attention to its unanimous view that the practice of habitually engaging juvenile workers without prospect of permanent employment was undesirable and should be discouraged by employers' organisations and trade unions.

During the year two boards decided to increase minimum rates for the whole or a substantial body of workers in the trade and three boards to increase minimum rates for certain classes of workers. The Cutlery Board fixed piece work basis time rates for the first time and the Laundry Board introduced the application of overtime rates on a daily basis. In addition, two boards effected minor changes in minimum rates. With one small technical exception, none of the boards decreased minimum rates.

Two boards considered and carried motions to propose to increase minimum rates for the whole or a substantial body of workers in the trade, while one board had before it two motions, one to increase and the other to decrease minimum rates for certain classes of workers, but both motions were defeated.

A motion before one board to increase minimum rates for all classes of workers was deferred.

The Boot and Shoe Repairing Board decided to propose to vary the conditions attached to certain of their minimum rates and to fix additional rates for certain classes of workers.

The administrative committees of the boards, which deal with miscellaneous matters other than the variation of minimum rates, held 15 meetings, and 58 meetings were held of the smaller "permits" committees which deal with applications for exemption from payment of the minimum rates to injured or infirm workers.

The 14 district trade committees of the Retail Bespoke Tailoring Board for England and Wales met, at the request of the Board, to review the minimum rates for their respective areas and to consider whether any improvement in those rates was justified.

Eight meetings were held of special committees appointed to deal with particular questions. The subjects covered included minimum rates for hand-smithers and hardeners in the table knife section, and hand grinders, hand finishers and machine grinders in the razor section, of the cutlery trade; minimum rates for male spinners in the flax and hemp trade; the scope of the hollow-ware trade; and the relationship between the minimum rates for the net and the rope and twine sections of the rope, twine and net trade.

### Permits of Exemption

The number of infirm or injured workers holding permits of exemption enabling them to be employed at rates of wages below the trade board minimum rates was 2,679 on 31st December 1936 compared with 2,935 a year earlier. The largest numbers of permits in force were held by workers in the milk distributive trade for England and Wales (371), the laundry trade (318) and the ready made and wholesale bespoke tailoring trade (299).

### Certification of Learners and Indentured Apprentices

The number of learners' certificates issued during the year by the 17 boards which require certification as a condition of the application of the special lower minimum rates for learners was 46,725, compared with 44,602 during 1935.

The number of certificates issued to indentured apprentices by the seven boards which provide special minimum rates for this class of worker was 224, compared with 265 in 1935.

## Trade Board Minimum Rates

### Confirmation of Minimum Rates

During the year seven boards submitted ten sets of rates, all of which were confirmed as submitted. In addition the sets of rates outstanding at the end of 1935 (see page 84 of the Report for 1935) were confirmed.

### Rates fixed by Trade Boards

The Cutlery Board fixed for the first time piece work basis time rates for all classes of workers. These rates are approximately ten per cent. higher than the general minimum time rates which hitherto were the basis rates for piece workers.

Of the ten new sets of rates confirmed by the Minister one involved a general increase and eight an increase for certain classes of workers. In one case a minor adjustment was made. Particulars of the changes are summarised below.

**Cutlery Board.**—In addition to the change referred to above, the general minimum time rates for certain classes of female workers were increased by  $\frac{1}{4}$ d. per hour. The overtime rates were also increased from time and a 20th for the first six hours and time and a quarter for the next four hours to time and a fifth for the first ten hours.

**Flax and Hemp Board.**—The full tenter's rate was made applicable to all male tenters of 21 years or over instead of as heretofore only to those with a recognised full charge. Provision was also made for a second years' improvership to tenting at an increased rate for ex-apprentices of four years standing.

**Fustian Cutting Board.**—(a) A minor adjustment, which affected a technical reduction, was made in minimum rates for certain classes of workers; (b) An increase of about six per cent. was made in general minimum piece rates for workers in the hand cutting section of the trade.

**Laundry Board.**—Provision was made for the first time for payment of overtime on a daily basis. Overtime provisions previously in operation remain unaltered.

**Perambulator and Invalid Carriage Board.**—(a) Increases varying from 1s. od. per week upwards according to age were made in general minimum time rates for female workers under 17 years with proportionate increases in piece work basis time rates and overtime rates. (b) The existing general minimum time rates and piece work basis time rates for male workers of 21 years or over engaged in nickel plating were applied to workers engaged in metallic plating.

**Retail Bespoke Tailoring Board (England and Wales).**—(a) Small increases in the South Wales area (b) Increase of about seven per cent. or 1d. and  $\frac{1}{2}$ d. per hour respectively in the general minimum time rates for almost all male and female workers with corresponding increases in the piece work basis time rates, general minimum piece rates and overtime rates.

**Rope Twine and Net Board.**—Increases of  $\frac{1}{2}$ d. and  $\frac{1}{4}$ d. per hour respectively in the general minimum time rates for male and female workers in all sections of the trade other than the net section with corresponding increases in piece work basis time rates and general minimum piece rates.

In addition to the changes mentioned above, changes under the cost of living sliding scales occurred in three trades. In the brush and broom trade the minimum rates for men and women decreased by  $\frac{1}{2}$ d. and  $\frac{1}{4}$ d. per hour respectively on 1st May 1936 and increased by the same amounts on 1st August 1936. In the chain trade there was a decrease on 1st May 1936 of 13/16d. per hour for men and 53/160d. per hour for women and on 1st August 1936 the rates were increased by the same amounts. In the coffin furniture section of the coffin furniture and cerement making trade the rates for male workers increased by 33/47d. per hour on 1st December 1936.

Changes also occurred in the rates for female workers in the cerement making section of the coffin furniture and cerement making trade in accordance with the determinations of the Coffin Furniture and Cerement Making Board, which provide for differential rates for winter and summer for this class of workers. The rates decreased on 1st April by  $\frac{1}{4}$ d. per hour for female workers of 16 years of age or over and increased on 1st October by the same amount.

Appendix XXII shows the general minimum time rates in force in each trade at the end of 1935 and 1936 for the lowest paid grade of experienced men and women.

### Inspection, Enforcement and Special Inquiries

#### Inspection and Enforcement

The method of inspection followed the lines of the previous year, that is, the investigation of all complaints combined with routine inspection in particular areas selected so as to ensure a periodic review of all trade board establishments in all districts. Particulars of inspection completed during the year are set out in appendices XXIII and XXIV. The following is a summary of the principal items of interest together with the comparable figures for 1935:—

	1935	1936
No. of establishments on Trade Boards lists ...	91,297	89,148
Complaints received ... ..	2,174	2,028
Complaints disposed of without inspection ...	287	288
No. of establishments inspected ... ..	19,892	17,971
No. of inspections ... ..	20,189	18,151
Visits paid for purposes connected with enforcement of the Acts ... ..	11,990	11,722
No. of establishments in respect of which arrears of wages were paid ... ..	2,295	2,117
Arrears of wages paid ... ..	£25,437	£24,167½
No. of workers whose wages were examined ...	210,911	211,251
No. of workers to whom arrears of wages were paid ... ..	6,144	5,711
No. of underpaid workers in receipt of over 90 per cent. of minimum rate ... ..	3,891	3,510

Particulars of breaches of the Acts are set out in appendix XXV. The standard of compliance with statutory requirements showed no appreciable variation from that of 1935.

During the year the Department instituted criminal proceedings against employers for infringements of the Acts in 19 cases compared with 28 in 1935. As in 1935 there was no case of civil proceedings. In five of the 19 cases, charges were preferred at the same time against employers and their agents, though, in one of the five cases, the charges against the agent were dismissed. Of the 19 cases, 14 included charges of underpayment, these being combined in eleven cases with other charges, namely, failure to keep adequate records (ten cases); failure to post the Trade Board Notices (two cases); and producing a false record (one case). In the five remaining cases in which there was no charge of underpayment the charges included failure to keep adequate records (four cases); failure to post the Trade Board Notices (one case) and causing to be made a false receipt for arrears of wages (one case). In 17 out of the 19 cases conviction was obtained on all counts; in one

case involving 17 charges of underpayment, one charge was dismissed under the Probation of Offenders Act and nine were adjourned sine die; and in another case, involving three charges of underpayment, one of the three charges was dismissed. The penalties imposed amounted to £233 8s. 6d. in fines and costs amounting to £30 13s. 0d. were awarded to the Department. In five cases involving charges of underpayment the Department notified its intention to claim in Court for arrears of wages. As a result, in four out of these five cases, arrears were either paid prior to the hearing, or an order for payment of arrears was made by the Court. In the remaining case no order was made.

### **Special Inquiries**

Special inquiries were again made into matters affecting a number of trades covered by the Trade Boards Acts and into certain technical aspects of the employment of aliens. The subjects investigated included various branches of the clothing trades in England and Wales and in Scotland, the rope, twine and net trade and the perambulator and invalid carriage trade; trade disputes, allegations of sweating in establishments or branches of industry, the effect of rates fixed or proposed by certain trade boards and the age-groups of juveniles employed in certain trades.



## CHAPTER VIII

### LABOUR STATISTICS

The Ministry regularly collects and publishes information and statistics relating to labour conditions, both in this country and in countries oversea, in pursuance of a resolution of the House of Commons in 1886, which declared that " in the opinion of this House, immediate steps should be taken to ensure in this country the full and accurate collection of labour statistics ".

The information relating to this country is compiled mainly from original material collected from employers, trade unions, and other external sources, and from the local offices of the Department; for oversea countries it is derived chiefly from the official publications of those countries or of the International Labour Office. The material so obtained, so far as it is of sufficient general interest, is summarised and published in the *Ministry of Labour Gazette* and occasionally in special reports and other publications. Summaries of the principal statistics compiled by the Department, together with a list of the principal publications issued during 1935, will be found in appendices XXVI to XXX and in some of the previous chapters of this Report.

#### Ministry of Labour Gazette

This publication, which appears on or about the 18th of each month (price 6d.), gives in each issue the latest official statistics relating to employment and unemployment; unemployment insurance; changes in rates of wages and hours of labour; strikes and lock-outs; changes in working-class cost of living; industrial diseases and fatal accidents; poor relief; building plans approved. &c. Summaries are also given of arbitration and conciliation cases under the Industrial Courts Act, 1919, and the Conciliation Act, 1896; of orders and notices, &c., issued under the Trade Boards Acts and the Unemployment Insurance Acts; and of the principal legal cases affecting labour. In addition, articles are published summarising the results of special statistical inquiries, reviewing official publications, and summarising Acts of Parliament dealing with labour matters. Information is also given regarding employment, wages, hours of labour, cost of living, labour disputes, and labour legislation in oversea countries. A special supplement is included, at quarterly intervals, containing statistical tables and charts showing the course of trade, output, prices, wages, finance and employment.

Among the subjects dealt with in special articles published in the *Gazette* during the year 1936 were the following:— statistical surveys of employment, rates of wages, hours of labour, industrial disputes, and the cost of living during 1935; the estimated numbers of workpeople insured against unemployment in 1936 and earlier years, and the numbers of such persons in employment, analysed to show their industrial and geographical distribution; the age distribution of persons registered as unemployed; unemployment among juveniles; wages in some of the principal industries; arrangements relating to payment of wages for holidays in various industries; profit-sharing and co-partnership in 1935; the membership of trade unions in 1935; the course of employment and unemployment in Great Britain and in oversea countries in 1929-1935; wages and hours in some of the principal industries in various countries oversea; and legislation in 1936 providing for reduced working hours and for paid holidays for workpeople in certain countries oversea.

#### **Local Unemployment Index**

This index, giving, for over 750 towns and for the county areas in Great Britain, the numbers of insured persons in each area and ratios of unemployment on one day of each month, with comparative figures for a month before and for a year before, was issued monthly during 1936. The index is issued to subscribers only, at a charge of three guineas a year, payable to the Stationery Office.

#### **Special Inquiries**

In addition to the information which is regularly collected, as described above, relating to the main features of the labour situation in this country, supplementary inquiries are made from time to time on matters of current interest. Particulars of some of the principal special inquiries which were made in 1936 are given below.

#### **Age Distribution of Unemployed Men and Women**

Special analyses were made of the age-distribution of the men and women registered as unemployed in Great Britain at 18th May and 2nd November 1936, separate figures being obtained for men, for single women and widows, and for married women. The results were published in the issues of the *Ministry of Labour Gazette* for August and December 1936.

#### **Unemployment among Boys and Girls**

Special analyses were made of the numbers of boys and girls under 16 years of age, who were registered as unemployed in Great Britain at 23rd March, 22nd June, and 23rd November 1936, showing (a) the numbers still attending whole-time at a day school while registered as applicants for employment; (b) the numbers, not at school, who had not had any full-time

employment since leaving school; and (c) those, not at school, who had been in full-time employment at some time since leaving school. The results of these analyses, with comparative figures for various dates in 1934 and 1935, were published in the issues of the *Ministry of Labour Gazette* for June and September 1936 and February 1937.

### **Attendance of Unemployed Boys and Girls at Courses of Instruction**

In connection with the provisions of the Unemployment Insurance Act, 1935, under which unemployed boys and girls, under 18 years of age, may be required to attend courses of instruction, an analysis was made of the boys and girls registered as unemployed at 24th February 1936, showing the numbers who might have been required to attend if all the necessary centres and classes had been in full operation. The results of this analysis were published in the *Ministry of Labour Gazette* for June 1936.

### **Duration of Unemployment**

Statistics are regularly compiled and published showing the periods for which applicants for unemployment insurance benefit or unemployment allowances have been continuously registered as unemployed. In June 1936 the total numbers of such applicants, aged 18 years and over, classified on this basis, were further analysed according to the industries in which they had formerly been employed. The results of this analysis were published in the *Ministry of Labour Gazette* for January 1937.

### **Earnings and Hours of Labour**

An inquiry was instituted by the Department towards the end of 1935 in order to obtain information as to earnings and hours of labour in the principal industries, corresponding with that obtained by means of previous inquiries relating to 1924, 1928 and 1931. Inquiry forms were addressed to employers in manufacturing industries generally, and in some of the principal non-manufacturing industries, asking for particulars of the earnings and hours of labour of their workpeople in the week ended 12th October 1935. In view of the fact that the Board of Trade were arranging to undertake a general inquiry into production in 1935, under the Census of Production Order of December 1934, firms engaged in production were also asked to state the total amount of wages paid in the year, in order that statistics as to the wages bill in each industry might be made available for comparison with those relating to total output. The number of establishments to which inquiry forms were despatched was about 126,000; of these, about 76,000 supplied returns suitable for tabulation. The results of the inquiry into

earnings and hours of labour in October 1935 are now being published, as they become available, in the monthly issues of the *Ministry of Labour Gazette*.

#### **The Cost of Living Index Number**

The official cost of living index number compiled by the Department, which is regularly published in the *Ministry of Labour Gazette*, is designed to indicate the average percentage change, from month to month, in the cost of maintaining the pre-war standard of living of working-class families. On 7th April 1936, in reply to a question in the House of Commons asking whether it was proposed to revise the basis of the index number, it was stated that it had been decided that a revision of the basis of the cost of living index number should be undertaken. For this purpose, it will be necessary to collect data with regard to the distribution of the main items of expenditure of working-class households at the present time. In May 1936 a committee was appointed to advise as to the methods to be adopted in the collection of the required information. The recommendations of this Committee are now under consideration and preparations for the inquiry are in progress.

## CHAPTER IX

### INTERNATIONAL LABOUR

#### **Twentieth Session of the International Labour Conference**

The twentieth session of the International Labour Conference was held in Geneva from 4th to 24th June 1936.

#### **Conventions and Recommendations**

The text of the conventions and recommendations adopted by the conference was published in Cmd. 5305. Their provisions are summarised in the following paragraphs which also refer to resolutions adopted in regard to certain of these subjects.

**Regulation of Certain Special Systems of Recruiting Indigenous Workers.**—The convention adopted on this subject provides for the regulation of the recruiting of indigenous workers where recruiting as defined by the convention exists. "Recruiting" is defined as covering all operations undertaken with the object of obtaining or supplying the labour of persons who do not spontaneously offer their services at the place of employment or at a public emigration or employment office or at an office conducted by an employers' organisation and supervised by the competent authority. The convention provides among other things that the competent authority before granting permission to recruit in any area shall take into consideration the effect on the population; that recruiters must be licensed; that recruited workers must be medically inspected. It deals also with the provision of transport, wherever possible, to the place of employment and with the conditions governing recruiting for employment in a different territory. The recommendation suggests certain steps which might be taken to hasten the progressive elimination of recruiting and the substitution of the spontaneous offer of labour.

**Holidays with Pay.**—This convention provides that certain workers shall be entitled after one year of continuous service to an annual holiday with pay of at least six working days. The recommendation deals with certain points of detail which were considered unsuitable for inclusion in the convention. The conference also adopted resolutions requesting the governing body of the International Labour Office to consider placing on the agenda of an early session of the conference the question of holidays with pay for (a) domestic servants (b) hall porters (c) home workers (d) agricultural workers.

**Reduction of Hours of Work on Public Works.**—The convention provides for the application of the principle of the 40 hour week, as laid down in the forty hour week convention

of 1935; to persons directly employed on building or civil engineering works financed or subsidised by central governments.

#### **Decisions regarding other Items on the Agenda**

##### **Reduction of Hours of Work in the**

- (i) **Building and Civil Engineering Industry.**
- (ii) **Iron and Steel Works;**
- (iii) **Coal Mines.**

Draft conventions applying the principle of the forty hour week convention, 1935 to these industries failed to obtain the two-thirds majority necessary for adoption. Resolutions were, however, adopted requesting the governing body to consider the convening of a tripartite technical conference of governments and of employers' and workpeople's representatives in each industry with a view to reaching an understanding on the subject, account being taken where necessary of the reports already made by the respective committees at the 1936 session of the conference on the building and civil engineering and coal mining industries.

**Reduction of Hours of Work in the Textile Industry.**—The conference decided to place this subject on the agenda of the 1937 session of the conference for final discussion. It was also decided that a questionnaire should be drawn up by the International Labour Office and circulated to governments in the meantime.

The conference adopted a resolution requesting the governing body to convene a tripartite conference which would include the necessary technical and expert assistance from textile producing countries. It would be the purpose of this conference to consider how the work already undertaken by the International Labour Organisation in connection with the improvement of conditions in the textile industry can best be advanced and to take into account all those aspects of the textile industry which, directly or indirectly, may have a bearing on the improvement of social conditions in that industry.

Another resolution was also adopted requesting the governing body to consider making an enquiry into conditions of work in the textile industry.

**Safety Provisions for Workers in Building Construction.**—The conference decided to place this question, which deals with safety in connection with the use of scaffolding and hoisting appliances, on the agenda of the 1937 session for second discussion. The International Labour Office will meanwhile issue a questionnaire, asking governments' views on whether the regulations should be based on the model safety code drawn up by

the correspondence committee on accident prevention appointed by the governing body, the scope of the regulations, enforcement, inspection, co-operation between employers and workers in accident prevention and technical education.

### **Other Action by the Conference**

**Resolutions.**—The conference adopted 13 resolutions in addition to those already mentioned. They concerned conditions of work in Asiatic countries, migrant workers, diseases due to dust, labour inspection, freedom of association, opium smoking by workers, the calling of economic conferences, nutrition of workers, calendar reform, public works, German emigration, unemployment and the promotion of industrial development.

**Application of Conventions.**—The conference referred to a committee the reports made by governments in accordance with Article 408 of the Treaty of Versailles. The committee's report, which was adopted by the conference, emphasised the obligation laid on States to carry out the provisions of conventions they had ratified and stressed the importance of adequate factory inspection services.

**Entry of Egypt into the International Labour Organisation.**—During the conference a proposal, which was supported by the representative of Your Majesty's Government, was adopted unanimously inviting the Egyptian Government to become a member of the International Labour Organisation. A communication was received during the conference conveying the acceptance by the Egyptian Government of this invitation.

### **The Twenty-first (Maritime) Session of the International Labour Conference**

The twenty-first (maritime) session of the International Labour Conference was held in Geneva from 6th to 24th October 1936.

### **Conventions and Recommendations**

The following is a brief summary of the conventions and recommendations adopted by the conference the full text of which has been published (Cmd. 5392).

**Convention concerning Hours of Work on board ship and Manning.**—This convention, which regulates hours of work and manning on foreign-going ships carrying cargo or passengers, lays down a maximum limit of 56 hours a week and eight hours a day for watch-keeping ratings employed on deck in vessels of over 2,000 tons gross and applies the broad principle of a eight hour day to day workers, engine room and stokehold ratings, ratings in the catering department and to deck and engineer officers. The convention also lays down minimum numbers of certificated deck officers and engineer officers

and minimum numbers of deck ratings to be carried on vessels of various sizes. Provision is made for the exemption of existing vessels in certain circumstances. The convention will come into force six months after it has been ratified by five States Members of the Organisation each of which has a mercantile marine of not less than one million tons. The recommendation suggests the regulation of hours and manning in vessels in the coasting trade and ships otherwise outside the scope of the convention.

**Liability of the Shipowner in case of Sickness, Injury or Death of Seamen.**—The convention on this subject provides for assistance at the expense of the shipowners, including medical treatment, board and lodging, and wages, until the sick or injured seamen has been cured or until the sickness or incapacity has been declared of a permanent character. National laws or regulations may, however, relieve the shipowner of his responsibility at the end of a period of not less than 16 weeks or when the seamen becomes entitled to benefit under a national health insurance or accident compensation scheme. In case of death the shipowner is required to defray the burial expenses.

**Sickness Insurance for Seamen.**—The convention provides for a compulsory sickness insurance scheme for all persons employed on board ship, with a few exceptions. In the case of incapacity due to sickness, a cash benefit is to be payable for at least 26 weeks or 180 days. Medical and other benefit is also provided for.

**Seamen's Welfare in Ports.**—The recommendation adopted on this subject deals with the general organisation of the welfare of seamen in ports; measures to regulate conditions in dock areas, the health, accommodation and recreation of seamen; assistance in the saving and remittance of wages; and the giving of information to seamen on matters of welfare.

**Minimum Requirement of Professional Capacity of Officers.**—This convention provides that, with certain exceptions, no person shall carry out the duties of master or skipper, navigating officer in charge of a watch or chief engineer or engineer in charge of a watch on vessels of 200 tons gross and over unless he holds a certificate of competency to perform such duties issued or approved by a public authority; certain principles governing the grant of such certificates are also laid down.

**Holidays with Pay for Seamen.**—The convention adopted on this subject provides for holidays with pay of not less than twelve working days in the case of masters, officers and wireless operators and nine working days in the case of other members of the crew after one year of continuous service.



### **Other Action by the Conference**

**Resolutions.**—The conference adopted resolutions on the following subjects:—Compensation for accidents and unemployment insurance for seamen; the desirability of holding economic conferences; equality of treatment for foreign and national workers; the "contractor" system of employment; accommodation in cargo vessels; seamen's wages.

### **Twenty-second (Maritime) Session of the International Labour Conference**

In order to comply with the Standing Orders, it was necessary to open a fresh session of the International Labour Conference on 22nd October 1936 to consider the revision of the Minimum Age (Sea) Convention, 1920. The session ended on 24th October after adopting a revised convention raising the minimum age to 15 but providing for exceptions for children between 14 and 15 in cases where a public authority is satisfied that the employment will be beneficial to the children themselves. The full text has been published (Cmd. 5392).

### **Meetings of the Governing Body of the International Labour Office**

Meetings of the Governing Body were held in Geneva in February, April, June and November 1936.

**Seventy-fourth Session of the Governing Body (February 1936).**—It was decided to place on the agenda of the 1937 session of the conference the reduction of hours of work in the printing and kindred trades and in the chemical industry and the planning of public works in relation to employment. It was agreed to hold a preparatory technical conference of labour statisticians in 1937 in preparation for the discussion of uniformity in the labour statistics of different countries at a future session of the conference. It was also decided to open revision procedure in respect of the four conventions relating to the minimum age of entry into industrial, non-industrial and agricultural employment and employment at sea with a view to raising the age of entry from 14 to 15. It was agreed that a preliminary report on the subject of nutrition should be brought before the 1936 session of the conference for consideration.

**Seventy-fifth Session of the Governing Body (April 1936).**—It was decided to hold preparatory technical tripartite meetings on the reduction of hours of work in the printing and kindred trades and in the chemical industry.

Estimates for 1937 for the International Labour Office were approved and submitted to the Assembly of the League of Nations, in accordance with the usual procedure. Certain deductions were made and the final estimates provide for expenditure of 9,350,140 Swiss francs. Members of the League will

be required to contribute 7,608,662 Swiss francs, of which Great Britain's share will be 11.7 per cent. Certain supplementary estimates however became necessary owing to the devaluation of the Swiss franc. (See below, seventy-seventh session of the governing body.)

The governing body received a report on the work of the regional conference of American States held at Santiago de Chile in January 1936 (see page 94 of the Report for 1935) and instructed the Office regarding the action to be taken on the resolutions adopted by the conference.

It was decided to set up a tripartite agricultural committee on which the governing body, the Institute of Agriculture and certain agricultural organisations would be represented.

**Seventy-Sixth Session of the Governing Body (June 1936).—**

The governing body decided that the question of the revision of the conventions concerning minimum age of admission into industrial and non-industrial employment with a view to raising the minimum age from 14 to 15 should be placed upon the agenda of the 1937 session of the International Labour Conference and that the revision of the convention dealing with employment at sea should be considered at the 22nd (Maritime) session of the conference, which was held in October 1936 (see above).

**Seventy-Seventh Session of the Governing Body (November 1936).—**

The governing body decided that the question of the revision of the convention concerning the minimum age of admission to employment in agriculture should be referred to the permanent agricultural committee and that the revision of the conventions concerning the age of admission to industrial and non-industrial employment should be placed on the agenda of the 1937 session of the conference. The conference will also be able to discuss provisions compelling employers to keep registers of young workers employed by them and fixing the age of admission to dangerous occupations.

The governing body accepted an invitation given by the President of the United States of America to hold a preparatory tripartite technical conference at Washington to study conditions of work in the textile industry.

The following subjects were chosen for preliminary consideration with a view to the selection of some or all of them for the agenda of the 1938 session of the conference:—

General principles of factory inspection to secure the enforcement of laws and regulations for the protection of workers; recruiting, placing, and conditions of labour (equality of treatment) of migrant workers; technical education and apprenticeship; rights of performers as regards broadcasting and television and the mechanical reproduction of sounds; regulation of

contracts of employment of indigenous workers; safety provisions for coal-mine workers; weekly rest in commercial establishments; regulation of hours of work and rest periods in road transport undertakings.

A resolution was adopted expressing the hope, that the Economic Committee of the League of Nations would resume consideration of the question of an international agreement between coal mining countries for the organisation of production and markets.

The governing body approved supplementary estimates for 1937 amounting to 436,275 Swiss francs, which were made necessary by the devaluation of the franc.

#### **Preparatory Technical Tripartite Meetings on the Printing and Kindred Trades and the Chemical Industry.**

Meetings of the representatives of the governments, employers and workers from countries in which the printing and kindred trades and the chemical industry respectively are of considerable size were held in Geneva in November and December when reports were adopted which will be submitted to the Seventy-eighth Session of the governing body (February 1937).

#### **Labour Conference of American States**

A conference of American States took place at Santiago de Chile between the 2nd and 14th January 1936. Nineteen countries were represented of whom ten sent complete delegations (i.e. consisting of governments', employers' and work-people's representatives). The conference was asked to consider the following questions:—

(1) Examination of the situation of existing international labour conventions as concerned ratification and application with special reference to conventions and recommendations dealing with social insurance and conventions and recommendations dealing with conditions of work of women and children.

(2) Examination of questions which might form the subject of future discussion at the international labour conference.

The conference adopted a number of resolutions which were considered by the governing body at its seventy-fifth Session (April 1936) (see above).

#### **Ratification of Conventions and Acceptance of Recommendations**

During 1936 the following conventions were ratified and recommendations accepted by Your Majesty's Government:— Convention ensuring benefit and allowances to the involuntarily unemployed; recommendations concerning unemployment

insurance and various forms of relief for the unemployed (with certain reservations); convention concerning workmen's compensation for occupational diseases (revised 1934) (with the consequential denunciation of the convention of 1925 on this subject); recommendation concerning the prevention of industrial accidents; convention concerning the employment of women on underground work in mines of all kinds; six conventions concerning (a) compulsory old age, (b) invalidity, (c) widows', and orphans' insurance (i) for persons employed in industrial and commercial undertakings, in the liberal professions and for outworkers and domestic servants, and (ii) for persons employed in agricultural undertakings.

The convention for the regulation of hours of work in automatic sheet-glass works and the convention concerning the employment of women during the night (revised 1934) were also ratified, and arrangements were begun to register these ratifications with the Secretary General. In consequence of the ratification of the latter convention, it became necessary to denounce the convention of 1919 and the Berne convention of 1906 on this subject.

In a White Paper, Cmd. 5141, it was notified that Your Majesty's Government did not propose to ratify the convention concerning the establishment of an international scheme for the maintenance of rights under invalidity, old age, and widows' and orphans' insurance, or to accept the recommendation concerning the general principles of invalidity, old age, and widows' and orphans' insurance.

## CHAPTER X

### DEVELOPMENT OF THE LOCAL ORGANISATION OF THE MINISTRY

The work of the Ministry has been decentralised to a very large extent and the following departments have local organisations of their own: Industrial Relations Department; Trade Boards Branch; Services and Establishments Department (which controls the employment exchanges), and Finance Department. The Training Branch is centralised for the purpose of control, although, of course, considerable executive powers are vested in the managers of the government training centres and instructional centres. The Unemployment Insurance and Employment Departments are in themselves headquarter departments, but much of their work is, in fact, decentralised to the divisional offices and exchange service. Particular note should be taken of the decentralisation of adjudication work, which is divided between the Chief Insurance Officer at headquarters, the divisional Insurance Officers at divisional offices and the local Insurance Officers at the exchanges. An experiment is being conducted at present to see whether the smallest unit in adjudication should not be larger than an exchange and several groups of local offices have been formed tentatively and placed under a group Insurance Officer. The courts of referees to which doubtful claims are referred are local and there is a separate court for nearly every exchange in the country. Mention should also be made of the numerous advisory committees (for local employment committees see chapter II and for juvenile advisory committees and other committees dealing with juveniles see chapter IV). These serve an essential purpose in that they secure that the work of the Ministry in such locality is carried out, as far as may be, in accord with local sentiment.

Taking in turn the departments which have a local organisation of their own, the local staff of Industrial Relations Department (which was reorganised at the beginning of this year), consists of three Chief Conciliation Officers stationed in London, Edinburgh and Birmingham, each with a small staff under him. The Trade Boards inspectorate was decentralised in 1923 and is now organised on the basis of eight territorial divisions, of which two are in London. The Finance Department has a local Finance Officer with a staff in each of the nine Divisions of the exchange service. On the other hand there is a large office at Kew, the Claims and Record Office, where centralisation is required both for convenience and economy. This office,

as its name implies, keeps a central record of the contributions paid and the unemployment benefit received by the insured contributors under the unemployment insurance scheme.

The largest and most complex of the local organisations is the exchange service, which comprises 452 employment exchanges and 1,136 subordinate offices (employment offices, branch employment offices and local agencies) organised in territorial divisions. The number of divisions was increased in 1936 from seven to nine, the areas of which are shown in appendix I. Each of these divisions is under the charge of a Divisional Controller, who is responsible for the control and management of all the employment exchanges and subordinate offices in his division. His office (the Divisional Office), is organised functionally; various sections specialise on the main branches of work; placing, unemployment insurance, &c.; in addition there is a travelling inspectorate.

The manager of each employment exchange also is in charge of a territorial unit; he is responsible for the work in the area covered by the exchange, which may include a number of subordinate offices. He is usually secretary of the local employment committee.

It will be seen that the number of employment exchanges, which has not changed much for several years, is comparatively limited, and although for purposes of control the country is divided between these exchanges, there must be many places which are at a considerable distance from any employment exchange. The problem of maintaining day to day contact with employers and workers in such districts has been met since 1911 by the system of branch employment offices, the managers of which act on the Ministry's behalf in their respective areas and in many cases are not engaged full-time upon the Ministry's business but follow additional occupations. The increase in the work of the Ministry over recent years, however, placed too heavy a burden on many of these offices and in 1934 and again in 1936 a considerable number of them were converted into a new type of office, called an employment office, which is staffed by full-time civil servants, but remains, like the branch employment office, subject to the general control of an employment exchange. The number thus converted since 1st August 1934 is 283, of which 91 were converted in the latter half of 1936.

The branch employment offices are situated for the most part in country districts and one of the main considerations leading to the conversions in 1936 was the need for reinforcing the Ministry's organisation in such districts for the purpose of dealing with claims under a scheme of agricultural benefit. The same consideration led to the creation in the autumn of 1936 of a large number of offices of a new type, known as local agencies. These were set up as a direct consequence of section 13

of the Unemployment Insurance (Agricultural) Act, under which arrangements were to be made to facilitate the making of claims for and the payment of agricultural benefit. The Act was passed on 1st April 1936 and in the interval of six months before claims for agricultural benefit began to be made, local agents were appointed at 401 places. The Ministry are glad to acknowledge the great assistance given by officials of the General Post Office in connection with certain phases of the work. In accordance with the principles underlying section 13 of the Act, the majority of the local agents are sub-postmasters and the remainder were selected after public advertisement of the vacancies. The local agents are concerned mainly with the acceptance of claims for unemployment benefit or unemployment allowances and with declarations of unemployment. The claims are sent by the local agent to a controlling office for computation and any necessary adjudication. Employers' vacancies are notified to suitable unemployed persons.

ADMINISTRATIVE DIVISIONS, WITH AREAS, AND NUMBERS OF EMPLOYMENT EXCHANGES, EMPLOYMENT OFFICES, BRANCH EMPLOYMENT OFFICES, AND LOCAL AGENCIES

41341 Division and Town in which Divisional Office is situated	Area covered by Division	No. of Local Offices at 31st December 1935					Division and Town in which Divisional Office is situated	Area covered by Division	No. of Local Offices at 31st December 1936				
		Ex-changes	Empt. Offices	Branch Empt. Offices	Local Agencies	Total			Ex-changes	Empt. Offices	Branch Empt. Offices	Local Agencies	Total
South Eastern (London)	London, Bedford, Bucks, Cambridge, Essex, Herts, Kent, Middlesex, Norfolk, Suffolk, Surrey, Sussex	86	23	123	—	232	London	London, Middlesex, and parts of Essex, Kent and Surrey	53	11	5	—	69
							South Eastern (London)	Bedford, Bucks, Cambridge, Herts, Norfolk, Suffolk, Sussex, and parts of Essex, Kent, and Surrey	33	20	110	79	242
South Western (Bristol)	Berks, Cornwall, Devon, Dorset, Gloucester, Hants, Oxford, Somerset, Wiltshire	38	10	149	—	197	South Western (Bristol)	Berks, Cornwall, Devon, Dorset, Gloucester, Hants, Oxford, Somerset, and Wiltshire	38	27	132	76	273
Midlands (Birmingham)	Derby (except Glossop and New Mills districts) Hereford, Huntingdon, Leicester, Northants, Notts, Rutland, Salop, Stafford, Warwick, Worcester, Soke of Peterborough, Stamford district of Lincoln	65	23	59	—	147	Midlands (Birmingham)	Derby (except Glossop and New Mills districts), Hereford, Huntingdon, Leicester, Northants, Notts, Rutland, Salop, Stafford, Warwick, Worcester, Soke of Peterborough, and Stamford district of Lincoln	65	37	45	23	170
North Eastern (Leeds)	Durham, Lincoln (except Stamford district), Northumberland (except Berwick), Yorkshire	77	43	46	—	166	North Eastern (Leeds)	Lincoln (except Stamford district), and Yorkshire (except Cleveland district)	43	34	24	69	170
							Northern (Newcastle-on-Tyne)	Cumberland, Durham, Northumberland (except Berwick), Westmorland and Cleveland district of Yorkshire	40	30	18	18	106
North Western (Manchester)	Cheshire, Cumberland, Lancs, Westmorland, and the Glossop and New Mills districts of Derbyshire	87	19	44	—	150	North Western (Manchester)	Cheshire, Lancs, and the Glossop and New Mills districts of Derbyshire	84	25	20	1	130
Scotland (Edinburgh)	Scotland and the Berwick district	55	26	89	—	170	Scotland (Edinburgh)	Scotland and the Berwick district	56	41	73	80	250
Wales (Cardiff)	Wales and Monmouth	40	33	49	—	122	Wales (Cardiff)	Wales and Monmouth	40	46	37	55	178
		448	177	559	—	1,184			452	271*	464	401	1,588

\* This figure includes 3 Domestic Employment Offices. During the year 1936, 91 B.E.O.'s were converted to Employment Offices, and 4 B.E.O.'s to Employment Exchanges.



## APPENDIX II

STAFF OF THE MINISTRY AT 14TH DECEMBER 1936  
(EXCLUDING BRANCH MANAGERS AND OTHERS WHO ARE PAID BY FEES, AND INDUSTRIAL STAFF)

	Permanent	Temporary	Total
(a) Headquarters ... ..	1,254	230	1,484
(b) Claims and Record Office, Kew ... ..	2,422	394	2,816
(c) Outstations ... ..	15,068	5,173	20,241
Total ... ..	18,744	5,797	24,541
(d) Industrial Court ... ..	5	3	8
(e) Office of the Umpire ... ..	13	9	22
Grand Total ... ..	18,762	5,809	24,571

Percentage of Ex-Service Men (Permanent and Temporary) of Total Staff (Permanent and Temporary) ... ..	59.8
Percentage of Ex-Service Men (Temporary) of Total Staff (Temporary) ... ..	42.2

## APPENDIX III

(a) AVERAGE PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKERS AGED 16-64 IN GREAT BRITAIN

1925 ... ..	11.0	1931 ... ..	21.1
1926 ... ..	12.3	1932 ... ..	21.9
1927 ... ..	9.6	1933 ... ..	19.8
1928 ... ..	10.7	1934 ... ..	16.6
1929 ... ..	10.3	1935 ... ..	15.3
1930 ... ..	15.8	1936 ... ..	13.0*

(b) ESTIMATED AVERAGE NUMBER OF INSURED WORKERS, AGED 16-64, IN EMPLOYMENT IN GREAT BRITAIN, EXCLUDING THOSE DIRECTLY INVOLVED IN TRADE DISPUTES

1926 ... ..	9,062,000	1932 ... ..	9,348,000
1927 ... ..	10,015,000	1933 ... ..	9,681,000
1928 ... ..	10,019,000	1934 ... ..	10,139,000
1929 ... ..	10,220,000	1935 ... ..	10,377,000†
1930 ... ..	9,797,000	1936 ... ..	10,896,000*
1931 ... ..	9,421,000		

\* Provisional figure.

† Revised figure.

*Note.*—The figures given, in this and subsequent appendices, in respect of insured persons relate to persons insured under the general scheme or under the special schemes for the banking and insurance industries and do not include persons who were brought within the field of unemployment insurance under the Unemployment Insurance (Agriculture) Act, 1936. Statistics are not yet available which would enable satisfactory estimates to be made of the numbers of agricultural workers insured.

## APPENDIX IV

ESTIMATED NUMBER OF INSURED PERSONS, AGED 16-64, IN EMPLOYMENT, THE NUMBER OF PERSONS, AGED 14 AND OVER, INSURED AND UNINSURED, REGISTERED AS UNEMPLOYED AND THE NUMBER AND PERCENTAGE OF INSURED PERSONS UNEMPLOYED

End of Month	Employment	Unemployment		
	Estimated number of insured persons in employment*	Numbers registered as unemployed† aged 14 and over	Insured Persons aged 16-64	
			Numbers recorded as unemployed†	Percent-ages*
<i>1935</i>				
December ...	10,629,000†	1,869,000	1,796,000	13·9†
<i>1936</i>				
January ...	10,391,000	2,160,000	2,063,000	16·0
February ...	10,525,000	2,025,000	1,949,000	15·1
March ...	10,689,000	1,882,000	1,814,000	14·0
April ...	10,785,000	1,831,000	1,745,000	13·4
May ...	10,918,000	1,705,000	1,635,000	12·6
June ...	10,933,000	1,703,000	1,645,000	12·6
July ...	11,006,000	1,652,000	1,595,000	12·2
August ...	11,072,000	1,614,000	1,548,000	11·9
September ...	11,082,000	1,624,000	1,556,000	11·9
October ...	11,103,000	1,612,000	1,549,000	11·9
November ...	11,120,000	1,624,000	1,553,000	11·9
December ...	11,132,000	1,629,000	1,552,000	11·9

\* For July and subsequent months these figures are provisional and subject to revision.

† For an explanation of the differences between these two sets of figures, see the heading of the main unemployment tables in the *Ministry of Labour Gazette*, e.g. on page 24 of the *Gazette* for January 1937.

‡ Revised figures.

## APPENDIX V

NUMBERS OF PERSONS REGISTERED AS UNEMPLOYED IN THE SEVERAL ADMINISTRATIVE DIVISIONS OF GREAT BRITAIN AT THE END OF 1935 AND 1936 AND THE AVERAGE PERCENTAGE RATES OF UNEMPLOYMENT AMONG INSURED PERSONS, AGED 16-64

Division*	Number of persons registered as unemployed aged 14 and over		Average percentage rates of unemployment among insured persons aged 16-64*	
	December 1935	December 1936	1935	1936
	Thousands	Thousands		
London ...	186	161	8·5	7·2
South eastern ...	94	91	8·1	7·3
South western ...	109	93	11·6	9·4
Midlands ...	187	156	11·2	9·2
North eastern ...	393	333	20·7	16·8
North western ...	404	356	19·7	17·1
Scotland ...	303	265	21·3	18·7
Wales ...	193	174	31·2	29·4
Great Britain ...	1,869	1,629	15·3	13·0†

\* The percentages shown for separate divisions are exclusive of persons insured under the special schemes for the banking and insurance industries for which a geographical analysis is not available. The divisions shown are as constituted prior to the reorganisation of certain divisional Areas on 1st August 1936 (see the article on page 280 of the *Ministry of Labour Gazette* for August 1936).

† Provisional figure.

## APPENDIX VI

PERCENTAGE OF UNEMPLOYMENT AMONG INSURED PERSONS AGED 16-64 IN CERTAIN IMPORTANT INDUSTRIES AND IN ALL INDUSTRIES COLLECTIVELY IN GREAT BRITAIN

Industry	Percentage of unemployment	
	December	December
	1935	1936
Coal mining ... ..	19.4	16.4
Pig iron ... ..	18.2	13.1
Iron and steel ... ..	17.5	12.1
General engineering ... ..	10.7	6.5
Electrical engineering ... ..	5.2	3.2
Constructional engineering ... ..	15.1	10.2
Shipbuilding and ship repairing ... ..	38.4	25.8
Marine engineering ... ..	21.1	11.1
Motor vehicles, cycles and aircraft ... ..	6.8	4.2
Cotton ... ..	16.6	12.4
Woollen and worsted ... ..	7.9	6.4
Hosiery ... ..	8.4	7.1
Tailoring ... ..	13.4	11.6
Printing, publishing and bookbinding ... ..	7.6	6.4
Building ... ..	17.9	17.2
Public works contracting ... ..	47.4	43.9
Distributive trades ... ..	9.9	8.7
All industries and services ... ..	13.9*	11.9†

\* Revised figure.

† Provisional figure.

## APPENDIX VII

PERCENTAGE OF THE TOTAL INSURED POPULATION, AGED 16-64, IN GREAT BRITAIN INCLUDED IN CERTAIN GROUPS OF INDUSTRIES IN 1923 AND 1936

Industry Group	Percentage of total number insured at	
	July 1923	July 1936
	Fishing* ... ..	0.2
Mining and quarrying ... ..	12.0	7.6
Manufacturing ... ..	50.6	46.2
Building and contracting ... ..	7.4	9.8
Gas, water and electricity supply† ... ..	1.5	1.6
Transport, communication, storage and distribution† ... ..	17.9	22.1
Commerce, banking, insurance and finance ... ..	2.0	2.0
Miscellaneous services (including professional services; entertainments and sports; hotel, public house, restaurant, boarding house, club, etc. service; laundries, dyeing and dry cleaning)... ..	4.7	6.7
National and local government ... ..	3.7	3.7
All industries and services ... ..	100.0	100.0

\* The fishing industry does not include share fishermen, who are outside the scope of the unemployment insurance scheme.

† Exclusive of persons excepted from unemployment insurance under certificates of exception.

## APPENDIX VIII

## INSURED PERSONS AGED 16-64 IN EMPLOYMENT IN CERTAIN INDUSTRIES IN GREAT BRITAIN\*

## (a) INDUSTRIES SHOWING A MARKED DECREASE IN THE NUMBERS IN EMPLOYMENT BETWEEN 1923 AND 1936

	June 1923	June 1929	June 1936	Decrease 1923-1936
Coal mining ... ..	1,176,650	870,600	621,670	554,980
Cotton ... ..	439,240	478,460	351,100	88,140
Woollen and worsted ... ..	240,410	204,110	197,750	42,660
Shipbuilding, ship-repairing and marine engineering ...	173,290	197,890	143,420	29,870
Iron and steel† ... ..	185,600	164,020	157,800	27,800
Railway service (non-perma- nent workers) ... ..	171,840	131,590	145,270	26,570
Total ... ..	2,387,030	2,046,670	1,617,010	770,020
Percentage of above indus- tries to all industries ...	24.6	19.1	14.2	—

## (b) INDUSTRIES SHOWING A MARKED INCREASE IN THE NUMBERS IN EMPLOYMENT BETWEEN 1923 AND 1936

	June 1923	June 1929	June 1936	Increase 1923-1936
Distributive trades ... ..	1,143,350	1,557,680	1,825,010	681,660
Miscellaneous services‡ ...	476,020	617,710	788,540	312,520
Building ... ..	586,700	742,880	894,880	308,180
Electrical trades§ ... ..	129,620	185,090	271,850	142,230
Construction and repair of motor vehicles, cycles and aircraft ... ..	170,320	228,390	292,820	122,500
Tramway and omnibus ser- vices ... ..	100,960	148,010	184,200	83,240
Road transport not separ- ately specified ... ..	116,990	160,030	185,180	68,190
Public works contracting ...	95,320	129,620	172,440	77,120
Miscellaneous metal trades... Printing, publishing and bookbinding ... ..	143,110	176,340	231,830	88,720
206,800	247,670	257,330	50,530	
Total ... ..	3,169,190	4,193,420	5,104,080	1,934,890
Percentage of above indus- tries to all industries ...	32.7	39.2	44.8	—

\* For the purposes of this comparison the estimates for the year 1923 of the number of insured persons in employment who were aged 16-64, represent the same proportions of the numbers aged 16 and over in 1923 as were ascertained for 1926.

† Pig iron manufacture, steel melting, &c.

‡ Entertainments and sports; hotels, &c. services; laundries, dyeing and dry cleaning; professional services.

§ Electrical engineering, electrical wiring and contracting; electric cable, apparatus, lamps, &c.

## APPENDIX IX

ESTIMATED NUMBER OF PERSONS, AGED 14-64 (EXCLUSIVE OF AGRICULTURAL WORKERS) INSURED UNDER THE UNEMPLOYMENT INSURANCE ACT, 1935, IN GREAT BRITAIN AT JULY 1936

Industry	Males	Females	Total
<b>Fishing*</b> ... ..	33,710	950	34,660
<b>Mining</b>			
Coal mining ... ..	922,690	4,180	926,870
Iron ore and ironstone mining, &c. ... ..	10,940	—	10,940
Lead, tin and copper mining ... ..	4,250	20	4,270
Stone quarrying and mining ... ..	45,080	430	45,510
Slate quarrying and mining ... ..	10,140	10	10,150
Other mining and quarrying ... ..	10,660	1,590	12,250
Clay, sand, gravel and chalk pits ... ..	17,690	180	17,870
<b>Non-Metalliferous Mining Products</b>			
Coke ovens and by-product works ... ..	14,230	90	14,320
Artificial stone and concrete ... ..	24,690	1,920	26,610
Cement, limekilns and whiting ... ..	14,960	490	15,450
<b>Brick, Tile, Pipe, &amp;c. Making</b> ... ..	101,450	6,480	107,930
<b>Pottery, Earthenware, &amp;c.</b> ... ..	36,250	44,830	81,080
<b>Glass</b>			
Glass (excluding bottles and scientific glass) ... ..	24,230	7,500	31,730
Glass bottles ... ..	17,820	2,840	20,660
<b>Chemicals, &amp;c.</b>			
Chemicals ... ..	79,260	31,040	110,300
Explosives ... ..	12,970	5,820	18,790
Paint, varnish, red lead, &c. ... ..	19,450	6,690	26,140
Oil, glue, soap, ink, matches, &c. ... ..	53,450	23,180	76,630
<b>Metal Manufacture</b>			
Pig iron (blast furnaces) ... ..	16,110	90	16,200
Steel melting and iron puddling, iron and steel rolling, &c. ... ..	168,990	4,760	173,750
Brass, copper, zinc, tin, lead, &c. ... ..	40,920	4,000	44,920
Tin plates ... ..	25,550	2,820	28,370
Iron and steel tubes ... ..	30,560	2,340	32,900
Wire, wire netting, wire ropes ... ..	21,090	4,210	25,300
<b>Engineering, &amp;c.</b>			
General engineering; engineers' iron and steel founding ... ..	538,450	51,880	590,330
Electrical engineering ... ..	86,620	25,790	112,410
Marine engineering, &c. ... ..	44,050	820	44,870
Constructional engineering ... ..	36,460	1,540	38,000

\* The Fishing industry does not include share-fishermen, who are outside the scope of the unemployment insurance scheme.

## APPENDIX IX—continued

Industry	Males	Females	Total
<b>Construction and Repair of Vehicles</b>			
Motor vehicles, cycles and aircraft ...	298,500	32,000	330,500
Carriages, carts, &c. ... ..	12,040	1,960	14,000
Railway carriages and wagons, &c. ...	50,170	1,520	51,690
<b>Shipbuilding and Ship Repairing ...</b>	<b>152,820</b>	<b>2,510</b>	<b>155,330</b>
<b>Other Metal Industries</b>			
Stove, grate, pipe, &c., and general iron founding ... ..	94,700	10,840	105,540
Electrical wiring and contracting ...	38,230	2,500	40,730
Electric cable, apparatus, lamps, &c. ...	94,180	72,380	166,560
Hand tools, cutlery, saws, files ...	25,470	12,170	37,640
Bolts, nuts, screws, rivets, nails, &c. ...	16,890	13,460	30,350
Brass and allied metal wares ... ..	18,950	12,240	31,190
Heating and ventilating apparatus ...	14,370	1,150	15,520
Watches, clocks, plate, jewellery, &c. ...	23,680	20,070	43,750
Metal industries not separately specified	174,800	103,360	278,160
<b>Textiles</b>			
Cotton preparing, spinning, &c. ...	89,660	139,930	229,590
Cotton manufacturing (weaving, &c.) ...	69,410	148,650	218,060
<i>Total, Cotton</i> ... ..	<i>159,070</i>	<i>288,580</i>	<i>447,650</i>
Woollen and worsted ... ..	99,520	140,730	240,250
Silk manufacture and artificial silk weaving ... ..	19,600	34,220	53,820
Artificial silk yarn ... ..	19,480	13,220	32,700
Linen ... ..	3,800	10,080	13,880
Jute ... ..	12,610	20,040	32,650
Hemp, rope, cord, twine, &c. ... ..	7,150	11,910	19,060
Hosiery ... ..	28,530	104,060	132,590
Lace ... ..	6,160	10,140	16,300
Carpets ... ..	13,950	21,290	35,240
Other textiles ... ..	17,450	38,730	56,180
Textile bleaching, printing, dyeing, &c.	73,090	29,760	102,850
<b>Leather and Leather Goods</b>			
Tanning, currying and dressing ...	37,960	12,540	50,500
Leather goods ... ..	12,890	17,450	30,340
<b>Clothing</b>			
Tailoring ... ..	70,950	160,670	231,620
Dress making and millinery ... ..	10,860	103,420	114,280
Hats and caps (including straw plait) ...	13,860	23,600	37,460
Shirts, collars, underclothing, &c. ...	10,850	88,700	99,550
Other dress industries ... ..	8,860	25,780	34,640
Boots, shoes, slippers and clogs ...	88,010	60,850	148,860
<b>Food, Drink and Tobacco</b>			
Bread, biscuits, cakes, &c. ... ..	106,640	76,040	182,680
Grain milling ... ..	29,770	4,260	34,030
Cocoa, chocolate and sugar confectionery	26,430	59,260	85,690
Other food industries ... ..	70,820	67,930	138,750
Drink industries ... ..	90,440	25,530	115,970
Tobacco, cigars, cigarettes and snuff ...	14,090	28,300	42,390

APPENDIX IX—*continued*

Industry	Males	Females	Total
<b>Woodworking, &amp;c.</b>			
Sawmilling and machined woodwork ...	63,570	3,590	67,160
Wood boxes and packing cases ...	10,280	2,500	12,780
Furniture making, upholstering, &c. ...	129,800	27,440	157,240
Other woodworking ...	20,360	6,330	26,690
<b>Paper, Printing, &amp;c.</b>			
Paper and paper board ...	47,830	17,810	65,640
Cardboard boxes, paper bags and stationery ...	26,030	52,550	78,580
Wall paper making ...	5,320	2,590	7,910
Stationery and typewriting requisites (not paper) ...	4,190	5,920	10,110
Printing, publishing and bookbinding ...	199,680	107,240	306,920
<b>Building and Contracting</b>			
Building ...	1,018,730	12,340	1,031,070
Public works contracting, &c. ...	280,800	1,570	282,370
<b>Other Manufacturing Industries</b>			
Rubber ...	39,700	25,110	64,810
Oilcloth, linoleum, &c. ...	12,360	2,620	14,980
Brushes and brooms ...	6,270	6,370	12,640
Scientific and photographic instruments and apparatus ...	26,130	12,820	38,950
Musical instruments ...	16,030	6,800	22,830
Toys, games and sports requisites ...	8,720	11,370	20,090
<b>Gas, Water and Electricity Supply...</b>	200,440	9,470	209,910
<b>Transport and Communication</b>			
Railway service ...	151,610	9,040	160,650
Tramway and omnibus service ...	181,880	10,140	192,020
Other road transport ...	212,720	9,480	222,200
Shipping service ...	133,600	6,280	139,880
Dock, harbour, canal, &c. service :-			
Port transport (docks, wharves, &c.)	134,240	1,300	135,540
Harbour, river and canal service ...	23,500	550	24,050
<i>Total, Docks, harbours, &amp;c.</i> ...	157,740	1,850	159,590
Other transport, communication, &c. ...	21,860	3,330	25,190
<b>Distributive Trades ...</b>	1,409,690	838,930	2,248,620
<b>Commerce, Banking, Insurance and Finance ...</b>			
	179,610	86,020	265,630
<b>Miscellaneous Trades and Services</b>			
National government service ...	109,670	21,670	131,340
Local government service ...	341,350	24,160	365,510
Professional services ...	94,870	69,790	164,660
Entertainments and sports ...	85,520	50,140	135,660
Hotel, public house, restaurant, boarding house, club, &c. service ...	172,110	271,890	444,000
Laundry service ...	32,140	127,950	160,090
Job dyeing, dry cleaning, &c. ...	12,490	20,370	32,860
Other industries and services ...	109,540	61,780	171,320
<b>TOTAL ...</b>	<b>10,053,000</b>	<b>3,927,000</b>	<b>13,980,000</b>

## APPENDIX X

ESTIMATED NUMBERS OF INSURED PERSONS, AGED 16-64  
(EXCLUSIVE OF AGRICULTURAL WORKERS) IN GREAT BRITAIN  
AT JULY 1936, AND PERCENTAGES UNEMPLOYED AT  
QUARTERLY DATES DURING 1936

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Fishing</b> ... ..	34,330	29.0	17.3	26.0	26.5
<b>Mining</b>					
Coal mining ... ..	895,900	21.7	30.6	21.4	16.4
Iron ore and ironstone mining, &c. ...	10,780	15.4	14.2	10.7	11.2
Lead, tin and copper mining ...	4,200	23.5	22.7	19.5	18.7
Stone quarrying and mining ...	44,640	16.6	11.8	12.0	20.0
Slate quarrying and mining ...	9,900	7.4	6.0	5.9	6.1
Other mining and quarrying ...	11,790	17.5	16.4	13.2	15.7
Clay, sand, gravel and chalk pits ...	17,460	11.1	8.2	8.8	9.1
<b>Non-Metalliferous Mining Products</b>					
Coke ovens and by-product works	14,150	14.4	13.8	14.8	14.6
Artificial stone and concrete ...	25,450	16.7	13.4	14.0	14.6
Cement, limekilns and whiting ...	15,140	10.4	6.8	5.8	6.9
<b>Brick, Tile, Pipe, &amp;c., Making</b>	101,600	11.3	8.5	8.1	9.8
<b>Pottery, Earthenware, &amp;c. ...</b>	73,570	19.5	19.5	14.2	16.9
<b>Glass</b>					
Glass (excluding bottles and scientific glass) ... ..	29,410	11.4	9.9	9.9	8.6
Glass bottles ... ..	19,790	20.3	16.9	18.3	14.8
<b>Chemicals, &amp;c.</b>					
Chemicals ... ..	104,030	9.0	8.2	7.8	7.4
Explosives ... ..	18,260	5.6	4.6	4.2	4.3
Paint, varnish, red lead, &c. ...	24,370	6.3	5.0	5.1	4.9
Oil, glue, soap, ink, matches, &c. ...	72,230	8.4	10.0	8.3	7.4
<b>Metal Manufacture</b>					
Pig iron (blast furnaces) ... ..	16,070	15.9	14.2	13.1	13.1
Steel melting and iron puddling, iron and steel rolling, &c. ...	169,950	18.3	15.3	14.1	12.1
Brass, copper, zinc, tin, lead, &c. ...	43,400	9.9	8.0	7.7	6.5
Tin plates ... ..	27,410	34.5	30.0	21.8	17.5
Iron and steel tubes ... ..	31,390	16.4	15.0	14.1	10.3
Wire, wire netting, wire ropes ...	23,700	14.2	10.1	10.9	10.6



## APPENDIX X—continued

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Engineering, &amp;c.</b>					
General engineering; engineers' iron and steel founding ... ..	553,560	10.0	7.9	7.4	6.5
Electrical engineering ... ..	101,270	5.3	3.9	3.5	3.2
Marine engineering, &c. ... ..	43,510	17.9	13.6	11.7	11.1
Constructional engineering ... ..	35,980	14.1	11.2	11.4	10.2
<b>Construction and Repair of Vehicles</b>					
Motor vehicles, cycles and aircraft Carriages, carts, &c. ... ..	311,320	6.4	5.9	5.6	4.2
Carriages, carts, &c. ... ..	12,510	11.3	10.5	11.0	10.5
Railway carriages and wagons, &c.	49,490	6.1	4.3	4.5	4.0
<b>Shipbuilding and Ship Repairing</b>	150,750	35.6	29.8	28.7	25.8
<b>Other Metal Industries</b>					
Stove, grate, pipe, &c., and general iron founding ... ..	98,480	11.3	8.8	7.6	6.8
Electrical wiring and contracting...	37,070	13.0	11.3	10.5	8.5
Electric cable, apparatus, lamps, &c.	151,710	9.3	6.6	4.8	5.0
Hand tools, cutlery, saws, files ...	32,850	16.8	14.6	12.6	9.9
Bolts, nuts, screws, rivets, nails, &c.	26,890	9.1	7.8	7.6	6.1
Brass and allied metal wares ...	28,580	7.0	6.5	5.9	4.7
Heating and ventilating apparatus	14,780	9.1	6.6	5.7	5.3
Watches, clocks, plate, jewellery, &c.	39,280	9.5	7.3	5.8	5.1
Metal industries not separately specified ... ..	249,710	8.7	7.2	6.7	5.6
<b>Textiles</b>					
Cotton preparing, spinning, &c. ...	212,260	16.1	16.1	14.8	11.4
Cotton manufacturing (weaving, &c.)	208,510	17.2	17.0	16.8	13.5
<i>Total, Cotton</i> ... ..	420,770	16.7	16.6	15.8	12.4
Woolen and worsted ... ..	222,340	8.6	11.1	9.1	6.4
Silk manufacture and artificial silk weaving ... ..	49,690	11.2	9.7	9.8	9.6
Artificial silk yarn ... ..	30,300	8.1	7.0	8.4	10.5
Linen... ..	12,120	17.4	23.3	21.7	17.8
Jute ... ..	30,540	28.8	29.3	25.7	23.2
Hemp, rope, cord, twine, &c. ...	16,690	13.2	13.9	15.1	14.2
Flax ... ..	117,990	9.9	7.7	8.3	7.1
... ..	14,950	7.8	8.9	8.4	9.6
... ..	31,230	7.0	7.7	6.1	4.6
... ..	48,640	9.5	8.0	8.3	7.3
... ..	96,510	19.2	18.8	18.3	15.8
<b>Leather Goods</b>					
... ..	47,290	11.8	9.7	8.0	8.7
... ..	25,730	8.0	6.3	6.1	5.4

## APPENDIX X—continued

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Clothing</b>					
Tailoring ... ..	205,690	8.5	9.8	14.3	11.6
Dress making and millinery ...	100,340	5.3	5.4	6.6	7.6
Hats and caps (including straw plait) ... ..	33,720	8.1	14.4	12.3	20.8
Shirts, collars, underclothing, &c. ...	84,650	5.6	4.8	9.1	6.5
Other dress industries ... ..	29,770	5.9	4.6	4.5	4.4
Boots, shoes, slippers and clogs ...	134,190	12.2	12.7	11.6	13.9
<b>Food, Drink and Tobacco</b>					
Bread, biscuits, cakes, &c. ...	164,300	11.6	9.3	8.9	8.9
Grain milling ... ..	33,120	8.7	7.4	6.9	6.3
Cocoa, chocolate and sugar confectionery ... ..	72,940	13.1	11.6	7.4	8.7
Other food industries ... ..	129,340	15.2	11.5	12.1	12.9
Drink industries ... ..	110,520	10.0	8.4	8.4	7.5
Tobacco, cigars, cigarettes and snuff	38,330	6.3	5.0	3.8	3.4
<b>Woodworking, &amp;c.</b>					
Sawmilling and machined woodwork	61,940	14.6	10.9	10.2	10.8
Wood boxes and packing cases ...	10,970	21.2	16.3	14.4	13.6
Furniture making, upholstering, &c. ...	142,350	12.1	9.5	8.4	7.9
Other woodworking ... ..	23,670	14.3	12.2	11.9	10.5
<b>Paper, Printing, &amp;c.</b>					
Paper and paper board ... ..	61,740	6.0	5.0	5.2	4.3
Cardboard boxes, paper bags and stationery ... ..	66,530	6.5	5.1	4.3	3.8
Wall paper making ... ..	7,100	10.6	7.4	6.2	5.1
Stationery and typewriting requisites (not paper) ... ..	8,640	5.8	5.9	5.0	4.5
Printing, publishing and book-binding ... ..	277,060	8.5	7.1	6.7	6.4
<b>Building and Contracting</b>					
Building ... ..	999,140	14.6	10.4	11.8	17.2
Public works contracting, &c. ...	280,630	45.0	38.6	40.9	43.9
<b>Other Manufacturing Industries</b>					
Rubber ... ..	60,180	10.8	10.5	10.4	9.0
Oilcloth, linoleum, &c. ... ..	14,370	14.5	9.9	8.1	7.9
Brushes and brooms ... ..	11,110	11.2	12.1	12.2	10.5
Scientific and photographic instruments and apparatus ... ..	33,800	4.3	3.2	3.0	2.8
Musical instruments ... ..	21,580	9.9	12.1	6.5	5.4
Toys, games and sports requisites...	17,010	10.0	7.6	7.9	6.8
<b>Gas, Water and Electricity Supply</b>					
Supply ... ..	206,000	9.4	8.0	8.6	9.0

## APPENDIX X—continued

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Engineering, &amp;c.</b>					
General engineering; engineers' iron and steel founding ... ..	553,560	10.0	7.9	7.4	6.5
Electrical engineering ... ..	101,270	5.3	3.9	3.5	3.2
Marine engineering, &c. ... ..	43,510	17.9	13.6	11.7	11.1
Constructional engineering ... ..	35,980	14.1	11.2	11.4	10.2
<b>Construction and Repair of Vehicles</b>					
Motor vehicles, cycles and aircraft Carriages, carts, &c. ... ..	311,320	6.4	5.9	5.6	4.2
Railway carriages and wagons, &c.	12,510	11.3	10.5	11.0	10.5
	49,490	6.1	4.3	4.5	4.0
<b>Shipbuilding and Ship Repairing</b>					
	150,750	35.6	29.8	28.7	25.8
<b>Other Metal Industries</b>					
Stove, grate, pipe, &c., and general iron founding ... ..	98,480	11.3	8.8	7.6	6.8
Electrical wiring and contracting...	37,070	13.0	11.3	10.5	8.5
Electric cable, apparatus, lamps, &c.	151,710	9.3	6.6	4.8	5.0
Hand tools, cutlery, saws, files ...	32,850	16.8	14.6	12.6	9.9
Bolts, nuts, screws, rivets, nails, &c.	26,890	9.1	7.8	7.6	6.1
Brass and allied metal wares ...	28,580	7.0	6.5	5.9	4.7
Heating and ventilating apparatus	14,780	9.1	6.6	5.7	5.3
Watches, clocks, plate, jewellery, &c.	39,280	9.5	7.3	5.8	5.1
Metal industries not separately specified ... ..	249,710	8.7	7.2	6.7	5.6
<b>Textiles</b>					
Cotton preparing, spinning, &c. ...	212,260	16.1	16.1	14.8	11.4
Cotton manufacturing (weaving, &c.)	208,510	17.2	17.0	16.8	13.5
<i>Total, Cotton</i> ... ..	420,770	16.7	16.6	15.8	12.4
Woollen and worsted ... ..	222,340	8.6	11.1	9.1	6.4
Silk manufacture and artificial silk weaving ... ..	49,690	11.2	9.7	9.8	9.6
Artificial silk yarn ... ..	30,300	8.1	7.0	8.4	10.5
Linen... ..	12,120	17.4	23.3	21.7	17.8
Jute ... ..	30,540	28.8	29.3	25.7	23.2
Hemp, rope, cord, twine, &c. ...	16,690	13.2	13.9	15.1	14.2
Hosiery ... ..	117,990	9.9	7.7	8.3	7.1
Lace ... ..	14,950	7.8	8.9	8.4	9.6
Carpets ... ..	31,230	7.0	7.7	6.1	4.6
Other textiles ... ..	48,640	9.5	8.0	8.3	7.3
Textile bleaching, printing, dyeing, &c.... ..	96,510	19.2	18.8	18.3	15.8
<b>Leather and Leather Goods</b>					
Tanning, currying and dressing ...	47,290	11.8	9.7	8.0	8.7
Other leather goods ... ..	25,730	8.0	6.3	6.1	5.4

## APPENDIX X—continued

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Clothing</b>					
Tailoring ... ..	205,690	8.5	9.8	14.3	11.6
Dress making and millinery ...	100,340	5.3	5.4	6.6	7.6
Hats and caps (including straw plait) ... ..	33,720	8.1	14.4	12.3	20.8
Shirts, collars, underclothing, &c.	84,650	5.6	4.8	9.1	6.5
Other dress industries ... ..	29,770	5.9	4.6	4.5	4.4
Boots, shoes, slippers and clogs ...	134,190	12.2	12.7	11.6	13.9
<b>Food, Drink and Tobacco</b>					
Bread, biscuits, cakes, &c. ...	164,300	11.6	9.3	8.9	8.9
Grain milling ... ..	33,120	8.7	7.4	6.9	6.3
Cocoa, chocolate and sugar confectionery ... ..	72,940	13.1	11.6	7.4	8.7
Other food industries ... ..	129,340	15.2	11.5	12.1	12.9
Drink industries ... ..	110,520	10.0	8.4	8.4	7.5
Tobacco, cigars, cigarettes and snuff	38,330	6.3	5.0	3.8	3.4
<b>Woodworking, &amp;c.</b>					
Sawmilling and machined woodwork	61,940	14.6	10.9	10.2	10.8
Wood boxes and packing cases ...	10,970	21.2	16.3	14.4	13.6
Furniture making, upholstering, &c.	142,350	12.1	9.5	8.4	7.9
Other woodworking ... ..	23,670	14.3	12.2	11.9	10.5
<b>Paper, Printing, &amp;c.</b>					
Paper and paper board ... ..	61,740	6.0	5.0	5.2	4.3
Cardboard boxes, paper bags and stationery ... ..	66,530	6.5	5.1	4.3	3.8
Wall paper making ... ..	7,100	10.6	7.4	6.2	5.1
Stationery and typewriting requisites (not paper) ... ..	8,640	5.8	5.9	5.0	4.5
Printing, publishing and book-binding ... ..	277,060	8.5	7.1	6.7	6.4
<b>Building and Contracting</b>					
Building ... ..	999,140	14.6	10.4	11.8	17.2
Public works contracting, &c. ...	280,630	45.0	38.6	40.9	43.9
<b>Other Manufacturing Industries</b>					
Rubber ... ..	60,180	10.8	10.5	10.4	9.0
Oilcloth, linoleum, &c. ... ..	14,370	14.5	9.9	8.1	7.9
Brushes and brooms ... ..	11,110	11.2	12.1	12.2	10.5
Scientific and photographic instruments and apparatus ... ..	33,800	4.3	3.2	3.0	2.8
Musical instruments ... ..	21,580	9.9	12.1	6.5	5.4
Toys, games and sports requisites...	17,010	10.0	7.6	7.9	6.8
<b>Gas, Water and Electricity Supply</b>					
Supply ... ..	206,000	9.4	8.0	8.6	9.0

## APPENDIX X—continued

Industry	Estimated numbers insured, July 1936	Percentages recorded as unemployed			
		Mar. 1936	June 1936	Sept. 1936	Dec. 1936
<b>Transport and Communication</b>					
Railway service ... ..	154,680	9·1	6·1	6·4	7·5
Tramway and omnibus service ... ..	190,310	4·9	3·2	3·0	4·3
Other road transport ... ..	214,980	17·0	13·9	13·3	14·0
Shipping service ... ..	138,340	28·2	25·0	23·0	24·6
Dock, harbour, canal, &c. service:—					
Port transport (docks, wharves, &c.) ... ..	134,860	34·7	31·6	28·8	29·6
Harbour, river and canal service ... ..	23,760	15·7	13·5	12·6	12·4
<i>Total, Docks, harbours, &amp;c.</i>	<i>158,620</i>	<i>31·9</i>	<i>28·9</i>	<i>26·4</i>	<i>27·0</i>
Other transport communication, &c.	23,140	16·3	14·7	13·9	13·3
<b>Distributive Trades ... ..</b>	<b>2,005,890</b>	<b>11·4</b>	<b>9·0</b>	<b>9·1</b>	<b>8·7</b>
<b>Commerce, Banking, Insurance and Finance ... ..</b>	<b>257,480</b>	<b>4·4</b>	<b>3·7</b>	<b>3·7</b>	<b>3·8</b>
<b>Miscellaneous Trades and Services</b>					
National government service ... ..	125,850	13·7	10·7	11·7	12·4
Local government service ... ..	361,600	20·1	16·8	17·8	19·6
Professional services ... ..	156,190	5·0	4·2	4·5	4·5
Entertainments and sports ... ..	129,720	21·4	17·2	16·4	18·8
Hotel, public-house, restaurant, boarding house, club, &c., service	428,430	17·8	11·9	13·0	16·7
Laundry service ... ..	135,470	7·4	5·7	5·9	6·5
Job dyeing, dry cleaning, &c. ... ..	28,140	8·2	5·6	5·5	7·5
Other industries and services ... ..	158,980	26·6	22·0	20·8	19·8
<b>TOTAL ... ..</b>	<b>13,050,000</b>	<b>14·0</b>	<b>12·6</b>	<b>11·9*</b>	<b>11·9*</b>

\* Provisional.

## APPENDIX XI

## ALIENS ORDER 1920

NUMBER OF PERMITS GRANTED AND FAVOURABLE RECOMMENDATIONS  
MADE IN 1936 SUMMARISED ACCORDING TO THE NATIONALITY OF  
THE INDIVIDUALS CONCERNED

Nationals of	No. of Permits granted	No. of favourable recommendations made to Home Office	Total
Albania ... ..	—	1	1
America, United States of...	1,385	152	1,537
Argentina ... ..	14	7	21
Austria ... ..	4,575	154	4,729
Belgium ... ..	217	29	246
Brazil ... ..	4	—	4
Bulgaria ... ..	11	1	12
China ... ..	73	9	82
Columbia ... ..	3	1	4
Costa Rica ... ..	1	—	1
Cuba... ..	20	1	21
Czechoslovakia ... ..	379	41	420
Denmark ... ..	721	120	841
Danzig ... ..	3	3	6
Dominica ... ..	2	—	2
Egypt ... ..	5	9	14
Estonia ... ..	44	51	95
Finland ... ..	48	51	99
France ... ..	1,163	234	1,397
Germany ... ..	3,206	1,091	4,297
Greece ... ..	33	7	40
Guatemala ... ..	3	—	3
Hungary ... ..	351	35	386
Iceland ... ..	11	5	16
Iran ... ..	21	3	24
Iraq ... ..	—	3	3
Italy ... ..	274	25	299
Japan ... ..	60	5	65
Latvia ... ..	33	3	36
Liechtenstein ... ..	2	—	2
Lithuania ... ..	16	6	22
Luxemburg ... ..	16	2	18
Mexico ... ..	3	—	3
Netherlands ... ..	428	89	517
Norway ... ..	380	81	461
Palestine ... ..	6	3	9
Panama ... ..	1	—	1
Peru ... ..	—	2	2
Philippines ... ..	7	1	8
Poland ... ..	208	31	239
Portugal ... ..	21	5	26
Roumania ... ..	37	7	44
Russia (U.S.S.R.) ... ..	26	19	45
" (Others) ... ..	129	12	141
San Salvador ... ..	—	1	1

## APPENDIX XI—continued

Nationals of	No. of Permits granted	No. of favourable recommendations made to Home Office	Total
Siam ... ..	—	3	3
Spain ... ..	115	23	138
Sweden ... ..	367	140	507
Switzerland ... ..	1,716	244	1,960
Turkey ... ..	4	1	5
Uruguay ... ..	—	1	1
Venezuela ... ..	3	1	4
Yugoslavia ... ..	47	7	54
Stateless ... ..	198	9	207
<b>Total ... ..</b>	<b>16,390</b>	<b>2,729</b>	<b>19,119</b>

## APPENDIX XII

GOVERNMENT TRAINING CENTRES  
ANALYSIS OF RESULTS FOR THE YEAR 1936

Centre	Number in training at 31st Dec. 1935	Number admitted to training during 1936	Total of Cols. 2 and 3	Premature terminations during 1936	Completed training during 1936	Number still in training at 31st Dec. 1936
Birmingham	494	1,619	2,113	291	1,321	501
Wallsend ...	251	1,126	1,377	322	724	331
Leicester ...	—	441	441	82	45	314
Bristol ...	452	1,284	1,736	174	1,155	407
Glasgow ...	207	565	772	125	449	198
Park Royal	431	1,793	2,224	341	1,449	434
Watford ...	513	1,462	1,975	270	1,252	453
Letchworth	553	1,950	2,503	547	1,376	580
Waddon ...	505	1,519	2,024	258	1,239	527
Slough ...	549	1,766	2,315	390	1,411	514
Weeting Hall	—	725	725	283	272	170
<b>Total ...</b>	<b>3,955</b>	<b>14,250</b>	<b>18,205</b>	<b>3,083</b>	<b>10,693*</b>	<b>4,429</b>

\* 10,398 passed into employment on completion of training.

III.

APPENDIX XIII

TABLE SHOWING THE RESULTS OF THE INSTRUCTIONAL CENTRES SCHEME (INCLUDING SUMMER CAMPS) FOR THE YEAR ENDED 31ST DECEMBER 1936.

NOTE.—The camps are shown under the centres to which they were attached for administrative purposes and the results for the camps are included with those for the centre.

Centre	Accommodation	Total admissions during the year	Terminations during the year					Total	
			Placed in employment or found work on own account	Transferred to prospective employment	Completed course unplaced	Transferred to Government training centres	Transferred to special schemes		Dismissed or voluntarily relinquished training
<i>Non-Residential</i>									
Carshalton ... ..	250	2,637†	1,531	210	689	5	—	212	2,647
Elmesthorpe ... ..	50	51†	—	—	69	—	—	3	3
Harrowby Hall ... ..	50	264†	47	—	—	—	—	13	129
Rheola ... ..	200	87†	87	7	816	—	—	59	969
Closed Centres ... ..	—	400†	40	205	157	—	—	29	437
<i>Residential</i>									
Allerston ... ..	200	1,125	103	8	541	9	—	198	859
Bourne ... ..	250	2,149	200	11	1,312	36	3	305	1,867
Twyford ... ..	150	—	—	—	—	—	—	—	—
Pickworth ... ..	150	—	—	—	—	—	—	—	—
Kirkby Underwood ... ..	150	—	—	—	—	—	—	—	—
Brecha ... ..	200	1,380	66	15	769	38	31	223	1,142
Cynarth ... ..	150	—	—	—	—	—	—	—	—
Canwich Heath ... ..	200	1,437	83	4	909	12	21	216	1,245
Mildenhall ... ..	150	—	—	—	—	—	—	—	—
Fermyn Woods ... ..	220*	1,402	197	—	740	24	3	341	1,305
Drayton ... ..	150	—	—	—	—	—	—	—	—
Menbranter ... ..	200	1,389	77	1	877	17	—	356	1,328
Ballemeanoch ... ..	150	—	—	—	—	—	—	—	—
Menfinart ... ..	200	1,014	19	14	462	8	2	222	727
Waldon ... ..	200	42	—	—	—	—	—	3	3
Iamsterley ... ..	200	997	16	31	702	11	33	162	955
High Lodge ... ..	200	1,452	246	26	757	7	9	173	1,218
Haring ... ..	150	—	—	—	—	—	—	—	—
Kershopfoot ... ..	200	998	43	1	632	4	9	196	885
Kielder ... ..	200	1,462	78	2	676	9	11	419	1,195
Whickhope ... ..	150	—	—	—	—	—	—	—	—
Langdale End ... ..	200	1,337	148	21	572	28	23	214	1,006
Harwood Dale ... ..	150	—	—	—	—	—	—	—	—
Wendlesham ... ..	200	67	1	—	—	—	—	6	7
Whobdon ... ..	200	1,281	89	—	742	12	22	227	1,092
Wigmore ... ..	150	—	—	—	—	—	—	—	—
Vest Tofts ... ..	200	1,336	188	3	732	18	11	179	1,131
Hockham ... ..	100	—	—	—	—	—	—	—	—
Closed Centres ... ..	—	—	—	—	27	—	—	16	43
Closed unattached									
<i>Camps:—</i>									
Gilling ... ..	200	385	32	13	220	—	—	67	332
Glangwilli ... ..	200	384	9	—	251	—	—	73	333
Redesdale ... ..	200	364	18	—	361	—	—	47	426
<b>Total ... ..</b>	<b>6,170</b>	<b>20,872</b>	<b>3,324</b>	<b>572</b>	<b>13,013</b>	<b>238</b>	<b>178</b>	<b>3,959</b>	<b>21,284</b>

\* Includes 20 men on the Land Settlement Association estate at Fen Drayton.

† All these men were transferred from residential centres and the figures have not, therefore, been included in the total.



**APPENDIX XIV**  
**JUVENILE EMPLOYMENT**

**ESTIMATED NUMBERS OF INSURED WORKPEOPLE UNDER 18 YEARS OF AGE  
EMPLOYED IN CERTAIN INDUSTRIES AND THE ESTIMATED NUMBERS OF  
INSURED WORKPEOPLE OVER 18 YEARS OF AGE AT JULY 1935 AND JULY 1936**

	Boys						Men	
	Aged 14 and 15		Aged 16 and 17		Total		Aged 18-64	
	1936	1935	1936	1935	1936	1935	1936	1935
Distributive trades ...	150,640	156,970	125,850	107,400	276,490	264,370	1,133,200	1,132,650
Coal mining ...	30,670	33,230	43,330	38,200	74,000	71,430	848,690	896,170
Building ...	31,120	29,930	41,880	30,880	73,000	60,810	945,730	916,290
General engineering ...	31,890	30,150	36,300	26,100	68,190	56,250	470,260	452,330
Motor vehicles, cycles, aircraft ...	16,540	14,700	19,760	14,500	36,300	29,200	262,200	241,270
Miscellaneous metal trades Printing, publishing, bookbinding ...	13,990	14,350	15,000	11,380	28,990	25,730	145,810	141,930
Printing, publishing, bookbinding ...	14,180	14,380	12,670	10,410	26,850	24,790	172,830	173,310
Furniture making ...	11,200	10,960	11,130	8,450	22,330	19,410	107,470	104,730
Cotton ...	8,710	8,570	7,260	6,130	15,970	14,700	143,100	150,040
All other industries and services* ...	206,060	203,760	250,820	199,550	456,880	403,310	4,744,710	4,688,280
Total ...	515,000	517,000	564,000	453,000	1,079,000	970,000	8,974,000	8,903,000
Agricultural Scheme ...	29,000	—	37,000	—	66,000	—	499,000	—

	Girls						Women	
	Aged 14 and 15		Aged 16 and 17		Total		Aged 18-64	
	1936	1935	1936	1935	1936	1935	1936	1935
Distributive trades ...	92,090	89,540	107,020	87,350	199,110	176,890	639,820	639,710
Tailoring ...	20,810	20,070	18,080	13,720	38,890	33,790	121,780	121,740
Laundry service ...	20,140	20,050	17,980	13,930	38,120	33,980	89,830	89,950
Cotton ...	18,170	18,530	17,740	14,810	35,910	33,340	252,670	265,350
Printing, publishing, bookbinding ...	15,680	15,810	14,470	11,340	30,150	27,150	77,090	78,790
Miscellaneous metal trades Hotel, boarding house service ...	14,460	14,360	14,860	12,220	29,320	26,580	74,040	70,230
Shirts, collars, &c. ...	10,500	10,200	18,210	14,690	28,710	24,890	243,180	244,590
Dressmaking ...	14,050	14,200	11,000	9,020	25,050	23,220	63,650	63,210
Hosiery manufacture ...	12,980	13,970	11,750	10,420	24,730	24,390	78,690	82,220
Bread, biscuits, cakes, &c. ...	12,630	11,760	11,880	9,080	24,510	20,840	79,550	79,960
Woolen and worsted ...	11,260	11,240	11,830	9,530	23,090	20,770	52,950	52,820
Cocoa, chocolate, &c. ...	11,580	10,410	11,280	8,550	22,860	18,960	117,870	119,880
All other industries and services* ...	11,320	11,710	9,620	7,670	20,940	19,380	38,320	39,300
Total ...	419,330	419,150	475,280	336,670	824,610	728,520	2,131,560	2,119,280
Agricultural Scheme ...	415,000	411,000	451,000	359,000	866,000	770,000	3,061,000	3,065,000
	2,700	—	4,100	—	6,800	—	28,200	—

\* Excluding agriculture.

## APPENDIX XV

## JUVENILE TRANSFERENCE SCHEME

(a) NUMBERS OF JUVENILES TRANSFERRED FROM AREAS SCHEDULED UNDER THE SCHEME DURING EACH OF THE YEARS 1934, 1935 AND 1936

	1934	1935	1936
<b>Boys—</b>			
To industrial employment with grant ... ..	533	3,187	6,204
„ „ „ without grant ... ..	1,128	1,693	2,500
„ employment through vocational training schemes ... ..	not available	496	745
<b>Total (boys) ... ..</b>	<b>1,661</b>	<b>5,376</b>	<b>9,449</b>
<b>GIRLS—</b>			
To domestic employment ... ..	3,007	3,497	2,373
„ industrial employment with grant ... ..	135	575	929
„ „ „ without grant ... ..	370	576	2,656
<b>Total girls industrial ... ..</b>	<b>505</b>	<b>1,151</b>	<b>3,585</b>
<b>Total girls ... ..</b>	<b>3,512</b>	<b>4,648</b>	<b>5,958</b>
<b>TOTAL BOYS AND GIRLS ... ..</b>	<b>5,173</b>	<b>10,024</b>	<b>15,407</b>

b) TABLE SHOWING (BY DIVISIONS) THE NUMBERS OF TRANSFERRED BOYS AND GIRLS PLACED IN MINISTRY OF LABOUR AND LOCAL EDUCATION AUTHORITY AREAS DURING EACH OF THE YEARS 1934, 1935 AND 1936

Division in which placed	1934				1935*				1936*			
	Boys		Girls		Boys		Girls		Boys		Girls	
	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas
London	830	180	649	234	1,818	263	909	289	2,833	421	951	315
S.E.	—	—	—	—	—	—	—	—	330	80	128	70
S.W.	189	5	556	76	417	117	591	179	832	149	797	237
Mids.	154	7	226	87	1,196	662	445	151	2,347	1,142	476	241
Northern	—	—	—	—	—	—	—	—	10	—	59	4
N.E.	37	13	360	244	139	20	704	324	283	68	1,283	469
N.W.	80	1	456	32	121	9	403	85	85	5	473	56
Wales	65	3	283	11	72	4	212	131	83	1	232	50
Scotland†	97	—	298	—	42	—	225	—	35	—	117	—
<b>Total</b>	<b>1,452</b>	<b>209</b>	<b>2,828</b>	<b>684</b>	<b>3,805</b>	<b>1,075</b>	<b>3,489</b>	<b>1,159</b>	<b>6,803</b>	<b>1,866</b>	<b>4,399</b>	<b>1,442</b>

\* The figures in these columns are of juveniles transferred to employment direct, or in the case of the girls through the centres of the Central Committee for Women's Training and Employment. In addition 496 and 745 boys were placed in employment from various vocational training centres during 1935 and 1936 respectively.

† In Scotland juvenile transference work is carried out by the Ministry of Labour.

## APPENDIX XVI

## JUVENILE TRANSFERENCE SCHEME

INDUSTRIES TO WHICH JUVENILES WERE TRANSFERRED DIRECT DURING  
THE YEAR 1936

	<i>Boys</i>	<i>Girls</i>
Agriculture ... ..	128	—
Clerical ... ..	162	49
Clothing—		
Boots, shoes, &c. ... ..	615	102
Other ... ..	60	257
Coal mining ... ..	10	—
Distributive ... ..	318	53
Domestic—		
Private service ... ..	315	1,872
Hotels, restaurants, &c. ... ..	1,198	1,279
Hospitals and other institutions ... ..	306	754
Engineering—		
General ... ..	720	4
Electrical ... ..	691	10
Other ... ..	554	9
Food manufacture ... ..	65	120
Laundry ... ..	34	20
Metal manufacture ... ..	664	2
Other metal industries—		
Stoves, grates, &c. ... ..	52	—
Electrical apparatus, lamps, &c. ... ..	45	2
Bolts, nuts, screws, &c. ... ..	215	19
Other ... ..	408	59
Textile manufacture—		
Hosiery ... ..	124	205
Other ... ..	172	881
Vehicle construction and repair—		
Aircraft ... ..	61	—
Motor and cycle ... ..	219	9
Other ... ..	29	7
Woodworking ... ..	285	—
Other manufacturing industries—		
Scientific instrument making and assembling ... ..	32	—
Bakelite, &c. ... ..	36	29
Toys and games ... ..	54	99
Other industries ... ..	1,127	96
Totals ... ..	8,699	5,937

## APPENDIX XVII

LIST OF ACTS, REGULATIONS AND ORDERS RELATING TO  
UNEMPLOYMENT INSURANCE PASSED OR MADE DURING  
YEAR ENDED 31st DECEMBER 1936

ACTS	<i>Date</i>
Unemployment Insurance (Agriculture) Act, 1936	9th April 1936
REGULATIONS	
Unemployment Insurance (Insurable Employments) Regulations, 1936 (S.R. and O. 1936 No. 113)	10th February 1936
*Unemployment Insurance (Payment of Travelling Expenses) Regulations, 1936 (S.R. & O. 1936 No. 332)	6th April 1936
*Unemployment Insurance (Education Authorities Administrative and Choice of Employment Expenses) Regulations, 1936 (S.R. & O. 1936 No. 333)	6th April 1936
*Unemployment Insurance (Choice of Employment Grant Revocation) Regulations, 1936 (S.R. & O. 1936 No. 336)	6th April 1936
*Unemployment Insurance (Contributions) Regulations, 1936 (S.R. & O. 1936 No. 331)	9th April 1936
*Unemployment Insurance (Courts of Referees) Regulations, 1936 (S.R. & O. 1936 No. 334)	9th April 1936
*Unemployment Insurance (Benefit) Regulations, 1936 (S.R. & O. 1936 No. 335)	9th April 1936
*Unemployment Insurance (Employment under Public or Local Authorities and Temporary Police Employment) (Exclusion) Regulations, 1936 (S.R. & O. 1936 No. 337)	9th April 1936
*Unemployment Insurance (Special Arrangements) Regulations, 1936 (S.R. & O. 1936 No. 338)	9th April 1936
*Unemployment Insurance (Mercantile Marine Exclusion) Regulations, 1936 (S.R. & O. 1936 No. 339)	9th April 1936
*Unemployment Insurance (Employment outside the United Kingdom) Regulations, 1936 (S.R. & O. 1936 No. 340)	9th April 1936
†Unemployment Insurance (Contributions) (Agriculture Miscellaneous Provisions) Provisional Regulations, 1936 (S.R. & O. 1936 No. 376)	21st April 1936
Unemployment Insurance (Inconsiderable Employments) (Amendment) Provisional Regulations, 1936 (S.R. & O. 1936 No. 377)	20th April 1936
*Unemployment Insurance (Determination of Questions) Regulations, 1936 (S.R. & O. 1936 No. 378)	20th April 1936
Unemployment Insurance (Subsidiary Employments) (Agriculture) Provisional Regulations, 1936 (S.R. & O. 1936 No. 387)	23rd April 1936
†Unemployment Insurance (Long Hirings in Agriculture) Provisional Regulations, 1936 (S.R. & O. 1936 No. 388)	27th April 1936
†Unemployment Insurance (Persons Employed in Agriculture and Otherwise) (Benefit) Provisional Regulations, 1936 (S.R. & O. 1936 No. 399)	1st May 1936

\* Consolidating Regulations.

† Provisional Regulations revoked by later Regulations.

REGULATIONS—*continued*

	<i>Date</i>
† Unemployment Insurance (Inspectors) Provisional Regulations, 1936 (S.R. & O. 1936 No. 497)	14th May 1936
* Unemployment Insurance (Stamps) Regulations, 1936 (S.R. & O. 1936 No. 666)	23rd June 1936
Unemployment Insurance (Contributions) (Agriculture Miscellaneous Provisions) Regulations, 1936 (S.R. & O. 1936 No. 671)	20th June 1936
Unemployment Insurance (Inspectors) Regulations, 1936 (S.R. & O. 1936 No. 770)	24th July 1936
Unemployment Insurance (Post Office Claimants) Regulations, 1936 (S.R. & O. 1936 No. 813)	28th July 1936
Unemployment Insurance (Benefit) (Amendment) Regulations, 1936 (S.R. & O. 1936 No. 809)	5th August 1936
Unemployment Insurance (Long Hirings in Agriculture) Regulations, 1936 (S.R. & O. 1936 No. 864)	4th September 1936
Unemployment Insurance (Persons Employed in Agriculture and Otherwise) (Miscellaneous) Regulations, 1936 (S.R. & O. 1936 No. 1153)	26th October 1936
Unemployment Insurance (Contributions) (Amendment) Regulations, 1936 (S.R. & O. 1936 No. 1156)	26th October 1936
Unemployment Insurance (Crediting of Contributions) (Agriculture) Regulations, 1936 (S.R. and O. 1936 No. 1157)	26th October 1936

## ORDERS

Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Order, 1936 (S.R. & O. 1936 No. 105)	4th February 1936
Unemployment Insurance (Reduction in Weekly Rates of Contributions) Order, 1936 (S.R. & O. 1936 No. 351)	9th April 1936
Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Special Order, 1936 (S.R. & O. 1936 No. 731)	20th June 1936
Unemployment Insurance (Anomalies) (Seasonal Workers) (Amendment) Order, 1936 (S.R. & O. 1936 No. 810)	5th August 1936
Unemployment Insurance (Private Gardeners Inclusion) Order, 1936 (S.R. & O. 1936 No. 1308)	10th December 1936

LIST OF ACTS, REGULATIONS AND ORDERS RELATING TO  
UNEMPLOYMENT ASSISTANCE PASSED OR MADE DURING  
YEAR ENDED 31ST DECEMBER 1936

## ACTS

	<i>Date</i>
Unemployment Assistance (Temporary Provisions) (Extension) Act, 1936	27th February 1936

## REGULATIONS

Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1936 (S.R. & O. 1936 No. 776)	28th July 1936
--	----------------

## ORDERS

Unemployment Assistance (Temporary Provisions) Act, 1935, (Termination) Order, 1936 (S.R. & O. 1936 No. 823)	15th July 1936
Unemployment Act, 1934 (Second Appointed Day) Order, 1936 (S.R. & O. 1936 No. 773)	28th July 1936

---

\* Consolidating Regulations.

† Provisional Regulations revoked by later Regulations.

## APPENDIX XVIII

DECISIONS GIVEN DURING THE YEAR 1936 BY THE STATUTORY  
AUTHORITIES SET UP UNDER THE UNEMPLOYMENT INSURANCE  
ACTS ON DOUBTFUL CLAIMS FOR INSURANCE BENEFIT  
AND UNEMPLOYMENT ALLOWANCES

## I. INSURANCE OFFICERS

Number of doubtful claims allowed by insurance officers ...	488,252*
Numbers disallowed and grounds of disallowance :—	
Employment lost through trade dispute ... ..	29,591
Contributions conditions ... ..	6,410
Not unemployed ... ..	39,743
Claims for dependants benefit ... ..	37,592
Other grounds ... ..	57,987
Total number disallowed by insurance officers ... ..	171,323
Number referred by insurance officers to courts of referees for adjudication ... ..	461,435
Total number of doubtful claims referred to insurance officers ... ..	1,121,010

## II. COURTS OF REFEREES

(i) Appeals against disallowances by insurance officers :—	
Number of claims allowed by courts ... ..	3,658
Number of claims disallowed ... ..	16,706
Total ... ..	20,364
(ii) Other claims referred to courts of referees :—	
Number of claims allowed by courts ... ..	110,327
Number of claims disallowed ... ..	326,716
Total ... ..	437,043

*Analysis of Claims disallowed by Courts of Referees including appeals  
against disallowances by Insurance Officers*

<i>Ground of disallowance</i>	<i>Number disallowed</i>
Contributions conditions not fulfilled ... ..	819
Failure to satisfy Anomalies Regulations ... ..	54,687
Not normally insurable and/or not normally seeking to obtain a livelihood by means of insurable employment	22,191
Employment lost through misconduct ... ..	54,241
Employment left voluntarily without just cause ... ..	119,157
Failure or refusal to apply for or accept suitable employ- ment or failure to carry out written directions or neglect of opportunity ... ..	37,498
Not unemployed ... ..	7,247
Not capable of work or not available for work ... ..	22,650
Claims for dependants benefit ... ..	6,717
Employment lost through trade disputes ... ..	1,474
Other grounds ... ..	16,741
Total ... ..	343,422

## III. UMPIRE

Number of claims referred to the Umpire ... ..	7,463
Number of claims allowed ... ..	2,604
Number of claims disallowed ... ..	4,716
Claims not determined by Umpire ... ..	143

\* Excluding claims on which no doubt arose.

## APPENDIX XVIII—continued

## Analysis of Umpires Decisions.

Ground on which claim was questioned.	Appeal by Insurance Officer		Appeal by claimant.	Appeal by Association.	Totals.					
	against allowance by Court of Referees.	against disallowance by Court of Referees.								
	Umpire's Decisions.									
	Appeal Supported.	Appeal Not Supported.	Appeal Supported.	Appeal Not Supported.	Appeal Supported.	Appeal Not Supported.	Appeal Supported.	Appeal Not Supported.	Appeal Supported.	Appeal Not Supported.
Contribution conditions ...	11	—	15	—	4	20	1	11	31	31
Transitional conditions ...	25	—	44	18	48	170	12	33	129	221
Anomalies—										
(i) Regulation 1 ...	—	—	—	—	—	—	—	—	—	—
(ii) Seasonal Workers' Order	147	24	180	24	159	143	43	39	529	230
(iii) Regulation 3 ...	27	7	54	5	35	26	55	14	171	52
(iv) Regulation 4 ...	234	37	201	18	129	207	111	125	675	387
Unemployed	116	15	58	11	54	79	25	68	253	173
Capable of work ...	—	—	1	—	2	—	2	1	5	1
Available for work	39	14	63	12	51	69	100	84	253	179
Voluntarily leaving	166	36	282	32	132	252	55	134	635	454
Misconduct ...	94	22	140	23	43	172	14	80	291	297
Section 28—Refusals of or failure to apply for work ...	269	40	261	34	109	250	108	182	747	506
Dependants benefit	113	9	55	2	47	67	16	33	231	111
Trade disputes ...	153	29	53	14	19	42	34	81	259	166
Courses of instruction	8	—	11	—	3	21	1	—	23	21
*Other grounds ...	75	8	48	5	19	67	50	130	192	210
Totals ...	1,477	241	1,466	198	854	1,585	627	1,015	4,424	3,039
	Grand Total								...	7,463

\* Includes antedating.

**APPENDIX XIX**  
**UNEMPLOYMENT FUND**

**A.—APPROXIMATE RECEIPTS AND PAYMENTS OF THE UNEMPLOYMENT FUND**  
**APPROPRIATE TO THE PERIOD FROM 1ST JANUARY 1936 TO 31ST DECEMBER 1936**

**PART I. GENERAL ACCOUNT**

<i>Receipts</i>		<i>£</i>
Contributions from employers and employed persons ... ..		43,154,043
Contributions from defence departments (Admiralty, War Office and Air Ministry) ... ..		526,836
Contributions from exchequer ("equal thirds") ... ..		21,788,160
Income from investments ... ..		226,251
Other receipts ... ..		11,948
<b>Total receipts ... ..</b>		<b>£65,707,238</b>
<i>Payments</i>		<i>£</i>
Benefit ... ..		38,010,000
Cost of administration ... ..		4,750,000
Debt service: Sec. 60 (2) 1935 Act ... ..		5,000,000
Other payments and refunds ... ..		419,768
<b>Total payments... ..</b>		<b>£48,179,768</b>
<b>Excess of receipts over payments for the calendar year 1936 ... ..</b>		<b>£17,527,470*</b>

**PART II. AGRICULTURAL ACCOUNT**

<i>Receipts</i>		<i>£</i>
Contributions from employers and employed persons ... ..		529,000
Contributions from exchequer ("equal thirds") ... ..		264,200
Income from investments ... ..		350
<b>Total receipts ... ..</b>		<b>£793,550</b>
<i>Payments</i>		<i>£</i>
Benefit ... ..		46,500
Cost of administration ... ..		99,075
Other payments and refunds ... ..		600
<b>Total payments... ..</b>		<b>£146,175</b>
<b>Excess of receipts over payments for the period 4th May 1936 to 31st December 1936 ... ..</b>		<b>£647,375*</b>

**PART III. TRANSITIONAL PAYMENTS ACCOUNT**

Unemployment allowances (including supplementary allowances) and transitional payments ... ..	£	39,297,000
Administrative expenses, excluding expenses borne on the separate Vote for the Unemployment Assistance Board ... ..		2,480,000
<b>Exchequer grant in respect of above ... ..</b>		<b>£41,777,000</b>

**B.—ARRANGEMENTS FOR THE FUNDING OF THE DEBT OF THE UNEMPLOYMENT FUND**

Provision was made in the Unemployment Insurance Act, 1934 (consolidated in the Act of 1935) for the funding of the debt outstanding on 1st July 1934, and for repayment (including interest) by half-yearly payments of £2,500,000 starting on 30th September 1934. The amount of the debt so funded was £105,780,000 representing the total sums advanced (net) by the Treasury between July 1921 and March 1932 (£115,000,000), less the total amount repaid (£9,220,000) between November 1933, and June 1934, out of the surplus accrued on Insurance Account. The amount of the debt outstanding at 31st December 1936 was £104,741,034.

\* After allowing for the balance in hand at 1st January, 1936 on the general account, the balances carried forward at 31st December 1936 amounted to £39,624,653 which, together with the accrued charge for debt service for the quarter ended 31st December 1936, less sundry balances, was invested by the National Debt Commissioners.



## APPENDIX XX

## COST OF ADMINISTRATION OF UNEMPLOYMENT INSURANCE, TRANSITIONAL PAYMENTS AND PAYMENT OF UNEMPLOYMENT ALLOWANCES

Financial Year	Total cost of administration of Unemployment Insurance, Transitional Payments (a) and payment of Unemployment Allowances (b)			Cost of administration of Unemployment Insurance	
	Borne on Ministry of Labour Vote	Borne on Votes of other Government Departments	Total	Amount	Percentage of net contribution income of the Unemployment Fund
(1)	(2)	(3)	(4)	(5)	(6)
	£	£	£	£	Per cent.
1931-32 ...	5,313,758	1,683,124	6,996,882	5,364,061	10.6
1932-33 ...	6,034,509	1,564,788	7,599,297	4,213,315	7.3
1933-34 ...	5,944,880	1,550,917	7,495,797	3,755,564	6.3
1934-35 ...	5,869,829	1,687,065	7,556,894	4,144,054	6.6
1935-36 ...	5,438,110	1,813,590	7,251,700	4,609,391	7.0
1936-37 (estimated)	5,441,360	1,865,000	7,306,360	4,811,565	7.4

(a) Transitional benefit before 12th November 1931.

(b) The figures in columns (2) to (4) include, as from 7th January 1935, the cost of administration in connection with the receipt of applications for, and payment of, unemployment allowances; other costs are borne on the Vote for the Unemployment Assistance Board.

## APPENDIX XXI

## WEEKLY RATES OF UNEMPLOYMENT INSURANCE CONTRIBUTIONS

	In respect of Employment other than in Agriculture, Horticulture or Forestry						In respect of employment in Agriculture, Horticulture or Forestry		
	Employer's Contribution		Employed person's Contribution		Contribution in respect of excluded persons*		Employer's Contribution	Employed person's Contribution	Contribution in respect of excluded persons*
	New rate	Old rate	New rate	Old rate	New rate	Old rate			
Man—aged 65 and over ...	d.	d.	d.	d.	d.	d.	d.	d.	d.
Woman—aged 65 and over ...	—	—	—	—	9	10	—	—	4½
Man—aged 21 but under 65	9	10	9	10	9	10	4½	4½	4½
Woman—aged 21 but under 65	8	9	8	9	8	9	4	4	4
Young Man—aged 18, 19 and 20 ...	8	9	8	9	8	9	4	4	4
Young Woman—aged 18, 19 and 20...	7	8	7	8	7	8	3½	3½	3½
Boy—aged 16 and 17 ...	5	5	5	5	5	5	2	2	2
Girl—aged 16 and 17 ...	4½	4½	4½	4½	4½	4½	1½	1½	1½
Boy—aged 14 and 15 ...	2	2	2	2	2	2	1½	1½	1½
Girl—aged 14 and 15 ...	2	2	2	2	2	2	1	1	1

\* Note 1.—Contributions are payable by employers only in respect of excluded persons, i.e. persons aged 65 and over, persons to whom certificates of exemption have been issued and certain other classes of persons to whom the provisions of section 5 of the Unemployment Insurance Act 1935, apply.

Note 2.—The contribution paid by the Exchequer is at a rate equal to one-half of the aggregated amount of the contribution paid by the employer and employed person, or in the case of a excluded person, paid by the employer.

## APPENDIX XXII

## COMPARATIVE TABLE OF TRADE BOARD MINIMUM TIME RATES

## LOWEST GRADES OF EXPERIENCED ADULT MALE AND FEMALE WORKERS

Note 1.—Except where otherwise stated, the rates apply to the whole of Great Britain.

Note 2.—Except where otherwise stated, the rates are operative at the age of 18 in the case of females, and at 21 in the case of males.

Note 3.—Rates of Boards marked\* rise or fall in accordance with a scale regulated by the cost of living figure in the *Ministry of Labour Gazette*.

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936
	Per hour s. d.	Per hour s. d.	Per hour d.	Per hour d.
Aerated Waters (England and Wales) ... ..	I I	I I	7	7
Aerated Waters (Scotland)—				
Orkney and Shetland Islands ...	10½	10½	5½	5½
Rest of Scotland ... ..	11½	11½	6½	6½
Boot and Floor Polish ... ..	I 1½	I 1½	7½	7½
Boot and Shoe Repairing ... ..	I 2½	I 2½	10½ (b)	10½ (b)
*Brush and Broom... ..	II	II	6½ (b)	6½ (b)
Button Manufacturing ... ..	I 1½	I 1½	6½	6½
*†Chain ... ..	I 1½	I 1½	5½	5½
Coffin Furniture and Cerement Making—				
*Coffin furniture Section ...	I 0½ (g)	I 1½ (g)	6½ (b)	6½ (b)
Cerement making Section ...	—	—	7½ (d) (f) †	7½ (d) (f) †
Corset ... ..	I I (c)	I I (c)	7	7
Cotton Waste Reclamation—				
England and Wales ... ..	10½	10½	6½	6½
Scotland ... ..	10½	10½	6	6
Cutlery ... ..	II	II	6 (b)	6 (b)
Dressmaking and Women's Light Clothing (England and Wales)—				
Retail bespoke dressmaking branch ... ..	I 0 (c)	I 0 (c)	6½, 7, 7½ (f) (j)	6½, 7, 7½ (f) (j)
Other branches ... ..	I 0 (c)	I 0 (c)	7 (f)	7 (f)
Dressmaking and Women's Light Clothing (Scotland)—				
Retail branch ... ..	I 0 (c)	I 0 (c)	7, 7½ (f) (j)	7, 7½ (f) (j)
Other branches ... ..	I 0 (c)	I 0 (c)	6½	6½
Drift Nets Mending ... ..	—	—	6 (e)	6 (e)
Flax and Hemp ... ..	10½	10½	6	6
Fur ... ..	I I	I I	7½ (a)	7½ (a)
Fustian Cutting ... ..	10	10	5½	5½

## APPENDIX XXII—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936
	Per hour s. d.	Per hour s. d.	Per hour d.	Per hour d.
General Waste Materials Reclamation ... ..	10½	10½	6	6
*Hair Bass and Fibre ... ..	10½	10½	6½	6½
Hat, Cap and Millinery (England and Wales) ... ..	1 0 (c)	1 0 (c)	7 (f)	7 (f)
Hap, Cap and Millinery (Scotland)—				
Wholesale cloth hat and cap making branch ... ..	1 2 (c)	1 2 (c)	7½	7½
Other branches ... ..	1 2 (c)	1 2 (c)	7, 7½ (f) (j)	7, 7½ (f) (j)
Hollow-ware ... ..	11½	11½	6½	6½
Jute ... ..	9½	9½	6	6
Keg and Drum ... ..	1 0	1 0	7	7
†Lace Finishing ... ..	—	—	6½	6½
Laundry—				
Cornwall and North of Scotland	1 1½	1 1½	6½	6½
Rest of Great Britain ... ..	1 1½	1 1½	7	7
Linen and Cotton Handkerchief and Household Goods and Linen				
Piece Goods ... ..	11½	11½	6½	6½
Made-up Textiles ... ..	9½	9½	5½	5½
Milk Distributive (England and Wales) ... ..	10½ d. 1s. 1d. 1s. 2d. (j)	10½ d. 1s. 1d. 1s. 2d. (j)	6½, 7½, 8½ (b) (j)	6½, 7½, 8½ (b) (j)
Milk Distributive (Scotland) ...	11½	1 0½	6½ (b)	6½ (b)
Ostrich and Fancy Feather and Artificial Flower ... ..	1 0 (c)	1 0 (c)	7	7
Paper Bag ... ..	1 1½	1 1½	7½	7½
Paper Box ... ..	1 0½ (c)	1 0½ (c)	7½	7½
*Perambulator and Invalid Carriage	11½	11½	6½ (b)	6½ (b)
Pin, Hook and Eye, and Snap Fastener ... ..	10½	10½	6½ (b)	6½ (b)
Ready-made and Wholesale Bespoke Tailoring ... ..	11 (c)	11 (c)	7 (f)	7 (f)
Retail Bespoke Tailoring (England and Wales)—				
Northern District ... ..	11 11½ 1 0½ 1 1½ (i) (j)	11½ 1 0½ 1 1½ 1 2½ (i) (j)	7½, 8½, 8½ (h) (j)	8½, 8½, 9½ (h) (j)
Yorkshire .. ..	1 0 1 0½ 1 2 1 3 (i) (j)	1 0 1 1 1 3 1 4 (i) (j)	8, 9 (h) (j)	8, 8½, 9½ (h) (j)

## APPENDIX XXII—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936
Retail Bespoke Tailoring (England and Wales)— <i>contd.</i>	Per hour	Per hour	Per hour	Per hour
East Lancashire District ...	s. d. I 1½ I 2 I 2½ I 3½ (i) (j)	s. d. I 2½ I 3 I 3½ I 4½ (i) (j)	d. 8½, 9½ (h) (j)	d. 9½, 9½ (h) (j)
West Lancashire ..	I 0½ I 1½ I 2 (i) (j)	I 1 I 2½ I 3 (i) (j)	8, 8½, 8½ (h) (j)	8½, 9, 9½ (h) (j)
North Midland ..	I 0 I 1 I 1½ I 2½ (i) (j)	I 1 I 2 I 3 I 4 (i) (j)	7½, 7½, 8½ (h) (j)	8½, 8½, 9½ (h) (j)
Central Midland ..	II ½ I 0½ I 2 I 3 (i) (j)	I 0 I 1½ I 3 I 4 (i) (j)	7½, 8½, 9, 9½ (h) (j)	7½, 9, 9½, 10 (h) (j)
South Midland ..	I 1 I 2 I 2½ I 3½ (i) (j)	I 1 I 2 I 2½ I 3½ (i) (j)	8, 8½, 9, 9½ (h) (j)	8, 8½, 9, 9½ (h) (j)
Eastern ..	I 0½ I 0½ I 1½ I 2 (i) (j)	I 1 I 1½ I 2 I 3 (i) (j)	8, 8½, 8½ 9 (h) (j)	8, 8½, 9, 9½ (h) (j)
South Eastern ..	I 0 I 1½ I 2 (i) (j)	I 0 I 2 I 3 (i) (j)	8, 8½, 9 (h) (j)	8, 9, 9½ (h) (j)
London ..	I 0½ I 1½ I 2 I 2½ I 3 (i) (j)	I 1 I 2 I 3 I 3½ I 4 (i) (j)	8, 8½, 8½, 9, 9½ (h) (j)	8, 8½, 9, 9½, 10 (h) (j)
South Western ..	0 II ½ I 0½ I 1 I 2 (i) (j)	I 0 I 1 I 2 I 3 (i) (j)	8, 8½, 9 (h) (j)	8, 8½, 9, 9½ (h) (j)

## APPENDIX XXII—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1935	Rates in operation at 31 Dec. 1936
Retail Bespoke Tailoring (England and Wales)— <i>contd.</i>	Per hour	Per hour	Per hour	Per hour
Central Southern District ...	s. d. 1 1 1 2 1 3 (i) (j)	s. d. 1 1 1 2 1 3 1 4 (i) (j)	d. 8, 9 (h) (j)	d. 8, 9 (h) (j)
North Wales .. ...	1 1 1 1½ 1 2½ (i) (j)	1 1 1 2½ 1 3 (i) (j)	9 (h)	9, 9½ (h) (j)
South Wales .. ...	0 11½ 1 0½ 1 1 1 2 (i) (j)	0 11½ 1 0½ 1 1½ 1 2½ (i) (j)	8, 8½, 9 (h) (j)	8½, 8½, 9½ (h) (j)
Retail Bespoke Tailoring (Scotland)	11d., 1s. (g) (j)	11d., 1s. 1d. (g) (j)	7, 7½ (f) (j)	7, 7½ (f) (j)
Rope, Twine and Net—				
Net section ... ..	10	10	6½	6½
Other sections ... ..	10	10½	6½	6½
Sack and Bag ... ..	10½	10½	6½	6½
Shirtmaking ... ..	1 1 (c)	1 1 (c)	7 (f)	7 (f)
Stamped or Pressed Metal Wares...	11	11	6½	6½
Sugar Confectionery and Food Preserving ... ..	1 0 (d)	1 0 (d)	6½	6½
Tin Box ... ..	1 1	1 1	7½	7½
Tobacco ... ..	1 3½	1 3½	9½ (b)	9½ (b)
Toy Manufacturing ... ..	1 0½	1 0½	6½ (b)	6½ (b)
Wholesale Mantle and Costume ...	11½ (c)	11½ (c)	7	7

Note—(a) At 19 years of age. (b) At 21 years of age.  
(c) At 22 years of age. (d) At 24 years of age.  
(e) On completion of 2 years' employment in the trade.  
(f) On completion of 4 years' employment in the trade.  
(g) On completion of 5 years' employment in the trade.  
(h) On completion of 7 years' employment in the trade.  
(i) On completion of 8 years' employment in the trade.  
(j) Dependent on Area as graded by the Trade Board.

† The minimum rates in the Chain Trade and Lace Finishing Trade are not fixed by reference to sex. The rates shown under the column "Female Workers" are those applicable to work usually performed by women, and the rates shown under the column "Male Workers" are those applicable to work usually performed by men.

‡ For the period 1st October 1936 to 31st March 1937.

INSPECTIONS COMPLETED AND VISITS PAID UNDER THE TRADE BOARDS ACTS DURING THE YEAR 1936

Trade	Number of establishments on Trade Board lists at 31st December, 1936	Inspections					Visits (other than inspections)
		Total number of inspections made	At establishments employing				
			Under 6 workers	6-20 workers	21-100 workers	Over 100 workers	
Aerated waters (E. & W.)	1,417	293	196	77	20	—	68
Aerated waters (Scot.)	184	42	23	15	4	—	2
Boot and floor polish	143	34	21	7	3	—	4
Boot and shoe repairing	12,749	2,562	2,441	102	19	3	1,471
Brush and broom	539	120	66	25	26	—	67
Button manufacturing	159	32	12	12	6	3	72
Chan	142	29	22	6	1	—	18
Coffin furniture and cerement making	48	13	3	5	5	—	—
Corset	250	61	40	5	10	6	—
Cotton waste reclamation	184	41	12	22	7	—	35
Cutlery	872	229	142	58	23	6	15
Dressmaking and women's light clothing (E. & W.)	11,714	2,464	1,637	534	259	34	354
Dressmaking and women's light clothing (Scot.)	943	186	130	38	15	3	1,419
Drift nets mending	155	42	19	18	5	—	62
Flax and hemp	94	20	1	2	14	3	24
Fur	1,552	344	210	96	37	1	24
Fustian cutting	29	9	4	3	—	—	236
General waste materials reclamation	2,001	410	264	115	2	—	3
Hair, bass and fibre	65	12	6	—	30	1	158
Hat, cap and millinery (E. & W.)	4,125	870	624	153	79	14	12
Hat, cap and millinery (Scot.)	290	56	47	5	4	—	506
Hollow-ware	103	20	1	7	8	4	13
Jute	92	21	—	2	2	17	9
Keg and drum	111	24	9	11	4	—	29
Lace finishing	242	46	33	13	2	—	10
Laundry	6,518	1,366	781	226	2	—	101
Linen and cotton handkerchief, &c.	384	89	31	23	53	4	361
Made-up textiles	403	97	52	35	10	—	50
Milk distributive (E. & W.)	13,602	2,628	2,069	303	172	24	27
Milk distributive (Scot.)	2,644	420	268	128	24	—	2,566
Ostrich and fancy feather, &c.	138	31	10	12	9	—	136
Paper bag	404	88	38	30	16	4	43
Paper box	1,240	267	61	84	104	18	44
Perambulator and invalid carriage	32	23	6	8	4	5	159
Pin, hook and eye	94	7	2	1	4	—	13
Readymade and wholesale bespoke tailoring	6,052	1,228	835	252	3	1	4
Retail bespoke tailoring (E. & W.)	8,847	1,784	1,495	266	93	48	746
Retail bespoke tailoring (Scot.)	1,251	197	129	58	23	—	1,367
Rope, twine and net	418	96	50	21	19	6	120
Sack and bag	318	66	26	22	16	—	63
Shirtmaking	1,051	230	79	74	59	18	27
Stamped or pressed metal wares	271	77	22	27	27	1	163
Sugar confectionery and food preserving	1,587	369	162	99	77	8	36
Tin box	201	42	16	13	7	31	201
Tobacco	293	45	8	13	7	9	20
Toy manufacturing	431	95	31	28	24	13	21
Wholesale mantle and costume	4,616	927	487	311	119	10	210
Unclassified	—	—	—	—	—	—	614
Total	89,148	18,151	12,621	3,418	1,758	354	11,722

**APPENDIX XXIV**  
**TRADE BOARD ACTS**

NUMBER OF WORKERS WHOSE WAGES WERE EXAMINED AND TO WHOM ARREARS WERE PAID AND CLASSIFICATION OF WORKERS TO WHOM ARREARS OF WAGES WERE PAID

Trade	Number of workers		Number of workers to whom arrears were paid analysed to show the percentage of the appropriate minimum rate paid to them before arrears were claimed				Total amount of arrears paid	Time workers		Piece workers other than home workers		Home workers	
	whose wages were examined in establishments inspected	to whom arrears were paid	Over 90 per cent.	76 per cent. to 90 per cent.	50 per cent. to 75 per cent.	Under 50 per cent.		Number of workers	Amount paid	Number of workers	Amount paid	Number of workers	Amount paid
Aerated waters (E. & W.) ...	2,049	87	60	22	5	—	£ 240½	87	£ 240½	—	£ —	—	£ —
Aerated waters (Scot.) ...	352	10	7	3	—	—	7	10	7	—	—	—	—
Boot and floor polish ...	899	3	—	3	—	—	52	3	52	—	—	—	—
Boot and shoe repairing ...	4,970	220	137	57	24	2	1,026	137	701	75	292½	8	32½
Brush and broom ...	2,068	92	73	10	9	—	249	48	89	43	153½	1	6½
Button manufacturing ...	1,578	64	62	2	—	—	143	15	58	49	85	—	—
Chain ...	126	8	7	—	1	—	2½	—	—	8	2½	—	—
Coffin furniture and cerement making ...	269	4	4	—	—	—	13½	4	13½	—	—	—	—
Corset ...	3,040	19	8	8	3	—	128	16	79	2	43	1	6
Cotton waste reclamation ...	624	—	—	—	—	—	—	—	—	—	—	—	—
Cutlery ...	2,416	147	109	36	2	—	592	85	373½	46	94½	16	124
Dressmaking and women's light clothing (E. & W.) ...	25,009	538	232	254	48	4	2,339	399	2,012½	123	321½	16	5
Dressmaking and women's light clothing (Scot.) ...	1,651	16	13	—	3	—	17½	13	11	3	6½	—	—
Drift nets mending ...	417	—	—	—	—	—	—	—	—	—	—	—	—
Flax and hemp ...	1,492	94	83	11	—	—	115	26	54	68	61	—	—
Fur ...	2,922	91	34	54	3	—	783	89	781½	2	1½	—	—
Fustian cutting ...	168	—	—	—	—	—	—	—	—	—	—	—	—
General waste materials reclamation	3,094	130	86	39	5	—	404	127	395	3	9	—	—

Hair, bass and fibre ... ..	501	5	2	3	—	—	16½	5	16½	—	—	—	—
Hat, cap and millinery (E. & W.)	8,213	128	87	39	2	—	541½	120	536½	8	5	—	—
Hat, cap and millinery (Scot.) ...	295	18	15	3	—	—	82½	18	82½	—	—	—	—
Hollow-ware ... ..	925	12	7	1	4	—	10½	6	8½	6	2	—	—
Jute ... ..	5,705	3	3	—	—	—	3½	3	3½	—	—	—	—
Keg and drum ... ..	290	11	8	3	—	—	9	11	9	—	—	—	—
Lace finishing ... ..	243	2	—	1	1	—	7	1	•2½	—	—	1	4½
Laundry ... ..	25,633	532	358	145	27	2	1,308½	483	1,224½	48	79½	1	4½
Linen and cotton handkerchief, &c.	2,539	30	11	18	1	—	70½	17	62½	13	8	—	—
Made-up textiles ... ..	980	41	22	15	3	1	51	41	51	—	—	—	—
Milk distributive (E. & W.) ...	18,850	944	553	303	86	2	6,856	938	6,845½	6	10½	—	—
Milk distributive (Scot.) ...	2,759	112	47	34	29	2	600½	112	600½	—	—	—	—
Ostrich and fancy feather, &c. ...	633	57	40	2	14	1	52½	29	31½	14	11½	14	9½
Paper bag ... ..	1,966	58	30	24	4	—	364½	43	294	14	70	1	½
Paper box ... ..	8,942	276	225	47	4	—	743½	251	694½	25	49	—	—
Perambulator and invalid carriage	1,461	26	14	12	—	—	192½	25	190	1	2½	—	—
Pin, hook and eye ... ..	269	18	4	14	—	—	21½	4	4	14	17½	—	—
Readymade and wholesale bespoke tailoring ... ..	19,076	563	401	128	32	2	1,690	247	1,041	263	620½	53	28½
Retail bespoke tailoring (E. & W.)	6,147	207	104	82	18	3	923	132	535½	57	260½	18	127
Retail bespoke tailoring (Scot.) ...	1,294	46	31	15	—	—	165	18	40	24	112	4	13
Rope, twine and net ... ..	2,048	56	26	19	11	—	641½	55	636½	—	—	1	5
Sack and bag ... ..	1,322	21	9	9	3	—	69½	21	69½	—	—	—	—
Shirtmaking ... ..	8,336	226	170	26	19	11	589	171	354½	33	176	22	58½
Stamped or pressed metal wares...	1,752	97	92	5	—	—	359	96	358	—	—	1	1
Sugar confectionery and food pre-serving ... ..	15,010	300	126	84	89	1	1,245½	255	906	45	339½	—	—
Tin box ... ..	2,497	15	14	1	—	—	10	7	9	8	1	—	—
Tobacco ... ..	5,063	23	15	7	1	—	25½	23	25½	—	—	—	—
Toy manufacturing ... ..	4,050	126	46	20	21	39	242½	74	126½	16	10	36	106
Wholesale mantle and costume ...	11,308	235	135	75	21	4	1,163½	221	1,084	14	79½	—	—
<b>Total ... ..</b>	<b>211,251</b>	<b>5,711</b>	<b>3,510</b>	<b>1,634</b>	<b>493</b>	<b>74</b>	<b>24,167½</b>	<b>4,486</b>	<b>20,710½</b>	<b>1,031</b>	<b>2,925</b>	<b>194</b>	<b>532</b>



APPENDIX XXV

BREACHES OF THE TRADE BOARD ACTS IN 1936

NUMBER OF ESTABLISHMENTS IN RESPECT OF WHICH OFFENCES WERE REPORTED

Trade	Underpayments		Notices		Failure to keep adequate records			
	Number of establishments by which arrears were paid	Number of workers to whom arrears were paid	Not posted	In-adequate	Of wages paid		Of time worked	
					Not kept	In-adequate	Not kept	In-adequate
Aerated waters (E. & W.) ... ..	35	87	14	4	8	6	51	32
Aerated waters (Scot.) ... ..	7	10	4	—	—	1	7	2
Boot and floor polish ... ..	2	3	4	—	—	—	4	3
Boot and shoe repairing ... ..	170	220	296	230	223	102	711	155
Brush and broom ... ..	20	92	6	10	2	2	16	17
Button manufacturing ... ..	4	64	6	1	3	1	2	3
Chain ... ..	4	8	3	2	1	—	—	1
Coffin furniture and cerement making	3	4	1	1	—	—	—	2
Corset ... ..	10	19	7	1	1	5	14	9
Cotton waste reclamation ... ..	—	—	—	—	—	—	2	—
Cutlery ... ..	40	147	11	12	12	9	27	13
Dressmaking and women's light clothing (E. & W.) ... ..	276	538	231	164	187	71	795	218
Dressmaking and women's light clothing (Scot.) ... ..	12	16	13	8	10	5	38	2
Drift nets mending ... ..	—	—	3	2	—	1	2	1
Flax and hemp ... ..	8	94	—	1	—	—	—	—
Fur ... ..	53	91	37	17	17	7	127	34
Fustian cutting ... ..	—	—	—	—	—	—	—	—

General waste materials reclamation...	53	130	58	26	29	17	128	39
Hair, bass and fibre ... ..	3	5	—	—	—	—	1	—
Hat, cap and millinery (E. & W.) ...	70	128	63	30	32	21	262	79
Hat, cap and millinery (Scot.) ...	6	18	1	1	—	—	2	1
Hollow-ware ... ..	3	12	—	5	—	2	—	4
Jute ... ..	3	3	—	—	—	1	1	—
Keg and drum ... ..	5	11	2	—	—	—	2	—
Lace finishing ... ..	2	2	1	1	5	6	6	3
Laundry ... ..	154	532	139	89	65	23	295	135
Linen and cotton handkerchief, &c. ...	10	30	5	2	—	1	8	7
Made-up textiles ... ..	8	41	7	10	1	3	17	10
Milk distributive (E. & W.) ... ..	432	944	686	102	581	134	1,079	342
Milk distributive (Scot.) ... ..	44	112	58	12	32	41	149	17
Ostrich and fancy feather, &c. ...	6	57	2	—	—	—	4	—
Paper bag ... ..	20	58	4	2	—	—	5	7
Paper box ... ..	91	276	14	12	2	4	22	24
Perambulator and invalid carriage ...	11	26	1	3	—	—	3	1
Pin, hook and eye ... ..	2	18	—	—	—	—	—	1
Readymade and wholesale bespoke tailoring ... ..	125	563	217	56	108	50	378	120
Retail bespoke tailoring (E. & W.) ...	133	207	164	108	233	52	534	123
Retail bespoke tailoring (Scot.) ...	23	46	10	6	7	4	34	4
Rope, twine and net ... ..	11	56	8	3	2	—	5	5
Sack and bag ... ..	7	21	8	3	—	1	7	2
Shirtmaking ... ..	43	226	16	15	4	3	48	20
Stamped or pressed metal wares ...	7	97	8	4	—	1	2	10
Sugar confectionery and food preserving	66	300	28	12	10	10	75	25
Tin box ... ..	5	15	—	—	—	—	—	—
Tobacco ... ..	5	23	4	4	1	1	6	4
Toy manufacturing ... ..	16	126	2	5	2	—	14	7
Wholesale mantle and costume ...	109	235	139	58	69	39	399	73
<b>Total ... ..</b>	<b>2,117</b>	<b>5,711</b>	<b>2,281</b>	<b>1,022</b>	<b>1,647</b>	<b>624</b>	<b>5,282</b>	<b>1,555</b>

## APPENDIX XXVI

CHANGES IN RATES OF WAGES IN GREAT BRITAIN AND  
NORTHERN IRELAND 1936NUMBERS OF WORKPEOPLE AFFECTED BY CHANGES IN RATES OF  
WAGES REPORTED IN 1936, AND THE NET AMOUNT OF CHANGE IN  
THE WEEKLY RATES OF WAGES OF THESE WORKPEOPLE\*

Industry Group	Approximate Number of separate Individuals reported as affected by Net Increases and Net De- creases, respectively, in Rates of Wages		Estimated Net Weekly Increase in Rates of Wages of all Workpeople affected†
	Net Increases	Net Decreases	
Coal mining ... ..	767,700	—	£ 168,150
Other mining and quarrying ... ..	32,650	—	3,650
Brick, pottery, glass, chemicals, &c. ... ..	188,550	50	13,490
Iron and steel ... ..	143,450	—	20,950
Engineering‡ ... ..	485,900	—	41,350
Shipbuilding ... ..	94,150	—	10,700
Other metal ... ..	146,400	—	14,700
Textile ... ..	549,650	25	65,160
Clothing... ..	72,950	—	8,500
Food, drink and tobacco	10,400	—	2,150
Woodworking, furniture, &c. ... ..	67,350	—	9,150
Paper, printing, &c. ...	7,100	—	550
Building, public works contracting, &c. ... ..	574,800	—	50,650
Gas, water and electri- city supply ... ..	127,750	—	12,700
Transport‡ ... ..	624,050	300	52,355
Public administration services ... ..	83,650	50	8,195
Other ... ..	35,800	—	4,650
Totals ... ..	4,012,300	425	487,050

\* In addition to the numbers shown in the table there were about 21,000 workpeople whose wages, having been increased and reduced by equal amounts during the year, stood at the same level at the end of the year as at the beginning.

† Although some bodies of workpeople in certain industry groups sustained decreases, the net effect of all the changes in each of the groups was an increase.

‡ Changes affecting workpeople employed in railway engineering workshops are included under "Engineering" and not under "Transport."

## GENERAL NOTE

These statistics are exclusive of changes affecting agricultural labourers, Government employees, domestic servants, shop assistants and clerks. They relate to rates of wages for a full week, assuming full employment, and do not take account of variations in actual earnings resulting from changes in the state of employment. In many cases changes arranged by individual employers, and affecting unorganised workers, are not reported to the Department. The figures are preliminary and subject to revision.

**APPENDIX XXVII**  
**CHANGES IN WORKING-CLASS COST OF LIVING IN GREAT**  
**BRITAIN AND NORTHERN IRELAND IN 1936**  
**AVERAGE PERCENTAGE INCREASE IN RETAIL PRICES, RENTS, &c., OVER**  
**THE LEVEL OF JULY 1914**

Date	Average percentage increase over the level of July 1914					
	Food	Rent (including Rates)	Clothing	Fuel and Light	Other Items included	All Items included
1936 :—						
January 1st ...	31	58	85	75	70	47
February 1st ...	30	58	85-90	75	70	47
February 29th...	29	58	85-90	75	70	46
April 1st ...	26	58	85-90	75-80	70	44
May 1st ...	25	59	90	75	70	44
June 2nd ...	26	59	90	70-75	70	44
July 1st ...	29	59	90	70-75	70	46
August 1st ...	29	59	90	70-75	70	46
September 1st...	31	59	90	70-75	70	47
October 1st ...	32	59	90	75	70	48
October 31st ...	36	59	90	75	70	51
December 1st ...	36	59	90	75	70	51
1937 :—						
January 1st ...	36	59	90-95	75-80	70	51

*Note.*—Details of the separate articles included within the above groups, and of the methods adopted in compiling these figures, are published in "The Cost of Living Index Number: Method of Compilation" (price 3d., post free 3½d., from H.M. Stationery Office).

## APPENDIX XXVIII

TRADE DISPUTES IN GREAT BRITAIN AND  
NORTHERN IRELAND, 1936

NUMBER OF TRADE DISPUTES, INVOLVING STOPPAGES OF WORK, REPORTED AS BEGINNING IN 1936, WITH THE APPROXIMATE NUMBER OF WORKPEOPLE INVOLVED IN ALL DISPUTES IN PROGRESS IN THE YEAR AND THE APPROXIMATE AGGREGATE DURATION IN WORKING DAYS OF ALL DISPUTES IN PROGRESS.

Industry Group	Number of Disputes beginning in 1936	Number of Workpeople involved in all Disputes in progress	Aggregate Duration in Working Days of all Disputes in progress
Fishing and agriculture ... ..	5	2,500	20,000
Coal mining ... ..	269	181,900*	852,000
Other mining and quarrying ...	20	4,000	117,000
Brick, pottery, glass, chemical, etc. ... ..	32	2,600	18,000
Engineering ... ..	45	22,600	87,000
Shipbuilding ... ..	40	7,200	26,000
Iron and steel and other metal ...	61	17,500	92,000
Textile ... ..	79	12,900	96,000
Clothing ... ..	27	12,300	155,000
Food, drink and tobacco ... ..	8	4,200	13,000
Woodworking, furniture, &c. ...	40	5,700	98,000
Paper, printing, &c. ... ..	8	1,900	26,000
Building, public works contract- ing, &c. ... ..	75	8,000	49,000
Transport ... ..	62	24,800	85,000
Commerce, distribution and finance ... ..	9	8,800	69,000
All other industries ... ..	28	3,800	27,000
Totals ... ..	808	320,700*	1,830,000

\* Workpeople are counted in the totals as many times as they were involved in a dispute during the year. The resulting duplication was generally slight, except in the coal mining industry, in which the *net* number of workpeople (i.e., number of separate individuals) involved was approximately 123,000. The *net* total number for all industries was approximately 253,000.

## GENERAL NOTES

Disputes involving less than 10 workpeople, and those which lasted less than one day, are omitted from the statistics, except when the aggregate duration (i.e., number of workpeople multiplied by number of working days, allowing for workpeople replaced by others, etc.) exceeded 100 days. The figures are preliminary and subject to revision. The numbers of workpeople involved include those *indirectly* involved (i.e., thrown out of work at the establishments where the disputes occurred, but not themselves parties to the disputes). Such workpeople accounted for about 77,000 of the total number shown as involved.

## APPENDIX XXIX

TRADE UNIONS IN GREAT BRITAIN AND NORTHERN IRELAND  
 NUMBER AND MEMBERSHIP OF TRADE UNIONS WITH HEADQUARTERS IN  
 GREAT BRITAIN AND NORTHERN IRELAND AT THE END OF 1935

Group of Unions	No. of Trade Unions	Membership		
		Males	Females	Total
Agriculture, horticulture, &c. ...	1	31,234	240	31,474
Coal mining ... ..	99	598,360	1,827	600,187
Other mining and quarrying ...	7	3,638	269	3,907
Pottery and glass ... ..	17	12,139	7,521	19,660
Metals, machines, conveyances, &c.—				
Iron, steel, tinplate, &c. ...	3	73,394	1,098	74,492
Engineering, ironfounding, ship- building, other metal working and vehicle building ... ..	95	512,847	5,229	518,076
Textile—				
Cotton ... ..	166	104,980	162,792	267,772
Wool, worsted and shoddy ...	26	32,133	21,879	54,012
Flax and jute ... ..	19	6,912	14,289	21,201
Hosiery ... ..	6	5,323	11,375	16,698
Bleaching, dyeing, finishing, &c.	28	41,356	11,171	52,527
Other textile ... ..	26	9,896	10,469	20,365
Clothing—				
Boot and Shoe ... ..	7	62,801	29,253	92,054
Tailoring and other clothing ...	16	26,364	48,123	74,487
Food, drink and tobacco ... ..	7	25,038	5,060	30,098
Woodworking and furniture*—				
Furnishing... ..	8	22,850	2,853	25,703
Other ... ..	21	26,578	1,486	28,064
Paper, printing, &c. ... ..	27	153,013	41,355	194,368
Building, public works contracting, &c.—				
Bricklayers and masons ... ..	5	60,066	—	60,066
Carpenters and joiners ... ..	1	111,780	—	111,780
Painters and decorators ... ..	7	44,401	—	44,401
Builders' labourers ... ..	3	9,425	—	9,425
Other ... ..	17	48,874	—	48,874
Other manufacturing industries ...	24	14,790	3,617	18,407
Transport and general labour—				
Railway service ... ..	8	410,995	5,401	416,396
Water transport ... ..	14	72,429	180	72,609
Other transport (road, dock, &c.) and general labour ... ..	18	794,476	45,019	839,495
Commerce, distribution and finance—				
Commerce and distribution ...	15	151,906	57,732	209,638
Banking, insurance, &c. ... ..	21	77,837	8,108	85,945
National and local government† ...	262	387,012	91,996	479,008
Teaching ... ..	22	83,587	159,469	243,056
Entertainments and sport ... ..	9	19,343	4,844	24,187
Miscellaneous‡ ... ..	37	43,613	9,376	52,989
Totals ... ..	1,042	4,079,990	762,031	4,842,021

See notes on next page.

\* Excluding carpenters and joiners, for whom *see* " Building."

† The figures for this group exclude teachers', tramway workers' and general labour unions, for which *see* " teaching " and " other transport and general labour."

‡ Including unions of clerks, chemists, foremen, &c., when not classifiable by industry.

#### GENERAL NOTE

The statistics relate to all organisations of employees—whether registered under the Trade Union Acts or not—which are known to include among their functions that of negotiating with employers with the object of regulating conditions of employment. The figures are provisional and subject to slight revision.

The subdivision of the total membership into male and female is partly estimated, as some trade unions are unable to state precisely the numbers of males and of females comprised within their membership.

Unions whose head offices are in the Irish Free State are wholly excluded from the statistics. Certain of the unions included have members in the Irish Free State or in oversea branches. These totalled 66,000 in 1935, and, omitting such members, the number of trade union members in Great Britain and Northern Ireland at the end of 1935 was about 4,776,000, compared with about 4,510,000, at the end of 1934. A certain number of persons are members of more than one trade union, and are consequently counted more than once in the membership totals. The resulting duplication is, however, relatively small, and is believed to amount to not more than about 20,000 to 25,000 (nearly the whole being in the " national and local government " and the " teaching " groups).

The total membership for each union has been included in the group with which the majority of the members are believed to be connected. The figures for the industrial groups are exclusive of certain large unions the membership of which is spread over a variety of industries ; these are included for the purpose of the table partly under " transport and general labour " and partly under " commerce and distribution."

## APPENDIX XXX

## PRINCIPAL PUBLICATIONS ISSUED IN 1936.

*Note.*—The following publications may be purchased through any bookseller or directly from H.M. Stationery Office:—

## PART I.—REPORTS, MEMORANDA, ETC., PREPARED BY THE MINISTRY OF LABOUR.

- The Ministry of Labour Gazette, published monthly, price 6d. Annual subscription 7s. (post free).
- Local Unemployment Index—showing the course of unemployment for 754 towns and for the county areas in Great Britain. Annual subscription £3 3s. (post free).
- Report of the Ministry of Labour for the year 1935. [Cmd. 5145], 2s. 6d.
- Choice of Career Series (Secondary Schools):—
- No. 2. Pharmacy. Revised December 1935, 2d.
  - No. 6. Accountancy. Revised 1936, 4d.
  - No. 12. Banking and the money market. Revised 1936, 4d.
  - No. 15. Law. Revised 1936, 4d.
  - No. 16. Engineering. Revised 1936, 6d.
  - No. 17. Nursing and kindred services. Revised 1936, 4d.
  - No. 19. Clerical and secretarial work (Women). Revised 1936, 3d.
  - No. 25. Agriculture, horticulture and forestry, 4d.
- Careers for Secondary School boys. August 1936, 6d.
- Choice of Occupation Leaflets:—
- No. 1. The needle trades, 1d.
  - No. 2. The building industry, 1d.
- Report on juvenile employment for the year 1935 (extracted from the Ministry of Labour Report for 1935 [Cmd. 5145], with additional table), 3d.
- Memorandum on the establishment of courses of instruction for unemployed boys and girls, England and Wales. [A.C.M. 1], 9d. Supplement [A.C.M. 1A], 6d.
- Memorandum on the provision of medical inspection and treatment by Local Education Authorities for boys and girls attending authorised courses of instruction, England and Wales. [A.C.M. 6], 1d.
- Memorandum on the establishment and conduct of courses of instruction for unemployed boys and girls, Scotland. [A.C.M. 1(S)], 9d.
- Report of the Unemployment Assistance Board for the period ended 31st December 1935. [Cmd. 5177], 4s. 6d.
- Unemployment Assistance Act, 1934. Return of the number of payments made at local offices of the Ministry of Labour in the week ended 26th June 1936, by way of unemployment benefit under the Unemployment Insurance Act, 1935, and of unemployment allowances under the Unemployment Assistance Regulations, 1934, and the Unemployment Assistance (Temporary Provisions) Act, 1935. [Cmd. 5240], 4d.
- Unemployment Insurance Act, 1935. Draft Unemployment Insurance (Reduction in Weekly Rates of Contributions) Order, 1936, dated 18th March 1936, to be made by the Minister of Labour under Section 59 of the Unemployment Insurance Act, 1935. [H.C. 67], 1d.



- Unemployment Insurance Act, 1935. Draft Unemployment Insurance (Anomalies) (Seasonal Workers) (Amendment) Order, 1936, dated 2nd July 1936, to be made by the Minister of Labour under section 55 of the Unemployment Insurance Act, 1935. [H.C. 134], 1d.
- Unemployment Assistance Act, 1934. Draft Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1936, dated 8th July 1936, made by the Minister of Labour under sections 38 (3) and 52 (2) of the Unemployment Assistance Act, 1934. [H.C. 145], 2d.
- Unemployment Assistance Act, 1934. Draft Unemployment Assistance Regulations, 1936. Memorandum by the Minister of Labour, July 1936. [Cmd. 5228], 2d.
- Unemployment Assistance Act, 1934. Copy of Draft Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1936, dated July 8th 1936, made by the Minister of Labour under sections 38 (3) and 52 (2) of the Unemployment Assistance Act, 1934, together with an Explanatory Memorandum by the Unemployment Assistance Board. [Cmd. 5229], 6d.
- Unemployment Assistance (Temporary Provisions) Act, 1935. Unemployment Assistance (Temporary Provisions) Act, 1935. (Termination) Order, 1936, dated 15th July 1936, made by the Minister of Labour under the Unemployment Assistance (Temporary Provisions) Act, 1935. [Cmd. 5239], 1d.
- Unemployment Insurance (Agriculture) Act, 1936. Draft Unemployment Insurance (Private Gardeners Inclusion) Order, 1936, dated 19th November 1936, to be made by the Minister of Labour under section 14 of the Unemployment Insurance (Agriculture) Act, 1936. [H.C. 6], 1d.
- Absorption of the unemployed into industry. Discussions between the Minister of Labour and representatives of certain industries. November 1936. [Cmd. 5317], 2d.

#### PART II.—REPORTS BY COMMITTEES, ETC:

- First annual report, 1935, of the London Regional Advisory Council for juvenile employment, 3d.
- Special Areas (England and Wales). Second report of the Commissioner, February 1936. [Cmd. 5090], 2s. Third report of the Commissioner, September 1936. [Cmd. 5303], 3s. 6d.
- Unemployment Insurance Statutory Committee:—
- Report, dated 7th February 1936, on the financial condition of the Unemployment Fund on 31st December 1935. [H.C. 50], 9d.
  - Report, dated 7th February 1936, on Remuneration Limit for Insurance of Non-manual Workers, 6d.
  - Report, dated 22nd October 1936, on Share Fishermen in relation to the Unemployment Insurance Scheme, 3d.
  - Report, dated 10th January 1936, on Draft Unemployment Insurance (Insurable Employments) Regulations, 1936, 1d.
  - Report, dated 23rd March 1936, on Draft Consolidating Regulations, 2d.
  - Report, dated 5th June 1936, on Draft Unemployment Insurance (Anomalies) (Seasonal Workers) (Amendment) Order, 1936. [H.C. 125], 1d.
  - Report, dated 9th June 1936, on Draft Unemployment Insurance (Contributions) (Agriculture Miscellaneous Provisions) Regulations, 1936; Draft Unemployment Insurance (Long Hirings in Agriculture) Regulations, 1936; and Draft Unemployment Insurance (Inspectors) Regulations, 1936, 1d.

- Report, dated 3rd July 1936, as to the Extension of Unemployment Insurance to Private Gardeners. [H.C. 157], 2d.
- Report, dated 17th July 1936, on Draft Unemployment Insurance (Benefit) (Amendment) Regulations, 1936, and Draft Unemployment Insurance (Post Office Claimants) Regulations, 1936, 1d.
- Report, dated 12th October 1936, on Draft Unemployment Insurance (Persons employed in Agriculture and otherwise) (Benefit) Regulations, and Draft Unemployment Insurance (Persons employed in Agriculture and otherwise) (Miscellaneous) Regulations, 1936, 1d.
- Report, dated 22nd October 1936, on Draft Unemployment Insurance (Crediting of Contributions) (Agriculture) Regulations, 1936, and Draft Unemployment Insurance (Contributions) (Amendment) Regulations, 1936, 1d.
- Report by a Board of Inquiry into the wages and hours of work in the wool textile industry in Yorkshire (except wool combing), 9d.

### PART III.—MINISTRY OF LABOUR ESTIMATES AND ACCOUNTS.

Estimates for Ministry of Labour, 1936-7 (included in Class V, Estimates for Health, Labour and Insurance). [H.C. 54—V], 2s.

### PART IV.—DECISIONS OF THE UMPIRE AND OF THE INDUSTRIAL COURT.

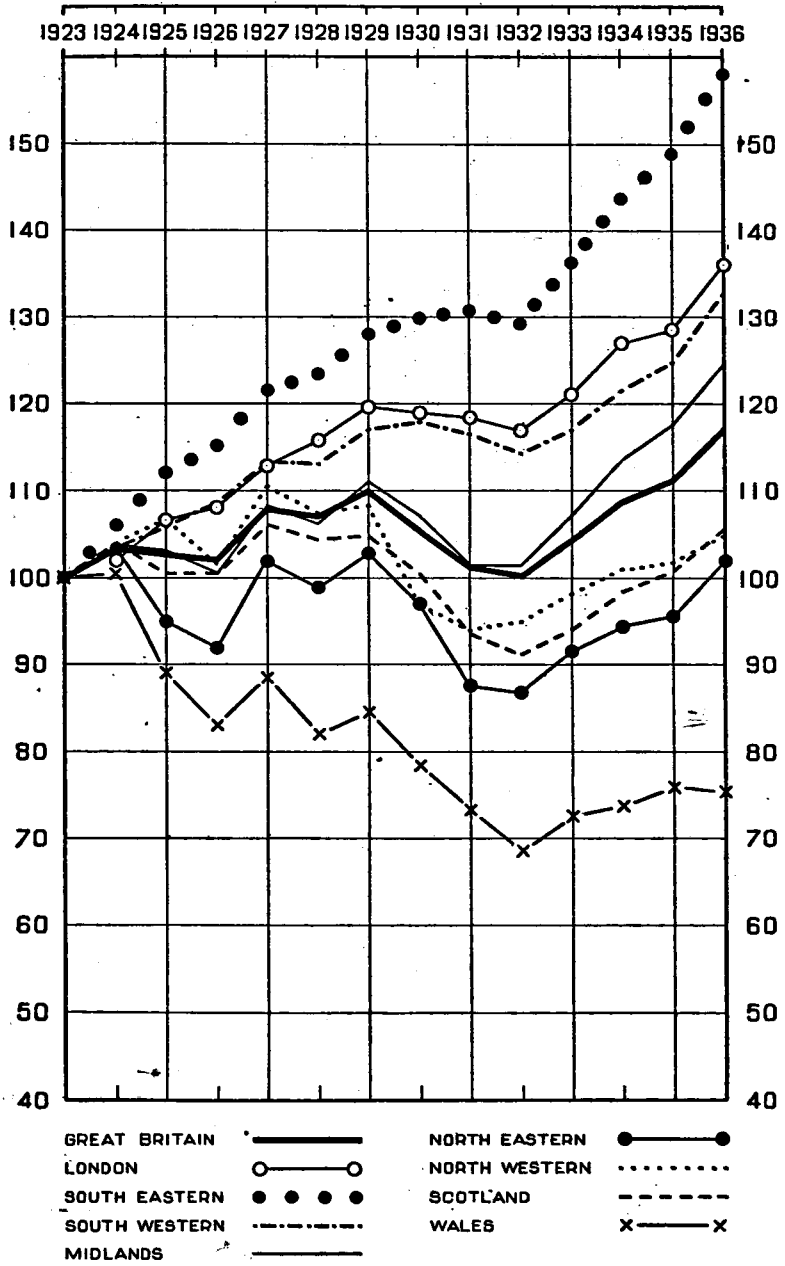
- (i) Umpire's Decisions:—
- (a) Analytical guide to decisions by the Umpire respecting claims for benefit (U.I. Code 7):—  
Part I.—Introduction and statutory conditions, June 1936, 2s. 6d.
- (b) Volume XIV—Selected decisions given during the calendar year 1935 (with index). (U.I. Code 8B), 3s.
- (c) Selected decisions given during the year 1936, published in monthly pamphlets at 2d. each. (U.I. Code 8B.)
- (ii) Awards of the Industrial Court:—
- (a) Volume XVII—Awards 1608-1636, 1st January to 31st December 1935, 2s. 6d.
- (b) Awards 1637-1670 published separately at 1d. to 6d. each.

### PART V.—PUBLICATIONS RELATING TO THE INTERNATIONAL LABOUR ORGANISATION.

- International Labour Conference. Proposed action by the Government of the United Kingdom of Great Britain and Northern Ireland regarding various Draft Conventions and Recommendations which were adopted by the International Labour Conference at its Seventeenth and Nineteenth Sessions in 1933 and 1935. [Cmd. 5141], 1d.
- International Labour Conference. Proposed action by the Government of the United Kingdom of Great Britain and Northern Ireland regarding various Draft Conventions and Recommendations which were adopted by the International Labour Conference at its Twelfth and Eighteenth Sessions in 1929 and 1934. [Cmd. 5078], 1d.
- International Labour Conference. Draft Conventions and Recommendations adopted by the Conference at its Twentieth Session, 4th-24th June 1936. [Cmd. 5305], 1s.
- International Labour Conference. Twentieth Session, June 1936. Replies of His Majesty's Government to the questionnaires on the subject of the reduction of hours of work in certain industries. [Cmd. 5113], 3d.

APPENDIX XXXI  
GREAT BRITAIN

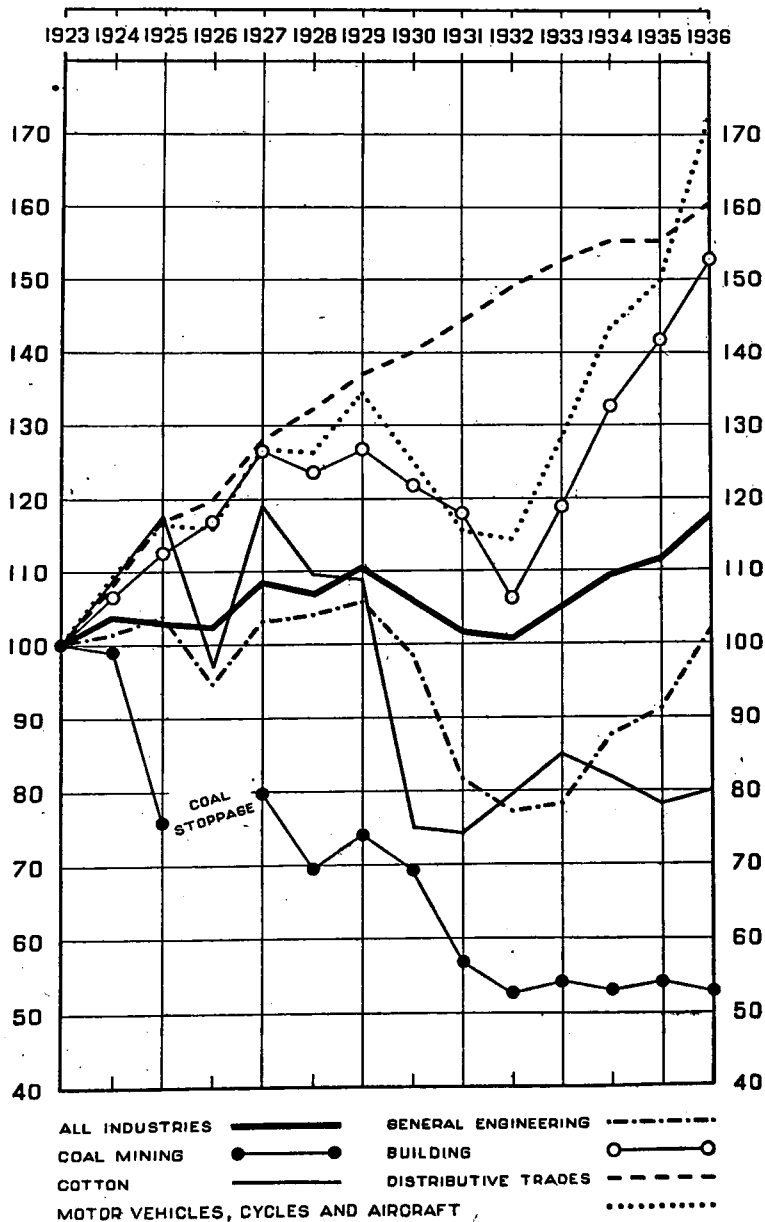
INDEX NUMBERS OF INSURED WORKPEOPLE IN EMPLOYMENT IN ADMINISTRATIVE DIVISIONS AT END OF JUNE (JUNE, 1923=100)



APPENDIX XXXII

GREAT BRITAIN AND NORTHERN IRELAND

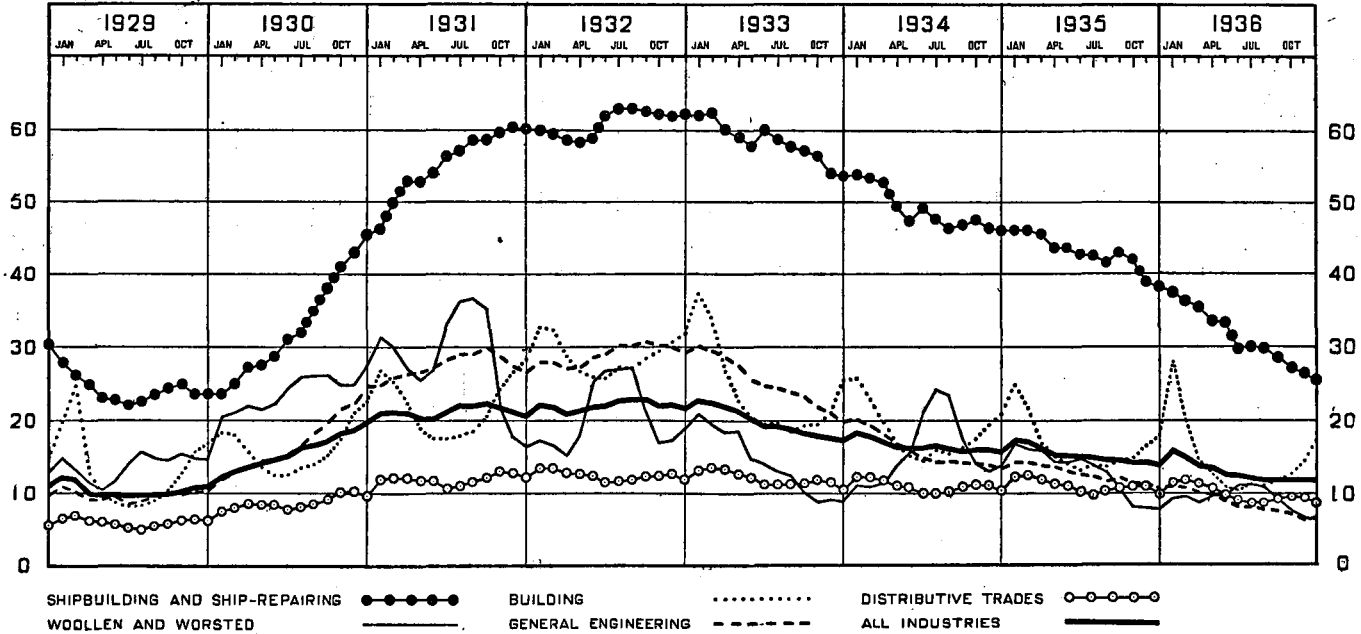
INDEX NUMBERS OF INSURED WORKPEOPLE IN EMPLOYMENT AT END OF JUNE (JUNE, 1923=100) IN DISTRIBUTIVE TRADES, BUILDING, COAL MINING, COTTON, GENERAL ENGINEERING, MOTOR VEHICLES, CYCLE AND AIRCRAFT MANUFACTURE AND ALL INDUSTRIES



### APPENDIX XXXIII

#### GREAT BRITAIN

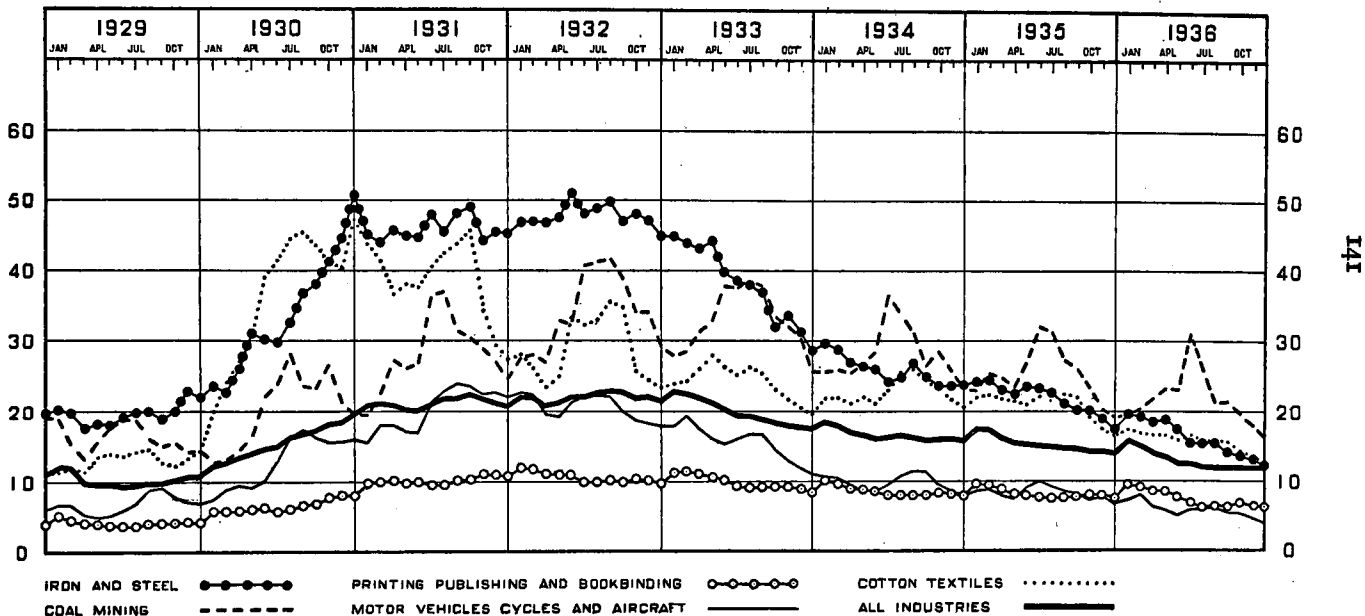
PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN SHIPBUILDING (INCLUDING SHIP REPAIRING), WOOLLEN AND WORSTED TEXTILES, BUILDING, GENERAL ENGINEERING, DISTRIBUTIVE TRADES AND ALL INDUSTRIES



**APPENDIX XXXIV  
GREAT BRITAIN**

PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN IRON AND STEEL (STEEL SMELTING AND IRON PUDDLING, ETC.),  
COAL MINING, COTTON TEXTILES, CONSTRUCTION AND REPAIR OF MOTOR VEHICLES, ETC., PRINTING, PUBLISHING AND BOOK-  
BINDING AND ALL INDUSTRIES

(41341-39) Wt. 973-3128 2750 4/37 P. St. G. 373



141



# MINISTRY OF LABOUR

## REPORT

### FOR THE YEAR 1937

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

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:

Adastral House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2;

26 York Street, Manchester 1; 1 St. Andrew's Crescent, Cardiff;

80 Chichester Street, Belfast;

or through any bookseller

1938

Price 2s. 0d. net

Cmd. 5717

## CONTENTS

	Page
Chapter I—Employment and Unemployment	2
Expansion of the Insured Population	2
Course of Employment and Unemployment during the Year	2
Measures to Assist Areas Specially Affected by Industrial Depression	7
Chapter II—Work of the Exchanges as Employment Agencies	10
Review of the Year's Work	10
Other Features of the Year's Work	16
Industrial Transference	18
Placing of Ex-Regular Sailors, Soldiers and Airmen in Civilian Employment	19
Local Employment Committees	20
Port Labour	20
King's National Roll	22
Grants to Undertakings employing Severely Disabled Ex-Service Men	22
Miscellaneous Duties connected with Relief of Unemployment	22
Admission of Foreign Workers	23
Publicity	26
Chapter III—Provision of Training, Instruction and Welfare Schemes for Unemployed Men and Women	27
General Review	27
Training of Unemployed Women	31
Welfare Work for the Unemployed	33
Chapter IV—Boys and Girls	36
Juvenile Employment in 1937	36
Arrangements for Giving Advice and for Placing in Employment	40
Juvenile Transference Scheme	42
Courses of Instruction for Unemployed Juveniles	45
Chapter V—Unemployment Insurance and Unemployment Assistance	48
Legislation	48
Contributions	50
Scope of the Unemployment Insurance Scheme	52
Benefit	54
Adjudication during the Year	55
Wrongful Claims for Benefit and Transitional Payments	56
Special Schemes	57
Unemployment Assistance	59
Unemployment Insurance Statutory Committee	59
Finance of the Unemployment Fund	61
Chapter VI—Industrial Relations (Conciliation and Arbitration)	63
General Review	63
Courts of Inquiry	67
Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1930, and the Road Traffic Act, 1930	70
Chapter VII—Administration of the Trade Boards Acts, 1909 and 1918	73
Chapter VIII—Labour Statistics	78
Ministry of Labour Gazette	78
Abstract of Labour Statistics	79
Local Unemployment Index	79
Special Inquiries	79
Chapter IX—International Labour	82
Twenty-third Session of the International Labour Conference	82
Meetings of the Governing Body of the International Labour Office	86



## APPENDICES.

	Page
I—Administrative Divisions—with Numbers of Local Offices, etc. ... ..	91
II—Staff of the Ministry at 13th December, 1937 ... ..	92
III—Comparative Figures of Employment and Unemployment among Insured Workers, 1926–1937 ... ..	92
IV—Estimated Numbers of Insured Persons Employed and Insured and Uninsured Persons Unemployed ... ..	93
V—Rates of Unemployment in the Administrative Divisions... ..	93
VI—Percentage of Unemployment in Certain Industries ... ..	94
VII—Percentage of Total Insured Population in Certain Industries ... ..	94
VIII—Industries showing (a) Decrease and (b) Increase in Employment ... ..	95
IX—Estimated Number of Insured Persons (aged 14–64) ... ..	96
X—Percentage of Unemployment among Insured Workers ... ..	100
XI—Index Number of Insured Persons in Administrative Divisions ... ..	104
XII—Government Training Centres : Trades in which Instruction is given ... ..	104
XIII—Government Training Centres : Results for 1937 ... ..	105
XIV—Instructional Centres : Results for 1937 ... ..	106
XV—Employment of Juveniles in the Larger Industries ... ..	107
XVI—Juvenile Transference Scheme : Numbers Transferred and Placed ... ..	108
XVII—Juvenile Transference Scheme : Industries to which Transferred during 1937 ... ..	109
XVIII—Numbers of Boys Placed during 1937 after Vocational Training or Reconditioning ... ..	110
XIX—Unemployment Insurance : List of Acts, Regulations and Orders made or passed in 1937 ... ..	111
XX—Unemployment Fund :	
(a) Receipts and Payments, 1937 ... ..	112
(b) Arrangements for Funding the Debt ... ..	112
XXI—Unemployment Insurance Acts : Decisions by Statutory Authorities ... ..	113
XXII—Unemployment Insurance and Transitional Payments :	
Cost of Administration ... ..	115
XXIII—Aliens Order, 1920 : Permits, etc. issued in 1937 ... ..	116
XXIV—Trade Boards Acts : Comparative Table of Minimum Rates ... ..	117
XXV—Trade Boards Acts : Inspections and Visits ... ..	121
XXVI—Trade Boards Acts : Number and Classification of Workers to whom Arrears of Wages were paid ... ..	122
XXVII—Trade Boards Acts : Breaches in 1937 ... ..	124
XXVIII—Changes in Rates of Wages ... ..	126
XXIX—Changes in Cost of Living ... ..	127
XXX—Trade Disputes in 1937 ... ..	128
XXXI—Membership of Trade Unions at end of 1936 ... ..	129
XXXII—Principal Publications issued in 1937 ... ..	131
XXXIII—Graph : Index Numbers of Insured Workers in Employment in Certain Trades ... ..	134
XXXIV—Graph : Percentage of Unemployment in Certain Trades... ..	135
XXXV—Graph : Percentage of Unemployment in Certain Other Trades ... ..	136

# REPORT OF THE MINISTRY OF LABOUR

TO THE KING'S MOST EXCELLENT MAJESTY

MAY IT PLEASE YOUR MAJESTY,

I have the honour to submit to Your Majesty the accompanying Report, being the Fourteenth Annual Report of the Ministry of Labour, which deals with the work of the Ministry during the year 1937.

ERNEST BROWN,  
*Minister.*

T. W. PHILLIPS,

*Secretary.*

6th April, 1938.

## CHAPTER I

### EMPLOYMENT AND UNEMPLOYMENT

#### General Review

In its three main features the year 1937 repeated the experience of its predecessor: there was a large expansion of the numbers available for employment, there was a large increase in the numbers actually in employment which during the year reached a new high level in the country's history and there was a considerable reduction in the average amount of unemployment. In the latter part of the year, however, there was a comparatively slight decline in employment.

#### The Expansion of the Insured Population

For the second year in succession there was an exceptionally steep rise in the numbers of insured persons in the industrial field. Excluding juveniles under 16 (juveniles as a whole are dealt with in chapter IV) and persons insured under the special agricultural scheme (who are referred to later in the present chapter) the total reached the new high water mark of 13,400,000, an increase of 350,000 over 1936 which had itself produced an increase of 270,000 over its predecessor. The increase was particularly marked in the case of boys and girls aged 16-17, who accounted for over 50 per cent. and over 80 per cent. of the total net increases for their respective sexes. The total increase in the number of boys and girls during the last two years—a consequence of the increased birth rate in the immediate post-war years—amounted to over 427,000 and it is a remarkable illustration of the extent of the improvement in industry that it has been able to absorb the whole of the new labour which has thus become available at these ages. Another factor which has contributed to the growth of the insured population is that the better prospects of employment resulting from industry's increased activity have tended to retain in the employment field and so in the insurance scheme persons who would otherwise have left it and to recall some who had already left. Another feature of the year's increase was the high proportion of females, who accounted for 36 per cent. of the increase although constituting only 27 per cent. of the insured population; they did not, however, maintain this ratio in securing employment, their proportion of the total increase in employment between June 1936 and June 1937 being about 25 per cent.

#### The Course of Employment and Unemployment during the Year

A survey of the monthly fluctuations in employment during the year in the country as a whole shows that the usual seasonal decline in employment in January following the Christmas

activity was much less marked than usual and in mid-January the numbers of insured persons in employment totalled 11,163,000 (again excluding juveniles under 16 and persons under the agricultural scheme). Thereafter the numbers rose steadily month by month and reached their peak in August with a figure of 11,672,000. In the following month a change in order to secure closer accuracy was made in the method of counting the unemployed on which the estimate of the number in employment is dependent. The effect was to exclude from the unemployment total 44,000 insured persons who would otherwise have been included and this increased the estimated numbers in employment in September to 11,706,000; in fact, however, there had been a small decline in employment of about 10,000 and this marked the beginning of a reduction which continued to the end of the year. The decrease in October amounted to 47,000 and, like that in September, was mainly due to seasonal factors and occurred chiefly in the distributive trades and various services such as the hotel and boarding house service and rail and road transport. November saw a further fall in employment in most industries, most marked in building and the textile and clothing industries and amounting in all to 86,000. In December the count of the unemployed register was taken on a day of exceptionally severe weather throughout the country, which interrupted work in outdoor occupations and was responsible for a substantial part of a further decline in employment of 136,000; in the building, public works contracting, stone quarrying and shipbuilding and shiprepairing industries, for example, the numbers unemployed increased by 91,000, of whom the greater proportion were merely temporarily suspended from their usual employment.

Comparing the general employment position in 1937 with that in 1936, the outstanding feature is that throughout the first eight months of the year the level of employment was considerably over half-a-million higher than in the corresponding period of 1936. The decline in employment in the latter part of the year affected this margin but the total in December was still about 200,000 higher, on a comparable basis, than a year before, whilst the average level of employment for the year was over half-a-million higher than in 1936.

The improved employment position brought consequential reductions in the unemployment total, though not in precisely corresponding degrees, because of the increased numbers available for employment. With the sole exception of December, the monthly unemployment totals were consistently less than in the corresponding months of 1936 and the average for the year was over a quarter-million lower than in 1936. The improved position was also reflected in the lower incidence of unemployment among insured workers, which on a yearly average fell from 12.9 per cent. in 1936 to 10.6 per cent. in 1937. This

was the lowest annual average since 1929 (10.3 per cent.) and it is interesting to compare it with the highest and lowest points recorded during the period of 16 years for which these figures have been kept; these were 22.8 per cent. which was reached twice during the depression, in August 1932 and January 1933 and 8.6 per cent. in May 1927. A notable feature of the trend of unemployment during the year was revealed by an analysis of the distribution across the age spectrum of unemployed persons on 1st November 1937. From May 1935, when the analyses were begun, to May 1937 there had been a steady decline in the total numbers unemployed, in the course of which the proportion of older persons in the total tended to increase, illustrating the difficulty which the older person has in regaining employment while younger persons are available. In November 1937, however, the tendency was reversed and for the first time the proportion of older persons in the total showed a decrease. On the day of count, 61.3 per cent. of the unemployed men were over 35 years. The changes have, however, had little effect on the broad age distribution of the unemployed, about two-fifths of the men being under 35 and a further two-fifths over 45 years; in the case of women, the proportions were about three-fifths and one-fifth respectively.

### **The Geographical Aspect**

Once again the south and midlands claimed the greater part of the expansion of working population. Nearly one-third of the increase in the country's insured workers aged 14-64 between 1936-7 took place in London, mainly in the outer areas and about one-fifth in the midlands or on a proportionate measurement, the south and midlands section of the country increased its working population by 3.2 per cent., whilst the remaining section of the country, consisting of the north and Wales, increased by only 1.3 per cent. In Wales itself the numbers again declined, though by only 0.2 per cent. this year. The effect of this unequal expansion is more readily seen by taking a long-term view. Since 1923 the "south" group has grown between three and four times as fast as the "north" group, with the result that the proportion of the country's workers aged 16-64 who are in the south has risen during this period from 45.7 per cent. to 51 per cent. The most outstanding increase was in the south eastern area, where the insured population rose by 54 per cent.; the smallest were in Wales, with only 1.8 per cent. and the northern division with 3.2 per cent. Contrary to a widespread impression, the greater expansion of the south is not primarily caused by the wholesale migration of workers from less prosperous areas in search of employment: the case is rather that new enterprise has tended to look favourably upon the south when determining its location and a higher proportion of the local population has been attracted into insurable employment.

The greater prosperity of the south is reflected also in the relative incidence of unemployment. In December the rate of unemployment among insured persons aged 16-64 in the country as a whole was a little below 12 per cent. All the southern areas were more favourably situated than this, with rates of 7 to 8 per cent. On the other hand, all the northern group were less fortunate than the national average, though only slightly so in the case of north eastern, where the rate was 13 per cent. In the other northern divisions, the rates ranged from 16 per cent. in north western to 19 per cent. in northern and 22 per cent. in Wales. Broadly speaking, the incidence of unemployment was twice as severe in the north, excepting the north eastern division and three times as severe in Wales as in the south. Another illustration of the disparity is provided by the fact that although the insured population of the whole country is divided roughly equally between the north and south groups, the north group contained about two-thirds of the total unemployment.

### **The Industrial Aspect**

The main changes compared with the previous year were the marked expansion in population which took place in the engineering, metal and shipbuilding industries and the continuance, though at a somewhat slower rate, of the decline in the numbers attached to the coalmining and cotton industries which was particularly marked in 1935-6. The building industry recorded only a comparatively minor increase in proportion to its large population of over a million. A notable consequence of the generally improved state of industry was the reversal in 1936-7 of a tendency for the "services" side of industry to expand more rapidly than the manufacturing side which had continued for some time but had already slackened noticeably in recent years. The rapidity of the recent expansion of the manufacturing industries is illustrated by the fact that they were responsible for 75 per cent. of the net increase in insured population in 1936-7; over the 14 years period 1923-37, however, the proportion which they claimed of the total population fell from 51 per cent. to 46 per cent.

A reasonably good, if somewhat broad, indication of the trend in particular industries is provided by a comparison of the estimated numbers in employment at corresponding periods of 1937 and 1936 and the best form of estimate of this kind is obtained by deducting the numbers unemployed at the count towards the end of June from the total population of the industry which is calculated as at the beginning of July in each year on the basis of information derived from the annual exchange of unemployment books. On this basis there were large increases in employment of 70,000 in general engineering, 41,000 in the manufacture of motor vehicles, cycles and aircraft, 20,000 in shipbuilding and 21,000 in the iron and steel group;

all these industries also attracted new personnel during the year. Two large industries which experienced contraction during the year in the numbers seeking their livelihood in them were coalmining and the cotton industry but in spite of this each of them afforded more actual employment, coalmining to the extent of 77,000 and cotton 15,000. Among other large industries building, with over a million population, increased employment by 18,000 and the distributive trades group, to which over two millions are attached, by 36,000. These figures, of course, merely particularise the general point which has already been made, namely that in 1936-7 the manufacturing side of industry made greater growth than the services. The total increase in employment between June 1936 and June 1937 on this basis amounted to 689,000, whilst the June 1937 employment figure was over two-and-a-quarter millions higher than in June 1932.

It has been mentioned that in the country as a whole the average rate of unemployment among insured persons aged 16-64 during 1937 was 10.6 per cent. and it is necessary to examine the experiences of the principal industries from this angle. In the coalmining industry employment in 1937 showed marked improvement and the average percentage rate of unemployment fell from nearly 22 in 1936 to about 15 in 1937. In the metal trades, pig-iron manufacture showed further marked improvement and the average rate fell from nearly 15 to about 10, whilst the number of furnaces in blast rose from 110 to 133; iron and steel manufacture also improved from 16 to about 11 per cent. unemployment. Employment in engineering again improved and the average rate in the engineering, motor vehicle, &c. trades fell from nearly 8 to about 5. There was also improvement in shipbuilding and shiprepairing, though unemployment was still high at 24 per cent., compared with over 31 per cent. in the previous year. In the textile industries employment improved in the cotton industry during the first half of the year but declined markedly at the end in both the spinning and manufacturing sections; on the average, however, unemployment declined from nearly 16 per cent. to about 11½ per cent. In the wool textiles employment on the whole declined and the average unemployment rose from 9 to 10 per cent. In the clothing trades employment was on the whole rather better, whilst in building—apart from the usual seasonal fluctuations—employment improved for skilled workers, though unemployment continued at a high level in unskilled occupations. There was also a further slight improvement in the distributive trades.

### **The Position in Agriculture**

It has not been possible in earlier issues of this Report to include statistics on the normal basis of the employment position among persons engaged in agriculture, horticulture and forestry

and now insured under the separate scheme for those industries. The scheme came into operation in May 1936 but there was no general exchange of unemployment books under the scheme until July 1937. The results of that exchange show a total of 663,000 persons aged 16-64 insured under the scheme, of whom 625,000 were males. These figures do not include all persons engaged in these industries, as certain classes of workers are outside the scope of the schemes, e.g. near relatives of the employer, persons not working under a contract of service, casual harvest workers. The rate of unemployment in 1937 compares very favourably with that in most other forms of industry, averaging  $4\frac{1}{2}$  per cent., nearly 4 per cent. among men and nearly 14 per cent. among women.

### **Statistical Information**

The changes in the insured population, employment and unemployment are analysed statistically and graphically in the tables and charts printed as appendices III to XI and XXXIII to XXXV respectively.

### **The Special Areas**

A satisfactory feature of 1937 was that a high proportion of the improvement in employment occurred in the special areas which of course offered a large field for improvement. Estimating the numbers of insured persons in employment in the same manner as before, the areas claimed 99,000 of the country's total increase between June 1936 and June 1937 of 689,000; that is to say, with rather less than one-tenth of the insured population, they achieved one-seventh of the total improvement. It is noteworthy that this figure represents the increase in actual employment in the areas and it disposes of a widely held impression that the reductions in unemployment in the areas are the result of the migration to other and more prosperous areas of persons in search of work: in fact, the insured population of the areas increased between 1936-7 by over 6,000. All the areas shared in the improvement which was particularly marked in South Wales and was due in considerable degree to the improvement in the coalmining and iron and steel industries. In spite, however, of the widespread character of this improvement, there still remain black spots in which at the close of the year, proportions ranging from one-third to one-half of the working population were unemployed.

### **Measures to Assist Areas Specially Affected by Industrial Depression**

The Special Areas (Amendment) Act, 1937 which received the Royal Assent on 6th May 1937 extends the operation of the Special Areas (Development and Improvement) Act, 1934 until 31st March 1939 and enables further assistance to be given to



the areas specified in the first schedule to that Act, i.e., the special areas and to certain other areas. The main object of the Act is to induce the establishment of new industrial undertakings in these areas.

### Special Areas

Under the provisions of the Act, the Commissioners for the Special Areas may (a) let factories in the scheduled special areas for occupation by new industrial undertakings, (b) provide financial assistance by way of contributions towards payments in respect of rent, rates or income tax for new industrial undertakings in the special areas and (c) contribute towards certain road and drainage expenses in these areas.

The Treasury may provide financial assistance by way of loan to industrial undertakings established in the areas after the passing of the Act.

In addition to the powers conferred under this Act, provision was made in the Finance Act, 1937 to permit the Treasury to remit in whole or part the tax known as the National Defence Contribution in certain cases of new industrial undertakings in these areas.

The two Commissioners who were appointed under the Special Areas Act, 1934 continued their work during 1937 and have made further reports which have been published by the Government. The latest report of the Commissioner for the Special Areas in England and Wales published in November 1937, (Cmd. 5595), covers the year ended 30th September 1937 and that of the Commissioner for the Special Areas in Scotland published in November 1937, (Cmd. 5604), relates to the period 7th July 1936 to 31st August 1937.

During the year, Sir David Allan Hay, O.B.E., the Commissioner for Scotland, resigned his appointment and was succeeded by Lord George Nigel Douglas-Hamilton.

On 31st December 1937 the estimated financial commitments (including expenditure) of the Commissioners were as follows:—

<i>England and Wales</i>							£
I.	Industrial development	...	...	...	...	...	3,893,000
II.	Health services	...	...	...	...	...	4,729,000
III.	Housing	...	...	...	...	...	805,000
IV.	Agriculture	...	...	...	...	...	3,252,000
V.	Voluntary (local amenities) schemes	...	...	...	...	...	55,000
VI.	Other measures of social improvement	...	...	...	...	...	807,000
VII.	Miscellaneous	...	...	...	...	...	103,000
Total							£13,644,000

*Scotland*

	£
I. Industrial works of public utility	40,279
II. Trading estate, factories and remissions	454,252
III. Public works, health, &c. schemes	1,707,273
IV. Housing	700,000
V. Land development	201,275
VI. Social service	199,643
VII. Publicity	42,480
VIII. Miscellaneous	9,968
Total	<u>£3,355,170</u>

**Other Areas**

In certain areas of heavy unemployment outside the special areas the Treasury may (a) provide financial assistance by way of loan to or subscription to the share capital of site companies incorporated in these areas for the purpose of providing factories there with a view to inducing persons to establish industrial undertakings and (b) provide financial assistance by way of loan to industrial undertakings established after the passing of the Act in factories provided by the appropriate site company.

The areas in which this assistance may be given are those in respect of which the Minister, upon representations made to him, is satisfied (i) that there is and has been for a considerable time severe unemployment in the area, (ii) that, unless financial assistance is provided to a site company which will operate in the area, there will be no immediate likelihood of a substantial increase in employment and (iii) that employment there is mainly dependent on one or more industries which are unable to provide sufficient employment by reason of general depression in those industries. Before he reaches a decision to give the necessary formal direction, however, the representations have to be considered by and a favourable recommendation received from an advisory committee appointed by him.

The first chairman of this advisory committee, the late Rt. Hon. Lord Strathcarron, K.C., has been succeeded by the Rt. Hon. Viscount Davidson, G.C.V.O., C.H., C.B. There are four other members.

At the end of the year one site company, the Lancashire Industrial Sites Company Limited, was on the point of formal registration with a capital of £256,000 but no formal representations had then been received on behalf of any particular areas.

## CHAPTER II

THE WORK OF THE EMPLOYMENT EXCHANGES AS  
EMPLOYMENT AGENCIES

## Review of the Year's Work

During 1937 the use of the national employment exchange service by employers and workpeople offering or seeking employment was maintained at approximately the same level as in the previous year as measured by the number of vacancies notified to and filled by the employment exchanges. (The term "employment exchanges" includes employment offices, branch employment offices, local agencies and juvenile employment bureaux of local education authorities having "choice of employment" schemes in operation.) The figures given in this chapter reflect the continuance of the higher level of industrial activity in a number of industries which have expanded during the past few years.

Although the exchanges continued to experience difficulty in meeting the demands of employers for certain types of skilled workers, often with specialised experience, owing to the fact that most of the workpeople with the qualifications required had already been absorbed into employment, the proportion of employers requirements which were met during the year diminished only to a very slight extent. In many cases workpeople with alternative experience selected by the exchanges as likely to prove adaptable for the employment available were found acceptable to employers. For some classes of workers, including skilled building trade operatives and engineering trade workers, hotel employees and domestic servants, it was not possible to meet employers demands fully.

The vacancies notified and filled related to a wide range of occupations and the continued use of the exchanges for filling so large a number of vacancies provides evidence of the recognition by employers of the value of the national employment exchange service for this purpose.

**Vacancies filled**

The following statement shows the number of vacancies notified and the number and proportion filled by the exchanges in the years 1936 and 1937:—

	<i>Vacancies notified</i>	<i>Vacancies filled</i>	<i>Percentage of vacancie filled</i>
1936 ... ..	3,102,758	2,624,213	84·6
1937 ... ..	3,140,024	2,624,978	83·6
Increase (+) or decrease (—)	+ 37,266	+ 765	— 1·0

## II

The figures of vacancies filled include certain types of cases, termed class "B" engagements, in which the service rendered by exchanges is limited, e.g., obtaining for employers work-people formerly employed by them. A further decrease in the number of such engagements of men and women occurred in 1937, the figure of 382,447 comparing with 450,896 during 1936 and 494,086 in 1935. No equivalent statistics are available in respect of juveniles.

The number of vacancies filled by the various departments of the exchanges in 1937 compared with the previous year was as follows:—

	<i>Vacancies filled</i>		<i>Increase (+) or decrease (-)</i>
	<i>1936</i>	<i>1937</i>	
Men ... ..	1,555,550	1,561,996	+ 6,446
Women ... ..	540,501	541,259	+ 758
Boys ... ..	278,003	273,143	- 4,860
Girls ... ..	250,159	248,580	- 1,579
All departments ... ..	2,624,213	2,624,978	+ 765

The vacancies filled by the several administrative divisions during the years 1936 and 1937 were distributed as follows:—

	<i>Vacancies filled</i>		<i>Increase (+) or decrease (-)</i>
	<i>1936</i>	<i>1937</i>	
*London ... ..	593,402	573,938	- 19,464
South eastern ... ..	263,181	269,670	+ 6,489
South western ... ..	252,738	249,873	- 2,865
Midlands ... ..	291,902	295,266	+ 3,364
North eastern ... ..	279,703	282,066	+ 2,363
North western ... ..	405,776	400,844	- 4,932
*Northern ... ..	161,204	161,736	+ 532
Scotland ... ..	272,254	278,678	+ 6,424
Wales ... ..	104,053	112,907	+ 8,854

\* Two new divisions were created as from 1st August 1936: a London division comprising part of the former south eastern division and a northern division comprising part of the former north eastern and north western divisions. Some minor territorial adjustments between certain divisions were made in 1937. The above statistics for 1936 have been adjusted to include the local offices within the new divisional areas to enable comparison to be made.

The increases of 37,266 and 765 in the total numbers of vacancies notified and filled by the employment exchanges compare with 191,830 and 111,822 respectively for the previous year. The smaller increases are to a large extent accounted for by the substantial decrease of nearly 70,000 in the number of class B engagements due to more regular employment conditions in which there were fewer occasions for the recall of previous employees. The smaller percentage of vacancies notified which were filled by the exchanges may be attributed chiefly to the lack of a sufficient number of applicants with the particular qualifications and experience required by the employers in certain trades. It will be seen that the number of vacancies

filled increased in the men's and women's departments but that there was a substantial falling off in the number of juveniles placed, although these figures are greater than for any previous year except 1936.

### Placing Indices

In the absence of complete statistics of all engagements by industry from all sources, it is impossible to evaluate the service rendered to industry on the basis of the proportion which the number of engagements through the exchanges bears to the total. Cases in which notification of the engagement of wholly unemployed workpeople is received at the exchanges are analysed, however, in order to show the numbers who obtain employment (a) through the exchanges or (b) in other ways. The number of engagements of wholly unemployed workpeople made through the exchanges expressed as a percentage of the total number of engagements is known as the "placing index".

The placing indices, which show considerable variations between industries, give an indication of the general extent to which the requirements of industry are met by recourse to the exchanges. The indices for the country as a whole and for each department for the years 1936 and 1937 are given below:—

		<i>Placing Indices</i>	
		1936	1937
Men	... ..	27·3	28·1
Women	... ..	37·1	36·8
Boys	... ..	28·3	27·1
Girls	... ..	29·0	26·5
All departments	... ..	28·9	29·2

Separate placing indices for individual industries or industry groups will be found in the table in p. 13.

Engagements effected otherwise than through the exchanges include cases in which suitable workers are introduced to employers through the trade unions or by other methods of engagement customary in the trade. If account is taken only of those engagements where the worker secured employment other than with his last employer, the placing index for the year was 35·1 per cent. compared with the general index of 29·5 per cent. While there must remain methods of engaging labour convenient to employer and worker alike which the exchanges cannot be expected to supersede, the figures indicate that there is still scope for the fuller use of their services in meeting the requirements of industry.

### Industrial Analysis of Vacancies Filled

An analysis of the vacancies for men and women filled during 1937 by industries and industry groups together with increases

and decreases compared with the corresponding figures for the previous year and the placing indices for each group are given below.

Industry Group	Vacancies filled	Increase (+) or decrease (-) as compared with 1936	Placing index	
			1936	1937
Building ... ..	251,308	+ 4,416	25·2	26·2
Local government ... ..	193,963	- 4,922	60·2	60·2
Hotels ... ..	190,198	+ 7,606	41·3	39·3
Transport and communication	165,889	+ 27,873	21·0	24·3
Public works contracting ...	152,912	+ 11,390	49·4	49·8
Distributive trades ... ..	151,429	- 836	25·3	25·2
National government ... ..	108,187	+ 12,273	63·2	65·6
Agriculture and market gardening, &c.	73,847	+ 14,100	*	25·2
Engineering ... ..	63,317	- 15,038	35·6	33·5
Food, drink and tobacco ...	63,192	+ 405	31·7	33·3
Shipbuilding and ship repairing	61,557	- 9,752	21·5	19·2
Private domestic service ...	54,091	- 1,663	*	*
Clothing ... ..	41,780	- 2,869	25·0	24·8
Miscellaneous textiles ... ..	40,188	- 498	32·3	32·7
Cotton ... ..	32,882	- 8,922	22·1	25·4
Entertainment and sport ...	31,786	- 1,600	25·3	25·4
Gas, water and electricity supply ... ..	30,913	- 2,615	49·9	51·6
Construction and repair of motor vehicles ... ..	27,120	- 7,859	38·0	33·3
Metal manufacture ... ..	25,159	- 6,957	32·0	30·6
Mining and quarrying ... ..	24,344	+ 1,631	16·2	19·8
Commerce, banking, insurance and professional	22,392	+ 49	25·9	24·7
Paper, printing, &c. ... ..	21,587	+ 941	19·8	23·1
Wool ... ..	20,940	+ 446	32·4	31·2
Miscellaneous metal wares ...	19,149	- 1,237	34·5	34·4
Electrical apparatus ... ..	16,865	- 992	37·0	38·6
Furniture making, upholstery, &c. ... ..	14,805	- 1,812	22·7	21·8
Pottery and glass ... ..	13,139	- 1,377	34·5	37·8
Laundries, dyeing and dry cleaning ... ..	12,257	- 117	35·9	36·1
Bricks, cement, artificial stone, &c. ... ..	11,957	- 359	26·1	28·6
Chemicals ... ..	10,044	+ 100	41·9	42·8
Electrical wiring and contracting ... ..	9,160	- 2,039	37·6	36·5
Boots and shoes ... ..	6,844	- 680	24·8	25·2
Stove, grate, pipe, &c. and general ironfounding ...	6,145	- 332	27·1	27·1

\* The exchanges have no information in many cases respecting the direct engagement of uninsured workpeople to whom many engagements in these groups relate and consequently reliable placing indices cannot be calculated.

There were substantial increases in the numbers of vacancies filled in six of the 33 principal industry groups shown in the table, ranging from over 4,000 in the building industry to nearly 28,000 in the transport and communication group which includes road, rail, canal, river and sea transport undertakings. Additional vacancies were also recorded as filled in six other groups. In the remaining groups, the decreases in the numbers of vacancies filled were relatively small except in five cases to which reference is made below.

The placing indices for these industry groups, which are calculated in the same way as the general placing indices referred to earlier in this chapter, give an indication of the extent to which the exchanges are used to meet the requirements of different industries and of the directions in which the service rendered by the exchanges to industry might effectively be extended. The table shows that in 19 of the industry groups the indices were higher than for the previous year.

The continued activity in the building industry, in which over a quarter of a million vacancies were filled by the exchanges, caused this group to be again that in which the largest number of vacancies was filled but at times of heavy seasonal demands shortages of skilled operatives created some difficulty, particularly in the case of bricklayers. A substantial increase also occurred in the public works contracting group. The specialised exchange in central London, dealing solely with employers and workers in the building and public works contracting industries, was successful in filling 10,729 vacancies, a figure only 576 lower than the high level reached in 1936.

In the hotel and catering trades, there were still greater demands for labour, particularly in London and an additional 7,606 vacancies were filled compared with 1936, in spite of difficulties in obtaining a sufficient number of experienced workers to meet employers demands in full. Reference to the special arrangements made in connection with seasonal employment at holiday resorts is made later in this chapter. In London, the exchange dealing exclusively with employers and workers in the hotel and catering trades filled 36,509 vacancies as compared with 35,918 in 1936. The demands for workers in the hotel and catering trades were heavy in connection with the Coronation celebrations which also caused demands for labour in the erection of stands and in the transport services.

The special facilities afforded to agricultural employers in meeting their demands for labour, particularly at periods of seasonal activity, were continued. Stands were established at 84 agricultural shows and at 37 local markets. Mobile officers were again employed in certain areas for the purpose of personally canvassing employers in order to ascertain their labour

requirements. Analysis shows that the increase of some 14,000 in the number of vacancies filled was chiefly due to the larger numbers of general farm hands and pea-pickers engaged through the exchanges.

Difficulties persisted in meeting the requirements of employers for private domestic servants, particularly for resident posts. Lack of a sufficient number of suitable applicants caused the exchanges to be able to fill no more than just over 50 per cent. of the vacancies notified to them for domestic servants in private houses. Recent analysis shows that the proportion was smaller in the case of vacancies for resident domestic servants but that the exchanges had less difficulty in meeting demands for non-resident workers.

Among the industry groups in the table in which a decline in the number of vacancies filled by the exchanges is shown, there are five in which a substantial decrease occurred as compared with the previous year. The largest decrease, amounting to some 15,000, is shown in the engineering group, which, though maintaining a high level of activity, did not continue recruitment of additional personnel at the unprecedented rate of the previous year. The decrease of nearly 7,000 in the group relating to metal manufacture may be attributed to similar causes. In the group relating to the construction and repair of vehicles the decline in the number of vacancies filled is a reflection of the slackness in the motor industry which occurred in the autumn. In the cotton trade and in shipbuilding and shiprepairing, steadier employment conditions diminished the occasions for the recall of former employees and caused a fall in the number of class B engagements, though in the former industry less stable conditions prevailed in the latter months of the year. In shipbuilding as in engineering, demands for skilled workers persisted throughout the year.

### **Vacancy Clearing Arrangements**

The machinery by which vacancies not filled locally are circulated to neighbouring exchanges or over a wider area was maintained in the form described in previous Reports. The number of vacancies circulated and filled after circulation during the year is shown in the table below, together with the corresponding figures for the previous year.

<i>Year</i>	<i>Vacancies circulated</i>	<i>Vacancies filled after circulation</i>
1936 ... ..	282,791	183,561
1937 ... ..	319,239	195,681

The figures cover vacancies circulated nationally or through one of the administrative divisions or in intensive clearing areas but do not include vacancies to which a very limited circulation only was given as, for example, to one or more offices in adjacent areas.



Circulation to offices in the industrial districts which are included in the intensive clearing areas accounted for 227,631 or 71.3 per cent. of the vacancies shown in the above table as circulated during 1937, while approximately 21,000 vacancies received national circulation during the year as against 27,402 in 1936.

### Advances of Fares to Workpeople

The following table shows the number and amount of the advances made by the Department in 1936 and 1937 towards the expenses of workpeople who travelled to take up employment in other districts; comparative figures are also given of the amounts remitted under sections 102 and 103 (1) of the Unemployment Insurance Act, 1935 and of the amounts recovered.

Year	Amount outstanding at beginning of year £	Advances during year		Amount re- mitted £	Re- covered £	Written off as irrecov- erable £	Amount out- standing at end of year £
		No.	Amount £				
1936 ...	3,250	34,971	26,330	7,977	16,974	747	3,882
1937 ...	3,882	34,880	26,054	7,748	17,055	1,140	3,993

### Other Features of the Year's Work

#### Seasonal Work at Holiday Resorts

In 1937 there was a further increase in the number of vacancies notified to the exchanges for additional staff required during periods of seasonal pressure by employers at holiday resorts. The demand is largely for women and girls in hotels, boarding houses and shops. Owing to the improved industrial conditions, there were greater opportunities of employment in other industrial occupations for women and girls who might otherwise have been available for seasonal work at holiday resorts and it was a difficult problem for the exchanges to meet in full the needs of employers.

Special arrangements were again made by the exchanges to give employers all possible assistance. Meetings were held with employers associations and individual employers were asked to give the earliest possible notification of the staff they required and the dates on which they were needed. In some cases inexperienced workers were engaged early in the season so that they might become more competent at the busy period and, in other cases, men were employed instead of women. The registers of exchanges were carefully examined in advance of the season with a view to making a selection of applicants who might be available; contact was established with those who had had previous experience of the work and officers from exchanges in

holiday resorts visited selected areas to interview likely applicants and to invite them to undertake seasonal employment. Posters and leaflets were widely distributed calling attention to the opportunities of employment available at holiday resorts.

During the season 92,676 vacancies were notified to the exchanges and 66,647 were filled as compared with 88,477 vacancies notified and 66,059 filled in 1936. The number of vacancies filled by men, women and juveniles respectively in the two years was as follows:—

			<i>Men</i>	<i>Women</i>	<i>Juveniles</i>
1936	...	...	20,515	41,631	3,913
1937	...	...	22,610	40,266	3,771

The majority of the vacancies were for domestic servants, waiters, waitresses and shop assistants; vacancies were also filled for clerks, typists, canvassers, cashiers, cleaners and laundry workers.

Arrangements made with local voluntary organisations for the welfare of workpeople coming from other districts proved of valuable assistance, particularly in cases where young women and girls undertook seasonal employment away from home for the first time.

#### **Employment of British Workpeople in Jersey during the Potato and Tomato Seasons**

The arrangements made during the year for the supply of workpeople from Great Britain for lifting the potato crop and for other agricultural work in Jersey during the summer season followed closely those adopted in 1936. The Committee of Agriculture of the States of Jersey asked, however, that labour should be drawn from as wide an area as possible; accordingly applications were invited from practically all counties of England and Wales. All vacancies notified through the Jersey Farmers' Union were filled and the number of workers employed during the potato season was 2,099. Of this number 1,402 were engaged on contracts at piece work rates and 697 at day rates, the latter figure showing an appreciable increase over those of previous years. Officers of the Department visited Jersey in March for the purpose of securing notification of farmers requirements and were stationed in the island during the season to assist in the general administration of the scheme.

Work proceeded during the season with little interference from wet weather but the planting of the potato crop had been delayed by spring frosts and, the crop maturing late, the height of the season was reached about a week later than in 1936. These factors appear to have had an adverse effect on the yield and on the financial value of the crop, which were lower than in the three preceding years. On the completion of the potato season a number of workers remained in Jersey for the tomato crop and for other agricultural work.

The Agricultural Workers' Club at St. Helier, organized and operated on a voluntary basis, was again opened for the use of the men at week-ends.

### **Merchant Seamen**

As foreshadowed on p. 18 of the Report for 1936 closer co-operation was effected during the year between the joint supply organisation in the shipping industry and the exchange service with the object of further facilitating the engagement of seamen. The procedure was framed after consultation with the Board of Trade and representatives of the shipping industry and provided for close co-operation between exchanges at seaport towns and the local joint supply offices and for the maintenance at these exchanges of a register containing particulars, not only of seamen resident locally but of applicants with sea-going experience registered at other exchanges throughout the country. Under these arrangements, which came into operation in May, the exchanges took a greater part than formerly in placing men in touch with sea-going employment and were able to assist the joint supply offices in finding crews with less difficulty than had been experienced in previous years.

### **Government Contracts**

Government contracting departments have co-operated with the Ministry for some years by attaching to important government contracts a notice recommending the contractors to make use of the exchange service for the engagement of labour. During the year arrangements were made, in pursuance of a decision by the Government, for reinforcing this recommendation by making it a contractual obligation that the exchanges should be notified as and when additional labour is required to carry out such contracts. An announcement to this effect was made in Parliament on 3rd June. Contractors are not precluded from seeking to obtain workpeople by other means but they are requested to inform the exchange without delay of any vacancies so filled. The new arrangements were to come into operation on 1st January 1938 for an experimental period of 12 months.

### **Industrial Transference**

The arrangements for assisting unemployed workpeople in the depressed areas to secure employment in other districts operated during 1937 and there was a further increase in the numbers transferred during the first four months of 1937 compared with the corresponding period in 1936. There was a decrease however in the number transferred during the remainder of the year as compared with 1936. During the whole year 24,000 men and women from the depressed areas were placed in employment in other districts by the employment exchanges; this was a decrease compared with 1936 when the

number transferred was over 28,000. In addition nearly 3,000 men in the depressed areas were given free conveyance to enable them to take up employment which they had found otherwise than through the employment exchanges, compared with over 4,000 cases of free conveyance in 1936.

The scheme for bringing forward selected men to areas where suitable openings were expected to arise shortly was continued during 1937 and resulted in the transfer of 2,052 men, of whom 1,797 have found employment.

The total of 24,000 men and women from the depressed areas placed in employment in other areas during 1937 includes over 4,000 men placed after a course at a government training centre and nearly 1,000 placed after a course at an instructional centre.

There was a decrease during 1937 compared with 1936 in the number of families assisted to resettle. During the year 7,673 families were helped to remove compared with 10,025 during 1936. In addition 15 families were removed during the period from the end of June 1936 under the special arrangement referred to on p. 24 of the Report for 1934.

**Forest Holding Scheme.**—A new scheme of forest holdings, recruitment for which is limited to unemployed men resident in the special areas, was inaugurated during the year. Families selected for transfer to these holdings are given, in addition to the reasonable cost of removal, a grant of £5 immediately on removal and a further grant not exceeding £10 for the development of the holding, to be paid by instalments as thought advisable by the Forestry Commission. During the year 15 families were assisted to remove to forest holdings under the scheme.

#### **Placing of Ex-Regular Sailors, Soldiers and Airmen and other Ex-Service Men in Civilian Employment**

Meetings of the Joint Consultative Committee were held during the year and the exchanges continued to co-operate with the branches of the National Association for Employment of Regular Sailors, Soldiers and Airmen and with the British Legion employment organisation in the resettlement and employment of ex-service men.

During the year the Post Office and the Service Departments agreed that the rule that ex-service applicants for permanent employment in the Post Office must have served at least three years in the Forces might be waived in the case of men who served oversea or afloat between 4th August 1914 and 11th November 1918.

Reference is made in another part of this Report (see p. 28) to arrangements made with the Service Departments during the year for affording the opportunity of taking courses of training at the Ministry's training centres to suitable ex-regulars. The

Joint Consultative Committee gave valuable advice in connection with these arrangements and the National Association and the British Legion assisted in making the facilities known.

The number of vacancies notified to employment exchanges during the year and filled by ex-regulars was 41,599 compared with 38,177 in 1936, of which 12,645 were in government departments in 1937 as compared with 9,331 in 1936. Most of the vacancies in government departments were filled, in accordance with established procedure, in co-operation with the National Association.

At the end of the year 23,243 ex-regulars were registered at employment exchanges for employment compared with 24,850 at the end of 1936.

### **Local Employment Committees**

The reconstitution of local employment committees for their sixth term of office was continued during the year.

The appointment of a separate committee for the Stretford area, which was previously covered by the Manchester committee, increased the number of committees to 336. The membership was approximately 10,000.

The Ministry continued to receive valuable assistance from the committees particularly in connection with the development of the placing work of the exchanges. Many committees considered suggestions designed to afford openings for unemployed persons—particularly older men—in their areas.

During the year the Ministry decided to institute an inquiry into working class family expenditure (see p. 79). Members of local employment committees rendered valuable assistance in the arrangements for visiting households and collecting budgets and in stimulating interest in the inquiry.

Sub-committees continued to give valuable assistance, particularly those appointed to deal with questions affecting the welfare and employment of women and girls, especially in the work of interviewing and selecting applicants for admission to the domestic training centres. The number of members of the various sub-committees who were not members of main committees exceeded 2,000. In areas where there is no separate King's Roll Committee, local employment committees carried out the local work connected with the King's Roll scheme (see p. 22).

### **Port Labour**

The Standing Advisory Committee for the Port Transport Industry developed during the year its work upon the problem of registration and decasualisation of dock workers on the lines indicated in last year's Report.

Members of the committee visited a number of ports for consultations with local representatives on matters relating to the administration of the registration schemes and after negotiations between representatives of the committee and the employers and the trade union at Methil a new scheme was established at that port. The local schemes generally have worked smoothly; the difficulties which had arisen at Ardrossan were resolved and the operation of the scheme, which was suspended towards the end of last year, was resumed. The port registration committees continued to submit reports upon their activities together with valuable statistical information, more particularly in regard to the amount of employment obtained by registered men; these records as a whole reflected the improvement in the trade at most ports.

The combined call stand and port workers office which was opened in Grimsby last year showed that the arrangements made in connection with it are beneficial to the dock workers seeking engagement and the Ministry's officers concerned in taking proof of unemployment. The committee recommended the erection of similar premises at Middlesborough and Preston. Developments at the port of Bristol made it necessary to obtain an alternative site for the call stand and port workers office which is to be erected at Avonmouth and this delayed progress with the arrangements mentioned in last year's Report.

The National Joint Council for Dock Labour entered into a new national docks agreement in August providing for important measures in regard to decasualisation. The representatives of the industry in all the ports are now considering future conditions. In view of this development the committee suspended consideration of its draft report upon the investigation of the possibility of arranging for a better distribution of work among registered dock workers.

The report of the Board appointed by the Minister under section 100(3) of the Unemployment Insurance Act, 1935 to inquire into the circumstances giving rise to the difficulties experienced in making schemes for promoting greater regularity of employment in Aberdeen and Glasgow was published in December and at the end of the year was under consideration by the Department. The report deals among other matters with the question of co-operation with the employers, application of registration schemes, the working of the Unemployment Insurance scheme in relation to dock work, need for improved arrangements for the engagement of men at the docks. The Board recommended that the employment of men in each of the ports should be in accordance with a joint scheme outlined in their report and that the joint committee established under it should co-operate with the Ministry of Labour.

1,04  
1,1  
1,5  
compare  
ellar rate

### King's National Roll

At the beginning of October 1937 the number of employers (including local authorities) enrolled on the King's National Roll was 23,888 compared with 23,586 twelve months earlier. The members of the roll were employing 318,470 disabled ex-service men compared with 317,891 the previous year.

The number of disabled ex-service men registered at employment exchanges as unemployed on 4th October 1937 was 28,592 as against 30,968 in October 1936 and represented 7.4 per cent. of the estimated number of men in receipt of disability pensions or allowances compared with 11.2 per cent. of unemployment among all insured men in Great Britain at approximately the same date. Of those registered 15,659 were regarded as capable of following their usual occupations under ordinary industrial conditions, 12,702 were able to undertake light work, while the remaining 231 were suffering from disabilities which made it difficult for them to obtain employment except in an undertaking specially designed for the employment of severely disabled ex-service men or with a sympathetic employer.

The King's Roll National Council held meetings in May and December and expressed their satisfaction at the continued success of the King's Roll Scheme, made possible by the valuable support of so large a body of employers and the sustained efforts of the local committees. The council were particularly appreciative of the issue of letters of appeal on behalf of the scheme and the personal canvassing of local employers undertaken by a number of committees and expressed the hope that other committees would follow their example.

### Scheme of Grants to Undertakings employing Severely Disabled Ex-Service Men

The Ministry continued to assist certain undertakings established in various parts of the country for the purpose of providing suitable employment for ex-service men whose war disabilities are such that they are unable to secure work under normal industrial or commercial conditions.

During the year 14 undertakings were assisted under the scheme and the total amount paid in grant was £8,432. The number Roll Co. recognised for grant purposes in employment or in local work these undertakings at the end of the year was 355 a with 374 at the end of 1936.

### Miscellaneous Duties in connection with the Relief of Unemployment

**Unemployment Grants, Committee Schemes.**—The Ministry continued to administer the grants made on the recommendation

of the committee (which ceased to exist in August 1932) towards the cost of schemes of public utility put in hand for the relief of unemployment. During the year 63 claims for payment of grant were received together with 114 reports from district auditors of the Ministry of Health in respect of schemes carried out in England and Wales. The total payments made to authorities, &c. during the year in respect of grant previously approved amounted to £3,952,463. At the close of the year work was actively proceeding in the case of two schemes only on which 303 men were employed on the site.

**Mining Industry Act, 1926—Section 18.**—The restrictions on the recruitment of workpeople for employment in coal mines, introduced in 1927 in connection with section 18 of the Mining Industry Act, 1926 continued in operation during 1937. The restrictions were designed to secure that opportunities for the employment of adults in the industry were preserved in the first place for workpeople already attached to it. There are no restrictions on the recruitment of persons under 18 years of age, of mining students or of disabled ex-service men.

During the year ended July 1937 of about 17,000 persons over 18 years of age who transferred from insurable work in other industries to work in the coal mines, only 434 were found to be ineligible. Of these, 71 were subsequently discharged; in most of the remaining cases local circumstances rendered enforcement of the restrictions impracticable or undesirable.

### Admission of Foreign Workers

The policy of the Department during 1937 as to the issue of permits for the employment of foreigners in the United Kingdom remained unchanged. The number of applications for foreign workers dealt with during 1937 was 24,431, which was larger than in any previous year; applications for foreigners as domestic servants were mainly responsible for the increase. The numbers of permits granted and applications refused during each of the last five years are as follows:—

<i>Year</i>	<i>Total applications</i>	<i>No. of permits granted</i>	<i>No. of applications refused</i>
1933	9,628	8,584	1,044
1934	11,396	10,286	1,110
1935	12,934	11,344	1,590
1936	18,072	16,390	1,682
1937	24,431	21,319	3,112



The occupational groups into which the applications were classified together with the numbers of permits granted and applications refused in each group are shown below:—

<i>Occupational groups</i>	<i>Total applications</i>	<i>No. of permits granted</i>	<i>No. of applications refused</i>
Private domestic service ...	14,789	12,943	1,846
" <i>Au pair</i> " arrangements in private households ...	758	257	501
Concert, stage, variety, &c. artists and musicians ...	3,504	3,438	66
Industry and commerce :			
(a) student-employees ...	1,062	1,055	7
(b) others ... ..	2,023	1,646	377
Hotels and restaurants :			
(a) student-employees ...	475	467	8
(b) others ... ..	322	111	211
Teachers (foreign languages) excluding posts in private service :			
(a) student-employees ...	192	188	4
(b) others ... ..	413	394	19
Film technicians ... ..	62	53	9
Miscellaneous :			
(a) student-employees ...	29	29	—
(b) others ... ..	802	738	64
Total ... ..	<u>24,431</u>	<u>21,319</u>	<u>3,112</u>

It will be observed from this table that just over 60 per cent. of all permits issued were for employment in private domestic service. Student-employees, who accounted for 8 per cent. of the permits, are young foreigners who normally desire to acquire a knowledge of or gain proficiency in the English language and familiarise themselves with British ways and business methods.

Ministry of Labour permits are issued only in respect of foreigners who are abroad. Permission must be obtained from the Home Office when a foreigner, allowed to land in this country for some other purpose, desires to take employment and the Home Office normally seeks the advice of the Ministry on the employment aspect of the application. The number of cases in which the Ministry advised the Home Office during 1937 was 3,693 and of these 2,432 were favourably recommended. The comparable figures for 1936 were 3,580 and 2,729. The following table shows the number of cases dealt with and

favourable and unfavourable recommendations made in each occupational group.

<i>Occupational groups</i>	<i>Total recommenda- tions</i>	<i>No. of favourable recommenda- tions</i>	<i>No. of unfavourable recommenda- tions</i>
Private domestic service ...	566	401	165
" <i>Au pair</i> " arrangements in private households ...	768	296	472
Concert, stage, variety, &c. artists and musicians ...	122	81	41
Industry and commerce :			
(a) student-employees ...	543	528	15
(b) others ... ..	1,033	678	355
Hotels and restaurants :			
(a) student-employees ...	29	23	6
(b) others ... ..	64	6	58
Teachers (foreign languages) excluding posts in private service :			
(a) student-employees ...	118	107	11
(b) others ... ..	112	70	42
Film technicians ... ..	36	19	17
Miscellaneous :			
(a) student-employees ...	11	11	—
(b) others ... ..	291	212	79
Total ... ..	<u>3,693</u>	<u>2,432</u>	<u>1,261</u>

The table in appendix XXIII shows the number of permits granted and the number of favourable recommendations made to the Home Office in 1937 summarised according to the nationality of the foreigners concerned.

#### **Location of New Factories by Foreigners**

Foreigners wishing to establish themselves in Great Britain for the purpose of engaging in business or manufacture must obtain permission from the Home Office. Where new enterprises are involved it is the practice, by arrangement with the Home Office and other Departments concerned, for the foreigners to be referred to the Ministry of Labour in order that their attention may be directed to the House of Commons Resolutions of 12th March and 18th November 1936 and full consideration given to the possibility of locating the enterprise in one of the special areas or other older industrial areas where employment is most needed. Similar consideration is given in the case of applications made by firms desiring to establish new undertakings with the assistance of foreign workpeople for whose employment Ministry of Labour permits are required. This scheme was put into operation in June 1936 and by the end of 1937 arrangements for settlement in a special area had been successfully made in 30

cases, while in 36 cases it was agreed to locate the enterprise in one of the older industrial areas. In a considerable number of other cases the question of location was still under consideration at the end of the year.

### **Publicity**

The measures employed to make more widely known to employers, workpeople and the general public the various facilities offered by the services of the Ministry were continued and developed in the light of experience during the year.

The programme of posters and leaflets was continued, new designs were introduced and new methods and opportunities of display and distribution explored. During the year the Ministry was represented by publicity stands at 90 fairs and shows and advantage was taken of the publicity value afforded by formal openings of new exchange premises.

The film made in 1935 dealing with the placing work of the exchanges under the title "Workers and Jobs" has now been shown to over half-a-million people. The film made last year dealing with government training centres and instructional centres entitled "On the Way to Work" was shown to audiences estimated at over two hundred thousand and further exhibitions are being sought. The film dealing with juvenile transference "Work Waits for You", also made last year, was shown on portable sound projectors by the Ministry's officers to specially invited audiences. About 1,500 parents and 19,000 juveniles saw this film and fresh showings are constantly being arranged.

Tenders were received for the making of another film to be made by March 1938 dealing with the choice of employment work.

The establishment of a press office referred to in the last report has shown itself to be justified after a further year's working. The facilities now provided for the prompt supply of information are generally appreciated by the Press and the work of the Department has been assisted by the well-informed treatment of its activities in the newspapers which the press office service has facilitated as well as by the rapid internal distribution of articles and news through the medium of the daily press summary prepared by the office.

## CHAPTER III

**PROVISION OF TRAINING, INSTRUCTION AND WELFARE SCHEMES FOR UNEMPLOYED MEN AND WOMEN**

Training was carried on during 1937 on the same lines as in preceding years. There were, however, some interesting developments. In the first place, at the request of the War Office, the experiment was made of offering special facilities to men due to leave the Army to train at government centres. It was felt that the long experience of the Ministry might usefully be put at the service of a class of men many of whom otherwise find difficulty in gaining positions in civilian life. The facilities provided in this way by the Ministry supplemented those already provided at the Army's three vocational training centres.

Secondly, local training centres were provided (*a*) to give preliminary training to men who without it were below the standard of admission to ordinary centres and (*b*) to overcome the reluctance of men in the special areas to go to centres away from their homes.

The programme of expansion of facilities in the training and instructional centres, planned in 1935, was continued and was nearing completion at the end of 1937. There was no change in the areas open to recruitment for the training centres, except that, as a temporary measure, a few men were admitted from other areas to avoid leaving the facilities unused. Recruitment to instructional centres was kept open to the whole country and arrangements were made whereby any suitable man, irrespective of his area of origin, might go forward from an instructional to a government training centre. The Unemployment Assistance Board took over the primary responsibility for recruiting men who were receiving assistance allowances for the instructional centres.

Physical training activities organised by the Department both directly and on behalf of the Commissioners for the Special Areas still further increased.

The Department continued to give grants to the Central Committee on Women's Training and Employment towards the provision of training for unemployed women and girls.

**Government Training Centres**

The programme of expansion previously inaugurated to meet the continued improvement in trade was virtually completed during the year by the opening of two new centres at Southampton (in June) and Leeds (opened by the Minister on 2nd November). The total number of places available at the

centres was thus raised from 6,255 to 7,603, though all the places in the new centres were not fully equipped by the end of the year.

The increased places provided and the fact that these were in excess of the provision required for men from the special and depressed areas, facilitated the admission of men from the Army for vocational training. Originally men leaving the Army were offered training in the first six months after leaving the Army as unemployed men in receipt of benefit. After some experiment it was decided that men leaving the Army should be trained during the last six months of their Colour service as they are at the three existing training centres run by the Army authorities at Chisleton, Hounslow and Aldershot. During training they receive their Army pay and allowances and this arrangement is preferred by the men as making a smoother transition to civilian life. Four centres (Handsworth, Slough, Southampton and Waddon), together with 200 places at Leeds, making a total of approximately 2,600 places, were towards the end of the year reserved entirely for soldiers trained under these conditions while a certain number of others were admitted under similar conditions at other centres. A small military staff at each of these five centres administers the pay, records and discharge of the soldiers. In order that the training might be given as nearly as possible under industrial conditions it was decided that military discipline should be dispensed with so far as possible, that uniform should not be worn and that rank should be ignored. The scheme was put into operation for an experimental period from November 1937 to 1st April 1938. Up to the end of 1937, 850 serving soldiers had entered training. In addition 47 soldiers were specially admitted for training as unemployed men immediately after leaving the Colours.

The subjects in which instruction was being given at the end of the year are shown in appendix XII. Two of these are interesting innovations. During the year an experimental class for the training of men as draughtsmen was started at Letchworth and was so successful that it was decided to establish new classes at other centres. This course, unlike the normal six-monthly courses, lasts for nine months, the first three of which are spent in the machine shop and the remaining six in the drawing office. Training men for employment with the General Post Office was started during the year at a number of centres, where a course of intensive instruction lasting six or eight weeks was given to suitable men in various occupations connected with telephone installation.

The preparatory centre at Pentrebach, Merthyr Tydfil, opened in February 1936, proved very successful and during 1937 passed on 865 men for training at government centres. It was decided that its work should be taken over in 1938 by the

new local training centre at Treforest which was in course of construction at the end of the year and that the equipment of the preparatory centre should be transferred to Liverpool where it should carry on the same process of testing the suitability of local men for more elaborate training.

The high percentage of placings from government training centres was maintained during 1937 and out of 10,761 men who completed training 10,424 found work on leaving the centres. Further statistics will be found in appendix XIII.

### **Instructional Centres**

The accommodation provided in the instructional centres was increased during the year by a net addition of three centres, six new residential centres having been opened, two closed permanently and one temporarily. The new centres opened during the year are at Knapdale, Argyllshire; Glentress, near Peebles; Culford, Suffolk; Gwydyr in North Wales; Coed-y-Brenin, Merionethshire and Dovey, Montgomeryshire. The centres at Shobdon and Fermyn Woods were closed on completion of the available work and that at Glenbranter was closed for partial reconstruction. At the end of the year there were thus 24 centres open, providing accommodation for about 4,500 men. There were also eight summer camps opened for varying periods between May and October, providing additional summer accommodation for 1,300 men.

In the early part of the year the number of men volunteering for a course at the instructional centres was insufficient to keep the centres fully occupied but with the improvement of the weather and the opening of the summer camp season there was a marked increase in the numbers of recruits and the centres and camps were well filled throughout the summer. Towards the end of the year there was again a seasonal decline and the year ended with many vacant places in the centres. During the year a change was made in the method of recruitment by transferring from the employment exchanges to the local staffs of the Unemployment Assistance Board the duty of bringing the facilities to the notice of men in receipt of unemployment assistance allowances and inviting them, in suitable cases, to apply for training.

Certain changes were made in the curriculum of the centres. Physical training equipment was provided and classes were started at all residential instructional centres. An innovation was the training for hotel work of selected men at residential centres, in part in order to meet the exceptional demand at the time of the Coronation but also as a means of meeting the regular summer expansion in such employment. Arrangements were also made for improving the elementary workshop training

to meet the needs of the larger proportion of men found to be more fitted for indoor work of a light character than for pick and shovel work. Attention was also given to the improvement of the recreational and educational facilities.

Of the 14,960 men who stayed for their full course of training or until placed in employment or transferred, 3,474 went either direct into employment or were transferred to other districts for prospective employment or went into other training schemes leading to employment on completion of specialised training. In addition a record kept during the last six months of the year showed that during that period 711 of the men who had returned home unplaced got employment shortly afterwards.

A list of centres and camps, together with the results for the year, will be found in appendix XIV.

### **Local Training Centres**

Two non-residential centres of a new experimental type providing together 350 places were opened in 1937, one at Spenny-moor, Durham and the other at Oakdale, Monmouthshire. They give a course lasting not more than 12 weeks, designed to meet the special needs of two classes of unemployed men—first, those who are not either immediately willing to leave home or qualified for admission to a government training centre but who may become willing or able after a preparatory course of training in their home districts and second, those who are unable to leave home (owing to domestic circumstances) but who may be rendered more able to obtain and hold local employment by a course of training. At these centres men are treated for remediable physical defects which prevent their going to a centre away from home or interfere with their prospects of employment. During the period 15th July to 31st December 1937, 539 men were admitted to the centres of whom 134 finished the course, 36 being placed in employment, 52 were transferred to government training centres or instructional centres, 197 did not complete the course and 156 were at the centres at the end of the year. Three more centres of this type were in preparation at the end of the year.

### **Special Training Schemes**

Grants continued to be made to certain voluntary organisations (see p. 30 of the Report for 1936) which provide training, mainly for domestic employment or as barmen, for unemployed men from areas of heavy unemployment. No new schemes were started during the year but arrangements were made with the Hampstead Voluntary Employment Committee for a small training scheme for domestic employment to operate early in 1938.

The total number of men dealt with by these schemes during the year was 1,088 of whom 245 did not complete the course. There were still 193 in training at the end of the year. With few exceptions the remainder were placed into employment at the end of the training period.

### Physical Training

Physical training classes for the unemployed were continued during the year and proved very popular. They were mainly arranged in the special areas at the request and at the expense of the Commissioners for those areas. At the end of the year there were 32 classes in England, 16 in Wales and 52 in Scotland, a total of 100 of which 14 were for women. There were also four demonstration classes provided by the Department in areas of heavy unemployment outside the special areas. In both types of class close co-operation was maintained with the National Council of Social Service, which also assisted the provision of physical training for the unemployed at social centres.

In addition to the normal indoor exercises every encouragement was given and facilities provided to enable men to take part in organised recreation. The variety thus imparted to the training proved not only beneficial to the men themselves but effectively maintained enthusiasm for the classes.

The sound and practical results of the scheme are shown by the fact that 13,337 or 64 per cent. of 20,911 who left during the year proceeded either to employment or to a training centre with good prospects of employment at the end of their training period.

	Number on strength of classes		Total enrolments during year	Total number of attendances during year	Total number of sessions held during year
	at beginning of year	at end of year			
Commissioner's classes					
England and Wales	3,866	5,086	12,829	432,290	26,090
Scotland	1,979	2,156	5,801	202,471	14,898
Demonstration classes	809	681	1,860	70,076	4,184
Totals	6,654	7,923	20,490	704,837	45,172

### Training of Unemployed Women: Central Committee on Women's Training and Employment

The work of the central committee, which administers a grant from the Ministry for the training of unemployed women and girls, showed some interesting development, especially in the later months of the year. There was some extension of the facilities for training young girls of under 15 but the number of older girls coming forward for training was less than in the previous year.



**Home Training Centres.**—At the end of the year there were six residential and 31 non-residential centres in operation. The residential centres at Appleton Hall, Warrington and at Market Harborough were closed in the summer, as the number of applicants for training had for some time been small. A new residential centre was established in Aberystwyth and this and the centre at Harrogate were fairly well filled throughout the year. Both residential and day centres were, however, usually below strength though the position improved in the later months of the year.

The Market Harborough centre was reopened towards the end of the year to provide a six months course, including advanced cookery and simple dietetics, electrical cookery and home nursing for girls with a secondary school education. Headmistresses of secondary schools showed a good deal of interest in the scheme and the response was satisfactory.

In response to representations from the Unemployment Assistance Board, the committee opened on 7th December a new centre in London for older women who find difficulty in regaining positions in industry. The curriculum includes cookery, needlework and handicrafts and an effort is made to find out the kind of work for which each woman is most suited. The usual three months course can be extended to six and trainees who show aptitude for any subject can be transferred to the Grosvenor Road centre or to other institutions for further training. A somewhat similar experiment was carried out in co-operation with the Grey Court Fellowship at Grey Court, Hest Bank, Lancashire. These courses are non-vocational and are designed rather to improve the health and morale of the women than to qualify them for any specific occupation.

The Grosvenor Road Cookery Centre, on the other hand, prepares students for domestic posts as cooks, housekeepers and companion helps and the majority were successful in obtaining suitable employment, though there was some difficulty in finding posts for those unable to take residential work. There was some falling off in numbers during the summer months but by the end of the year the centre was full to capacity and there was a considerable waiting list. The centres for older women at Hull and Sunderland were also carried on through the year.

During the year 904 adults and 2,503 juveniles completed training in domestic centres, of whom 673 and 2,013 respectively entered domestic employment during or at the end of training. Courses were not completed by 139 adults and 315 juveniles. Other work was found by 103 and 23 were not placed at the end of their course for various reasons. There were 191 adults and 732 juveniles in training at the close of the year and 63 adults and 78 juveniles were in process of being placed in employment.

**Courses for Hotel Workers.**—Only four courses for seasonal workers in hotels and boarding houses were held in 1937, as in spite of the very large demand for such workers in the summer, the number of women willing to undergo training did not appear to warrant the expenditure involved. Courses were, however, held at Hull, Cardiff, Edinburgh and Scarborough, the last-named being residential. A group of hotel workers was also accommodated in the Glasgow centre.

**Individual Vocational Training.**—Individual grants were made to 156 women and girls who wished to train at institutions other than those run by the committee. Scholarships for training at Pitman's College were received by 20 girls and the college authorities accepted a further number of students from the depressed areas on special terms. In districts where prospects of employment seemed reasonably good, training was given at local commercial colleges for courses in shorthand and type-writing and clerical machine operating. There were 17 grants for training in nursery nursing and 14 grants for uniform only to hospital and nursery nurses who had offers of free training.

**Domestic Service Outfits.**—New outfits totalling 1,186 were issued during the year to enable girls and women to take posts in resident domestic service.

#### **St. Mary's Training Centre, Portobello Road, London**

In 1937 the St. Mary's Training Centre, aided by a grant from the Ministry, trained 128 unemployed women and girls, of whom 127 entered domestic work. There were 15 in training at the close of the year.

#### **Welfare Work for the Unemployed**

The policy of making a grant to the National Council of Social Service towards the cost of occupational courses for unemployed persons under section 79 (1) of the Unemployment Insurance Act, 1935 was continued in 1937. This policy dates from November 1932, when the council, at the Government's request, undertook to act as a central national body to guide and encourage local voluntary efforts by and on behalf of unemployed men and women to provide occupation for themselves and each other.

For the financial year 1937-8 the sum of £110,000 was provided in the vote for the Ministry of Labour for grants in aid of the council. The council also administered on behalf of the Commissioner for the Special Areas in England and Wales grants for schemes of social welfare within the special areas. These grants were restricted to services other than those for which the Ministry's grant was available.

The grant from the Ministry was allocated as follows:—

	£
The council's own administration expenses ... ..	10,000
Leadership centres and other services ... ..	10,000
National and regional organisations ... ..	36,900
National council of social service specialist advisers ... ..	3,600
Local schemes of occupation ... ..	23,000
Physical training ... ..	15,000
Schools and conferences ... ..	1,500
Reserve for special contingencies ... ..	10,000
	£110,000

As in 1936, the chief single item of expenditure was on the work of the regional organisations, the majority of which were formed during 1933-4 to guide the clubs in their respective areas and to provide the necessary instructional and advisory services in connection with club activities. The extent to which the services of regional organisations are now being utilised by the clubs is indicated by the fact that during the last quarter of 1937 some 12,000 classes met under qualified instructors in clubs for craftwork, educational work, music and drama, the attendances over the period amounting in the aggregate to 185,000. In addition to the work of these organisations, the council itself employed its own specialist advisers who maintain close contacts with the work of the regional organisations and with the clubs themselves.

The supplementation where necessary of the efforts of local committees to provide more adequate club premises for their members received the earnest attention of the council and £23,000 was allocated during 1937-8 for grants-in-aid for this purpose. There was continuous and noticeable improvement in club premises and, more particularly, in the quality of the work done by the unemployed members themselves in erecting new wooden buildings.

The council continued the practice of not giving financial assistance for maintenance costs of local schemes, even in the worst-hit areas, feeling that these should be met from voluntary funds. To this end, it encouraged the formation of adopting bodies in the more prosperous parts of the country in order to supplement the limited financial resources of the depressed areas. There was a growth of the practice of the staffs of government offices, banking houses and others in regular employment of raising funds among their own members for social service work among unemployed persons.

Many of the regional organisations continued the physical training activities referred to in the Report for 1936. During December 1937, some 400 physical training classes were being held weekly in 250 clubs, with an average weekly attendance of 4,500.

The principal item of expenditure under the allocation for leadership centres and other services was in respect of the work of the four residential centres—King's Standing, near Burton-on-Trent; Wincham Hall, Cheshire; Hardwick Hall, Durham and The Beeches, near Birmingham. The residential centres performed a most useful function in providing short courses of training for specially selected members of the occupational clubs. From time to time special courses in education and cultural subjects were arranged; these were well attended and resulted in the spread of new interests throughout the movement. Many conferences and schools were arranged during the year and led to a widening knowledge of the possibilities of the movement and to the maintenance of public interest and support.

The fall in the general level of unemployment during 1937 was not reflected in the number of occupational clubs catering for unemployed people. Some clubs closed but others opened and there was a very striking growth in the women's section of the movement, catering largely for the wives of unemployed men. In all there were approximately 1,550 clubs in direct association with the council, with a total membership at any one time of about 150,000 people. The majority of them have now secured a permanent place in the life of the local community, their range of activity and interest has continued to develop steadily and more and more club members are being awakened to new conceptions of the use of leisure. In the beginning, the club membership was generally confined to unemployed people but there was, during the past year, a tendency noticeable everywhere to include employed people in the activities organised during the evenings. No attempt was made to impose uniformity from above and the clubs, under the guidance of their local committees, were able to adapt themselves freely to local conditions and circumstances. This resulted in the development of local initiative and enterprise which is one of the principal aims of the general work of the council.

It is understood the council will issue a further report on its work early in 1938 dealing, *inter alia*, with the courses of occupation assisted from Ministry of Labour funds and with the schemes of social improvement undertaken on behalf of the Commissioner for the Special Areas.

## CHAPTER IV

### BOYS AND GIRLS

#### Juvenile Employment in 1937

##### General Survey

The post-war changes in the birth-rate caused a further rise of 91,000 in the estimated total number of boys and girls aged 14 to 17 years available for employment but there was again, as in 1936, a big reduction in the 14 to 15 age group, namely 56,000. The continued fall in the birth-rate after 1921 will result as from 1938 in a steady decline in the total number of juveniles under 18 years and the fall in the numbers available for employment will be accentuated in 1939 by the effect of the Education Act, 1936 which raises the school-leaving age to 15 years.

##### Shortages of Juvenile Labour

During the year there was an improvement in juvenile employment in practically all areas and an increase in the number of areas affected by a shortage of juvenile labour. The shortage was most acute in the younger age group 14-15 and in most areas the great majority of school leavers were able to enter suitable employment immediately. Among employers, competition for juvenile labour led to direct approach being made to the schools and children sometimes accepted employment without waiting for the wider choice which could have been put before them by the juvenile employment offices. In some areas, the effect of high wages for employment offering little prospect of advancement or permanence was to give school leavers a false idea of their economic value, and to encourage frequent changes in employment, with a disinclination to accept employment offering permanent prospects at a lower starting wage.

Many parents and children, however, recognised the importance of training and ultimate prospects and the plentiful supply of vacancies for juveniles enabled local committees for juvenile employment to advise children on their choice of employment in the knowledge that a real choice was available. In many districts the shortages were due not only to lack of supply but also to the reluctance of parents to allow their children to take certain types of employment and the disinclination of boys and girls themselves.

Various attempts were made by employers to overcome the shortage, including the employment of older juveniles, the substitution of girls and young adults for boys—and in some cases, of boys for girls—and the creation of new opportunities for boys to be absorbed into the adult branches of trades. Difficulties in obtaining boys for errand work were reported from almost all

parts of the country and employers offered unusually high wages without securing the youths they required. The increased demand for girls in factory employment aggravated the existing shortage of girls for domestic service and those girls who were willing to enter domestic service came mainly from areas, including country districts, where there were few opportunities of local employment. Two local education authorities (Cardiff and Liverpool) drew up during the year a statement of standard conditions for domestic service, in the hope of improving conditions and increasing the attractiveness of the occupation. There was also a persistent shortage of juveniles willing to enter the coalmining and cotton industries and, in certain districts, iron founding and agriculture. In the cotton industry, special consideration was being given to the problem of the recruitment of learners.

Some of the trades, in which apprenticeship is still a common method of recruitment, showed an increase in numbers, particularly engineering and shipbuilding. There was, however, no sign of any general revival of the system of apprenticeship and a usual form of training continued to be learnership with no very precise obligations laid down for either employer or worker. In some industries the apprentices shared in the general upward movement of wage rates which occurred during the year.

#### Distribution of Juvenile Labour

The estimated numbers of boys and girls under 18 years of age insured under the Unemployment Insurance Acts at July 1936 and July 1937 were as follows:—

	<i>July 1936</i>	<i>July 1937</i>
General and special schemes ...	1,945,000	2,135,000
Agricultural scheme ... ..	72,800	78,500

The numbers of insured workpeople under 18 years of age employed in the larger industries, as estimated from the number of unemployment books issued and exchanged during the years 1937, 1936 and 1935, are given in appendix XV in which are also given, for purposes of comparison, the corresponding numbers of insured workpeople over 18 years of age.

Additional columns in these tables show for the first time the percentage of juveniles employed in relation to the total number employed aged 14-64 years of age. It will be seen that in 1937 the total number of insured persons increased and also the number of insured juveniles but that the increase was considerably greater in the latter group. The increase of insured juveniles reflected the high birth rate in 1920 and 1921. The table shows, in order, the industries employing the largest number of juveniles. The only important changes in the relative positions as compared with 1936 were that, in the case of males, coalmining fell to fourth place in the table and general

engineering rose to second place. As regards females, hosiery and woollen and worsted rose in the table.

The table shows that the distributive trades continued to give most employment for juvenile labour and accounted for nearly a quarter of all boys and girls. The percentage of boys in this industry was 20·1 per cent., the highest proportion in any industry. The next highest figures are for furniture making, 17·7 per cent. and miscellaneous metal trades, 16·8 per cent. This compares with an all-over percentage of 11·5 and percentages of 8·7 and 7·8 in coalmining and building respectively. The low figures in the latter trades probably reflect the high proportion of heavy and skilled work in these industries. In the case of girls, the proportion of juveniles to adults is much higher on account of the withdrawal of women from industry after marriage and comparison between different industries is affected by the varying practices in the employment of married women.

### Juvenile Unemployment

The continued improvement in the juvenile employment position resulted in a lower average monthly live register of unemployed juveniles particularly in the age group 14 and 15 as shown in the following table:—

*Average monthly live register of unemployed juveniles*

	Boys		Girls		Total	
	Age	Age	Age	Age	Boys	Girls
	14 and 15	16 and 17	14 and 15	16 and 17		
1936 ...	26,891	27,676	29,652	21,696	54,567	51,348
1937 ...	16,481	23,624	21,452	21,992	40,105	43,444

The distribution of the unemployed juveniles over the administrative divisions of the Ministry is shown in the following figures relating to November in the years 1936 and 1937. The figures for boys and girls aged 14-15 who, while registered as unemployed were still receiving whole-time education, are given separately; the corresponding figures for boys and girls aged 16-17 are not available but would be comparatively small.

Boys

Division*	Numbers registered as unemployed†				Numbers (included in previous columns—ages 14 and 15 only) still attending school	
	Ages 16 and 17		Ages 14 and 15		Nov. 1936	Nov. 1937
	Nov. 1936	Nov. 1937	Nov. 1936	Nov. 1937		
London ...	1,333	2,034	855	913	167	112
South eastern ...	1,315	1,619	682	530	114	82
South western ...	1,389	1,297	879	657	392	275
Midlands ...	1,035	1,345	684	491	127	78
North eastern ...	2,136	1,768	1,371	842	215	124
North western ...	5,111	4,786	3,456	2,556	680	491
Northern ...	3,573	2,899	3,438	2,120	782	752
Scotland ...	6,170	5,384	4,370	2,630	523	283
Wales ...	3,331	3,069	3,891	2,336	2,076	1,240
Great Britain ...	25,393	24,201	19,626	13,075	5,076	3,437

## GIRLS

Division*	Numbers registered as unemployed†				Numbers (included in previous columns—ages 14 and 15 only) still attending school	
	Ages 16 and 17		Ages 14 and 15		Nov. 1936	Nov. 1937
	Nov. 1936	Nov. 1937	Nov. 1936	Nov. 1937		
London ...	1,021	1,286	892	951	79	91
South eastern ...	1,640	2,016	1,205	1,068	134	99
South western ...	1,579	1,751	1,376	1,038	340	246
Midlands ...	1,122	1,821	779	662	117	87
North eastern ...	1,965	3,022	2,219	1,671	198	122
North western ...	3,473	4,176	3,447	2,267	608	327
Northern ...	3,184	3,091	4,454	3,483	736	755
Scotland ...	4,775	5,429	4,378	3,237	362	242
Wales ...	2,655	2,920	4,867	3,682	2,456	1,708
Great Britain ...	21,414	25,512	23,617	18,059	5,030	3,677

\* The divisions shown are as constituted after the adjustments of certain divisional areas on 1st August 1937 (see the article on p. 338 of the *Ministry of Labour Gazette* for September 1937).

† The method of counting the unemployed was altered in September 1937 (see p. 3). The figures shown for November 1937 are therefore not strictly comparable with those for November 1936.

It will be noted that, as in the previous two years, about three-quarters of the total volume of juvenile unemployment was contained in five of the nine divisions. In considering unemployment figures regard must also be had to the periods during which juvenile claimants remained unemployed and these were of shorter duration in the more prosperous divisions as is evident from the following table:—

APPLICANTS FOR BENEFIT OR UNEMPLOYMENT ASSISTANCE ALLOWANCES ON 15TH NOVEMBER 1937, AGED 16 AND 17 YEARS

Division	Boys aged 16-17 who had been on the Register				Total	Girls aged 16-17 who had been on the Register				Total
	9 months or more	6 months but less than 9 months	3 months but less than 6 months	Less than 3 months		9 months or more	6 months but less than 9 months	3 months but less than 6 months	Less than 3 months	
London ...	1	7	27	1,399	1,434	—	3	5	783	791
South eastern ...	1	10	54	1,340	1,405	3	1	46	1,334	1,384
South western ...	1	3	25	1,027	1,056	—	2	35	1,089	1,126
Midlands ...	2	2	38	1,075	1,117	4	9	38	1,431	1,482
North eastern ...	6	6	52	1,354	1,418	8	21	76	2,259	2,364
North western ...	138	101	445	3,346	4,030	11	78	191	3,116	3,396
Northern ...	55	89	369	1,971	2,484	25	53	249	1,812	2,139
Scotland ...	183	237	599	3,727	4,746	125	238	470	3,662	4,495
Wales ...	34	109	293	1,932	2,368	16	82	194	1,327	1,619
Great Britain ...	421	564	1,902	17,171	20,058	192	487	1,304	16,813	18,796

The position of London remained exceptional and, as in the last three years, the percentage of unemployed juveniles in the London County Council area who remained unemployed for less than a month was over 90, the figure for 1937 being 94 per cent. Ten years ago the corresponding figure was 84 per cent.



## Arrangements for Giving Advice and for Placing in Employment

### Local Administration

Juvenile choice of employment work is administered locally by means of a dual system under the central control of the Ministry of Labour. At the end of the year there were 107 education authorities in England and Wales exercising powers under approved schemes. This included 50 county boroughs, 46 boroughs and urban districts and eleven county councils. In addition to the advisory committees appointed by these authorities, there were 197 juvenile advisory committees in areas for which the Ministry is responsible. The Ministry continued to be responsible for choice of employment work throughout Scotland, apart from the special scheme in Edinburgh which has been administered jointly by the education authority and the Ministry since 1911.

### Regional and Secondary School Committees

The special regional committees and councils set up to deal with boys and girls from secondary schools in certain wide areas continued to operate successfully during the year. In co-operation with the education authorities and heads of schools, the Minister appointed a new Secondary Schools Council in October to cover Bristol and Wiltshire, Gloucestershire and Somerset.

During the earlier part of the year the strong demand for secondary school boys and girls experienced in the previous two years continued and there was great difficulty in meeting it. Later the demand from employers declined to some extent, possibly due to anticipation of needs owing to the known shortage. Nevertheless the employment position continued satisfactory and the Headmistresses' Employment Committee in London placed a record number of candidates. Visits were paid during the year by the staff of both London committees to Wales with a view to assisting suitable boys and girls to take employment in London.

**Placing of Secondary School Pupils.**—The numbers of secondary school pupils placed during 1936 and 1937 by the special regional committees and councils referred to above were as follows:—

<i>Committee</i>	<i>Boys</i>		<i>Girls</i>		<i>Total</i>	
	<i>1936</i>	<i>1937</i>	<i>1936</i>	<i>1937</i>	<i>1936</i>	<i>1937</i>
London Headmasters' Committee ... ..	1,655	1,400	—	—	1,655	1,400
London Headmistresses' Committee ... ..	—	—	1,939	2,066	1,939	2,066
Glasgow Careers Council and school career committees	589	565	328	322	917	887
North and South Wales committees ... ..	317	447	216	264	533	711
Other similar committees ...	42	50	19	21	61	71
<b>Totals ...</b>	<b>2,603</b>	<b>2,462</b>	<b>2,502</b>	<b>2,673</b>	<b>5,105</b>	<b>5,135</b>

As from April 1937 statistics are available showing the number of secondary school pupils placed in their first situation after leaving school by all local offices of the Ministry and also all juvenile employment bureaux of local education authorities. The following table shows the number of these placings in each of the administrative divisions during the nine months (40 weeks) ended 20th December 1937. These figures include first placings by the special regional committees referred to above.

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
London ... ..	1,405	1,385	2,790
South eastern ... ..	360	316	676
South western ... ..	378	360	738
Midlands ... ..	473	501	974
North eastern ... ..	682	634	1,316
North western ... ..	683	794	1,477
Northern ... ..	220	137	357
Scotland ... ..	548	344	892
Wales ... ..	434	341	775
<b>Total ... ..</b>	<b>5,183</b>	<b>4,812</b>	<b>9,995</b>

### Series of Pamphlets

New editions of 13 pamphlets on careers including the general guide to careers for girls were issued during the year. At the end of the year nearly all the pamphlets in the series had been revised. They contain authoritative information arranged in systematic form and increasing sales indicate the growing interest in the series.

Two further leaflets (No. 3 for boys on engineering and No. 4 for girls on laundry trades) were issued for the information of boys and girls considering entry into these occupations and were also put on sale through the Stationery Office, price 1d. each.

### Placing in Employment

The numbers of vacancies for boys and girls notified to and filled by local offices in the last seven years are given below and for the purposes of comparison figures for 1922 are also included.

<i>Year</i>	<i>Vacancies notified</i>	<i>Vacancies filled</i>		<i>Total</i>
		<i>Boys</i>	<i>Girls</i>	
1922 ... ..	131,470	49,936	63,734	113,670
1931 ... ..	354,435	155,486	151,335	306,821
1932 ... ..	368,694	157,587	163,472	321,059
1933 ... ..	454,759	193,193	184,120	377,313
1934 ... ..	550,394	227,722	217,702	445,424
1935 ... ..	633,929	261,636	240,122	501,758
1936 ... ..	692,686	278,003	250,159	528,162
1937 ... ..	694,177	273,143	248,580	521,723

**The London Regional Advisory Council.**—The council continued its work on the lines referred to in the Reports for 1935 and 1936. A detailed account is contained in the council's Report for 1937, published by the Stationery Office (price 2d. net).

### Juvenile Transference Scheme

#### Numbers Transferred

By June 1937 there were indications that, with improved trade in many of the areas which for a number of years had been scheduled as having a surplus of juvenile labour, the peak for the juvenile transference scheme had been reached. This was shown in two ways—in a reduction in the rate of transference and in an increase in the number of those already transferred who returned to take up employment in their home area.

During the year 14,125 juveniles were transferred as compared with 15,407 in 1936 a fall of eight per cent. (see appendix XVI), although the number of juveniles registered as unemployed in the divisions from which volunteers for transfer are drawn fell during that period by 29 per cent. The decrease in transference was restricted to boys. From May onwards the numbers of boys transferred monthly were progressively fewer than during the corresponding months in 1936, whereas in the case of girls, although there were indications towards the last quarter of the year that the peak had been passed, the total number transferred throughout the year was higher than in 1936. The midlands and the south of England continued to absorb the bulk of the transferred boys but in the case of girls the north eastern division absorbed the largest number mainly owing to the demands of the wool textile industry.

Local education authorities in a number of both supply and demand areas continued throughout the year to co-operate in the scheme (appendix XVI) and of the total number of juveniles transferred during the year 22 per cent. came from and 25 per cent. were absorbed into such areas. Some of the authorities in prosperous areas which co-operated most actively in the scheme were Birmingham, Leicester, Smethwick and Warwickshire. In the hard-hit areas, the authorities for Cardiff, Durham County and Liverpool contributed the largest quotas.

An analysis of the occupations in which juveniles were placed (appendix XVII) shows that the engineering trades absorbed the largest number of boys, followed by the hotel and catering trades. In the case of girls, the most popular occupations were in the hotel and catering trades, domestic work in hospitals and institutions and the textile trades. Private domestic service absorbed only 26 per cent.

Despite the fall in the number of juveniles transferred throughout the year as compared with 1936, the number of secondary school juveniles transferred showed an increase of 28 per cent. on the previous year's figures. This increase was particularly noticeable in the case of girls. Difficulty was still experienced, however, in transferring those secondary school juveniles who had remained at school after 16 + owing to the scarcity of suitable employment enabling them to be self-supporting on reaching the age of 18 +.

### **Vocational Training Schemes**

Increasing difficulty was experienced throughout the year by the associations co-operating with the Department in training boys for employment on the land and in consequence two centres closed down early in the year. The Y.M.C.A. "British boys for British farms" scheme succeeded in obtaining only 381 recruits during the year of whom 90 per cent. were, by agreement, drawn from depressed areas. On the other hand, the attraction of the merchant service reasserted itself and 350 boys, as compared with 98 in 1936, took up sea training at the Gravesend Sea School where employment is guaranteed after 10 to 12 weeks training. The Y.M.C.A. and the Boy Scouts Association continued to co-operate in the training of boys in different forms of domestic employment but difficulty was found in maintaining the two centres in London and Monmouthshire at full strength. Moreover, owing to the greater attractions of work in hotels, clubs and institutions as compared with private domestic employment, the boys trained at the Monmouthshire centre were placed largely in vacancies of the former kind. Appendix XVIII shows the number of boys placed in employment during the year after completing a course of training.

### **Junior Transfer Centres and Camps**

As indicated in last year's Report, junior transfer centres were set up under the scheme to provide a short residential course of instruction for boys certified by the regional medical officers of the Ministry of Health as being in need of such a course before transfer to employment away from home. The centre in Durham opened by the Durham Education Authority in 1935 and the Glamorgan centre run by the Y.M.C.A. opened in April 1936 continued to function throughout the year. A new centre near Huddersfield, also run by the Y.M.C.A., was opened in March 1937 for the benefit of boys from all scheduled areas except Durham, Wales and the south-west. As indicated in appendix XVIII, 444 boys passed through these centres during the year, of whom 313 were subsequently placed in employment. Arrangements were made for the Williamson Hostel near Liverpool, one of the land training centres which

had closed for lack of recruits, to be converted by the education authority for use as a junior transfer centre for the benefit of Liverpool boys.

In addition to the facilities provided by these centres, camps were again run by the Y.M.C.A. during the summer months at Skegness and Sandwich for boys who had volunteered for transfer. The majority of the boys remained for three weeks as compared with a course varying from six to twelve weeks in the junior transfer centres and during the season 648 boys passed through the camps. Of these only a very small number subsequently failed to proceed to employment away from home.

### **Hostel Accommodation**

The policy of running hostels for juveniles in areas where there is a shortage of suitable lodging accommodation was continued. In Birmingham, the clearing house for boys conducted by the local education authority continued in active use. A hostel for girls, run on behalf of the Ministry by the Y.W.C.A., was opened in Redditch in January and another by the local education authority in Leicester in December.

In the London area, the hostels for boys already established in Kennington, Hoxton, Kensington and Tooting were continued. Transference has a cumulative effect and the difficulty of obtaining suitable lodgings was unabated. Three new hostels were opened in 1937, one for boys in Hornsey Lane conducted on behalf of the Ministry by the Y.M.C.A., one in the Kensington area for catholic boys conducted by the Fisher Committee for Relief in Special and Distressed Areas and one in the West End for girls conducted by the Y.W.C.A. In addition a number of beds were put at the Ministry's disposal at King George's House and by the Committee of the Ampleforth Hostel in Kensington. In all approximately 315 beds were available for boys and 40 beds for girls at the close of the year. The hostel for transferred girls proved an undoubted stimulus to the willingness of parents of secondary school girls to allow their daughters to take work in London. In view of the falling off in the number of boys available for transfer and the additional accommodation for boys in London placed at the Ministry's disposal by voluntary bodies, it was decided in November to convert the Tooting premises from a boys to a girls hostel.

### **Maintenance Grants**

No change took place during 1937 in either the limits of the amount or the period of maintenance grant in the case of juveniles placed in employment where the normal rate of wage is insufficient to meet the necessary living and personal expenses. The proportion of those in receipt of grant was 38 per cent. as compared with 48.7 per cent. during 1936.

### **Selection of Vacancies and After-Care**

It has always been a basic principle of the scheme that vacancies offered to transferred juveniles must be of a permanent and progressive character and the continued increase in the demand for juvenile workers in many districts, together with a lessening supply, made it possible to select with even greater discrimination the vacancies to be recommended for circulation in the scheduled areas. Furthermore as a result of a special review of the after-care facilities in connection with the transference scheme, arrangements were made during 1937 to increase the responsibilities in this direction of officers of the Department in areas where no special after-care committees had been set up or where, in view of the increasing number of transferred juveniles in the area, the number of voluntary workers was insufficient to carry out the full programme.

In the course of the year some small grants were made to voluntary organisations to assist them in meeting capital expenditure in the provision of adequate club accommodation for transferred juveniles.

### **General**

As in previous years a number of juveniles failed to settle in the new area on account of home sickness, for reasons of health or other causes. In the last six months of the year an increasing number returned home following upon the improvement in employment conditions in the areas from which the transferred juveniles were drawn. In the case of boys, the majority of those returning home obtained employment either immediately or shortly after their return. In a number of cases the recall of the juveniles was made by parents at the request of employers who, with expanding trade, preferred to employ youths whose experience away from home had improved their self-reliance, initiative and general employability. Sometimes the re-employment of adult members of the family and the resultant improvement in home circumstances led parents to recall younger members to await an opportunity of obtaining a local job. In the case of girls, the improvement in family circumstances, notably in coal mining areas, often resulted in their being required to help once more in home duties. Not all those who returned, however, remained at home and as in previous years, a number subsequently retransferred under the scheme. Despite, however, the higher proportion returning home, the majority of those transferred during the year remained in the new area.

### **Courses of Instruction for Unemployed Juveniles**

Owing to the continued improvement in industry and the consequent increase in the opportunities for employment for boys and girls, there was a reduction during the year in the

number of courses of instruction for unemployed juveniles conducted by education authorities and grant-aided by the Ministry. In the week ended 6th January 1937, there were 187 centres and 22 classes open; in the week ended 22nd December 1937, this number had been reduced to 156 centres and 31 classes. The overall average attendances for the year were 11,698 boys and 8,315 girls, of whom 6,705 boys and 3,608 girls were claiming benefit. The highest average daily attendance was 27,449 in the week ended 17th February 1937.

Although there was a net reduction in the number of centres, attention continued to be given to those areas in which, although the number of unemployed boys and girls justified the establishment of a centre, education authorities had for various reasons found difficulty in providing accommodation. During the year 14 new centres were opened of which a number were in buildings specially erected for the purpose. They included two centres in Glasgow, with accommodation for 500 boys and 400 girls, which were formally opened by the Minister. Of existing centres at which the accommodation was inadequate or unsatisfactory seven were transferred to more suitable premises and in other cases improvements were made to the buildings.

The decrease in the numbers attending certain centres and the reduction in the average period of attendance among individuals have created a difficult problem for the education authorities concerned, as it has been necessary to make frequent adjustments in staff and at the same time endeavour to maintain a balanced curriculum. Another effect of the improvement in industry has been that as the better qualified boys and girls readily obtain employment, those who continue to remain in attendance for long periods tend to be of a type who find difficulty in securing employment owing to some defect of physique or character. In some cases, this position has called for an adjustment in the curriculum and in the technique of instruction to suit changed needs.

During July and August arrangements were made, with the co-operation of the Commissioner for the Special Areas (England and Wales) and the National Council of Social Service, for about 1,100 boys and girls attending junior instruction centres in the special areas to spend a fortnight at the camps conducted by the National Council at Seaham Harbour and Gileston.

An interesting example of the extension of the scheme of authorised courses to the more remote districts has been the establishment by the Ross and Cromarty Education Authority of twelve junior instruction classes in the small towns in the island of Lewis. These classes were conducted during the winter months only, since employment is available for the majority of juveniles during the summer.

As was indicated in the previous report, the statutory scheme (England and Wales) was amended, to enable local education authorities to extend to the junior instruction centres the full facilities of the school medical service of the authority for medical inspection and medical and dental treatment. Between September 1936 and December 1937, 47 authorities conducting 114 centres or classes had submitted proposals for giving effect to these arrangements. In considering these proposals the Department has had the advice and assistance of the medical branch of the Board of Education.

### **National Advisory Councils for Juvenile Employment**

During the year the National Advisory Councils for Juvenile Employment for England and Wales and for Scotland issued their reports on the operation of the scheme of authorised courses of instruction. They expressed their appreciation of the progress made by local education authorities in the establishment of courses often in the face of difficult and uncertain circumstances. The councils made a number of recommendations on difficulties which had arisen in the administration of the scheme and these were generally adopted by the Minister and brought to the notice of local education authorities.

The councils gave special consideration to the question of the provision of meals in centres. In their report the National Advisory Council for England and Wales expressed themselves as satisfied that a certain number of juveniles attending the centres were undernourished and could not derive full advantage from instruction without supplementary nourishment. They recommended (*a*) that milk and biscuits should be supplied free to all juveniles at the centres as a normal accompaniment of their physical training and (*b*) that local education authorities for higher education should be granted powers to provide meals in centres similar in scope to the powers exercised in respect of public elementary schools by local education authorities for elementary education.

The National Advisory Council for Scotland reached a similar conclusion and made similar recommendations. They further recommended that, as in England, education authorities should have power to provide medical treatment in centres as well as to arrange for medical inspection. Towards the end of the year legislation was introduced in the House of Commons with a view to giving effect to these recommendations.



## CHAPTER V

**UNEMPLOYMENT INSURANCE AND UNEMPLOYMENT ASSISTANCE****Legislation****Unemployment Insurance**

On 5th February 1937 the Unemployment Insurance Statutory Committee reported to the Minister that the general account of the Unemployment Fund was, and was likely to continue to be, more than reasonably sufficient to discharge its liabilities and recommended, by a majority, that benefit should be payable after the first three days of a continuous period of unemployment instead of after the first week and that when days of benefit in excess of 156 days in a benefit year are computed, claimants should lose only one "additional" day for every eight days benefit drawn in the previous five years instead of one day for every five days benefit drawn. The Minister, with the approval of Parliament, made an Order on 10th March 1937 carrying out the committee's recommendations (see p. 59).

No change was made in the agricultural scheme as the committee in their report on the agricultural account of the Unemployment Fund stated that it was impossible for them to express any opinion as to the financial solvency or otherwise of that scheme owing to the short time during which it had been in operation. Accordingly they made no recommendation for any changes in the agricultural scheme.

Draft regulations, to include among the classes of persons employed in insurable employment certain persons employed in domestic service in any trade or business not carried on for the purposes of gain, were submitted to the Unemployment Insurance Statutory Committee on 23rd April 1937. The object of the draft regulations was to include among insurable employments all employment in domestic service unless it is in the strict sense in *private* domestic service. The committee reported on the subject on 14th October 1937, recommending that the draft regulations should be made but that persons employed in residential educational institutions whose work is substantially the same as that commonly performed by private domestic servants as their principal employment should be excluded from their operation. Regulations giving effect to the committee's recommendations were made on 22nd December 1937, to operate from 4th April 1938.

On 23rd April 1937, the question whether outdoor private domestic servants or certain classes of such servants should be brought within the scope of unemployment insurance was referred to the Unemployment Insurance Statutory Committee.

The committee issued their report on 23rd October 1937 in which they stated that their view was that chauffeurs should be included in the general scheme of unemployment insurance and that all other outdoor private domestic servants should be included in the agricultural scheme. They expressed the hope that an early opportunity might be found for dealing, by legislation where necessary, with all classes of outdoor private domestic servants.

A Bill seeking to amend the Unemployment Insurance Act, 1935 was introduced in the House of Commons on 23rd November 1937 and read a second time on 2nd December. The remaining stages in the House of Commons were taken on 21st and 22nd December and the Bill received a first reading in the House of Lords on 22nd December. The proposals in the Bill came under four main heads.

Clauses 1 and 6 contained provision for enabling education authorities to provide meals for unemployed juveniles attending junior instruction centres and classes in the same circumstances and under the same conditions as meals may be provided for children attending public elementary schools and in addition enabled them to provide milk and biscuits free of charge to such juveniles. Provision was also included for extending to education authorities in Scotland the power already possessed in England to provide medical treatment to juveniles attending junior instruction centres and classes.

Clause 2 of the Bill dealt with the insurance of outdoor private domestic servants, other than chauffeurs, under the agricultural scheme. Certain of the classes to be insured, including gamekeepers and grooms, were specified in a schedule to the Bill; power was sought to add other classes by means of regulations.

Clauses 3 and 4 were designed to give effect to suggestions made by the Unemployment Insurance Statutory Committee for dealing with the current balances of the general account of the Unemployment Fund. The clauses proposed that the Minister should be able, on the recommendation of the committee, to use moneys in hand (which were then invested in short date securities) in reduction of the debt of the Fund. This power was to be additional to the present statutory provision whereby moneys may be used in repayment of debt only to the extent that they are more than reasonably sufficient to discharge the Fund's liabilities. The annual debt charge of £5,000,000 was to be reduced proportionately in respect of all sums applied in reduction of debt. Since the sums to be so applied under the new proposal are reserves intended to cover a subsequent increased expenditure or to make good falls in revenue, it was proposed to empower the Treasury in case of need to make advances to the Fund, to enable it to meet its liabilities under the general scheme, to the extent of the difference between the amount of

the debt at the date of the advance and the amount of the debt as it would have been if there had been no repayment under the new powers. Such advances were to be repaid with interest, on an annuity basis, by 31st March 1971, the date for the ultimate extinction of the debt under the existing funding arrangements.

Under clause 5 of the Bill, it was proposed to extend the existing provisions for crediting men upon leaving H.M. Forces with unemployment insurance contributions in respect of their service.

A list of Acts, Regulations and Statutory Rules and Orders relating to unemployment insurance or unemployment assistance passed or made during the year is given in appendix XIX.

## Contributions

### Rates of Contributions

No changes were made during 1937 in the rates of contributions payable by employers and employed persons.

### Amounts of Contributions

The amounts contributed to the Unemployment Fund by employers, employed persons and the Exchequer during 1937 will be found in appendix XX.

### Methods of Collecting Contributions

There was no alteration during 1937 in the normal method of stamping unemployment books or in the special arrangements for paying contributions sanctioned in certain cases.

The following table gives particulars of the special arrangements in force in December 1937:—

<i>Nature of arrangement</i>	<i>No. of firms affected</i>	<i>Approximate no. of employees concerned</i>
Use of machines and dies for impressing stamps on unemployment books ...	8	6,700
Stamping in week after payment of wages...	126	141,000
Stamping quarterly ... ..	156	180,000
„ half-yearly ... ..	418	537,000
Stamping of books and cards at employment exchanges (Liverpool and South Wales) ... ..	69	20,300

### Annual Exchange of Unemployment Books

The exchange of books of a currency expiring on 4th July 1937 proceeded on normal lines. As in previous years an inquiry into the reasons for failure to surrender books of expired currency was made in respect of approximately one-third of the local offices in Great Britain and resulted in arrears

of contributions being collected during the twelve months ended 31st December 1937 to the amount of £33,836, of which £5,956 related to the inquiry of the previous year.

### **Enforcement of Payment of Contributions**

On behalf of the Ministry of Labour, inspectors of the Ministry of Health in England, the Department of Health for Scotland and the Welsh Board of Health continued to conduct inquiries and inspections so as to ensure the due payment of unemployment insurance contributions. During 1937 315,000 employers were visited in this connection, with a result that arrears of contributions totalling £152,000 were discovered and collected. The comparable figures for 1936 were 300,000 employers and £153,000 respectively.

The Ministry continued its general policy of instituting criminal proceedings against employers in cases where non-payment of contributions was due to wilful evasion or gross neglect and in the course of the year prosecution was successful in 1,639 instances. In addition it was necessary to institute civil proceedings in 156 cases to recover arrears of contributions due to the Unemployment Fund. The corresponding figures for 1936 were 1,645 and 196 respectively.

### **Stamp Frauds**

During 1937 there was an increase in the number of reported cases of fraudulent use of stamps. All these cases were investigated with a view to prosecution of the offender where practicable. Convictions were obtained in 88 cases as compared with 80 in 1936.

### **Return of Contributions paid under the Erroneous Belief that they were Payable**

During 1937 contributions were returned in accordance with the provisions contained in section 14 of the Unemployment Insurance Act, 1935 in respect of approximately 28,300 employees and the amount paid to them and to their employers was £94,206. In the case of approximately 2,400 items included in claims made by employers or employees refund was found not to be payable.

### **Repayment of Contributions in respect of Long Hirings in Agriculture**

The provisions of Section 10 of the Unemployment Insurance (Agriculture) Act, 1936, which enable an employer and employed person who have entered into a contract for a period of yearly or half-yearly hiring to obtain a repayment of part of the contributions paid during the hiring, continued in operation.

It is required that at the beginning of the period of hiring the employer and employed person who wish to obtain a repayment must give proof by a declaration that a contract has been made. The number of such declarations received during the year was 36,206, of which 27,188 related to yearly contracts and 9,018 to half-yearly contracts. The amount repaid to employers and employed persons during the year was £9,195.

### **Crediting of Contributions to Juveniles**

The number of applications dealt with during the year under the provisions of section 75 of the Unemployment Insurance Act, 1935 for crediting unemployment insurance contributions to boys and girls who have continued to receive whole-time education after attaining the age at which the period of compulsory education ends was 19,648. Contributions were credited in 18,549 of these cases, the balance mainly being cases in which the period of continued education was insufficient to enable contributions to be credited.

Consideration of proposals for simplifying the scheme was completed during the year and the necessary amending regulations for giving effect to these proposals were made on 22nd December 1937, with effect as from 7th February 1938. The principal changes are (a) the period of continued education for the purposes of the scheme will normally be reckoned from the day following the date on which compulsory elementary instruction ends, instead of the day following the end of the term in which that date occurs and (b) a simplification of the rules relating to periods of absence which can be disregarded.

### **Scope of the Unemployment Insurance Scheme**

#### **Changes during the Year**

The Unemployment Insurance (Private Gardeners Inclusion) Order, 1936 came into operation on 1st February 1937 and from that date private gardeners who were previously excepted from insurance became insurable under the agricultural scheme.

A further order, known as the Unemployment Insurance (Subsidiary Employments) (No. 2) Order, 1937 excepted employment for a period not exceeding one day on each occasion, as an occasional helper to or as a substitute for one or more weavers regularly employed in a silk or artificial silk mill where the employer of the weaver pays no wages or other pecuniary remuneration to the person employed as a helper or substitute. The order, which does not apply to Scotland, had effect from 23rd September 1937.

Subject to certain conditions specified in the regulations, provision was made in the Unemployment Insurance (Mixed Employment) Regulations, 1937 to enable (a) persons employed under the same employer partly in insurable employment and

partly in some other employment to be treated as if they were wholly employed in insurable employment and (b) for persons employed under the same employer partly in agriculture and partly in some other insurable employment to be treated as if they were employed either (i) wholly in agriculture or (ii) wholly in some other insurable employment.

The Regulations came into operation on 22nd February 1937.

There were no other changes in the scope of the Acts during the course of the year but various steps were taken which will result in the extension of unemployment insurance under either the general or the agricultural scheme to certain classes of workers on and after 4th April 1938. (See p. 48.)

### **Determination of Questions of Insurability**

The number of written inquiries received in the Department during the year relating to liability to insurance was approximately 59,000 including cases in which the question arose out of a claim for refund of contributions.

Out of the total number of enquiries received, 182 were decided formally by the Minister under sections 4, 12 or 74 of the Unemployment Insurance Act, 1935. Most of the decisions were in reference to the question of contract of service. There were 13 cases relating to employment in domestic service and 12 to employment in agriculture.

There were appeals to the High Court under section 84 of the Act against two decisions of the Minister that two men employed by the Gaumont British Corporation Limited as clay modellers at a rate of remuneration exceeding in value £250 a year were employed otherwise than by way of manual labour. Mr. Justice Branson held that the two men were not employed otherwise than by way of manual labour and allowed the appeals.

### **Exemptions**

The number of persons exempt from unemployment insurance on 31st December 1937 was 25,174. Of these, 14,235 were exempt from unemployment insurance only and 10,939 had applied their certificates of exemption under the National Health Insurance Act for the purpose of exemption from unemployment insurance. The corresponding figures for the previous year were 25,759, 14,475 and 11,284 respectively. Exemption to "seasonal" workers operated in 1,285 cases on 31st December 1937 as compared with 1,374 cases the previous year.

During the calendar year, 3,757 applications for exemption from unemployment insurance only were received; 3,131 such applications were granted and 515 refused during the same period. All the 3,318 applications for permission to apply health insurance exemption contributions to unemployment insurance were granted.

### Certificates of Exception

The following table shows the number of authorities, &c. which on 31st December 1937 held certificates of exception under Part III of the First Schedule to the Unemployment Insurance Act, 1935.

<i>Class of Employment</i>	<i>Number of Authorities, &amp;c.</i>
Government departments ... ..	60
Public or local authorities ... ..	1,238
Mental hospital authorities (England and Wales)	69
Railway companies ... ..	28
Other public utility companies ... ..	141
Employment with statutory superannuation rights (other than cases included above) ... ..	21
	1,557

During the year 69 certificates were issued to bodies which had not previously held certificates. In addition 92 certificates were issued extending the scope of the certificate to bodies which already held certificates and 262 certificates that expired were renewed. The number of bodies which ceased to hold certificates was 55.

Arising out of the administration of certificates of exception at headquarters, arrears of contributions amounting to £531 19s. 4d. were collected during the year in respect of employees erroneously regarded as excepted under Part III of the Schedule.

### Benefit

#### Rates of Benefit

There was no change in the weekly rates of general scheme or agricultural benefit.

#### Conditions and Disqualifications for the Receipt of Benefit

Apart from the shortening of the waiting period for general scheme benefit and a few minor amendments mentioned below, the conditions and disqualifications for the receipt of benefit remained unchanged.

The Unemployment Insurance (Benefit) (Amendments) Regulations dated 24th February 1937 amended regulation 12 of the Benefit Regulations, 1936. The main purpose of regulation 12 is to allow a worker who has been ill to begin to receive unemployment benefit immediately after his illness without serving a waiting period but it was found that such a claimant could not take advantage of regulation 12 until he had been unemployed for at least three days after his illness. The amended regulations enable the claimant to receive benefit if he is unemployed for only one day or two after his illness.

The Unemployment Insurance (Additional Days and Waiting Period) Order dated 10th March 1937, by amending section 31 of the Unemployment Insurance Act, 1935, gave effect to the recommendations made by the Unemployment Insurance Statutory Committee in their report on the finances of the general account of the Unemployment Fund. (See p. 59.) The order did not change the conditions for agricultural benefit.

The Unemployment Insurance (Benefit) (Amendment) (No. 2) Regulations dated 4th March 1937 made a change in regulation 13 of the Benefit Regulations which was consequential on the shortening of the waiting period.

#### **Arrangements with Associations of Employed Persons for Payments in lieu of Benefit**

Under section 68 of the Unemployment Insurance Act, 1935 an association of employed persons may, subject to certain conditions, arrange with the Minister to make payments to its members in lieu of benefit and afterwards be repaid out of the Unemployment Fund the amount which its members would have been entitled to receive by way of benefit if no such arrangement had been made. At the end of the year there were in operation 135 arrangements with associations having about 836,460 members within the scope of the arrangements.

During the year a new arrangement was made with each association because certain references to the Unemployment Insurance Acts and regulations in the memorandum of the old arrangements had become obsolete through the consolidation of the Acts in 1935 and the revision of the regulations in 1936.

The Unemployment Insurance (Special Arrangements) (Amendment) Regulations dated 8th December 1937 amended the Special Arrangements Regulations, 1936 so as to remove legal doubts whether certain provisions of the Unemployment Insurance Act, 1935 could apply to members of associations having a special arrangement under section 68. The amendment did not, however, make any change in the rights and duties of the associations, their members or the Minister or make any change in procedure.

#### **Adjudication during the Year**

During the year the Umpire gave 5,162 decisions determining 5,709 appeals. (A number of decisions applied to more than one appeal.) The corresponding figures for 1937 were 6,635 and 7,463. In the course of the year 69 decisions were published in monthly pamphlets, which may be obtained from the Stationery Office (price 2d. each).

Appendix XXI shows the number of cases adjudicated upon by insurance officers, by courts of referees and by the Umpire,



together with the number of claims allowed and disallowed. Disallowances by courts of referees are classified according to the grounds upon which disallowance was based.

On 31st December 1937 there were 298 court areas with 261 chairmen and 94 reserve chairmen. The number of Deputy Umpires was four.

### Wrongful Claims for Benefit and Transitional Payments

There has been no change in the Department's general policy in regard to the institution of criminal proceedings in cases where there was reason to suspect fraudulent misrepresentation and the evidence was sufficient to render a conviction probable and such proceedings appeared proper and desirable.

The particulars of prosecutions given below relate not only to fraudulent claims for benefit but also include fraudulent claims for transitional payments where the misrepresentation was not concerned solely with the need of the claimant. The number of such cases (including cases mentioned at proceedings instituted by the Unemployment Assistance Board) during 1937 was 1,729, a decrease of 196 as compared with 1936 but an increase of 169 over the number in 1935. Details of the results of these prosecutions together with the corresponding figures for 1935 and 1936 are as follows:—

	1935	1936	1937
Fined ... ..	1,085	1,334	1,263
Imprisoned ... ..	197	247	210
Bound over or admonished ... ..	126	139	134
Summons dismissed ... ..	129	178	113
Summons withdrawn ... ..	23	27	14
Adjourned <i>sine die</i> ... ..	—	—	1
	<hr/>	<hr/>	<hr/>
	1,560	1,925	1,735

As in previous years most of the prosecutions were in respect of cases of persons claiming benefit for days on which they were employed. The proportion of prosecutions in respect of false statements for the purpose of obtaining dependants benefit showed a decrease.

During 1937 the Department co-operated with the Unemployment Assistance Board in the investigation of cases of claimants who had wrongfully obtained benefit and/or transitional payments, where the misrepresentation did not relate solely to needs and who subsequently obtained unemployment allowances as a result of their false representations. In 36 cases in which proceedings were instituted by one Department arrangements were made for the offence against the other Department to be mentioned.

There were also cases of false representations to the Unemployment Assistance Board regarding the applicant's needs, in

which it was discovered that transitional payments had been wrongfully obtained as a result of previous false declarations to the public assistance authority. Criminal proceedings were not instituted by the Ministry of Labour in such cases owing to the lapse of time since the termination of the transitional payments scheme but, where the Board instituted proceedings in respect of a more recent offence, the Department arranged for the earlier offence to be mentioned. The results of such prosecutions together with the results for 1935 and 1936 are set out below:—

	1935	1936	1937
Fined ... ..	58	14	—
Imprisoned ... ..	20	12	8
Bound over or admonished ... ..	4	1	—
Summons dismissed, withdrawn or adjourned <i>sine die</i> ... ..	9	—	1
	91	27	9
	—	—	—

### Anonymous Receipts

Sums amounting to £201 19s. 1d. including one amount of £110 were received from anonymous sources during 1937. The majority of these receipts appear to be "conscience money" in respect of benefit or allowances to which the recipients were not entitled. Acknowledgments were issued through the press in appropriate cases.

### Special Schemes

The special schemes of unemployment insurance for the banking industry and the insurance industry continued in operation throughout the year.

The Unemployment Insurance (Banking Industry Special Scheme) (Amendment) Special Order, 1937 made on 1st February 1937, provided that for the purpose of the provisions of the clause of the special scheme relating to a modification of the first benefit condition for certain classes of claimants, no account shall be taken of contributions with which a claimant may be credited by reason of continued whole-time education.

Two orders were made on 19th March 1937, namely the Unemployment Insurance (Banking Industry Special Scheme) (Variation and Amendment) Order, 1937 and the Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Order, 1937. These orders were consequential upon the order made under the general scheme of unemployment insurance reducing the "waiting period" for benefit from a week to three days and amending the rule for the calculation of the number of "additional" days of benefit payable (see p. 55). The order for the insurance industry special scheme effected the same amendments to that scheme. There are no

provisions in the banking industry special scheme similar to those under the general scheme relating to additional days of benefit. Accordingly the order for that scheme dealt only with a reduction of the waiting period.

### **Banking Industry Special Scheme**

The number of persons insured under the scheme increased and during the year fewer claims were made than during the twelve months previously. At the end of the year there were 38,699 insured persons and 213 claims current. This is an increase of 993 in the number of insured persons and a decrease of 17 in the number of claims current. Claimants for benefit under the scheme totalling 500 were placed in employment through the medium of the Banking Unemployment Insurance Board, employment exchanges and through individual efforts.

### **Insurance Industry Special Scheme**

There was an increase in the number of persons insured under the scheme and a decrease in the number of claims taken during the year, the figures at the end of the year being 123,945 insured persons and 2,328 claims current. This is an increase of 4,195 in the number of insured persons and a decrease of 71 in the number of claims current, in comparison with the figures for the previous twelve months. The majority of the claimants were insurance agents. The employment department of the Insurance Unemployment Board placed over 500 persons in employment during the year. The total number of positions obtained by claimants under the scheme was over 6,700.

On 4th March 1937 new arrangements for the retirement and election of members of the Insurance Unemployment Board, which is the board administering the insurance industry special scheme, were approved for a period of five years from 15th March 1937. Under the new arrangements certain changes were made in the balance of the voting power of organisations in the insurance industry and the new groups were approved both in employers and employees sections of the industry. These changes were designed to make representation on the Board more equitable.

### **Allocation of Claims for Benefit**

The arrangement for the allocation of claims for benefit made by persons who had had insurable employment under the general scheme and also under either or both of the special schemes continued in operation. During the year 4,141 cases were submitted to headquarters for allocation. Of these 3,587 were found to be proper to the general scheme and 554 to one of the special schemes.

### **Decision by the Minister on a Question of Insurability**

A formal decision under Section 74 of the Unemployment Insurance Act, 1935 was given by the Minister on 16th April in respect of an agency manager employed by an insurance company.

### **Unemployment Assistance**

In accordance with the Unemployment Act, 1934 (Second Appointed Day) Order, 1936 made by the Minister on 28th July 1936, the second appointed day of the Unemployment Assistance scheme became 1st April 1937. On that day the Unemployment Assistance Board assumed responsibility for the persons within the scope of the Unemployment Assistance Scheme who, up to that date, were the charge of the public assistance authorities.

**Appeal Tribunals.**—The number of tribunal areas on 31st December 1937 was 138 with 138 chairmen and 190 reserve chairmen.

The terms of office of all members of the workpeople's panels expired on 31st December and the panels were reconstituted at the end of the year.

### **Unemployment Insurance Statutory Committee**

The statutory committee presented its financial reports on the condition of the general and agricultural accounts of the Unemployment Fund at 31st December 1936 in February 1937 (House of Commons Paper No. 51, 1937). The committee found that their original expectation as to the balance that would be added to the general account of the Fund in 1936 had been exceeded. This was based on advice as to the future trend of unemployment given in December 1935, at the request of the statutory committee, by the Committee on Economic Information of the Economic Advisory Council. The statutory committee took the view that their original expectation for the year 1937 might also be exceeded; nevertheless the committee held that there was as yet no ground for changing in either direction their expectation for the rest of the eight-year period 1936-1943. The amount held by the general account of the Unemployment Fund in reserve at 31st December 1936 was £6,700,000 above expectation and the statutory committee anticipated that during 1937 the Fund would accumulate a further sum of £12,275,000 above expectation. The committee did not feel justified, however, in treating this further accumulation as a certainty and accordingly they brought into account, as if it were already realised, 80 per cent. of the sum mentioned or £9,820,000. After allowing for interest, the total sum available for additional expenditure over a period of years was £17,250,000. The committee recommended, by a majority,

that this sum should be disposed of over the eight-year period 1937-1944, by improving in two ways the provision for unemployment: (a) by reducing the waiting period from six days to three from about 1st April 1937 at an estimated cost in the eight-year period of about £9,700,000 and (b) by increasing (in benefit years beginning on and after 1st January 1937) the number of additional days of benefit obtainable by regular workers during the past five years. The change proposed by the committee was estimated to cost in the eight-year period 1937-1944 about £7,550,000.

Two members of the committee, while agreeing with the majority as regards the financial position of the Fund, were unable to assent to the conclusions regarding the disposal of the surplus.

The recommendation of the majority was approved by Parliament and the necessary order was made.

### **Regulations**

Five sets of draft regulations were referred to the committee during 1937. Of these, the most important were the draft Unemployment Insurance (Insurable Employments) Regulations, the purpose of which was to bring within the scope of the general scheme of unemployment insurance persons employed in domestic service in a business not carried on for gain. Reports on four sets of the draft regulations were presented during the year as well as reports on three others which had been referred to the committee in 1936. In some of the draft regulations minor modifications were recommended.

### **Questions arising for Consideration and Advice**

The committee completed in 1937 consideration of the position, in relation to the general scheme, of established government dockyard workers upon retirement on pension. This question had been referred to the committee by the Minister towards the end of the previous year.

The committee also considered upon a reference from the Minister the question of the inclusion within the unemployment insurance scheme of outdoor private domestic servants. The committee recommended that chauffeurs in private service should be brought within the general scheme and that other outdoor private domestic servants, such as grooms and gamekeepers, should be brought within the agricultural scheme.

The Minister also referred to the committee during the year the question to which the committee drew attention in their report of 5th February 1937 on the financial condition of the Unemployment Fund, namely the tendency for the fall of unemployment through industrial recovery to become arrested even in the most prosperous counties and, on the other hand, the

tendency in many rural areas both for unemployment as a whole to remain at a high level and for a relatively large proportion of this unemployment to rank for benefit. The committee had not completed their investigation of these matters by the end of the year.

### Finance of the Unemployment Fund

A statement of the approximate receipts and payments of the Unemployment Fund for the year ended 31st December 1937 is given in appendix XX, which shows also certain particulars regarding the debt.

#### General Account

The income on the general account in 1937 was £64,966,913 being £740,325 less than in 1936. The decrease is mainly due to the operation throughout 1937 of the reduction in the rates of contributions which came into force on 6th July 1936, offset by increases due to (i) the growth of the insured population, (ii) the decline in unemployment and (iii) income from investments.

Expenditure in 1937, compared with 1936, was as follows:—

		Calendar Years	
		1936	1937
		£	£
Benefit	... ..	38,010,000	33,160,000
Administration	... ..	4,750,000	4,870,000
Debt service	... ..	5,000,000	5,000,000
Other payments	... ..	419,768	535,187
		<u>£48,179,768</u>	<u>£43,565,187</u>

The decrease in expenditure on benefit is due to the decline of unemployment. The average weekly number of claimants to whom benefit was paid was approximately 723,000. The average weekly payment per head of claimants actually drawing benefit within the year 1937 was 17s. 5d. as compared with 17s. 6d. in the year 1936.

The total expenditure on benefit, £33,160,000, comprises £31,898,000 paid through local offices, £1,245,000 paid through associations and £17,000 repaid to public assistance authorities.

At 31st December 1937 the accumulated balance was £60,379,006.

#### Agricultural Account

The receipts and payments of this account cover the first complete year for persons insured under the original scheme; in respect of private gardeners, who were included as from the 1st February 1937, contributions were paid for eleven months and benefit for six months. In accordance with the recommendation made by the statutory committee, the cost of administration has been taken as one-eighth of the net contribution income

(see paragraph 133 of the committee's report dated 20th December 1934, Cmd. 4786-1935).

The average weekly number of claimants to whom benefit was paid was approximately 12,000. The average weekly payment per head of claimants actually drawing benefit within the year was 14s. 5d. These payments were made almost entirely through local offices.

At 31st December 1937 the balance on the account was £1,824,987.

### **Transitional Payments Account**

Expenditure on unemployment allowances (including the relative cost of administration, other than that borne on the separate Vote for the Unemployment Assistance Board) and remanent expenditure on transitional payments amounted to £9,349,308 in the three months ended 31st March 1937 when the transitional payments account was closed, the "second appointed day" under the scheme of unemployment assistance having been fixed at 1st April 1937. As from that date the payments in respect of unemployment assistance have been met from the Unemployment Assistance Fund.

### **Cost of Administration**

Under Part III of the Unemployment Act, 1934, the cost of administering Unemployment Assistance in respect of the period from 7th January 1935 to the second appointed day (other than the cost borne on the Vote for the Unemployment Assistance Board) was defrayed out of the Unemployment Fund, such cost being made good to the Fund by the Exchequer. From the second appointed day (1st April 1937) the cost of administration of Unemployment Assistance (other than expenses specifically excluded under section 46 of the Unemployment Assistance Act, 1934, which are borne on the Vote for the Unemployment Assistance Board) is borne by the Unemployment Assistance Fund.

The total cost of administration of Unemployment Insurance (including certain remanent expenditure in 1936-7 on administration of transitional payments) and Unemployment Assistance (other than the cost borne on the Vote for the Unemployment Assistance Board) and taking into account the whole cost of employment exchanges in so far as they deal with the persons concerned, was £7,577,467 in 1936-7 and is estimated to amount to £7,825,000 in 1937-8. The major part of these charges is borne in the first instance on the Vote for the Ministry of Labour; part is borne on the votes for other departments (e.g. for premises, postal services, stationery). A comparison with previous years is given in the table in Appendix XXII.

## CHAPTER VI

**INDUSTRIAL RELATIONS (CONCILIATION AND  
ARBITRATION)****General Review**

The continued improvement in the industrial position and the rising cost of living again stimulated widespread movements for higher wages and improved conditions of employment, a situation which, in conjunction with the increasing membership of trade unions, led to great activity and liveliness in the sphere of industrial relations. Some of the negotiations presented great difficulties and tested to the full the existing joint machinery but the considerable adjustments in working conditions which were effected by agreement and the comparatively few instances in which there was a breakdown in the joint machinery testified to the effectiveness of constitutional methods of settlement based on agreements between employers' and workpeople's organisations. The successful results of the process of negotiation enhanced the value of voluntary joint machinery and confidence in the principles of collective bargaining was thereby increased.

In some industries the scope of existing machinery was extended, while in others, where no constitutional machinery existed, discussions took place under the auspices of the Department for the purpose of formulating proposals for the joint regulation of wages and working conditions. In the retail distributive trades joint committees representing all organisations of employers and workpeople were appointed in England and Wales and Scotland and they have been actively engaged in considering proposals to be made to the Minister. At the same time active steps were taken to promote voluntary collective agreements, many of which were made. The question of legislative action as a means of enforcement of wages standards received much attention as a result of the success of the experiment in the cotton manufacturing industry and the report of the Committee on the Regulation of Wages and Conditions of Employment in the Road Haulage Industry; a number of industries continued to give consideration to the advisability of some measure of statutory enforcement, either by the application of the Trade Boards Acts or in the direction of the extension and legalisation of voluntary agreements.

Although constitutional methods of settlement were improved or extended, the desire of the workpeople to share in the increasing prosperity gave rise to a number of unofficial stoppages of work. Unconstitutional action emphasised the



value of constitutional machinery for the settlement of disputes and the recognition of this led organisations to offer a strong challenge to unofficial methods.

While rates of wages formed the main issue in negotiations in a large number of industries, improvements in the conditions of employment were also the subject of consideration. In this connection it is noteworthy to record a general reduction of hours in two industries and a considerable extension by agreement of holidays with pay.

The question of recognition of trade unions and the refusal of unionists to work with non-unionists gave rise to a number of disputes and provided further evidence of increasing organisation and the desire to extend the field of voluntary collective bargaining. While a number of firms maintained the policy of non-recognition of unions, there was a greater disposition on the part of firms not parties to agreed machinery to adopt so far as practicable the decisions of those organised bodies.

A notable feature of the year was the insurgence of youth in many industries. This expressed itself in the first instance by way of unofficial action and led to a number of disputes but the negotiations which developed were conducted on a trade union basis and through constitutional channels.

### **Holidays with Pay**

The Minister announced in the House of Commons on 4th March that he proposed to appoint a committee to investigate the extent to which holidays with pay were being given to employed workpeople and the possibility of extending the provision of such holidays by statutory enactment or otherwise and to make recommendations. The committee, under the chairmanship of Lord Amulree, completed the taking of evidence and at the close of the year was in deliberation as to the nature of its report.

During the year a considerable number of new collective agreements were reached providing holidays with pay. A noteworthy agreement was that reached in the engineering industry whereby the employer credits to the worker for each full week's work performed, a sum representing 1/50th of the appropriate day time rate plus time workers' bonuses for the time being, as an *ex gratia* allowance in respect of holidays. General agreements were also made, either nationally or by districts, affecting employees of various grades in a large number of undertakings. The effect of these new agreements was to increase the number of persons in receipt of holidays with pay under collective agreements by a million during the year, which represents an increase of about 60 per cent. on the number covered by collective agreements at the end of 1936. There were also numerous arrangements of a varying character made by individual firms making provision for paid holidays.

### **Hours of Work**

Two noteworthy agreements were concluded during the year providing for a reduction of working hours. In the printing industry negotiations on an application for a shorter working week took place between the executive bodies on either side and arrived at a position which necessitated consideration being given to the situation by the joint industrial council for the industry. Following a recommendation by that council the executive bodies resumed negotiations and eventually an agreement was reached providing for a reduction in the working hours from 48 to 45 per week. An agreement reached by the flour milling joint industrial council provided that for shift workers 42 hours including mealtimes (meals to be taken on the job) should constitute the week on which the wages are based and that for day workers 44 hours work (excluding mealtimes) should constitute the week on which the wages are based. This agreement also contained a security clause which provided for the payment of a sum to secure the full weekly income of employees working short time in certain circumstances.

### **Retail Distributive Trades**

Discussions proceeded between the Department and the consultative committees set up by the employers' organisations and the trade unions to consider the best method for regulating wages and working conditions. Considerable progress was made and it was decided at a joint meeting to appoint a small sub-committee to formulate definite proposals. Similar action was taken in Scotland.

On 22nd November an agreement fixing minimum rates of wages for employees of retail "multiple" shop proprietors in the grocery and provisions trade was signed by the organisations of employers and employed. The agreement stated that it had been entered into as a step towards the ultimate objective of the establishment of national standards of wages and working conditions in the distributive trades which should be statutorily enforceable. The parties also placed on record their view that such agreements required to be fortified by statutory action.

The national discussions in these trades which were accompanied by a steady growth in organisation directed considerable attention to the question of prevailing wages and working conditions. As a result wages and conditions in many trades and establishments were substantially improved.

### **Baking Trade**

A committee appointed by the Home Secretary in February under the chairmanship of Lord Alness to consider the question of the abolition of night baking reported, by a majority, against

the statutory prohibition of baking between specified hours but favoured the establishment of a joint body to devise means of ameliorating the conditions of the operatives as regards night work and long hours. Following the issue of this report the Department called conferences of representatives of the baking trade and two joint committees were set up to formulate schemes for securing the effective joint regulation of wages and conditions.

At a joint conference of organisations representative of the trade in England and Wales on 23rd November, the parties asked for the Trade Boards Acts to be applied.

### **Cotton Manufacturing Industry (Temporary Provisions) Act, 1934**

The Minister, on 12th April 1937, made two orders under this Act. The first revoked the Cotton Manufacturing Industry (Rates of Wages for Weavers) Order, 1935 and the other, the Cotton Manufacturing Industry (Rates of Wages for Weavers) Order, 1937 brought into force revised rates of wages to be paid to weavers as set out in the order and the schedule thereto and contained in an agreement made on 5th January 1937 between the Cotton Spinners' and Manufacturers' Association and the Amalgamated Weavers' Association. Both orders came into force on 12th April 1937.

Sections 1 and 2 of the Act relating to applications for and the making of orders, which would otherwise have ceased to operate on 31st December 1937, were renewed by the Expiring Laws Continuance Act, 1937.

### **Road Transport Industry (Goods)**

The committee set up during 1936 to examine and make recommendations on the regulation of wages and conditions of service of persons employed in the transport of goods by road issued its report in May 1937 (Cmd. 5440). The committee recommended that statutory machinery should be set up for regulating the wages and conditions of service of persons employed in connection with the carriage of goods by road in vehicles authorised to be used under A and B licences and that, with certain exceptions, it should be a condition of the holding of a C licence that fair and proper wages and conditions of service should be observed in respect of persons employed in connection with the carriage of goods in vehicles authorised to be used under such licences. The King's Speech to Parliament announced that a Bill would be introduced to regulate wages and conditions of employment in the transport of goods by road.

### **Fair Wages Clause**

On 5th August the Minister of Labour appointed a committee consisting of representatives of government departments, trade unions and employers' organisations, with an independent chairman, Mr. W. D. Ross, O.B.E., LL.D., (now Sir William Ross, K.B.E.), to consider the working of the fair wages resolution of the House of Commons of 10th March 1909 as embodied in government contracts and to advise whether any changes were desirable and practicable. The committee was in the course of taking evidence at the end of the year.

### **Courts of Inquiry**

#### **London Omnibus Dispute**

After protracted negotiations between the London Passenger Transport Board and the Transport and General Workers Union on the subject of the conditions of employment of drivers and conductors in the London central omnibus services had failed to reach a settlement, the Union gave notice to terminate their agreement with the Board and the men ceased work on 30th April. On the same day the Minister of Labour appointed a Court of Inquiry under the Industrial Courts Act, 1919 to inquire into and report upon the matters in issue between the parties. The inquiry was opened on 3rd May. The court presented an interim report (Cmd. 5454) on 6th May and a final report (Cmd. 5464) on 21st May. On 25th May the executive council of the Transport and General Workers Union announced a decision to assume responsibility for the further conduct of the dispute and of the negotiations in connection therewith which had until then been in the hands of the central bus committee. Arrangements were then made for a resumption of discussions between the London Passenger Transport Board and the Union. These discussions, which took place on 26th May at the Ministry of Labour, resulted in the Board and the Union accepting the interim report of the Court of Inquiry and arrangements were made for a resumption of work on the basis of an understanding that immediately upon such resumption the parties should meet to negotiate a new agreement and to set up machinery for the joint examination of various questions arising out of scheduled duties, &c. and investigation of conditions of employment in relation to the effect such conditions have upon the health of the men.

#### **Disputes between Plasterers and Joiners in Scotland**

Consequent upon disputes between plasterers and joiners in Scotland which were seriously retarding essential building work, the Minister of Labour appointed a Court of Inquiry on the 19th May, to inquire into and report upon the matters in issue in connection with the fixation of certain patent boards in

buildings. The court met on 3rd and 4th June and, after hearing evidence, reached a conclusion as a result of which certain terms were accepted by the representatives of the master and operative plasterers. The representatives of the joiners interests agreed to recommend acceptance to the appropriate authority in their case. By verbal agreement work on all jobs in dispute at the date of the inquiry was resumed on 7th June.

Subsequently the court was notified that the Scottish National Joint Council for the Building Industry had failed to agree to accept the provisional agreement and the court sat again on 30th July. The court reported (Cmd. 5554) that the provisional agreement reached on 4th June, which the majority of the interested parties had accepted, was fair and equitable.

### **Railway Staff National Tribunal**

The Railway Staff National Tribunal was called upon in July to deal with various claims made by the three unions. The tribunal granted the claims for the termination of the remaining percentage deduction from earnings and the restoration of the standard rates of payment for night duty, night overtime and Sunday duty. The tribunal also considered the other claims made by the unions, e.g. by the National Union of Railwaymen for a minimum adult rate of 50s. per week, by the Associated Society of Locomotive Engineers and Firemen for two weeks annual holiday with pay and by the Railway Clerks Association for a 36 hour week and a day off duty for all who work on certain public holidays. As regards these claims, the tribunal decided that adult male and female staff in the "conciliation" grades whose base rate was less than 45s. per week should receive an increase of 1s. per-week, that the few adult males in receipt of a base rate of less than 40s. per week should have their base rate brought up to 40s. plus 1s., together with any further additions to which they might be entitled under the cost of living sliding scale, that the benefits of increases under the cost of living sliding scale should be extended to new entrants since February 1926 (who had been paid at base rates) and that "conciliation" and salaried staff required to work on Whit Monday or August Bank Holiday should receive a day off with pay in lieu. Further a concession was made to certain clerks on night duty.

### **Joint Industrial (Whitley) Councils**

Two new Joint Industrial Councils were formed during the year, on a wider basis for local authority services in Scotland and two new councils superseded, councils which had been in existence since 1919.

The Tramways Council held its final meeting on 8th April and a new council, entitled the National Joint Industrial Council for the Road Passenger Transport Industry (Tramways, Trolley-buses and Motor Omnibuses), held its first meeting on 6th May and subsequently reached a comprehensive agreement on wages and conditions of employment covering the large majority of municipal undertakings in Great Britain.

The Joint Industrial Council for the Cast Stone Industry, which had been in existence since 1919, adopted a resolution on 27th July to wind up and on the same date a new council, entitled the National Joint Industrial Council for the Cast Stone and Cast Concrete Products Industry, held its inaugural meeting, which was attended by the Parliamentary Secretary to the Ministry of Labour. The parties to the new council are the Federation of Manufacturers of Artificial Stone and the Transport and General Workers Union, which were parties to the original joint industrial council and the National Association of Cast Concrete Products Manufacturers and the National Union of General and Municipal Workers.

The scope of the Seed Crushing and Compound Cake Manufacturing Council was extended to cover the provender section of the industry. The necessary amendments to the constitution were made and the title was altered to the National Joint Industrial Council for the Seed Crushing, Compound and Provender Manufacturing Industries.

Many of the councils were called upon to deal with questions of wages and working conditions and, in common with other forms of joint machinery, overcame all difficulties with marked success. A number also combined these activities with others covering a wider field. Among the matters dealt with by councils were the health and working conditions of operatives and the adoption of preventive measures against industrial diseases, selection and training of apprentices, education including correspondence courses for operatives in country districts, application of the fair wages resolution, holidays with pay, incidence of overtime, foreign competition and admission of foreign labour and voluntary supplementary unemployment benefit.

#### **Electricity (Supply) Acts: Claims for Compensation**

During the year there were 17 appointments of referees to deal with claims for compensation under the Electricity (Supply) Acts, 1919-36, as compared with 27 in 1936. The number of individual claims was 197 and awards of varying amounts were made to 87 claimants; three claims were unsuccessful, four were withdrawn and 103 were outstanding at the end of the year. Of the 31 claims outstanding at the end of 1936, compensation was awarded to 26 of the claimants concerned.

**Proceedings under the Conciliation Act, 1896, the Industrial Courts Act, 1919, the Road Traffic Act, 1930 and the Road and Rail Traffic Act, 1933**

**The Industrial Court**

Sir Harold Morris, K.C. resumed during 1937 his duties as President of the Industrial Court which had been interrupted in 1936 by his appointment as a member of the Royal Commission on Palestine. The Right Hon. Sir Dunbar Plunket Barton, Bart., K.C., who had been a chairman of the Court since 1920, died during 1937 and at the end of the year Sir William Robinson resigned his position as a chairman which he had held since 1919. During the year certain members who had been appointed to the Industrial Court for the purpose of the hearing of claims relating to civil servants, ceased to be members of the Court, having been appointed members of the Civil Service Arbitration Tribunal.

The Court issued twenty awards during the year making a total of 1,691 awards since the establishment of the Court. All the cases except one were heard in London.

Among the cases referred to the Court was an application by a number of trade unions for increases in the scale rates of wages of the clerical, sales, warehouse and general staffs of the Co-operative Wholesale Society Limited. The Court also had before them a question as to the rates of wages and working conditions of certain classes of workpeople employed in the warehouse sections at the distributing centres of a company engaged in the manufacture and wholesale distribution of lighting and heating appliances.

An award issued by the Court on a reference from the National Union of Printing, Bookbinding and Paper Workers (Papermakers Section) and the Employers Federation of Papermakers of the United Kingdom related to the question whether, in view of the terms of an agreement between the parties, an increase in the minimum rates of wages of workpeople employed in the papermaking trade in Scotland, the west of England and Wales, applied also to wages in excess of the minimum rates. Two awards concerned the Corporation of Trinity House; one of these related to the periods of service afloat and ashore of the crews of the light vessel service and the other to the rates of wages of crews of the steam and motor vessel service.

Other awards of the Court on applications for increases in rates of pay or allowances affected the following classes of workpeople—packers employed by the Air Ministry at Kidbrooke, selectors, packers and porters in the supplies division stores, Park Royal, H.M. Office of Works, labourers employed in the Army Ordnance Department and department of the Chief Inspector of Armaments, Hereford, mechanic examiners employed in the

department of the Chief Inspector of Naval Ordnance, labourers employed in loading and unloading at the Royal Naval Supply Depot at Woolwich and chargemen employed in Admiralty industrial establishments.

References dealt with by the Court affecting railway employees concerned the grading of painters employed in the engineer's department, Waterloo, Southern Railway and in the signal and telegraph department, Kentish Town, London, Midland and Scottish Railway, the appropriate rate of pay of a labourer employed by the latter company at Earlestown and allowances for exceptionally dirty or dangerous work in respect of painters employed on the roof of New Street station, Birmingham, London, Midland and Scottish Railway and of a bodymaker employed in fitting electrical heaters to electric stock at Selhurst, Southern Railway. Questions of conditions of service were dealt with on a claim for higher duty pay from a fitter at New Cross Gate, Southern Railway, on claims affecting the issue of free travelling passes to stores issuers, London and North Eastern Railway and the travelling time of a breakdown gang at the Bricklayers Arms locomotive depot, Southern Railway.

The Court also had referred to it, for advice to the Minister of Transport, five applications made to the Minister for orders varying the periods of time prescribed in section 19 of the Road Traffic Act, 1930 for the employment of motor drivers. The first of these applications, made jointly on behalf of a number of organisations representing employers and workpeople, related to public service vehicles (passenger). The other applications were made by organisations representing "C" licence holders (goods) and were for extensions of the periods of driving time in the weeks preceding Whitsuntide and Coronation Day and in the weeks preceding Christmas and the New Year.

### **Civil Service Arbitration Tribunal**

Sir Harold Morris, K.C., the President of the Industrial Court, acted as chairman of the Civil Service Arbitration Tribunal, except while engaged on the Royal Commission on Palestine, when Mr. John Forster was appointed to be chairman.

The members of the panel appointed by the Minister of Labour to represent the Chancellor of the Exchequer were Mr. F. C. Fairholme, Mr. J. E. Greenwood, Mr. H. E. Parkes, Sir Felix Pole, Mr. A. L. Reckitt, Mr. Basil Sanderson and Sir Lionel Warner, C.B.E. and those representing the Staff Side of the National Whitley Council were Sir Frank Goldstone, Professor H. J. Laski and Mr. J. J. Mallon.

The tribunal issued 15 awards during the year. These dealt with the scales of pay of various grades of officers in a number of public departments. All the cases involved claims by the staff side for improvements in the scales of pay and in some cases the Department concerned put forward a counter-claim.



In addition to scales of pay, certain of these references involved questions of allowances for special work, rates of pay for overtime, annual leave and assimilation to the new scales of remuneration awarded.

Other claims by the staff for improved allowances were dealt with by the tribunal on three references affecting Post Office employees in relation to late-duty and other allowances. The tribunal also had before it a claim concerning extra remuneration for certain general service classes when performing duties of a higher post and a number of departments were affected by a claim for a reduction in the hours of attendance of certain departmental clerical classes employed in London.

On a reference relating to the salary scale for new entrants to the tax officer grade, the tribunal was called upon to consider the propriety of departing, on grounds of public interest, from the terms of an agreement.

#### **Single Arbitrators and ad hoc Boards of Arbitration**

Of the six cases referred to single arbitrators, three were concerned with differences between the employers' and workpeople's sides of local boards of conciliation and arbitration in the boot and shoe industry in Northampton, Kettering and Rushden, another with the wages and hours of employment of outside meat porters employed in Smithfield market and another related to the wages and hours of employment of certain workers employed by a Scottish road transport undertaking. In one case which was concerned with the wages of employees of the waterworks undertaking of the corporation of the county borough of Doncaster, the arbitrator sat with assessors.

Boards of arbitration were appointed in two cases, one of which concerned the zoning of rural areas of certain municipal electrical undertakings and the other related to the wages of wood-cutting machinists employed in the saw-milling industry in a certain area. In the latter case the members of the Board were unable to reach a unanimous decision and, with the concurrence of the parties, the chairman, acting as umpire, issued the award.

#### **Conciliation Settlements**

Officers of the Department were directly associated with the settlement of 66 cases, of which ten were in connection with representations made under the Road Traffic Acts. Two of the 56 settlements of an industrial character provided for a reference to arbitration.

Details of the more important awards and conciliation settlements were published in the *Ministry of Labour Gazette*.

## CHAPTER VII

### ADMINISTRATION OF THE TRADE BOARDS ACTS, 1909 and 1918

#### **Application of the Acts and Descriptions of Trades**

There was no change during the year in the list of trades (see appendix XXIV) to which the Trade Boards Acts are applied or in the description of those trades. The number of trade boards and district trade committees remained unchanged at 47 and 27 respectively.

#### **Interpretation of Descriptions of Trades**

During the year opinions were expressed on 963 operations about which questions were raised by direct inquiries from employers or workers or on their behalf or as a result of visits paid to establishments by inspectors for the purpose of enforcing the Trade Boards Acts. The corresponding number for 1936 was 1,002.

#### **Constitution of Trade Boards and District Trade Committees New Regulations**

During the year new regulations were made with respect to the constitution and proceedings of the Hollow-ware Board. The regulations were necessary to enable the membership of the board to be reduced from 33 to 27.

#### **Review of Constitution of Trade Boards and District Trade Committees under existing Regulations**

The constitution of eleven boards and ten district trade committees was reviewed during the year.

The number of persons on the panel of appointed members from which persons are selected to fill vacancies on the boards and committees fell from 57 to 56. The representative members on all boards and committees at the end of the year numbered 843 employers and 843 workers, i.e. a reduction of five on each side. Of the representative members 732 employers and 606 workers were nominees of trade associations.

#### **Proceedings of Trade Boards**

##### **Meetings of Trade Boards and Committees**

The number of meetings of trade boards and committees was 179 compared with 124 in 1936. Thirty-six boards met during the year and held 70 meetings; eleven boards did not meet. The Hat, Cap and Millinery (England and Wales) and Laundry Boards both held four meetings and the Cutlery, Milk Distributive (England and Wales) and Toy Manufacturing Boards each

met three times; 22 of the remaining boards each held two meetings. For the most part the meetings were concerned with questions of minimum rates and were convened to discuss motions for increases submitted on behalf of the workers.

During the year 25 boards decided to increase minimum rates for the whole or a substantial body of workers in the trade and two boards (Paper Bag and Paper Box) decided to vary rates by making the existing rates applicable to a week of 45 instead of 48 hours. The Boot and Shoe Repairing Board decided to vary conditions for learners and rates and conditions for apprentices and to vary and fix certain general minimum piece rates. Save for minor adjustments none of the boards reduced minimum rates.

In pursuance of the power of the boards to make recommendations to government departments, the Jute Board requested the President of the Board of Trade to consider the imposition of a quota and duty on jute imports.

The Flax and Hemp Board decided to fix differential rates for male spinners employed on day shifts and night shifts respectively and the Milk Distributive Board for England and Wales decided to propose payment of higher rates for certain workers who work at least five hours between 9 p.m. and 5 a.m.

Six boards considered and carried motions to propose to increase minimum rates for the whole or a substantial body of workers in the trade. A similar motion before the Milk Distributive Board (Scotland) was still under consideration at the end of the year.

The Tobacco Board deferred consideration of a suggestion by the workers' side that the normal working week should be 44 hours on five days without reduction in pay, pending collection of information relating to the extent of unemployment, short time and sickness in the trade.

A motion before the Cutlery Board to fix general minimum piece rates for certain operations in the spring knife section of the trade was defeated.

The Boot and Shoe Repairing Board carried a motion to increase general minimum piece rates for certain operations but deferred the issue of a notice until they were in a position to give notice of proposal respecting other matters.

The administrative committees of the boards, which deal with miscellaneous matters other than variations of minimum rates, held 21 meetings and 66 meetings were held of the smaller "permits" committees which deal with applications for exemption from payment of the minimum rates to injured or infirm workers.

The twelve district trade committees of the Boot and Shoe Repairing Board met to consider proposals by the board to vary the conditions attached to certain of their minimum rates and to fix additional rates for certain classes of workers. The Scottish district trade committee of the Made-up Textiles Board

met to consider a proposal by the board to increase general minimum time rates for all adult male and female workers and the South Wales district trade committee of the Retail Bespoke Tailoring Board (England and Wales) held a meeting to consider an application from the workers' side for an increase of ten per cent. in the time rates per log hour.

Eight meetings were held of special committees appointed to deal with particular questions. The subjects covered included piece rates for machine finishing in the boot and shoe repairing trade, minimum rates for hand smiths and hardeners and machine smiths and hardeners in the table knife section and fork guarders in the cutlery trade, the definition of the hollow-ware trade, the definition of the linen and cotton handkerchief and household goods and linen piece goods trade and minimum rates for male sterilizers and night workers in the milk distributive trade in England and Wales.

#### **Permits of Exemption**

The number of infirm or injured workers holding permits of exemption enabling them to be employed at rates of wages below the trade board minimum rates was 2,487 on 31st December 1937 compared with 2,679 a year earlier. The largest numbers of permits in force were held by workers in the milk distributive trade in England and Wales (360), the laundry trade (330) and the ready made and wholesale bespoke tailoring trade (301).

#### **Certification of Learners and Indentured Apprentices**

The number of learners' certificates issued during the year by the 17 boards which require certification as a condition of the payment of the special lower minimum rates for learners was 47,284 compared with 46,725 during 1936.

The number of certificates issued to indentured apprentices by the seven boards which provide special minimum rates for this class of worker was 267 compared with 224 in 1936.

### **Trade Board Minimum Rates**

#### **Confirmation of Minimum Rates**

During the year 27 boards submitted 30 sets of rates, of which 24 were confirmed in their entirety and one partially, while five were outstanding at the end of the year. In 1936 ten sets of rates submitted by seven boards were confirmed (see p. 78 of the Report for 1936).

#### **Rates fixed by Trade Boards**

The large number of sets of rates submitted during the year was due to the definite upward tendency in trade board rates of wages. Of the 25 sets of rates wholly or partially confirmed during the year, 23 related to increases in rates in 21 trades; the remaining two sets of rates were concerned with alterations in the grades and classifications of workers already covered by minimum rates in force. The 23 sets of rates involving

increases covered either the whole or the greater part of the workers in the 21 trades concerned employed on operations falling within the scope of the boards. It is estimated that these increases affected about 780,000 workers.

Owing to the increasing use of the conveyor belt system in clothing factories four trade boards in the clothing trades fixed special general minimum time rates for female workers employed as conveyor belt machinists. The time rates fixed for these workers are the same as the piece work basis time rates.

During the year 21 boards increased the rates fixed for the lowest grades of experienced adult male and female workers. As regards male workers these increases varied from  $\frac{1}{4}$ d. per hour or 1s. per week of 48 hours in the case of one board to  $1\frac{1}{4}$ d. per hour or 5s. per week of 48 hours in the case of another board. Of the remaining 19 boards, ten increased the rates for male workers by 1d. per hour or 4s. per week of 48 hours and nine by amounts varying from  $\frac{1}{2}$ d. to  $\frac{3}{4}$ d. per hour or 2s. to 3s. per week of 48 hours. The corresponding increases for females varied from  $\frac{1}{4}$ d. per hour or 1s. per week of 48 hours in the case of five boards to 1d. per hour or 4s. per week of 48 hours in the case of one board. The remaining 15 boards fixed increases from  $\frac{3}{8}$ d. to  $\frac{3}{4}$ d. per hour or from 1s. 6d. to 3s. per week of 48 hours. Appendix XXIV shows the general minimum time rates in each trade for the lowest grades of adult male and female workers at the end of 1936 and 1937 respectively.

## Inspection, Enforcement and Special Inquiries

### Inspection and Enforcement

The method of inspection followed the lines of the previous year, that is the investigation of all complaints combined with routine inspection in particular areas selected so as to ensure a periodic review of all trade board establishments in all districts. Particulars of inspection completed during the year are set out in appendices XXV and XXVI. The following is a summary of the principal items of interest together with the comparable figures for 1936:—

	1936	1937
No. of establishments on Trade Boards lists ...	89,148	85,272
Complaints received ... ..	2,028	1,716
Complaints disposed of without inspection ...	288	201
No. of establishments inspected ... ..	17,971	18,665
No. of inspections ... ..	18,151	18,842
Visits paid for purposes connected with enforcement of the Acts ... ..	11,722	11,420
No. of establishments in respect of which arrears of wages were paid ... ..	2,117	2,229
Arrears of wages paid ... ..	£24,167½	£30,896½
No. of workers whose wages were examined ...	211,251	216,068
No. of workers to whom arrears of wages were paid ... ..	5,711	6,771
No. of underpaid workers in receipt of over 90 per cent. of minimum rate ... ..	3,510	4,124

Particulars of breaches of the Acts are set out in appendix XXVII. The standard of compliance with statutory requirements showed no appreciable variation from that of 1936.

During the year the Department instituted criminal proceedings against employers for infringements of the Acts in 17 cases compared with 19 cases in 1936. In three cases charges were at the same time preferred against agents of the employers. Underpayment charges were included in all 17 cases, combined in ten cases with other charges, namely failure to keep adequate records (six cases), failure to post notices (four cases), producing a false record (three cases) and furnishing false information (one case). In 13 cases conviction was obtained on all counts, in one case a charge of underpayment was dismissed under the Probation of Offenders Act on payment of costs, in another an underpayment charge was dismissed, conviction being obtained on a charge of failure to post, in another a charge of producing a false record against an agent was dismissed under the Probation of Offenders Act on payment of costs and in one Scottish case one charge of underpayment was dismissed as "not proven", conviction being obtained on two other similar charges. In one case of underpayment no fines were imposed but costs were awarded and an order for the payment of arrears was made by the Court. The penalties imposed amounted to £285 5s. od. in fines and costs amounting to £61 16s. od. were awarded to the Department. In 16 cases the Department notified its intention to claim in Court for arrears of wages. As a result, in 15 cases arrears were either paid before the hearing or an order for payment was made by the Court. In the remaining case no order was made, the charge of underpayment having been dismissed.

Civil proceedings were taken by the Department against four employers, one of whom had already been successfully prosecuted in 1936 for underpayment. In one case arrears and costs were paid by the employer on receipt of the summonses and in the other three cases judgment, with costs, was entered against the defendants.

### **Special Inquiries**

Special inquiries were again made into matters affecting a number of trades covered by the Trade Boards Acts and into certain technical aspects of the employment of aliens. The subjects investigated included various aspects of the milk distributive trade, the hollow-ware trade, the hat, cap and millinery trade, the rope, twine and net trade and the cutlery trade, allegations of the exploitation of juvenile labour in certain branches of industry, the effect of rates fixed or proposed by certain boards and analyses of the personnel employed in certain trades.

## CHAPTER VIII

## LABOUR STATISTICS

The collection and publication of information and statistics with regard to labour conditions, both in this country and in countries oversea, was continued during 1937 on the lines followed in previous years. The information relating to this country is compiled mainly from original material collected from employers, trade unions and other external sources and from the local offices of the Department; for oversea countries it is derived chiefly from the official publications of those countries or of the International Labour Office. This material, so far as it is of sufficient general interest, is summarised and published in the *Ministry of Labour Gazette* and occasionally in special reports and other publications. Summaries of the principal statistics compiled by the Department will be found in the appendices and in some of the previous chapters of this Report.

**Ministry of Labour Gazette**

This publication, which appears on or about the 18th of each month (price 6d.), gives in each issue the latest official statistics relating to employment, unemployment and unemployment insurance, changes in rates of wages and hours of labour, strikes and lock-outs, changes in working-class cost of living, industrial diseases and fatal industrial accidents, poor relief, building plans approved, &c. Summaries are also given of arbitration and conciliation cases under the Industrial Courts Act, 1919 and the Conciliation Act, 1896, of orders and notices, &c., issued under the Trade Boards Acts and the Unemployment Insurance Acts and of the principal legal cases affecting labour. In addition articles are published giving the results of special statistical inquiries, reviewing official publications and summarising Acts of Parliament dealing with labour matters. Information is also given regarding employment, wages, hours of labour, cost of living, labour disputes and labour legislation in oversea countries. A special supplement is included, at quarterly intervals, containing statistical tables and charts showing the course of trade, output, prices, wages, finance and employment.

Among the subjects dealt with in special articles published in the *Gazette* during the year 1937 were the following:—statistical surveys of employment, rates of wages, hours of labour, industrial disputes and the cost of living during 1936, the estimated numbers of workpeople insured against unemployment in 1937 and earlier years and the numbers of such persons in employment, analysed to show their industrial and geographical

distribution, the age distribution of persons registered as unemployed, changes in the duration of unemployment during the past five years, unemployment among juveniles, earnings and hours of labour in manufacturing industries generally and in some of the principal non-manufacturing industries in October 1935, profit-sharing and co-partnership in 1936, the membership of trade unions in 1936, the course of employment and unemployment in Great Britain and in oversea countries in 1929-36, wages and hours in some of the principal industries in various countries oversea and labour legislation in 1937 in certain countries oversea.

### **Abstract of Labour Statistics**

A new edition of the *Abstract of Labour Statistics of the United Kingdom* was published in October 1937. This volume provides a comprehensive summary of the principal official statistics relating to labour matters in Great Britain and Northern Ireland for the period 1922-36. The statistics are presented in 14 main sections dealing respectively with population; employment, unemployment and unemployment insurance; wages and hours of labour; profit-sharing and co-partnership; wholesale and retail prices and cost of living; strikes and lock-outs; employers' associations, trade unions and other employees' associations; co-operative societies, building societies and friendly societies; national health insurance; widows, orphans and old age pensions; industrial accidents and diseases and workmen's compensation; poor relief; migration; building plans approved.

### **Local Unemployment Index**

This index giving, for about 760 towns and for county areas in Great Britain, the numbers of insured persons in each area and the proportions of such persons recorded as unemployed on one day of each month, with comparative figures for a month before and for a year before, was issued monthly during 1937. The index is issued to subscribers only, at a charge of three guineas a year payable to H.M. Stationery Office.

### **Special Inquiries**

In addition to the information which is regularly collected, as described above, relating to the main features of the labour situation in this country, supplementary inquiries are made from time to time on matters of current interest. Particulars of some of the principal special inquiries made in 1937 are given below.

### **Expenditure of Working-Class Households**

In last year's Report, it was stated that preparations were in progress for an inquiry into the present day distribution of working-class expenditure to provide the data required for a



revision of the basis of the official cost-of-living index number. A committee which had been appointed to advise as to the methods to be adopted in the conduct of this inquiry recommended that budgets should be collected giving particulars of the expenditure of about 10,000 households of industrial workers and about 1,250 households of agricultural workers, in each of four weeks at quarterly intervals beginning in the autumn of 1937. In accordance with these recommendations, a representative selection of working-class households, distributed over all parts of Great Britain, were visited and invited to furnish the Department with particulars, on forms provided for the purpose, of the whole of their expenditure in the week ending 23rd October. Similar inquiries were simultaneously undertaken by the Ministry of Labour for Northern Ireland. The inquiries were organised through the employment exchanges, assisted by local committees and by groups of voluntary helpers who undertook the work of visiting the households, distributing the forms and collecting the budgets. Of the households visited, over 13,700 supplied budgets relating to a week in October or November 1937. Further inquiries, on similar lines, are being made in January, April and July 1938. A detailed account of the objects and scope of the inquiry and of the methods by which it is being conducted was given in the issue of the *Ministry of Labour Gazette* for October 1937.

#### **Unemployment in the Special Areas**

An analysis was made on 15th March 1937 of the numbers of men in the special areas who at that date had been registered as unemployed for three months or more, showing their ages and the industries in which they had previously been employed. The results of the analysis were published in the *Ministry of Labour Gazette* for July 1937.

#### **Age Distribution of Unemployed Men and Women**

Special analyses were made of the age-distribution of men and women registered as unemployed in Great Britain at 3rd May and at 1st November 1937, separate figures being obtained for men, for single women and widows and for married women. The results were published in the *Ministry of Labour Gazette* for July 1937 and January 1938.

#### **Relation of Wages to Unemployment Benefit**

At the request of the Unemployment Insurance Statutory Committee, an investigation was made into the relation of wages to rates of unemployment benefit. Among the claimants for unemployment benefit on the registers of Employment Exchanges at 30th August 1937, all whose benefit rate with dependants exceeded 32s. and a representative sample of those with lower benefit rates were asked to state the weekly wages

earned, for a full week's work, in their last employment. A summary of the results of the inquiry, analysing the number of claimants at different rates of benefit according to their full-time weekly wage, was published in the Statutory Committee's Report on the Financial Condition of the Unemployment Fund at 31st December 1937.

#### **Retirement Pensions Schemes**

During 1937 inquiries were made as to the extent to which employers throughout Great Britain had in operation, at the end of 1936, schemes providing for pensions for employees on retirement from work. The results of the inquiry will be published in 1938.

#### **Wages and Hours in Cinemas**

An inquiry was instituted in October 1937 in order to obtain particulars of the rates of wages and working hours of workers employed in cinematograph theatres throughout Great Britain. Inquiry forms were sent to over 4,600 cinemas and nearly 4,500 of these furnished information. The results of the inquiry will be published in 1938.

## CHAPTER IX

### INTERNATIONAL LABOUR

#### **Twenty-third Session of the International Labour Conference**

The twenty-third session of the International Labour Conference was held in Geneva from 3rd to 23rd June 1937.

#### **Conventions and Recommendations**

The text of the four conventions and seven recommendations adopted by the conference was published in Cmd. 5584. Their provisions are summarised in the following paragraphs which also mention resolutions adopted on certain of the subjects.

**International Co-operation in respect of Public Works.**—The recommendation adopted on this subject proposed that members of the International Labour Organisation should communicate to the International Labour Office, in accordance with a uniform plan, statistical and other information concerning public works undertaken or planned by them. It also recommended that members should co-operate in the work of any international committee which the governing body might set up to study the information thus received. The conference also adopted a resolution requesting the governing body to appoint the international committee referred to, the first duty of which would be to draw up the uniform plan mentioned in the recommendation.

**National Planning of Public Works.**—The recommendation adopted on the subject dealt with the question of the organisation of public works nationally. It suggested that public works should be so timed as to enable them to be put in hand as soon as required during a period of depression and that with this end in view a national co-ordinating body should be set up. There were further proposals with regard to the financing of public works, the desirability of special consideration being given to works providing employment for young persons, women and non-manual workers and the conditions of recruitment and employment.

**Minimum Age for Admission of Children to Industrial Employment.**—A convention was adopted which revised the convention on the same subject adopted by the International Labour Conference in 1919. The principal point of revision was the raising of the age of entry into employment from 14 to 15 years. In addition the 1919 convention was revised in respect of certain minor points including the insertion of special articles dealing with the position in Japan, India and China.

**Minimum Age for Admission of Children to Industrial Employment in Family Undertakings.**—During the discussion of the revised convention concerning the age for admission of children to industrial employment, a proposal was put forward to delete the provision excepting from the terms of the convention undertakings in which only members of the same family were employed. The conference rejected this amendment but adopted a recommendation urging governments to endeavour to apply their legislation relating to the minimum age of admission to all industrial undertakings including family undertakings.

**Age for Admission of Children to Non-Industrial Employment.**—A convention was adopted which revised the convention on the same subject adopted by the International Labour Conference in 1932. As in the case of the convention relating to the age of entry into industrial employment, the revised convention raised the minimum from 14 to 15 years of age. Certain revisions consequential on the raising of the minimum age were also made, e.g. the minimum age for employment on light work outside school hours was raised from 12 to 13. Certain minor revisions were also made.

The conference also adopted a resolution asking governments to furnish to the International Labour Office returns showing the number of children under school leaving age employed out of school hours.

**Reduction of Hours of Work in the Textile Industry.**—The convention adopted on this subject provided that hours of work in the textile industry as defined in the convention shall not exceed an average of 40 per week with certain exceptions. Where hours of work are calculated as an average the competent authority shall determine the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week. Workers who work in shifts on continuous processes may average 42 per week and exceptions may be made for persons employed on preparatory or complementary work, persons whose employment involves long periods of inaction and persons employed in connection with transport. The limits of hours may be exceeded where necessary in certain specified circumstances, e.g. to avoid serious interference with the ordinary working of the undertaking in the case of accident, to make good the unforeseen absence of members of a shift or, in the case of processes which cannot be interrupted, where, for exceptional circumstances, they cannot be completed within the normal limit of hours. The convention also contained provisions for 75 hours overtime in the year to be paid for at one and a quarter times the normal rate and for a further 100 hours at the same rate

in countries where the weekly limit of hours is applied as a strict limit applicable to each week, i.e. where hours are not averaged.

The conference considered the question of including in the convention articles dealing with certain countries where special conditions (climatic, &c.) exist. It decided not to include such articles in the convention but adopted a resolution requesting the governing body to consider the problem with a view to the consideration of a special draft convention dealing with such countries at a subsequent session of the conference.

**Safety Provisions in the Building Industry.**—The convention adopted on this subject required governments to ensure the application of certain general rules set out in the convention and to empower an appropriate authority to make regulations to give effect, as far as possible and desirable under national conditions, to the provisions of a model code contained in a recommendation which the conference also adopted. The model code set out detailed rules for safety in connection with scaffolds, hoisting appliances and safety equipment.

**Inspection in the Building Industry.**—A recommendation was adopted on this subject laying down certain standards dealing with the appointment and qualifications of inspectors and making suggestions for securing collaboration between the inspectorate and the head of the undertaking.

**Co-operation in Accident Prevention in the Building Industry.**—The recommendation adopted on this subject suggested the establishment of special safety organisations in each undertaking on which employers and workers would be represented and collaboration between the inspector, the employer and representatives of the workers. It also recommended safety propaganda and education in methods likely to improve accident prevention.

**Vocational Education for the Building Industry.**—The recommendation adopted on this subject proposed that technical and vocational school curricula should include theoretical and practical instruction regarding the construction and maintenance of scaffolds and hoisting machinery and the organisation of safety measures in connection with building work.

A resolution was also adopted relating to the responsibility of machine builders, &c. as regards safety devices.

#### **Decisions regarding other Items of the Agenda**

**Hours of Work in the Printing and Kindred Trades and in the Chemical Industry.**—Both these subjects were on the agenda of the conference for first discussion after preparatory technical tripartite meetings had taken place in November-December

1937 (see p. 92 of the Report for 1936). The conference decided to deal with these matters by way of single discussion and not to postpone until the next session in 1938 consideration of draft conventions. A committee of the conference accordingly proceeded to draft conventions in both cases, providing for a week of 40 hours on an average. When the draft conventions came before the conference for adoption, however, neither obtained the necessary majority required by the Treaty of Versailles.

### **Other Action by the Conference**

**Resolutions.**—In addition to the four resolutions mentioned above, the conference adopted eight other resolutions covering the following subjects:—the generalisation of the reduction of hours of work, special problems affecting indigenous workers, the obligations of members of the International Labour Organisation in connection with conventions and recommendations adopted by the conference, uniformity of protection of workers in China, the establishment of a tripartite Asiatic committee, the protection of migrant workers insured under social insurance schemes, the position of women workers and the collaboration of Burma with the International Labour Organisation.

Of these, that relating to the generalisation of the reduction of hours of work requested the governing body to consider placing this question on the agenda of the next session of the conference. Further reference to this is made later in describing the eighty-first session of the governing body.

During the discussions on the resolution relating to the position of Burma, a statement was made by the British Government delegate that Burma would continue to observe and apply international labour conventions which had been ratified by India previous to the separation of the two countries and for the future would participate in the activities of the International Labour Organisation through the medium of the British Government. This is also mentioned later in the paragraph dealing with the eight-first session of the governing body.

**Application of Conventions.**—The conference, as usual, referred to a committee the reports made by governments in accordance with Article 408 of the Treaty of Versailles on the application of conventions which they had ratified. The report of the committee dealt particularly with the necessity for countries to enforce without delay conventions which they ratified and emphasized the importance of proper inspection. The report was adopted by the conference unanimously.

**Periodical Reports on the Working of Conventions.**—The conference adopted reports submitted to it by the governing body on the following conventions:—Workmen's Compensation

(Accident Prevention) 1925, Workmen's Compensation (Occupational Diseases) 1925, Inspection of Emigrants 1926 and Forced Labour 1930. No proposal to revise any of these conventions was made.

**Re-election of the Governing Body.**—During the conference the non-permanent members of the governing body for the ensuing three years were elected. The United Kingdom, being one of the eight states of chief industrial importance, has a permanent seat on the governing body and under the constitution, therefore, took no part in these elections. The eight governments with permanent seats are Canada, France, India, Italy, Japan, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America. The eight governments elected to seats were Brazil, Chile, China, Mexico, Norway, Poland, Spain and Yugoslavia. The governing body for the next three years will accordingly be composed of representatives of these sixteen governments and eight representatives of employers and eight representatives of workers, who were elected during the conference by their respective groups. Mr. J. B. Forbes Watson, Director of the National Confederation of Employers Organisations, was elected as one of the employers' representatives, and Mr. J. Hallsworth, of the Trades Union Congress General Council, as one of the workers' representatives.

#### **Meetings of the Governing Body of the International Labour Office**

Meetings of the governing body were held in Geneva in February, May and June and in Prague in October.

**Seventy-eighth Session of the Governing Body (February 1937).**—The governing body decided to place the following subjects on the agenda of the International Labour Conference to be held in 1938:—(i) technical and vocational education and apprenticeship, (ii) regulation of contracts of employment of indigenous workers, (iii) recruiting, placing and conditions of labour (equality of treatment) of migrant workers and (iv) regulation of hours of work and rest periods in road transport undertakings.

The governing body decided to refer to a committee of experts the question of safety provisions for workers in coal mines with a view to the preparation of a model code which might form the basis of a draft convention for consideration by a later session of the International Labour Conference. Similarly, questions relating to (a) the general principles for the organisation of systems of inspection to secure the enforcement of laws and regulations for the protection of the workers and (b) the rights of performers as regards broadcasting, television and the

mechanical reproduction of sounds were referred to meetings of experts with a view to their discussion at a later session of the conference.

The governing body noted the reports of the technical tripartite meetings which took place in December 1936 with regard to the printing and allied trades and the chemical industry and referred them to the twenty-third session of the conference (June 1937). The result has been described above.

The governing body adopted a report of its migration committee which recommended (i) that South American governments, assisted if desired by the International Labour Office, should prepare development plans in certain districts with a view to settlement, (ii) the appointment of a correspondence committee on migration, (iii) that the Director of the International Labour Office should consult members of the Organisation with regard to a conference of experts on migration with a view to settlement.

The governing body decided to inform governments that it proposed to call a tripartite meeting on hours of work in coal mines and to ask for their observations on the proposal.

**Seventy-ninth Session of the Governing Body (May 1937).—** Estimates for 1938 for the International Labour Office were approved and submitted to the Assembly of the League of Nations in accordance with the usual procedure. As finally approved by the League, the gross estimates provided for an expenditure of 10,261,003 Swiss francs. The net sum payable by members of the League of Nations, after deduction of certain receipts and of contributions by states which are members of the International Labour Organisation but not of the League, will be 8,335,272 Swiss francs of which Great Britain's share will be 11.6 per cent.

The governing body considered the observations made by some of the principal coal producing countries on the proposal made at the seventy-eighth session to hold a technical tripartite meeting concerning hours of work in coal mines. It decided that such a meeting should be held and instructed the Director to submit to a subsequent session of the governing body a report on the exact nature of the meeting and the date on which it should take place. The record of proceedings of the technical tripartite conference on the textile industry, which was held at Washington in April 1937 and which is described below, was submitted to the governing body. It was decided to adjourn discussion until the October session so as to allow adequate time for consideration of the three reports approved by the Washington conference.

**Eightieth Session of the Governing Body (May-June 1937).—** The governing body decided that the tripartite technical meeting on the coal industry which it had decided to call at the seventy-ninth session should take place at the end of April 1938. The



countries to be represented at the meeting would be those where coal production forms an important element of the national economic life. The meeting would study all those aspects of the coal industry which might directly or indirectly affect social conditions in the industry. The International Labour Office was instructed to prepare a report for the meeting and in doing so to keep in touch with the Economic Organisation of the League of Nations, which would be invited to attend the meeting.

The governing body approved proposals for collaboration with the Health Organisation of the League of Nations with a view to the preparation of the second European conference on rural hygiene.

**Eighty-first Session of the Governing Body (October 1937).—**

The governing body unanimously elected Mr. F. W. Leggett, C.B., representative of the British Government on the governing body and a Principal Assistant Secretary in the Ministry of Labour, as its chairman for the ensuing year.

The governing body decided to place on the agenda of the International Labour Conference for 1938 the question of the generalisation of the reduction of hours of work in all economic activities which were not covered by conventions already adopted by the International Labour Conference. It was decided that this question should be discussed with a view to drawing up a list of points to form the basis of a questionnaire to governments, in order that a draft convention could be considered by the conference in 1939. It was understood that the question of the reduction of hours of work in agriculture would be examined in the light of a report to be submitted by the Permanent Agricultural Committee and that the question of the reduction of hours of work in the mercantile marine remained a matter for the Joint Maritime Commission.

In view of the above decision the governing body decided that the question of the regulation of hours of work and rest periods in road transport which the governing body at its seventy-eighth session had placed on the agenda of the 1938 session of the conference should be limited to professional drivers and their assistants on vehicles.

The governing body considered the resolution, the adoption of which by the twenty-third session of the conference is mentioned above, on the subject of the establishment of an International Public Works Committee and decided, in principle, that such a committee should be established. It authorised the International Labour Office to communicate with governments as soon as possible in order to ascertain whether they would participate in the work of the committee and to consult them regarding a draft of the proposed uniform plan for the supply of information concerning public works which had been drawn up by the Office. The question of the statute of the proposed

International Public Works Committee was referred to a small committee who were instructed to report to the next session of the governing body to be held in February 1938.

After considering the resolution adopted by the conference regarding the collaboration of Burma in the work of the Organisation, the governing body decided to refer to its Standing Orders Committee the question of including in future conventions a provision permitting accession thereto by fully self-governing colonies, protectorates and possessions, such as Burma, which are not separate members of the Organisation.

The record of proceedings of the tripartite technical conference on the textile industry was again before the governing body but was adjourned until the session to be held in February 1938.

The governing body decided to call a conference of experts to examine the question of "technical and financial co-operation with regard to migration for settlement." The conference will open on 28th February 1938 and will be composed of experts from countries of emigration and from South American countries of immigration.

The governing body considered the report of the fifth Conference of Labour Statisticians and decided to place the question of the statistics of hours and wages in the principal mining and manufacturing industries, including building and construction and agriculture, on the agenda of the 1938 session of the conference with a view to the adoption of a draft convention at that session.

The governing body provisionally selected the questions of factory inspection and weekly rest in commercial undertakings for the agenda of the 1939 session of the conference. A final decision will be taken at the session to be held in February 1938.

### **Technical Tripartite Conference on the Textile Industry**

A technical tripartite conference on the textile industry convened by the governing body was held at Washington from 2nd-17th April 1937. Twenty-seven countries were represented at the conference of which 15 sent complete delegations comprising representatives of governments, employers and workers. The delegates representing the United Kingdom were Lt.-Col. A. J. Muirhead, M.C., M.P., then Parliamentary Secretary to the Ministry of Labour, Mr. T. Ashurst, Secretary of the Cotton Spinners' and Manufacturers' Association and Mr. Arthur Shaw, C.B.E., J.P., General Secretary of the National Union of Dyers, Bleachers and Textile Workers.

The conference sat as a general committee to discuss the economic and social aspects of the textile industry and prepared two reports dealing respectively with the economic and social problems of the industry. A special committee of 18 members

was set up to consider the statistics relating to the textile industry. This committee submitted a report drawing attention to the deficiencies in the available data and making recommendations as to the lines along which internationally comparable statistics for the textile industry might be developed. All these three reports were approved by the conference.

#### **Fifth International Conference of Labour Statisticians**

The fifth Conference of Labour Statisticians met in Geneva in September 1937 to consider the technical aspect of proposals for the standardisation of statistics of wages and hours of work by means of an international convention. Twenty-eight States Members of the International Labour Organisation were represented at the conference. Mr. E. C. Ramsbottom, O.B.E., Director of Statistics in the Ministry of Labour, was the representative of the British Government.

The conference prepared for submission to the governing body a first draft of a convention and of a recommendation designed to provide for an improvement in the comparability of national statistics of wages and hours of labour, due regard being had to the special conditions of particular countries and the practical limitations of their statistical services. The conference suggested that the draft convention which it had prepared should be submitted to the International Labour Conference for consideration at its session in 1938. It has been explained above in dealing with the eighty-first session of the governing body that the latter acted in accordance with this suggestion.

#### **Second Regional Conference of Representatives of Labour Inspection Services**

The second regional conference of representatives of labour inspection services was held at Vienna in May 1937. It was attended by representatives of central and eastern Europe and the British Government was not represented. The conference considered the question of the "organisation of factory inspection in industrial undertakings, including the question of collaboration with employers and workers". The conference adopted a resolution urging the extension of inspection to all occupations in which persons are employed for remuneration.

**APPENDIX I**  
**ADMINISTRATIVE DIVISIONS, WITH AREAS AND NUMBERS OF EMPLOYMENT EXCHANGES, EMPLOYMENT OFFICES, BRANCH EMPLOYMENT OFFICES AND LOCAL AGENCIES**

Division and Town in which Divisional Office is situated	Area covered by Division	No. of Local Offices at 31st December 1936					Division and Town in which Divisional Office is situated	Area covered by Division	No. of Local Offices at 31st December 1937				
		Ex-changes	Empt. Offices	Branch Empt. Offices	Local Agencies	Total			Ex-changes	Empt. Offices	Branch Empt. Offices	Local Agencies	Total
London	London, Middlesex and parts of Essex, Kent and Surrey	53	11	5	—	69	London	London, Middlesex and parts of Essex, Kent and Surrey	54	12	5	—	71
South eastern (London)	Bedford, Bucks, Cambridge, Herts, Norfolk, Suffolk, Sussex and parts of Essex, Kent and Surrey	33	20	110	79	242	South eastern (London)	Bedford, Berkshire (except the areas of Abingdon and Faringdon), Bucks, Cambridge (including Isle of Ely), Herts, Huntingdon, Norfolk, Soke of Peterborough, Suffolk, Sussex and parts of Essex, Kent and Surrey	36	21	122	81	260
South western (Bristol)	Berks, Cornwall, Devon, Dorset, Gloucester, Hants, Oxford, Somerset and Wiltshire	38	27	132	76	273	South western (Bristol)	Cornwall, Devon, Dorset, Gloucester, Hants, Oxford, Somerset, Wiltshire and the Abingdon and Faringdon areas of Berks	36	28	123	70	257
Midlands (Birmingham)	Derby (except Glossop and New Mills districts), Hereford, Huntingdon, Leicester, Northants, Notts, Rutland, Salop, Stafford, Warwick, Worcester, Soke of Peterborough and Stamford district of Lincoln	65	37	45	23	170	Midlands (Birmingham)	Derby (except Glossop and New Mills districts), Hereford, Leicester, Northants, Notts, Rutland, Salop, Stafford, Warwick and Worcester	63	47	44	22	176
North eastern (Leeds)	Lincoln (except Stamford district) and Yorkshire (except Cleveland district)	43	34	24	69	170	North eastern (Leeds)	Lincoln and Yorkshire (except Cleveland district)	44	38	22	71	175
Northern (Newcastle-on-Tyne)	Cumberland, Durham, Northumberland (except Berwick), Westmorland and Cleveland district of Yorkshire	40	30	18	18	106	Northern (Newcastle-on-Tyne)	Cumberland, Durham, Northumberland (except Berwick), Westmorland and the Cleveland district of Yorkshire	40	32	18	18	108
North western (Manchester)	Cheshire, Lancs and the Glossop and New Mills districts of Derbyshire	84	25	20	1	130	North western (Manchester)	Cheshire, Lancs and the Glossop and New Mills districts of Derbyshire	84	32	20	1	137
Scotland (Edinburgh)	Scotland and the Berwick district	56	41	73	80	250	Scotland (Edinburgh)	Scotland and the Berwick district	56	43	72	82	253
Wales (Cardiff)	Wales and Monmouth	40	46	37	55	178	Wales (Cardiff)	Wales and Monmouth	40	55	37	57	189
		452	271	464	401	1,588			453*	308*	463*	402	1,626

\* During the year 1937, 1 new Exchange and 1 new B.E.O. were opened and 2 B.E.O.'s and 35 temporary Offices were converted to Employment Offices.

## APPENDIX II

## STAFF OF THE MINISTRY AT 13TH DECEMBER 1937

(EXCLUDING BRANCH MANAGERS, LOCAL AGENTS AND OTHERS WHO ARE PAID BY FEES AND INDUSTRIAL STAFF)

	Permanent	Temporary	Total
(a) Headquarters ... ..	1,322	237	1,559
(b) Claims and Record Office, Kew ... ..	2,472	365	2,837
(c) Outstations ... ..	15,159	6,289	21,448
Total ... ..	18,953	6,891	25,844
(d) Industrial Court ... ..	5	3	8
(e) Office of the Umpire ... ..	14	8	22
Grand Total ... ..	18,972	6,902	25,874

Percentage of Ex-Service Men (Permanent and Temporary) of Total Staff (Permanent and Temporary) ... ..	59·4
Percentage of Ex-Service Men (Temporary) of Total Staff (Temporary) ... ..	43·2

## APPENDIX III

## (a) AVERAGE PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKERS AGED 16-64 IN GREAT BRITAIN

1925 ... ..	11·0	1932 ... ..	21·9
1926 ... ..	12·3	1933 ... ..	19·8
1927 ... ..	9·6	1934 ... ..	16·6
1928 ... ..	10·7	1935 ... ..	15·3
1929 ... ..	10·3	1936 ... ..	12·9*
1930 ... ..	15·8	1937 ... ..	10·6†
1931 ... ..	21·1		

## (b) ESTIMATED AVERAGE NUMBER OF INSURED WORKERS AGED 16-64 IN EMPLOYMENT IN GREAT BRITAIN, EXCLUDING THOSE DIRECTLY INVOLVED IN TRADE DISPUTES

1926 ... ..	9,062,000	1932 ... ..	9,348,000
1927 ... ..	10,015,000	1933 ... ..	9,681,000
1928 ... ..	10,019,000	1934 ... ..	10,139,000
1929 ... ..	10,220,000	1935 ... ..	10,377,000
1930 ... ..	9,797,000	1936 ... ..	10,912,000*
1931 ... ..	9,421,000	1937 ... ..	11,496,000†

\* Revised figure.

† Provisional figure. Figures for 1937 are affected by the introduction in September of the revised procedure for counting the unemployed. It is estimated that on the old basis the average numbers in employment in 1937 would have been about 11,480,000. The extent to which comparability of the average percentage rate of unemployment was affected is very slight.

*Note.*—The figures given in this appendix in respect of insured persons relate to persons insured under the general scheme or under the special schemes for the banking and insurance industries and do not include persons who were brought within the field of unemployment insurance under the Unemployment Insurance (Agriculture) Act, 1936.

## APPENDIX IV

ESTIMATED NUMBER OF INSURED PERSONS AGED 16-64 IN EMPLOYMENT, THE NUMBER OF PERSONS AGED 14 AND OVER INSURED AND UNINSURED, REGISTERED AS UNEMPLOYED AND THE NUMBER AND PERCENTAGE OF INSURED PERSONS UNEMPLOYED

End of Month	Employment*		Unemployment			
	Estimated number of insured persons in employment†	Numbers registered as unemployed aged 14 and over‡	Insured Persons aged 16-64			
			General Scheme		Agricultural Scheme	
			Numbers recorded as unemployed‡	Percentages†	Numbers recorded as unemployed‡	Percentages†
1936						
December ...	11,182,000§	1,629,000	1,552,000	11·8§	25,150	4·4
1937						
January ...	11,163,000	1,689,000	1,604,000	12·1	31,710	5·6
February ...	11,250,000	1,628,000	1,552,000	11·7	30,990	5·5
March ...	11,310,000	1,601,000	1,505,000	11·3	31,220	5·5
April ...	11,472,000	1,454,000	1,368,000	10·3	21,190	3·7
May ...	11,473,000	1,451,000	1,390,000	10·4	18,660	3·3
June ...	11,613,000	1,337,000	1,306,000	9·8	11,670	2·1
July ...	11,623,000	1,379,000	1,321,000	9·9	16,690	2·5
August ...	11,672,000	1,359,000	1,294,000	9·7	19,920	3·0
September — Old Basis¶ ...	11,662,000	1,389,000	1,315,000	9·8	20,270	3·1
New Basis¶ ...	11,706,000	1,339,000	1,271,000	9·5	19,570	3·0
October ...	11,659,000	1,390,000	1,328,000	9·9	21,270	3·2
November ...	11,573,000	1,499,000	1,432,000	10·7	30,060	4·5
December ...	11,437,000	1,665,000	1,584,000	11·8	48,980	7·4

\* Exclusive of persons within the agricultural scheme.

† For July and subsequent months these figures are provisional and subject to revision.

‡ For an explanation of the differences between these sets of figures, see the heading of the main unemployment tables in the *Ministry of Labour Gazette*, e.g. on p. 22 of the *Gazette* for January 1938.

§ Revised figures.

|| Private gardening is excluded from the figures for June and earlier dates but is included in those for July and later dates. Private gardening first became insurable in February 1937 but estimates of the numbers insured are not available for any date earlier than July 1937.

¶ The method of counting the unemployed was altered in September 1937 (see p. 3).

## APPENDIX V

NUMBERS OF PERSONS REGISTERED AS UNEMPLOYED IN THE SEVERAL ADMINISTRATIVE DIVISIONS OF GREAT BRITAIN AT THE END OF 1937 AND THE INCREASE OR DECREASE COMPARED WITH THE END OF 1936, TOGETHER WITH THE AVERAGE PERCENTAGE RATES AMONG INSURED PERSONS AGED 16-64 WITHIN THE GENERAL SCHEME (INCLUDING SPECIAL SCHEMES\*).

Division*	Number of persons registered as unemployed aged 14 and over		Average percentage rates of unemployment among insured persons aged 16-64*	
	December 1937	Increase (+) or decrease (-) as compared with December 1936†	1936	1937†
			Thousands	Thousands
London ...	196	+ 34	7·0	6·3
South eastern ...	96	+ 16	7·2	6·7
South western ...	87	+ 4	9·4	7·8
Midlands ...	175	+ 25	9·2	7·2
North eastern ...	193	+ 33	13·5	11·0
North western ...	342	+ 9	17·0	14·0
Northern ...	159	- 17	22·9	17·9
Scotland ...	271	+ 11	18·7	15·9
Wales ...	146	- 24	29·4	22·3
Great Britain ...	1,665	+ 91	12·9‡	10·6§

\* The percentages shown for separate divisions are exclusive of persons insured under the special schemes for the banking and insurance industries for which a geographical analysis is not available. The divisions shown are as constituted after the adjustments of certain divisional areas on 1st August 1937. (See the article on p. 338 of the *Ministry of Labour Gazette* for September 1937).

† The method of counting the unemployed was altered in September 1937. The extent to which comparability of the average percentages is impaired is very slight. In computing the increases and decreases between December 1936 and December 1937 in the numbers unemployed, allowance has been made for the change in method.

‡ Revised figure.

§ Provisional figure.

## APPENDIX VI

PERCENTAGE OF UNEMPLOYMENT AMONG INSURED PERSONS AGED 16-64  
IN CERTAIN IMPORTANT INDUSTRIES AND IN ALL INDUSTRIES COLLECTIVELY  
IN GREAT BRITAIN

Industry	Percentage of unemployment Increase (+) or decrease (-) as compared with	
	December 1937	December 1936*
Coal mining ... ..	11·5	- 4·7
Pig iron ... ..	8·9	- 3·9
Iron and steel ... ..	11·0	- 0·9
General engineering ... ..	5·5	- 0·8
Electrical engineering ... ..	3·3	+ 0·2
Constructional engineering ... ..	9·4	- 0·5
Shipbuilding and ship repairing ... ..	22·7	- 2·2
Marine engineering ... ..	7·9	- 2·9
Motor vehicles, cycles and aircraft ... ..	5·0	+ 1·2
Cotton ... ..	15·8	+ 3·9
Woollen and worsted ... ..	17·9	+ 11·9
Hosiery ... ..	11·3	+ 4·7
Tailoring ... ..	13·4	+ 2·9
Printing, publishing and bookbinding ... ..	6·0	—
Building ... ..	20·7	+ 4·2
Public works contracting ... ..	41·1	- 2·2
Distributive trades ... ..	8·1	- 0·3
All industries and services† ... ..	11·8‡	+ 0·5

\* The method of counting the unemployed was altered in September 1937. In computing the increases or decreases between December 1936 and December 1937 allowance has been made for the change in method.

† Exclusive of the agricultural scheme. ‡ Provisional figure.

(The index of unemployment in outdoor occupations in December 1937 was adversely affected, to a marked extent, by the severe weather conditions prevailing on the date of the count of the unemployed.)

## APPENDIX VII

PERCENTAGE OF THE TOTAL INSURED POPULATION AGED 16-64 IN GREAT  
BRITAIN INCLUDED IN CERTAIN GROUPS OF INDUSTRIES IN 1923 AND 1937

Industry Group	Percentage of total number insured at	
	July 1923	July 1937
Fishing* ... ..	0·2	0·2
Mining and quarrying ... ..	12·0	7·2
Manufacturing ... ..	50·6	45·8
Building and contracting ... ..	7·4	9·7
Gas, water and electricity supply† ... ..	1·5	1·6
Transport, communication, storage and distribu- tion† ... ..	17·9	21·7
Commerce, banking, insurance and finance ... ..	2·0	2·0
Miscellaneous services (including professional services, entertainments, sports, &c., hotel, public house, restaurant, boarding house, club, &c. service, laundries, dyeing and dry cleaning)... ..	4·7	8·0
National and local government ... ..	3·7	3·8
All industries and services‡ ... ..	100·0	100·0

\* The fishing industry does not include share fishermen, who are outside the scope of the unemployment insurance scheme.

† Exclusive of persons excepted from unemployment insurance under certificates of exception. ‡ Exclusive of the agricultural scheme.

## APPENDIX VIII

## INSURED PERSONS AGED 16-64 IN EMPLOYMENT IN CERTAIN INDUSTRIES IN GREAT BRITAIN\* (EXCLUDING AGRICULTURE)

## (a) INDUSTRIES SHOWING A MARKED DECREASE IN THE NUMBERS IN EMPLOYMENT BETWEEN 1923 AND 1937

	June 1923	June 1929	June 1937	Decrease 1923-1937
Coal mining ... ..	1,176,650	870,600	699,080	477,570
Cotton ... ..	439,240	478,460	366,110	73,130
Woollen and worsted ...	240,410	204,110	202,930	37,480
Total ... ..	1,856,300	1,553,170	1,268,120	588,180
Percentage of above industries to all industries ...	19·2	14·5	10·5	—

## (b) INDUSTRIES SHOWING A MARKED INCREASE IN THE NUMBERS IN EMPLOYMENT BETWEEN 1923 AND 1937

	June 1923	June 1929	June 1937	Increase 1923-1937
Distributive trades ... ..	1,143,350	1,557,680	1,860,910	717,560
Miscellaneous services† ...	476,020	617,710	823,170	347,150
Building ... ..	586,700	742,880	912,650	325,950
Electrical trades‡ ... ..	129,620	185,090	318,680	189,060
Construction and repair of motor vehicles, cycles and aircraft ... ..	170,320	228,390	333,920	163,600
Miscellaneous metal trades...	143,110	176,340	251,590	108,480
Public works contracting ...	95,320	129,620	189,110	93,790
Tramway and omnibus services ... ..	100,960	148,010	194,290	93,330
General engineering, engineers' iron and steel founding ... ..	500,270	529,160	580,200	79,930
Road transport not separately specified ... ..	116,990	160,030	179,240	62,250
Printing, publishing and bookbinding ... ..	206,800	247,670	264,680	57,880
Total ... ..	3,669,460	4,722,580	5,908,440	2,238,980
Percentage of above industries to all industries ...	37·9	44·1	48·9	—

\* For the purpose of this comparison the estimates for the year 1923 of the number of insured persons in employment who were aged 16-64, represent the same proportions of the numbers aged 16 and over in 1923 as were ascertained for 1926.

† Entertainments, sports, &c., hotels, &c. services, laundries, dyeing and dry cleaning, professional services.

‡ Electrical engineering, electrical wiring and contracting, electric cable apparatus, lamps, &c.



**APPENDIX IX**  
**ESTIMATED NUMBER OF PERSONS AGED 14-64**  
**INSURED UNDER THE UNEMPLOYMENT INSURANCE**  
**ACT, 1935 IN GREAT BRITAIN AT JULY 1937**

Industry	Males	Females	Total
<b>I. PERSONS INSURED UNDER THE GENERAL SCHEME*</b>			
<b>Fishing†</b> ... ..	33,490	930	34,420
<b>Mining</b>			
Coal mining ... ..	894,540	4,150	898,690
Iron ore and ironstone mining, &c. ...	11,470	—	11,470
Lead, tin and copper mining ... ..	4,540	10	4,550
Stone quarrying and mining ... ..	45,720	430	46,150
Slate quarrying and mining ... ..	9,970	10	9,980
Other mining and quarrying ... ..	9,950	1,370	11,320
Clay, sand, gravel and chalk pits ...	18,740	240	18,980
<b>Non-Metalliferous Mining Products</b>			
Coke ovens and by-product works ...	14,810	90	14,900
Artificial stone and concrete ... ..	27,240	2,440	29,680
Cement, limekilns and whiting ... ..	16,220	550	16,770
<b>Brick, Tile, Pipe, &amp;c. Making</b> ... ..	104,800	6,780	111,580
<b>Pottery, Earthenware, &amp;c.</b> ... ..	35,990	46,030	82,020
<b>Glass</b>			
Glass (excluding bottles and scientific glass) ... ..	25,100	8,340	33,440
Glass bottles ... ..	17,920	2,970	20,890
<b>Chemicals, Paints, Oils, &amp;c.</b>			
Chemicals ... ..	81,570	34,430	116,000
Explosives ... ..	16,370	6,620	22,990
Paint, varnish, red lead, &c. ... ..	19,250	6,570	25,820
Oil, glue, soap, ink, matches, &c. ...	56,460	23,510	79,970
<b>Metal Manufacture</b>			
Pig iron (blast furnaces) ... ..	17,360	110	17,470
Steel melting and iron puddling, iron and steel rolling, &c. ... ..	180,790	5,070	185,860
Brass, copper, zinc, tin, lead, &c. ...	47,160	4,360	51,520
Tin plates ... ..	26,550	2,900	29,450
Iron and steel tubes ... ..	31,540	2,680	34,220
Wire, wire netting, wire ropes ... ..	22,640	4,660	27,300
<b>Engineering, &amp;c.</b>			
General engineering, engineers' iron and steel founding ... ..	587,700	59,270	646,970
Electrical engineering ... ..	97,450	28,990	126,440
Marine engineering, &c. ... ..	48,270	960	49,230
Constructional engineering ... ..	40,350	1,720	42,070

\* Persons insured under the special schemes for the banking and insurance industries have been included in the figures.

† The fishing industry does not include share-fishermen, who are outside the scope of the unemployment insurance scheme.

## APPENDIX IX—continued

Industry	Males	Females	Total
<b>Construction and Repair of Vehicles</b>			
Motor vehicles, cycles and aircraft ...	334,660	35,060	369,720
Carriages, carts, &c. ... ..	12,260	2,060	14,320
Railway carriages and wagons, &c. ...	50,850	1,720	52,570
<b>Shipbuilding and Ship Repairing ...</b>	<b>165,450</b>	<b>2,760</b>	<b>168,210</b>
<b>Other Metal Industries</b>			
Stove, grate, pipe, &c., and general iron founding ... ..	101,080	10,910	111,990
Electrical wiring and contracting ...	41,470	2,690	44,160
Electric cable, apparatus, lamps, &c. ...	108,680	84,230	192,910
Hand tools, cutlery, saws, files ...	25,700	12,970	38,670
Bolts, nuts, screws, rivets, nails, &c. ...	17,640	13,930	31,570
Brass and allied metal wares ... ..	19,760	13,240	33,000
Heating and ventilating apparatus ...	17,400	1,380	18,780
Watches, clocks, plate, jewellery, &c. ...	23,080	19,280	42,360
Metal industries not separately specified	184,870	107,830	292,700
<b>Textiles</b>			
Cotton preparing, spinning, &c. ...	84,880	138,960	223,840
Cotton manufacturing (weaving, &c.) ...	66,400	142,320	208,720
<i>Total, Cotton</i> ... ..	<i>151,280</i>	<i>281,280</i>	<i>432,560</i>
Woollen and worsted ... ..	98,000	141,260	239,260
Silk spinning and manufacture and artificial silk weaving, &c. ... ..	21,090	34,870	55,960
Artificial silk yarn manufacture ...	18,640	11,880	30,520
Linen ... ..	4,160	11,010	15,170
Jute ... ..	12,360	19,710	32,070
Hemp, rope, cord, twine, &c. ... ..	7,260	12,240	19,500
Hosiery ... ..	29,080	104,270	133,350
Lace ... ..	6,300	9,930	16,230
Carpets ... ..	13,950	21,470	35,420
Other textiles ... ..	18,960	42,520	61,480
Textile bleaching, printing, dyeing, &c.	71,020	29,000	100,020
<b>Leather and Leather Goods</b>			
Tanning, currying and dressing ...	38,130	13,120	51,250
Leather goods ... ..	12,950	18,000	30,950
<b>Clothing</b>			
Tailoring ... ..	69,830	164,960	234,790
Dress making and millinery ... ..	11,140	103,020	114,160
Hats and caps (including straw plait) ...	13,290	22,200	35,490
Shirts, collars, underclothing, &c. ...	9,620	87,310	96,930
Other dress industries ... ..	8,850	25,000	33,850
Boots, shoes, slippers and clogs ...	85,890	61,370	147,260
<b>Food, Drink and Tobacco</b>			
Bread, biscuits, cakes, &c. ... ..	110,230	77,550	187,780
Grain milling ... ..	28,780	3,970	32,750
Cocoa, chocolate and sugar confectionery	28,790	60,580	89,370
Other food industries ... ..	71,390	69,600	140,990
Drink industries ... ..	91,810	25,660	117,470
Tobacco, cigars, cigarettes and snuff ...	14,440	28,680	43,120

## APPENDIX IX—continued

Industry	Males	Females	Total
<b>Woodworking, &amp;c.</b>			
Sawmilling and machined woodwork ...	63,860	3,630	67,490
Wood boxes and packing cases ...	10,590	2,720	13,310
Furniture making, upholstering, &c. ...	132,730	28,970	161,700
Other woodworking ...	19,770	6,490	26,260
<b>Paper, Printing, &amp;c.</b>			
Paper and paper board ...	49,980	18,760	68,740
Cardboard boxes, paper bags and stationery ...	27,560	54,450	82,010
Wall paper making ...	5,390	2,830	8,220
Stationery and typewriting requisites (not paper) ...	4,250	6,190	10,440
Printing, publishing and bookbinding ...	201,480	109,010	310,490
<b>Building and Contracting</b>			
Building ...	1,030,640	13,030	1,043,670
Public works contracting, &c. ...	287,460	1,500	288,960
<b>Other Manufacturing Industries</b>			
Rubber ...	40,210	29,250	69,460
Oilcloth, linoleum, &c. ...	11,750	1,890	13,640
Brushes and brooms ...	6,200	6,330	12,530
Scientific and photographic instruments and apparatus ...	28,050	13,990	42,040
Musical instruments ...	11,540	4,360	15,900
Toys, games and sports requisites ...	9,120	11,540	20,660
<b>Gas, Water and Electricity Supply...</b>	207,930	10,260	218,190
<b>Transport and Communication</b>			
Railway service ...	170,190	11,150	181,340
Tramway and omnibus service ...	189,710	11,470	201,180
Other road passenger transport ...	47,000	3,740	50,740
Goods transport by road ...	153,180	4,830	158,010
Shipping service ...	126,150	6,860	133,010
Dock, harbour, canal, &c. service :—			
Port transport (docks, wharves, &c.)	136,780	1,490	138,270
Harbour, river and canal service ...	23,670	510	24,180
<i>Total, Docks, harbours, &amp;c.</i> ...	160,450	2,000	162,450
Other transport, communication, &c. ...	21,300	3,270	24,570
<b>Distributive Trades ...</b>	1,385,320	858,850	2,244,170
<b>Commerce, Banking, Insurance and Finance*</b> ...	182,790	89,920	272,710
<b>Miscellaneous Trades and Services</b>			
National government service ...	122,870	22,350	145,220
Local government service ...	343,170	25,650	368,820
Professional services ...	98,050	73,980	172,030
Entertainments, sport, &c. ...	87,170	56,780	143,950

\* See footnote\* on p. 96.

APPENDIX IX—*continued*

Industry	Males	Females	Total
<b>Miscellaneous Trades and Services</b> <i>—continued</i>			
Hotel, public house, restaurant, boarding house, club, &c. service ... ..	173,790	277,940	451,730
Laundry service ... ..	32,180	134,790	166,970
Job dyeing, dry cleaning, &c. ... ..	11,480	20,590	32,070
Other industries and services ... ..	106,590	67,920	174,510
TOTAL (aged 14-64) ... ..	10,254,000	4,042,000	14,296,000

## II.—PERSONS INSURED UNDER THE AGRICULTURAL SCHEME

Farming, forestry, &c. ... ..	453,240	26,300	479,540
Market gardening, horticulture, &c. ... ..	65,720	13,770	79,490
Private gardening ... ..	105,260	440	105,700
Other gardening ... ..	29,780	490	30,270
Total (aged 14-64) ... ..	654,000	41,000	695,000

## APPENDIX X

ESTIMATED NUMBERS OF INSURED PERSONS AGED 16-64 IN GREAT BRITAIN AT JULY 1937 AND PERCENTAGES UNEMPLOYED AT QUARTERLY DATES DURING 1937

Industry	Estimated numbers insured July 1937	Percentages recorded as unemployed				
		Mar. 1937	June 1937	Sept. 1937		Dec. 1937
				Original basis	Revised basis	
<b>I.—PERSONS INSURED UNDER THE GENERAL SCHEME.*</b>						
<b>Fishing</b> ... ..	34,050	29·5	17·6	27·8	25·5	27·5
<b>Mining</b>						
Coal mining ... ..	868,300	14·6	18·9	13·6	13·5	11·5
Iron ore and ironstone mining, &c.	11,250	9·7	8·2	7·6	7·4	7·5
Lead, tin and copper mining ...	4,460	16·9	13·3	13·7	13·6	16·6
Stone quarrying and mining ...	45,290	18·1	8·6	8·9	8·2	20·9
Slate quarrying and mining ...	9,740	10·8	5·0	6·2	6·1	8·0
Other mining and quarrying ...	10,930	16·5	11·1	10·6	10·0	12·2
Clay, sand, gravel and chalk pits ...	18,490	9·1	5·5	5·4	5·3	7·5
<b>Non-Metalliferous Mining Products</b>						
Coke ovens and by-product works...	14,750	14·1	12·0	9·8	9·7	9·7
Artificial stone and concrete ...	28,460	13·8	10·7	10·1	9·3	11·8
Cement, limekilns and whiting ...	16,450	6·7	4·7	4·5	4·3	5·6
<b>Brick, Tile, Pipe, &amp;c. Making</b>	105,270	9·3	7·1	7·0	6·8	9·8
<b>Pottery, Earthenware, &amp;c. ...</b>	74,710	13·0	13·5	14·0	13·0	18·5
<b>Glass</b>						
Glass (excluding bottles and scientific glass) ... ..	31,190	8·7	8·4	8·0	7·7	8·4
Glass bottles ... ..	19,950	17·0	13·7	14·4	13·9	12·4
<b>Chemicals, Paints, Oils, &amp;c.</b>						
Chemicals ... ..	109,110	7·0	6·5	6·1	6·0	6·2
Explosives ... ..	22,280	4·0	3·5	2·7	2·7	3·8
Paint, varnish, red lead, &c. ...	24,220	5·1	4·5	4·6	4·5	5·1
Oil, glue, soap, ink, matches, &c....	75,330	7·3	8·3	6·8	6·6	6·7
<b>Metal Manufacture</b>						
Pig iron (blast furnaces) ... ..	17,300	11·3	9·6	8·5	8·3	8·9
Steel melting and iron puddling, iron and steel rolling, &c. ...	181,880	11·8	10·7	9·9	9·8	11·0
Brass, copper, zinc, tin, lead, &c. ...	49,880	6·0	5·4	5·1	5·0	6·5
Tin plates ... ..	28,130	14·5	11·8	9·6	9·4	17·5
Iron and steel tubes ... ..	32,680	9·7	9·2	10·6	10·1	11·3
Wire, wire netting, wire ropes ...	25,640	9·6	7·5	7·5	7·4	7·9
<b>Engineering, &amp;c.</b>						
General engineering, engineers' iron and steel founding ... ..	607,660	6·0	5·0	4·7	4·6	5·5
Electrical engineering ... ..	114,190	3·4	3·0	2·7	2·7	3·3
Marine engineering, &c. ... ..	47,700	10·0	8·9	8·4	8·2	7·9
Constructional engineering ... ..	39,910	9·6	9·4	9·5	9·2	9·4

\* See footnote\* on p. 96.

## APPENDIX X—continued

Industry	Estimated numbers insured July 1937	Percentages recorded as unemployed				
		Mar. 1937	June 1937	Sept. 1937		Dec. 1937
				Original basis	Revised basis	
<b>Construction and Repair of Vehicles</b>						
Motor vehicles, cycles and aircraft...	348,330	4.5	4.6	5.0	4.5	5.0
Carriages, carts, &c. ...	12,870	9.7	7.6	9.4	9.2	9.7
Railway carriages and wagons, &c.	50,490	3.7	3.2	3.5	3.3	3.9
<b>Shipbuilding and Ship Repairing</b>	163,220	25.7	24.5	22.9	22.1	22.7
<b>Other Metal Industries</b>						
Stove, grate, pipe, &c. and general iron founding ...	104,440	6.7	5.9	8.2	8.1	8.8
Electrical wiring and contracting...	40,400	9.7	9.8	9.0	8.7	8.6
Electric cable, apparatus, lamps, &c.	177,540	5.9	4.5	3.9	3.7	6.9
Hand tools, cutlery, saws, files ...	34,060	10.3	7.8	7.2	7.1	8.7
Bolts, nuts, screws, rivets, nails, &c.	28,210	6.1	5.6	5.5	5.4	6.2
Brass and allied metal wares ...	30,320	4.9	4.0	4.1	4.1	5.4
Heating and ventilating apparatus	17,840	6.0	5.3	4.1	4.0	5.4
Watches, clocks, plate, jewellery, &c.	38,760	5.5	4.6	4.1	3.9	5.5
Metal industries not separately specified ...	265,090	6.0	5.4	5.5	5.3	6.9
<b>Textiles</b>						
Cotton preparing, spinning, &c. ...	209,180	10.4	9.8	11.4	11.0	16.2
Cotton manufacturing (weaving, &c.) ...	199,300	10.7	10.4	12.3	14.3	15.5
<i>Total, cotton</i> ...	408,480	10.5	10.1	11.8	12.6	15.8
Woollen and worsted ...	222,250	6.8	8.7	10.5	9.8	17.9
Silk spinning and manufacture and artificial silk weaving, &c. ...	51,700	9.2	7.4	8.7	8.4	13.4
Artificial silk yarn manufacture ...	28,900	7.7	5.5	5.5	5.4	8.4
Linen... ..	13,040	13.3	14.5	12.7	12.5	17.7
Jute ... ..	30,030	22.8	21.0	22.1	21.8	26.4
Hemp, rope, cord, twine, &c. ...	17,290	11.6	11.1	12.1	11.8	13.6
Hosiery ... ..	119,410	8.1	6.6	7.9	7.3	11.3
Lace ... ..	15,020	5.9	7.8	10.3	9.2	14.9
Carpets ... ..	31,470	4.0	4.3	6.1	5.6	17.2
Other textiles ... ..	54,140	7.5	7.1	7.2	7.0	9.1
Textile bleaching, printing, dyeing, &c. ... ..	94,130	14.5	13.9	16.8	15.6	19.0
<b>Leather and Leather Goods</b>						
Tanning, currying and dressing ...	48,340	9.2	8.9	8.4	7.8	12.5
Leather goods ... ..	26,740	6.0	4.8	4.5	4.4	6.6
<b>Clothing</b>						
Tailoring ... ..	210,110	7.0	8.5	14.4	13.1	13.4
Dress making and millinery ...	101,980	4.5	4.0	5.5	5.2	7.9
Hats and caps (including straw plait) ... ..	32,460	7.8	14.0	11.5	10.9	23.6
Shirts, collars, underclothing, &c. ...	84,090	4.4	4.5	7.4	6.9	8.3
Other dress industries ... ..	29,320	4.5	3.8	4.8	4.5	10.2
Boots, shoes, slippers and clogs ...	134,330	9.8	9.8	9.9	8.9	11.9

## APPENDIX X—continued

Industry	Estimated numbers insured July 1937	Percentages recorded as unemployed				
		Mar. 1937	June 1937	Sept. 1937		Dec. 1937
				Original basis	Revised basis	
<b>Food, Drink and Tobacco</b>						
Bread, biscuits, cakes, &c....	170,720	9.9	7.8	7.1	6.9	7.9
Grain milling	31,950	6.8	6.3	5.9	5.6	5.6
Cocoa, chocolate and sugar confectionery	77,570	10.9	10.9	6.7	6.4	9.0
Other food industries	132,530	14.3	10.8	12.0	11.7	13.4
Drink industries	112,240	8.1	6.5	6.7	6.5	7.1
Tobacco, cigars, cigarettes and snuff	38,890	5.2	4.1	3.6	3.5	3.4
<b>Woodworking, &amp;c.</b>						
Sawmilling and machined woodwork	62,260	11.8	8.9	8.7	8.4	10.8
Wood boxes and packing cases	11,490	15.6	12.5	12.4	11.9	12.0
Furniture making, upholstering, &c.	148,060	9.4	8.7	7.8	7.5	9.6
Other woodworking	23,380	11.3	11.0	10.3	10.0	10.2
<b>Paper, Printing, &amp;c.</b>						
Paper and paper board	64,860	4.6	3.6	4.1	4.0	4.6
Cardboard boxes, paper bags and stationery...	70,680	4.7	3.8	3.4	3.3	4.0
Wall paper making	7,550	9.2	7.2	5.8	5.7	4.4
Stationery and typewriting requisites (not paper)	9,010	4.9	3.7	3.2	3.2	4.0
Printing, publishing and bookbinding	280,980	6.8	5.9	5.6	5.3	6.0
<b>Building and Contracting</b>						
Building	1,013,920	15.7	10.1	11.4	10.9	20.7
Public works contracting, &c.	287,150	42.0	34.9	35.8	35.3	41.1
<b>Other Manufacturing Industries</b>						
Rubber	64,770	7.7	7.0	7.4	7.2	8.7
Oilcloth, linoleum, &c.	13,070	7.3	6.7	6.8	6.7	12.4
Brushes and brooms	11,210	10.3	9.7	10.5	9.4	11.1
Scientific and photographic instruments and apparatus	37,010	3.1	2.6	2.5	2.4	3.0
Musical instruments	15,060	7.2	7.5	7.3	7.0	11.2
Toys, games and sports requisites...	17,790	8.1	6.7	6.0	5.8	7.3
<b>Gas, Water and Electricity Supply</b>						
Supply	214,290	8.8	7.4	7.5	7.4	8.2
<b>Transport and Communication</b>						
Railway service	175,640	7.1	5.3	5.3	5.1	7.0
Tramway and omnibus service	199,360	4.2	2.7	2.5	2.4	4.0
Other road passenger transport	49,070	13.8*	10.9*	10.1	9.7	13.0
Goods transport by road	153,640			10.7	10.3	11.3
Shipping service	131,250	21.7	20.0	19.8	19.4	25.5

## APPENDIX X—continued

Industry	Estimated numbers insured July 1937	Percentages recorded as unemployed				
		Mar. 1937	June 1937	Sept. 1937		Dec. 1937
				Original basis	Revised basis	
<b>Transport and Communication</b> <i>—continued.</i>						
Dock, harbour, canal, &c., service:—						
Port transport (docks, wharves, &c.) ... ..	137,390	31·9	29·3	28·3	24·7	23·7
Harbour, river and canal service	23,850	11·9	11·7	10·4	10·1	10·4
<i>Total, docks, harbours, &amp;c.</i> ...	<i>161,240</i>	<i>28·9</i>	<i>26·6</i>	<i>25·6</i>	<i>22·5</i>	<i>21·7</i>
Other transport, communication, &c. ... ..	22,300	13·6	12·5	12·9	12·4	12·7
<b>Distributive Trades</b> ... ..	2,016,880	9·7	7·8	7·7	7·5	8·1
<b>Commerce, Banking, Insurance and Finance†</b> ... ..	264,520	3·8	3·3	3·2	3·1	3·6
<b>Miscellaneous Trades and Services.</b>						
National government service ... ..	139,770	12·5	10·4	10·3	10·1	11·1
Local government service ... ..	365,040	19·3	15·4	15·7	15·4	18·4
Professional services ... ..	163,110	4·6	3·7	4·0	3·9	4·3
Entertainments, sport, &c. ... ..	137,270	19·0	17·3	14·1	13·8	18·2
Hotel, public house, restaurant, boarding house, club, &c. service	436,340	16·2	11·2	11·5	11·1	17·4
Laundry service ... ..	143,510	6·6	5·3	5·3	5·2	6·6
Job dyeing, dry cleaning, &c. ... ..	27,730	6·9	4·5	5·0	4·9	7·6
Other industries and services ... ..	162,890	21·4	16·4	14·7	14·4	16·7
<b>TOTAL (aged 16-64)</b>	<b>13,400,000</b>	<b>11·3</b>	<b>9·8</b>	<b>9·8†</b>	<b>9·5‡</b>	<b>11·8‡</b>

## II.—PERSONS INSURED UNDER THE AGRICULTURAL SCHEME.

Farming, forestry, &c. ... ..	456,660	5·3	2·0	3·1	3·0	7·4
Market gardening, horticulture, &c.	74,140	7·4	2·4	4·3	4·1	12·8
Private gardening ... ..	102,520	§	§	1·8	1·7	3·3
Other gardening ... ..	29,680	3·8	2·1	3·5	3·5	7·3
<b>TOTAL (aged 16-64) ...</b>	<b>663,000</b>	<b>5·5§</b>	<b>2·1§</b>	<b>3·1</b>	<b>3·0</b>	<b>7·4</b>

\* Separate figures are not available.

† See footnote\* on p. 96.

‡ Provisional.

§ Separate figures are not available for insured persons engaged in private gardening, who are also excluded from the total at these dates.



**APPENDIX XI  
GREAT BRITAIN**

INDEX NUMBERS OF INSURED PERSONS AGED 16-64 (OTHER THAN  
AGRICULTURAL WORKERS) IN EMPLOYMENT IN EACH ADMINISTRATIVE  
AREA AT END OF JUNE (JUNE 1923=100)

Administrative Area	1923	1929	1932	1936	1937
London ... ..	100.0	120.4	118.1	138.7	145.2
South eastern ... ..	100.0	126.9	127.2	153.4	159.4
South western ... ..	100.0	117.0	114.3	132.4	139.6
Midlands ... ..	100.0	111.0	101.2	124.5	132.4
North eastern ... ..	100.0	105.1	92.0	106.3	114.1
North western ... ..	100.0	108.7	95.5	105.2	112.0
Northern ... ..	100.0	98.6	77.3	94.3	101.6
Scotland ... ..	100.0	104.8	91.0	105.8	111.6
Wales ... ..	100.0	84.6	68.6	75.4	85.8
Great Britain ... ..	100.0	110.0	100.3	117.1	124.3

*Note.*—The figures relate to the areas as defined at June 1937 and are exclusive of workers insured under the special schemes for the banking and insurance industries for whom a geographical analysis is not available. For the year 1923, when persons over 65 years of age were insured against unemployment, approximate estimates have been made of the numbers aged 16-64 years.

**APPENDIX XII  
GOVERNMENT TRAINING CENTRES**

LIST OF TRADES IN WHICH INSTRUCTION IS GIVEN

**ENGINEERING**

Draughtsman  
Fitting and turning  
Instrument making  
Machine operating  
Metal polishing  
Motor mechanic  
Panel beating and sheet metal  
working  
Welding (electric)  
Welding (oxy-acetylene)

**BUILDING**

Bricklaying  
Builders' labourer  
Carpentry  
Gas and hot water fitting  
Painting  
Plastering  
Tile fixing

**MISCELLANEOUS**

Cabinet making  
Coach body building  
Coach painting  
Coach trimming  
Factory labourers  
French polishing  
Glass tube bending and welding  
Hairdressing  
Hotel waiting  
Upholstery  
Wood machining

**GENERAL POST OFFICE CLASSES**

Telephone apparatus fitting  
Overhead construction  
Plumbing and jointing

**APPENDIX XIII**  
**GOVERNMENT TRAINING CENTRES**  
**ANALYSIS OF RESULTS FOR THE YEAR 1937**

Centre	Number in training at 31st Dec. 1936	Number admitted to training during 1937	Total of cols. 2 and 3	Premature terminations during 1937	Completed training during 1937	Number still in training at 31st Dec. 1937
Birmingham	421	1,600	2,021	398	1,113	510
Leicester ...	314	1,135	1,449	279	790	380
Wallsend ...	331	917	1,248	313	638	297
Leeds† ...	—	218	218	29	5	184
Glasgow ...	198	524	722	90	414	218
Bristol ...	407	1,321	1,728	198	1,027	503
Letchworth	580	1,831	2,411	488	1,285	638
Watford ...	453	1,738	2,191	409	1,121	661
Weeting Hall	170	596	766	260	323	183
Park Royal	434	1,806	2,240	412	1,236	592
Handsworth†	80	657	737	151	360	226
Southampton†	—	419	419	84	101	234
Slough† ...	514	1,686	2,200	445	1,191	564
Waddon† ...	527	1,644	2,171	383	1,157	631
<b>Total ...</b>	<b>4,429</b>	<b>16,092</b>	<b>20,521</b>	<b>3,939</b>	<b>10,761*</b>	<b>5,821</b>

\* 10,424 passed into employment on completion of training

† 200 places reserved for serving soldiers

‡ Reserved entirely for serving soldiers

## APPENDIX XIV

TABLE SHOWING THE RESULTS OF INSTRUCTIONAL CENTRES SCHEME (INCLUDING SUMMER CAMPS) FOR THE YEAR ENDED 31ST DECEMBER 1937

NOTE.—The camps are shown under the centres to which they were attached for administrative purposes and the results for the camps are included with those for the centre.

Centre	Accommodation	Total admissions during the year	Terminations during the year					Total	
			Placed in employment or found work by own efforts	Transferred to prospective employment	Completed course unplaced	Transferred to government training centres	Transferred to special schemes		Dismissed or voluntarily relinquished training
<i>Non-Residential</i>									
Carshalton ... ..	100	1,690*	950	41	529	17	—	223	1,760
Elmesthorpe ... ..	75	444*	160	19	188	1	—	85	453
Harrowby Hall ... ..	50	317*	70	3	207	—	—	38	318
Rheola ... ..	200	549	77	2	503	—	—	41	623
Sidlesham ... ..	60	393*	208	1	113	—	—	21	343
<i>Residential</i>									
Allerston ... ..	200	746	65	1	424	9	—	191	690
Bourne ... ..	250	1,878	116	10	933	11	—	403	1,473
Kirkby Underwood	(150)								
Twyford ... ..	(150)								
Brechfa ... ..	200	971	38	—	427	71	8	159	703
Coed-y-Brenin ... ..	200	328	—	—	112	2	—	107	221
Cranwich Heath ... ..	200	1,126	157	—	506	32	4	249	948
Culford ... ..	200	758	38	—	215	17	—	143	413
Dovey ... ..	200	287	5	—	76	2	—	98	181
Glenbranter ... ..	200	659	54	—	470	19	5	138	686
(temp. closed)									
Ballemeanoch ... ..	(150)								
Glenfinart ... ..	200	1,207	28	1	630	22	3	378	1,062
Glentress ... ..	200	765	7	—	286	2	3	274	572
Gwydyr ... ..	200	466	11	—	143	4	—	110	268
Haldon ... ..	200	863	97	1	422	67	—	159	746
Hamsterley ... ..	200	978	25	50	551	7	—	215	848
High Lodge ... ..	200	1,172	147	9	593	4	3	237	993
Kershopefoot ... ..	200	933	51	17	448	3	—	219	738
Kielder ... ..	200	1,276	113	2	614	27	3	374	1,133
Whickhope ... ..	(150)								
Knapdale ... ..	200	1,079	61	—	422	4	1	321	809
Langdale End ... ..	200	941	98	9	477	25	2	241	852
Rendlesham ... ..	200	810	45	—	441	1	—	199	686
West Totis ... ..	200	1,161	172	8	601	10	8	277	1,076
Hockham ... ..	(100)								
Closed Centres ... ..	—	357	35	2	469	11	—	87	604
Closed unattached camps:—									
Gilling ... ..	(200)	429	20	—	247	2	2	96	367
Glangwilli ... ..	(200)	370	20	—	212	—	—	55	287
Redesdale ... ..	(200)	479	9	—	227	9	—	147	392
<b>Total ... ..</b>	<b>4,535†</b>	<b>20,588</b>	<b>2,877</b>	<b>176</b>	<b>11,486</b>	<b>379</b>	<b>42</b>	<b>5,285</b>	<b>20,245</b>

\* All these men were transferred from other centres (4 from local training centres) and the figures have not therefore been included in the total.

† Plus 1,300 in the summer.

APPENDIX XV

JUVENILE EMPLOYMENT

ESTIMATED NUMBERS OF INSURED WORKPEOPLE UNDER 18 YEARS OF AGE EMPLOYED IN CERTAIN INDUSTRIES AND THE ESTIMATED NUMBERS OF INSURED WORKPEOPLE OVER 18 YEARS OF AGE AT JULY 1935, JULY 1936 AND JULY 1937

MALES

	1937					1936					1935				
	Age 14-15	Age 16-17	Total 14-17	Total 18-64	Per cent.*	Age 14-15	Age 16-17	Total 14-17	Total 18-64	Per cent.*	Age 14-15	Age 16-17	Total 14-17	Total 18-64	Per cent.*
Distributive trades ...	136,460	141,640	278,100	1,107,220	20.1	150,640	125,850	276,490	1,133,200	19.6	156,970	107,400	264,370	1,132,650	19.0
General engineering ...	33,680	48,100	81,780	505,920	13.9	31,890	36,300	68,190	470,260	12.7	30,130	26,100	56,230	452,330	11.1
Building ...	28,860	51,860	80,720	949,920	7.8	31,120	41,880	73,000	945,730	7.2	29,930	30,880	60,810	916,290	6.2
Coal mining ...	30,090	47,650	77,740	816,800	8.7	30,670	43,330	74,000	848,690	8.0	33,230	38,200	71,430	896,170	7.4
Motor vehicles, cycles, aircraft	18,370	27,270	45,640	289,020	13.6	16,540	19,760	36,300	262,200	12.2	14,700	14,500	29,200	241,270	10.8
Miscellaneous metal trades ...	13,700	17,400	31,100	153,770	16.8	13,990	15,000	28,990	145,810	16.6	14,350	11,380	25,730	141,930	15.4
Printing, &c. ...	13,600	13,490	29,090	172,390	14.4	14,180	12,670	26,850	172,830	13.5	14,380	10,410	24,790	173,310	12.5
Furniture making ...	10,000	13,510	23,510	109,220	17.7	11,200	11,130	22,330	107,470	17.2	10,960	8,450	19,410	104,730	15.7
Cotton ...	7,140	8,800	15,940	135,340	10.5	8,710	7,260	15,970	143,100	10.0	8,570	6,130	14,700	156,040	8.1
Woolen and worsted ...	5,860	6,530	12,390	85,610	11.6	6,330	5,540	11,870	87,650	12.0	5,850	4,320	10,170	87,990	10.4
Other industries† ...	195,240	304,750	499,990	4,752,790	9.5	199,730	245,280	445,010	4,657,060	8.7	197,910	195,230	393,140	4,600,290	7.9
Totals ...	493,000	683,000	1,176,000	9,078,000	11.5	515,000	564,000	1,079,000	8,974,000	10.7	517,000	453,000	970,000	8,903,000	9.8

107

FEMALES

Distributive trades ...	90,830	128,360	219,190	639,660	25.5	92,090	107,020	199,110	639,820	23.7	89,540	87,350	176,890	639,710	21.7
Tailoring ...	20,040	22,490	42,530	122,430	25.8	20,810	18,080	38,890	121,780	24.2	20,070	13,720	33,790	121,710	21.8
Laundry service ...	19,250	22,330	41,580	93,210	30.9	20,140	17,980	38,120	89,830	29.8	20,050	13,930	33,980	89,950	27.4
Cotton ...	16,940	21,500	38,440	242,840	13.7	18,170	17,740	35,910	252,670	12.4	18,530	14,810	33,340	265,350	11.2
Printing, &c. ...	15,910	17,630	33,540	75,470	30.8	15,680	14,470	30,150	77,090	28.1	15,810	11,340	27,150	78,790	25.6
Hotel, boarding house service	10,320	21,300	31,620	246,320	11.4	10,500	18,210	28,710	243,180	10.6	10,200	14,690	24,890	242,590	9.3
Miscellaneous metal trades ...	13,910	17,660	31,570	76,260	29.3	14,460	14,860	29,320	74,040	28.4	14,360	12,220	26,580	70,230	27.5
Hosiery manufacture ...	11,890	14,200	26,090	78,180	25.0	12,630	11,880	24,510	79,530	23.6	11,760	9,080	20,840	79,960	20.7
Woolen and worsted ...	11,150	14,410	25,560	115,700	18.1	11,580	11,280	22,860	117,870	16.2	10,410	8,550	18,960	119,880	13.7
Dressmaking ...	11,190	14,090	25,280	77,740	24.5	12,980	11,750	24,730	98,690	24.0	13,970	10,420	24,390	82,220	22.9
Shirts, collars, &c. ...	12,080	13,080	25,160	62,150	28.9	14,050	11,000	25,050	63,650	28.3	14,200	9,020	23,220	63,210	26.9
Bread, biscuits, cake, &c. ...	10,560	13,710	24,270	53,280	31.3	11,260	11,830	23,090	52,950	30.4	11,240	9,530	20,770	52,820	28.2
Cocoa, chocolate, &c. ...	10,300	10,960	21,260	39,320	35.0	11,320	6,620	20,940	38,320	35.4	11,710	7,670	19,380	39,300	33.0
Other industries† ...	148,630	224,280	372,910	1,160,440	24.3	149,330	175,280	324,610	1,131,560	22.3	149,150	136,670	285,820	1,119,280	20.3
Totals ...	403,000	556,000	959,000	3,083,000	23.7	415,000	451,000	866,000	3,061,000	22.1	411,000	359,000	770,000	3,065,000	20.1

\* These figures are the percentages of the numbers in the 14-17 group related to the grand total 14-64 years.

† Excluding agriculture.

48248

108

## APPENDIX XVI

## JUVENILE TRANSFERENCE SCHEME

(a) NUMBERS OF JUVENILES TRANSFERRED FROM AREAS SCHEDULED UNDER THE SCHEME DURING EACH OF THE YEARS 1935, 1936 AND 1937

	1935	1936	1937
<b>Boys—</b>			
To industrial employment with grant ... ..	3,187	6,204	4,464
„ „ „ without grant ... ..	1,693	2,500	2,479
„ employment through vocational training schemes ... ..	496	745	732
<b>Total (boys) ... ..</b>	<b>5,376</b>	<b>9,449</b>	<b>7,675</b>
<b>GIRLS—</b>			
To industrial employment with grant ... ..	575	929	879
„ „ „ without grant ... ..	576	2,656	4,054
<b>Total girls industrial ... ..</b>	<b>1,151</b>	<b>3,585</b>	<b>4,933</b>
To domestic employment ... ..	3,497	2,373	1,517
<b>Total (girls) ... ..</b>	<b>4,648</b>	<b>5,958</b>	<b>6,450</b>
<b>TOTAL BOYS AND GIRLS ... ..</b>	<b>10,024</b>	<b>15,407</b>	<b>14,125</b>

(b) TABLE SHOWING (BY DIVISIONS) THE NUMBERS OF TRANSFERRED BOYS AND GIRLS PLACED IN MINISTRY OF LABOUR AND LOCAL EDUCATION AUTHORITY AREAS DURING EACH OF THE YEARS 1935, 1936 AND 1937

Division in which placed	1935*				1936*				1937*			
	Boys		Girls		Boys		Girls		Boys		Girls	
	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas	M.L. Areas	L.E.A. Areas
London } S.E.	1,818	263	909	289	2,833	421	951	315	1,891	333	937	172
S.W.	417	117	591	179	1,330	80	128	70	561	211	301	213
Mids.	1,196	662	445	151	832	149	797	237	614	65	740	127
N.E.	139	20	704	324	2,347	1,142	476	241	1,421	988	341	272
N.W.	121	9	403	85	283	68	1,283	469	396	67	1,618	713
Northern	—	—	—	—	85	5	473	56	216	5	298	77
Scotland†	—	—	—	—	110	—	59	4	97	—	245	12
Wales	42	—	225	—	35	—	117	—	22	—	122	—
	72	4	212	131	83	1	232	50	56	—	219	43
<b>Total</b>	<b>3,805</b>	<b>1,075</b>	<b>3,489</b>	<b>1,159</b>	<b>6,838</b>	<b>1,866</b>	<b>4,516</b>	<b>1,442</b>	<b>5,274</b>	<b>1,669</b>	<b>4,821</b>	<b>1,629</b>

\* The figures in these columns are of juveniles transferred to employment direct or in the case of girls through the centres of the Central Committee for Women's Training and Employment. In addition 496, 745 and 732 boys were placed in employment from various vocational training centres during 1935, 1936 and 1937 respectively.

† In Scotland juvenile transference work is carried out by the Ministry.

‡ From August 1936 only.

**APPENDIX XVII**  
**JUVENILE TRANSFERENCE SCHEME**

INDUSTRIES TO WHICH JUVENILES WERE TRANSFERRED DIRECT DURING  
THE YEAR 1937

	<i>Boys</i>	<i>Girls</i>
Agriculture ... ..	82	—
Clerical ... ..	246	139
Clothing—		
Boots, shoes, &c. ... ..	284	129
Other ... ..	44	177
Coal mining ... ..	5	—
Distributive ... ..	155	43
Domestic—		
Private service ... ..	172	1,475
Hotel, restaurant, &c. ... ..	1,271	1,475
Hospitals and other institutions ... ..	206	1,127
Engineering—		
General ... ..	713	4
Electrical ... ..	510	7
Other ... ..	312	14
Food manufacture ... ..	12	157
Laundry ... ..	13	13
Metal manufacture ... ..	426	7
Other metal industries—		
Stoves, grates, &c. ... ..	17	—
Electrical ... ..	120	7
Bolts, nuts, screws, &c. ... ..	251	6
Other ... ..	309	52
Textile manufacture—		
Hosiery ... ..	31	655
Other ... ..	278	693
Vehicle construction and repair—		
Aircraft ... ..	75	3
Motor and cycle ... ..	207	15
Other ... ..	28	1
Woodworking ... ..	132	—
Other manufacturing industries—		
Scientific instruments ... ..	69	2
Bakelite, &c. ... ..	24	31
Toys and games ... ..	32	45
Other industries ... ..	919	173
Totals ... ..	6,943	6,450

## APPENDIX XVIII

## JUVENILE TRANSFERENCE SCHEME

NUMBERS OF BOYS PLACED IN EMPLOYMENT DURING THE YEAR 1937 AFTER  
VOCATIONAL TRAINING OR RECONDITIONING AT JUNIOR TRANSFER  
CENTRES OR SUMMER CAMPS

		<i>Number passing through centre</i>	<i>Number placed in employment</i>
<i>(a) Vocational training schemes—</i>			
Agriculture ... ..		410	297
Domestic ... ..		280	209
Sea training ... ..		360	226
	Total ...	<u>1,041*</u>	<u>732</u>
<i>(b) Junior transfer centres—</i>			
Howlish Hall, Durham ... ..		139	79
Llandough Castle, Glamorgan ... ..		160	141
Pennine Grange, Huddersfield ... ..		145	93
	Total ...	<u>444*</u>	<u>313</u>
<i>(c) Summer camps—</i>			
Skegness ... ..		372	349
Sandwich ... ..		276	271
	Total ...	<u>648</u>	<u>620</u>

\* Includes juveniles still in residence.

III

APPENDIX XIX

LIST OF REGULATIONS AND ORDERS RELATING TO  
UNEMPLOYMENT INSURANCE PASSED OR MADE DURING  
YEAR ENDED 31ST DECEMBER 1937

REGULATIONS	<i>Date</i>
Unemployment Insurance (Mixed Employment) Regulations, 1937 (S.R. & O. 1937 No. 137)	22nd February 1937
Unemployment Insurance (Benefit) (Amendment) Regulations, 1937 (S.R. & O. 1937 No. 128)	24th February 1937
Unemployment Insurance (Benefit) (Amendment) (No. 2) Regulations, 1937 (S.R. & O. 1937 No. 446)	4th May 1937
Unemployment Insurance (Inconsiderable Employments) (Amendment) Regulations, 1937 (S.R. and O. 1937 No. 743)	29th July 1937
Unemployment Insurance (Special Arrangements) (Amendment) Regulations, 1937 (S.R. & O. 1937 No. 1148)	8th December 1937
Unemployment Insurance (Insurable Employments) Regulations, 1937 (S.R. & O. 1937 No. 1207)	22nd December 1937
Unemployment Insurance (Crediting of Contributions) (Amendment) Regulations, 1937 (S.R. & O. 1937 No. 1221)	22nd December 1937

ORDERS

Unemployment Insurance (Banking Industry Special Scheme) (Amendment) Special Order, 1937 (S.R. & O. 1937 No. 120)	1st February 1937
Unemployment Insurance (Additional Days and Waiting Period) Order, 1937 (S.R. & O. 1937 No. 194)	10th March 1937
Unemployment Insurance (Banking Industry Special Scheme) (Variation and Amendment) Order, 1937 (S.R. & O. 1937 No. 217)	19th March 1937
Unemployment Insurance (Insurance Industry Special Scheme) (Variation and Amendment) Order, 1937 (S.R. & O. 1937 No. 218)	19th March 1937
Unemployment Insurance (Subsidiary Employments) Order, 1937 (S.R. & O. 1937 No. 447)	6th May 1937
Unemployment Insurance (Subsidiary Employments) (No. 2) Order, 1937 (S.R. & O. 1937 No. 881)	23rd September 1937

LIST OF ACTS AND RULES RELATING TO UNEMPLOYMENT  
ASSISTANCE PASSED OR MADE DURING YEAR ENDED  
31ST DECEMBER 1937

ACTS	<i>Date</i>
Unemployment Assistance (Temporary Provisions) (Amendment) Act, 1937	18th February 1937
Unemployment Assistance (Periods of Occasional Sickness) Rules 1937 (S.R. & O. 1937 No. 263)	30th March 1937



**APPENDIX XX**  
**UNEMPLOYMENT FUND**

**A.—APPROXIMATE RECEIPTS AND PAYMENTS OF THE UNEMPLOYMENT FUND**  
**APPROPRIATE TO THE PERIOD FROM 1ST JANUARY 1937 TO 31ST DECEMBER 1937**

**PART I. GENERAL ACCOUNT**

<i>Receipts</i>		<i>£</i>
Contributions from employers and employed persons ... ..		42,724,771
Contributions from defence departments (Admiralty, War Office and Air Ministry) ... ..		161,242
Contributions from exchequer ("equal thirds") ... ..		21,397,675
Income from investments ... ..		674,105
Other receipts ... ..		9,120
Total receipts ... ..		£64,966,913
<i>Payments</i>		<i>£</i>
Benefit ... ..		33,160,000
Cost of administration ... ..		4,870,000
Debt service: Sec. 60 (2) 1935 Act ... ..		5,000,000
Other payments and refunds ... ..		535,187
Total payments... ..		£43,565,187
Excess of receipts over payments for the calendar year 1937 ... ..		£21,401,726*

**PART II. AGRICULTURAL ACCOUNT**

<i>Receipts</i>		<i>£</i>
Contributions from employers and employed persons ... ..		1,244,000
Contributions from exchequer ("equal thirds") ... ..		615,631
Income from investments ... ..		17,826
Other receipts ... ..		171
Total receipts ... ..		£1,877,628
<i>Payments</i>		<i>£</i>
Benefit ... ..		455,000
Cost of administration ... ..		230,862
Other payments and refunds ... ..		14,154
Total payments... ..		£700,016
Excess of receipts over payments for the calendar year 1937 ... ..		£1,177,612*

**PART III. TRANSITIONAL PAYMENTS ACCOUNT**  
(closed 31st March 1937)

Unemployment allowances (including supplementary allowances) and transitional payments ... ..	<i>£</i>
Administrative expenses, excluding expenses borne on the separate Vote for the Unemployment Assistance Board ... ..	8,643,492
Exchequer grant in respect of above ... ..	705,816
	£9,349,308

**B.—ARRANGEMENTS FOR THE FUNDING OF THE DEBT OF THE UNEMPLOYMENT FUND**

Provision was made in the Unemployment Insurance Act, 1934 (consolidated in the Act of 1935) for the funding of the debt outstanding on 1st July 1934 and for repayment (including interest) by half-yearly payments of £2,500,000 starting on 30th September 1934. The amount of the debt so funded was £105,780,000 representing the total sums advanced (net) by the Treasury between July 1921 and March 1932 (£115,000,000), less the total amount repaid (£9,220,000) between November 1933 and June 1934 out of the surplus accrued on Insurance Account. The amount of the debt outstanding at 31st December 1937 was £103,122,381.

\* After allowing for the balances in hand at 1st January 1937, the balances carried forward at 31st December 1937 amounted to £64,203,993 which, together with the accrued charge for debt service for the quarter ended 31st December 1937 plus sundry balances, was invested by the National Debt Commissioners.

APPENDIX XXI

DECISIONS GIVEN DURING THE YEAR 1937 BY THE STATUTORY AUTHORITIES SET UP UNDER THE UNEMPLOYMENT INSURANCE ACTS ON DOUBTFUL CLAIMS FOR UNEMPLOYMENT BENEFIT AND APPLICATIONS FOR UNEMPLOYMENT ALLOWANCES

I. INSURANCE OFFICERS

Number allowed by insurance officers	...	...	...	550,950
Numbers disallowed and grounds of disallowance :—				
Employment lost through trade dispute	...	...	82,950	
Contributions conditions	...	...	5,082*	
Not unemployed	...	...	42,605	
Claims for dependants benefit	...	...	33,033	
Other grounds	...	...	57,772	
Total number disallowed by insurance officers	...	...	221,442	
Number referred by insurance officers to courts of referees for adjudication	...	...	...	456,169
Total number considered by insurance officers				1,228,561

II. COURTS OF REFEREES

(i) Appeals against disallowances by insurance officers :—				
Number allowed by courts	...	...	...	3,002
Number disallowed	...	...	...	15,330
Total				18,332
(ii) Referred direct to courts of referees :—				
Number allowed by courts	...	...	...	101,927
Number disallowed	...	...	...	339,900
Total				441,827

*Analysis of Claims disallowed by Courts of Referees including appeals against disallowances by Insurance Officers*

<i>Ground of disallowance</i>	<i>Number disallowed</i>
Contributions conditions not fulfilled	509*
Failure to satisfy Anomalies Regulations	50,981
† Not normally insurable and/or not normally seeking to obtain livelihood by means of insurable employment...	6,017
Employment lost through misconduct	58,380
Employment left voluntarily without just cause	144,468
Failure or refusal to apply for or accept suitable employment or failure to carry out written directions or neglect of opportunity	39,936
Not unemployed	7,928
Not capable of work or not available for work	24,158
Claims for dependants benefit	5,043
Employment lost through trade disputes	1,230
Other grounds	16,580
Total	355,230

III. UMPIRE

Number of appeals considered by the Umpire	...	...	5,709
Number of claims allowed	...	...	1,970
Number of claims disallowed	...	...	3,606
Claims not determined by Umpire	...	...	133

\* The figures relating to "contributions conditions" include 522 claims under the agricultural scheme disallowed by insurance officers and 47 such claims disallowed by courts of referees.

† Only applicable to claims made before 1st April 1937.

APPENDIX XXI—continued  
Analysis of Umpire's Decisions

Ground on which claim was questioned	Appeal by Insurance Officer		Appeal by claimant	Appeal by Association	Totals					
	against allowance by Court of Referees	against disallowance by Court of Referees								
	Umpire's Decisions.									
	Appeal supported	Appeal not supported	Appeal supported	Appeal not supported	Appeal Supported	Appeal not supported	Appeal supported	Appeal not supported	Appeal supported	Appeal not supported
Contribution conditions ... ..	6	4	—	—	2	4	—	2	8	10
Transitional conditions ... ..	17	—	13	5	23	63	2	4	55	72
Anomalies—										
(i) Regulation 1 ...	—	—	—	—	—	—	—	—	—	—
(ii) Seasonal Workers Order	68	22	160	13	116	98	25	22	369	155
(iii) Regulation 3 ...	38	2	21	2	18	18	10	15	87	37
(iv) Regulation 4 ...	143	52	135	9	138	136	57	45	473	242
Unemployed ...	70	22	46	—	55	96	29	66	200	184
Capable of work ...	—	—	6	—	4	—	—	—	10	—
Available for work	19	2	43	7	26	43	11	31	99	83
Voluntarily leaving	267	74	188	16	95	264	46	77	596	431
Misconduct ...	75	23	107	7	26	142	29	69	237	241
Section 28—Refusals of or failure to apply for work ...	348	67	199	20	91	168	68	123	706	378
Dependants benefit	71	6	35	—	31	47	8	18	145	71
Trade disputes ...	119	60	36	9	12	18	19	119	186	206
Courses of instruction	4	—	17	—	2	9	—	2	23	11
Other grounds ...	59	9	38	3	17	64	59	145	173	221
Totals ...	1,304	343	1,044	91	656	1,170	363	738	3,367	2,344
	Grand Total								...	5,709

## APPENDIX XXII

## COST OF ADMINISTRATION OF UNEMPLOYMENT INSURANCE, TRANSITIONAL PAYMENTS AND PAYMENT OF UNEMPLOYMENT ALLOWANCES

Financial Year	Total cost of administration of Unemployment Insurance, Transitional Payments and payment of Unemployment Allowances (a)			Cost of administration of Unemployment Insurance	
	Borne on Ministry of Labour Vote	Borne on Votes of other Government Departments	Total	Amount	Percentage of net contribution income of the Unemployment Fund
(1)	(2) £	(3) £	(4) £	(5) £	(6) Per cent.
932-33 ...	6,034,509	1,564,788	7,599,297	4,213,315	7.3
933-34 ...	5,944,880	1,550,917	7,495,797	3,755,564	6.3
934-35 ...	5,869,829	1,687,065	7,556,894	4,144,054	6.6
935-36 ...	5,438,110	1,813,590	7,251,700	4,609,391	7.0
936-37 ...	5,437,434	2,140,033	7,577,467	4,943,960	7.6
937-38 ... (estimated)	5,656,000	2,169,000	7,825,000	5,060,000	7.7

(a) The figures in columns (2) to (4) include, as from 7th January 1935, the cost of administration in connection with the receipt of applications for and payment of unemployment allowances; other costs are borne on the Vote for the Unemployment Assistance Board.

## APPENDIX XXIII

## ALIENS ORDER 1920

NUMBER OF PERMITS GRANTED AND FAVOURABLE RECOMMENDATIONS  
MADE TO THE HOME OFFICE IN 1937 SUMMARISED ACCORDING TO  
THE NATIONALITY OF THE INDIVIDUALS CONCERNED

Nationals of	No. of permits granted	No. of favourable recommendations made to Home Office	Total
America, United States of...	1,297	132	1,429
Argentina ... ..	15	3	18
Austria ... ..	7,208	130	7,338
Belgium ... ..	237	25	262
Brazil ... ..	12	2	14
Bulgaria ... ..	16	5	21
China ... ..	75	17	92
Cuba... ..	10	1	11
Czechoslovakia ... ..	613	47	660
Denmark ... ..	790	118	908
Egypt ... ..	5	7	12
Estonia ... ..	63	52	115
Finland ... ..	66	38	104
France ... ..	1,476	190	1,666
Germany ... ..	2,942	845	3,787
Greece ... ..	65	3	68
Hungary ... ..	838	27	865
Iceland ... ..	6	6	12
Iran ... ..	15	6	21
Italy ... ..	402	41	443
Japan ... ..	62	7	69
Latvia ... ..	57	4	61
Lithuania ... ..	11	6	17
Luxemburg ... ..	19	1	20
Netherlands ... ..	679	119	798
Norway ... ..	513	97	610
Palestine ... ..	40	10	50
Poland ... ..	230	29	259
Portugal ... ..	23	2	25
Roumania ... ..	41	9	50
Spain ... ..	88	43	131
Sweden ... ..	368	137	505
Switzerland... ..	2,633	225	2,858
Turkey ... ..	9	8	17
Union of Soviet Socialist Republics ... ..	17	7	24
Yugoslavia ... ..	86	4	90
Other States ... ..	34	11	45
Stateless ... ..	258	18	276
<b>Total ... ..</b>	<b>21,319</b>	<b>2,432</b>	<b>23,751</b>

## APPENDIX XXIV

## COMPARATIVE TABLE OF TRADE BOARD MINIMUM TIME RATES

## LOWEST GRADES OF EXPERIENCED ADULT MALE AND FEMALE WORKERS

Note 1.—Except where otherwise stated, the rates apply to the whole of Great Britain.

Note 2.—Except where otherwise stated, the rates are operative at the age of 18 in the case of females and at 21 in the case of males.

Note 3.—Rates of boards marked\* rise or fall in accordance with a scale regulated by the cost of living figure in the *Ministry of Labour Gazette*.

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937
	Per hour s. d.	Per hour s. d.	Per hour d.	Per hour d.
Aerated Waters (England and Wales) ... ..	I I	I I	7	7
Aerated Waters (Scotland)—				
Orkney and Shetland Islands ...	10½	10½	5½	5½
Rest of Scotland ... ..	11½	11½	6½	6½
Boot and Floor Polish ... ..	I 1½	I 1½	7½	7½
Boot and Shoe Repairing ... ..	I 2½	I 2½	10½ (b)	10½ (b)
*Brush and Broom... ..	II	11½	6½ (b)	6½ (b)
Button Manufacturing ... ..	I 1½	I 1½	6½	6½
*†Chain ... ..	I 1½	I 2½	5½	5½
Coffin Furniture and Cerement Making—				
*Coffin furniture section ...	I 1¼ (g)	I 1¼ (g)	6¼ (b)	7¼ (b)
Cerement making section ...	—	—	7½ (d) (f)†	7½ (d) (f)
Corset ... ..	I I (c)	I 1½ (c)	7	7½
Cotton Waste Reclamation—				
England and Wales ... ..	10½	10½	6½	6½
Scotland ... ..	10½	10½	6	6
Cutlery ... ..	II	I 0	6 (b)	6½ (b)
Dressmaking and Women's Light Clothing (England and Wales)—				
Retail bespoke dressmaking branch ... ..	I 0 (c)	I I (c)	6½, 7, 7½ (f) (j) •	7, 7½, 8 (f) (j)
Other branches ... ..	I 0 (c)	I I (c)	7 (f)	7½ (f)
Dressmaking and Women's Light Clothing (Scotland)—				
Retail branch ... ..	I 0 (c)	I 0 (c)	7, 7½ (f) (j)	7, 7½ (f) (j)
Other branches ... ..	I 0 (c)	I 0 (c)	6½ (e)	6½ (e)
Drift Nets Mending ... ..	—	—	6 (e)	6 (e)
Flax and Hemp ... ..	10½	10½	6	6½
Fur ... ..	I I	I I	7½ (a ii)	7½ (a ii)
Fustian Cutting ... ..	10 (a i)	10 (a i)	5½	5½

## APPENDIX XXIV—continued

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937
	Per hour s. d.	Per hour s. d.	Per hour d.	Per hour d.
General Waste Materials Reclamation ... ..	10½	11½	6	6½
*Hair, Bass and Fibre ... ..	10½	11½	6½	6½
Hat, Cap and Millinery (England and Wales) ... ..	1 0 (c)	1 1 (c)	7 (f)	7½ (f)
Hat, Cap and Millinery (Scotland)—				
Wholesale cloth hat and cap making branch ... ..	1 2 (c)	1 2 (c)	7½	7½
Other branches ... ..	1 2 (c)	1 2 (c)	7, 7½ (f) (j)	7, 7½ (f) (j)
Hollow-ware ... ..	11½	1 0½	6½	7½
Jute ... ..	9½	9½	6	6½
Keg and Drum ... ..	1 0	1 0½	7	7½
†Lace Finishing ... ..	—	—	6½	6½
Laundry—				
Cornwall and North of Scotland	1 1½	1 2½	6½	7½ (a iii)
Rest of Great Britain ... ..	1 1½	1 2½	7	8 (a iii)
Linen and Cotton Handkerchief and Household Goods and Linen				
Piece Goods ... ..	11½	1 0	6½	6½
Made-up Textiles ... ..	9½	10½	5½	6½
Milk Distributive (England and Wales) ... ..	10½d. 1s. 1d. 1s. 2d. (j)	10½d. 1s. 1d. 1s. 2d. (j)	6½, 7½, 8½ (b) (j)	6½, 7½, 8½ (b) (j)
Milk Distributive (Scotland) ... ..	1 0½	1 0½	6½ (b)	6½ (b)
Ostrich and Fancy Feather and Artificial Flower ... ..	1 0 (c)	1 0 (c)	7	7
Paper Bag ... ..	1 1½	1 1½	7½	7½
Paper Box ... ..	1 0½ (c)	1 0½ (c)	7½	7½
*Perambulator and Invalid Carriage	11½	11½	6½ (b)	6½ (b)
Pin, Hook and Eye and Snap Fastener ... ..	10½	1 0	6½	7
Ready-made and Wholesale Bespoke Tailoring ... ..	11 (c)	1 0 (c)	7 (f)	7½ (f)
Retail Bespoke Tailoring (England and Wales)—				
Northern District ... ..	11½d. to 1s. 2½d. (i) (j)	The rates at 31st Dec. 1936 remain unaltered	8½ to 9½ (h) (j)	The rates at 31st Dec. 1936 remain unaltered
Yorkshire „ ... ..	1s. to 1s. 4d. (i) (j)		8 to 9½ (h) (j)	

## APPENDIX XXIV—continued

Trade Board	Male Workers		Female Workers			
	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937		
Retail Bespoke Tailoring (England and Wales)— <i>contd.</i>	Per hour s. d.	Per hour s. d.	Per hour d.	Per hour d.		
East Lancashire District ...	1s. 2½d. to 1s. 4½d. (i) (j)	The rates at 31st Dec. 1936 remain unaltered	9½ to 9½ (h) (j)	The rates at 31st Dec. 1936 remain unaltered		
West Lancashire .. ...	1s. 1d. to 1s. 3d. (i) (j)		8½ to 9½ (h) (j)			
North Midland .. ...	1s. 1d. to 1s. 4d. (i) (j)		8½ to 9½ (h) (j)			
Central Midland .. ...	1s. 0d. to 1s. 4d. (i) (j)		7½ to 10 (h) (j)			
South Midland .. ...	1s. 1d. to 1s. 3½d. (i) (j)		8 to 9½ (h) (j)			
Eastern .. ...	1s. 1d. to 1s. 3d. (i) (j)		8 to 9½ (h) (j)			
South Eastern .. ...	1s. 0d. to 1s. 3d. (i) (j)		8 to 9½ (h) (j)			
London .. ...	1s. 1d. to 1s. 4d. (i) (j)		8 to 10 (h) (j)			
South Western .. ...	1s. 0d. to 1s. 3d. (i) (j)		8 to 9½ (h) (j)			
Central Southern .. ...	1s. 1d. to 1s. 4d. (i) (j)		8 to 9 (h) (j)			
North Wales .. ...	1s. 1d. to 1s. 3d. (i) (j)		9 to 9½ (h) (j)			
South Wales .. ...	11½d. to 1s. 2½d. (i) (j)		8½ to 9½ (h) (j)			
Retail Bespoke Tailoring (Scotland)	11d., 1s. 1d. (g) (j)		11d., 1s. 1d. (g) (j)		7, 7½ (f) (j)	7, 7½ (f) (j)



APPENDIX XXIV—*continued*

Trade Board	Male Workers		Female Workers	
	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937	Rates in operation at 31 Dec. 1936	Rates in operation at 31 Dec. 1937
Rope, Twine and Net—	Per hour	Per hour	Per hour	Per hour
Net section ... ..	s. d. 10	s. d. 10	d. 6½	d. 6½
Other sections ... ..	10½	10½	6½	6½
Sack and Bag ... ..	10½	10½	6½	6½
Shirtmaking ... ..	1 1 (c)	1 2 (c)	7 (f)	7½ (f)
Stamped or Pressed Metal Wares...	11	1 0	6½	7
Sugar Confectionery and Food Preserving ... ..	1 0 (d)	1 1 (d)	6½	7½ (b)
Tin Box ... ..	1 1	1 1	7½	7½
Tobacco ... ..	1 3½	1 3½	9½ (b)	9½ (b)
Toy Manufacturing ... ..	1 0½	1 1	6½ (b)	7½ (b)
Wholesale Mantle and Costume ...	11½ (c)	1 0 (c)	7	7½

*Note*—(a i) At 18 years of age. (a ii) At 19 years of age.  
 (a iii) At 20 years of age. (b) At 21 years of age.  
 (c) At 22 years of age. (d) At 24 years of age.  
 (e) On completion of 2 years employment in the trade.  
 (f) On completion of 4 years employment in the trade.  
 (g) On completion of 5 years employment in the trade.  
 (h) On completion of 7 years employment in the trade.  
 (i) On completion of 8 years employment in the trade.  
 (j) Dependent on area as graded by the trade board.

† The minimum rates in the chain trade and lace finishing trade are not fixed by reference to sex. The rates shown under the column "Female Workers" are those applicable to work usually performed by women and the rates shown under the column "Male Workers" are those applicable to work usually performed by men.

‡ For the period 1st October 1936 to 31st March 1937.

**APPENDIX XXV**  
**INSPECTIONS COMPLETED AND VISITS PAID UNDER THE TRADE BOARDS ACTS DURING THE YEAR 1937**

Trade	Number of establishments on Trade Board lists at 31st December 1937	Inspections				Visits (other than inspections)	
		Total number of inspections made	At establishments employing				
			Under 6 workers	6-20 workers	21-100 workers		Over 100 workers
Aerated waters (E. & W.)	1,418	306	197	89	18	2	72
Aerated waters (Scott.)	184	38	16	17	5	—	13
Boot and floor polish	140	28	20	5	3	—	9
Boot and shoe repairing	12,166	2,661	2,539	108	14	—	1,437
Brush and broom	532	107	49	29	24	5	47
Button manufacturing	157	33	14	14	4	1	31
Chan	137	23	12	8	2	—	25
Coffin furniture and cerement making	50	13	6	5	7	—	6
Corset	250	53	31	9	8	6	36
Cotton waste reclamation	171	48	20	19	8	1	10
Cutlery	869	159	112	26	18	3	267
Dressmaking and women's light clothing (E. & W.)	10,877	2,418	1,653	510	215	40	1,180
Dressmaking and women's light clothing (Scott.)	934	198	101	31	6	—	47
Drift nets mending	156	26	—	13	2	—	14
Flax and hemp	93	23	—	1	8	14	37
Fur	1,582	329	199	95	30	5	204
Fustian cutting	28	5	1	3	1	—	5
General waste materials reclamation	1,998	404	288	129	38	9	200
Hair, bass and fibre	61	14	3	7	3	1	12
Hat, cap and millinery (E. & W.)	3,654	747	538	132	63	14	387
Hat, cap and millinery (Scott.)	269	52	48	2	—	2	23
Hollow-ware	101	21	4	1	9	7	18
Jute	93	22	10	2	4	14	6
Keg and drum	112	2	1	2	8	2	3
Lace finishing	230	37	19	13	5	—	67
Laundry	6,453	1,419	821	239	300	59	392
Linen and cotton handkerchief, &c.	375	79	31	26	19	1	48
Made-up textiles	414	79	41	21	11	6	34
Milk distributive (E. & W.)	12,962	3,139	2,517	396	203	20	2,949
Milk distributive (Scott.)	2,605	702	532	148	20	2	217
Ostrich and fancy leather, &c.	142	40	28	10	8	—	4
Paper bag	1,216	260	39	21	74	21	142
Paper box	87	18	6	3	7	2	7
Perambulator and invalid carriage	35	7	—	1	4	2	9
Pin, hook and eye, &c.	5,901	1,290	831	276	116	67	759
Ready-made and wholesale bespoke tailoring	8,558	1,801	1,458	310	33	—	1,425
Retail bespoke tailoring (E. & W.)	1,194	256	199	51	6	—	135
Retail bespoke tailoring (Scott.)	405	88	38	21	22	7	43
Rope, twine and net	307	62	28	17	15	2	25
Sack and bag	1,019	206	76	49	59	22	107
Shirtmaking	355	71	23	20	24	4	59
Stamped or pressed metal wares	1,619	333	162	94	61	36	175
Sugar confectionery and food preserving	203	44	7	19	10	8	24
Tin box	204	39	11	13	7	8	9
Tobacco	416	91	34	17	26	14	107
Toy manufacturing	4,138	881	488	268	106	19	525
Wholesale mantle and costume	—	—	—	—	—	—	24
Unclassified	—	—	—	—	—	—	—
<b>Total</b>	<b>85,372</b>	<b>18,842</b>	<b>13,371</b>	<b>3,364</b>	<b>1,677</b>	<b>430</b>	<b>11,400</b>

121

255

APPENDIX XXVI

TRADE BOARDS ACTS

NUMBER OF WORKERS WHOSE WAGES WERE EXAMINED AND TO WHOM ARREARS WERE PAID AND CLASSIFICATION OF WORKERS TO WHOM ARREARS OF WAGES WERE PAID

Trade	Number of workers		Number of workers to whom arrears were paid analysed to show the percentage of the appropriate minimum rate paid to them before arrears were claimed				Total amount of arrears paid	Time workers		Piece workers other than home workers		Home workers	
	whose wages were examined in establishments inspected	to whom arrears were paid	Over 90 per cent.	76 per cent. to 90 per cent.	50 per cent. to 75 per cent.	Under 50 per cent.		Number of workers	Amount paid	Number of workers	Amount paid	Number of workers	Amount paid
Aerated waters (E. & W.) ...	2,195	50	26	16	8	—	£ 524	50	£ 524	—	£ —	—	£ —
Aerated waters (Scot.) ...	350	3	—	2	1	—	3½	3	3½	—	—	—	—
Boot and floor polish ...	314	5	5	—	—	—	21	3	1	2	20	—	—
Boot and shoe repairing ...	5,006	235	132	70	28	5	1,017	157	851	74	159	4	7
Brush and broom ...	2,194	55	29	12	14	—	150½	44	127	9	17½	2	9
Button manufacturing ...	769	10	3	7	—	—	73	9	71	1	2	—	—
Chain ...	199	2	1	1	—	—	1	—	—	1	½	1	½
Coffin furniture and cerement making ...	173	4	4	—	—	—	20½	4	20½	—	—	—	—
Corset ...	2,123	201	196	5	—	—	814	15	48	186	766	—	—
Cotton waste reclamation ...	686	11	6	5	—	—	56½	11	56½	—	—	—	—
Cutlery ...	1,657	129	88	37	4	—	375½	63	151½	56	194	10	30
Dressmaking and women's light clothing (E. & W.) ...	25,107	640	368	180	86	6	2,364½	465	1,886½	173	477	2	1
Dressmaking and women's light clothing (Scot.) ...	871	15	10	3	1	1	35	15	35	—	—	—	—
Drift nets mending ...	192	—	—	—	—	—	—	—	—	—	—	—	—
Flax and hemp ...	3,843	203	193	10	—	—	490	19	104½	184	385½	—	—
Fur ...	2,736	135	37	82	14	2	673	125	653	10	20	—	—
Fustian cutting ...	60	—	—	—	—	—	—	—	—	—	—	—	—
General waste materials reclamation	5,069	160	108	38	14	—	719½	160	719½	—	—	—	—

Hair, bass and fibre ... ..	358	21	4	17	—	—	46	21	46	—	—	—	—	—	—	—
Hat, cap and millinery (E. & W.)	7,783	88	40	32	15	1	445	87	435	1	10	—	—	—	—	—
Hat, cap and millinery (Scot.) ...	324	7	3	3	1	—	37½	7	37½	—	—	—	—	—	—	—
Hollow-ware ... ..	1,482	43	40	3	—	—	94	27	60	16	34	—	—	—	—	—
Jute ... ..	3,911	74	71	3	—	—	42½	17	14	57	28½	—	—	—	—	—
Keg and drum ... ..	771	6	3	3	—	—	23½	5	22½	1	1	—	—	—	—	—
Lace finishing ... ..	356	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Laundry ... ..	28,992	533	356	137	37	3	1,159	430	754½	103	404½	—	—	—	—	—
Linen and cotton handkerchief, &c.	1,168	11	7	3	1	—	73½	8	67	3	6½	—	—	—	—	—
Made-up textiles ... ..	1,637	60	52	7	1	—	136	39	122	21	14	—	—	—	—	—
Milk distributive (E. & W.) ... ..	20,167	1,032	468	461	91	12	10,350½	1,032	10,350½	—	—	—	—	—	—	—
Milk distributive (Scot.) ... ..	3,699	155	82	47	25	1	1,049½	155	1,049½	—	—	—	—	—	—	—
Ostrich and fancy feather, &c. ...	445	9	6	1	2	—	36	7	35	—	—	—	—	—	—	—
Paper bag ... ..	2,064	66	55	7	4	—	170½	23	76	42	87½	1	—	—	—	—
Paper box ... ..	8,807	319	192	101	26	—	1,356	270	1,049½	49	306½	—	—	—	—	—
Perambulator and invalid carriage	722	5	4	1	—	—	7	5	7	—	—	—	—	—	—	—
Pin, hook and eye, &c. ... ..	983	6	5	—	1	—	6½	6	6½	—	—	—	—	—	—	—
Readymade and wholesale bespoke tailoring ... ..	19,922	625	439	133	51	2	2,716½	313	1,722	308	988	4	—	—	—	—
Retail bespoke tailoring (E. & W.)	6,998	362	255	77	22	8	1,361½	240	932	28	158½	94	—	—	—	—
Retail bespoke tailoring (Scot.) ...	1,127	28	21	5	2	—	133½	14	61	13	70	1	—	—	—	—
Rope, twine and net ... ..	3,309	29	23	4	2	—	119	26	115	1	3	2	—	—	—	—
Sack and bag ... ..	1,236	11	1	9	1	—	31½	11	31½	—	—	—	—	—	—	—
Shirtmaking ... ..	7,888	284	156	114	14	—	866½	137	526½	147	340	—	—	—	—	—
Stamped or pressed metal wares...	2,599	33	11	15	7	—	218½	33	218½	—	—	—	—	—	—	—
Sugar confectionery and food pre-serving ... ..	13,992	274	197	71	6	—	503	121	215	153	288	—	—	—	—	—
Tin box ... ..	2,780	136	109	22	2	3	483	26	216½	110	266½	—	—	—	—	—
Tobacco ... ..	3,550	34	9	22	3	—	46	4	5½	30	40½	—	—	—	—	—
Toy manufacturing ... ..	4,389	205	29	90	42	44	588½	135	431	8	26	62	—	—	—	—
Wholesale mantle and costume ...	11,065	456	279	149	27	1	1,457	293	1,166½	163	290½	—	—	—	—	—
<b>Total ... ..</b>	<b>216,068</b>	<b>6,771</b>	<b>4,124</b>	<b>2,005</b>	<b>553</b>	<b>89</b>	<b>30,896½</b>	<b>4,635</b>	<b>25,026</b>	<b>1,950</b>	<b>5,405</b>	<b>186</b>	<b>465½</b>			

APPENDIX XXVII

BREACHES OF THE TRADE BOARDS ACTS IN 1937

NUMBER OF ESTABLISHMENTS IN RESPECT OF WHICH OFFENCES WERE REPORTED

Trade	Underpayments		Notices		Failure to keep adequate records			
	Number of establishments by which arrears were paid	Number of workers to whom arrears were paid	Not posted	In-adequate	of wages paid		of time worked	
					Not kept	In-adequate	Not kept	In-adequate
Aerated waters (E. & W.) ... ..	30	50	17	9	5	9	65	30
Aerated waters (Scot.) ... ..	3	3	3	4	1	—	4	—
Boot and floor polish ... ..	3	5	1	1	1	—	6	3
Boot and shoe repairing ... ..	186	235	206	144	233	73	708	127
Brush and broom ... ..	24	55	3	5	1	5	13	14
Button manufacturing ... ..	7	10	7	1	1	1	1	5
Chain ... ..	2	2	1	2	1	1	2	2
Coffin furniture and cerement making	3	4	—	—	—	—	—	—
Corset ... ..	6	201	4	4	2	4	11	4
Cotton waste reclamation ... ..	3	11	3	1	—	1	5	1
Cutlery ... ..	33	129	5	2	11	7	17	9
Dressmaking and women's light clothing (E. & W.) ... ..	273	640	227	141	189	83	810	204
Dressmaking and women's light clothing (Scot.) ... ..	11	15	13	5	7	3	33	3
Drift nets mending ... ..	—	—	2	—	—	—	1	—
Flax and hemp ... ..	13	203	—	1	—	—	—	2
Fur ... ..	51	135	20	6	8	8	105	28
Fustian cutting ... ..	—	—	—	—	—	—	2	—

General waste materials reclamation...	71	160	55	30	30	4	148	34
Hair, bass and fibre ... ..	4	21	—	1	—	1	2	4
Hat, cap and millinery (E. & W.) ...	65	88	49	28	27	19	225	52
Hat, cap and millinery (Scot.) ...	4	7	1	1	1	1	7	1
Hollow-ware ... ..	11	43	3	6	—	2	—	8
Jute ... ..	9	74	—	—	—	—	—	1
Keg and drum ... ..	3	6	1	2	—	—	—	—
Lace finishing ... ..	1	1	4	2	—	5	6	—
Laundry ... ..	146	533	78	108	52	21	214	105
Linen and cotton handkerchief, &c. ...	6	11	4	—	—	2	11	4
Made-up textiles ... ..	12	60	1	4	—	3	6	4
Milk distributive (E. & W.) ... ..	460	1,032	564	131	619	122	1,229	481
Milk distributive (Scot.) ... ..	67	155	133	3	82	47	260	34
Ostrich and fancy feather, &c. ...	5	9	1	—	—	2	4	1
Paper bag ... ..	14	66	6	1	1	—	7	5
Paper box ... ..	56	319	14	16	1	5	19	22
Perambulator and invalid carriage ...	2	5	1	2	1	—	1	1
Pin, hook and eye, &c. ... ..	4	6	—	—	—	—	—	—
Readymade and wholesale bespoke tailoring ... ..	156	625	151	71	121	45	397	119
Retail bespoke tailoring (E. & W.) ...	192	362	106	94	224	54	517	135
Retail bespoke tailoring (Scot.) ...	16	28	11	5	14	7	37	2
Rope, twine and net ... ..	14	29	3	3	2	1	8	3
Sack and bag ... ..	7	11	4	—	—	1	7	2
Shirtmaking ... ..	37	284	11	10	3	5	31	19
Stamped or pressed metal wares ...	12	33	5	3	—	—	8	3
Sugar confectionery and food preserving	53	274	13	15	7	6	60	29
Tin box ... ..	6	136	1	—	—	—	1	2
Tobacco ... ..	4	34	—	—	1	—	1	3
Toy manufacturing ... ..	20	205	13	3	3	1	12	5
Wholesale mantle and costume ...	124	456	112	51	49	39	348	75
Total ... ..	2,229	6,771	1,857	916	1,698	588	5,349	1,586

## APPENDIX XXVIII

CHANGES IN RATES OF WAGES IN GREAT BRITAIN AND  
NORTHERN IRELAND 1937NUMBERS OF WORKPEOPLE AFFECTED BY CHANGES IN RATES OF  
WAGES REPORTED IN 1937 AND THE NET AMOUNT OF CHANGE IN  
THE WEEKLY RATES OF WAGES OF THESE WORKPEOPLE\*

Industry Group	Approximate Number of separate Individuals reported as affected by Net Increases and Net De- creases, respectively, in Rates of Wages		Estimated Net Weekly Increase in Rates of Wages of all Workpeople affected†
	Net Increases	Net Decreases	
Coal mining ... ..	679,000	—	£ 167,000
Other mining and quarrying ... ..	41,350	—	8,500
Brick, pottery, glass, chemicals, &c. ...	170,850	—	16,700
Iron and steel ... ..	160,100	—	74,400
Engineering‡ ... ..	622,800	—	93,650
Shipbuilding ... ..	101,000	—	23,300
Other metal ... ..	263,250	—	48,100
Textile ... ..	370,500	2,000	49,550
Clothing... ..	695,000	2,300	83,000
Food, drink and tobacco	140,050	—	17,950
Woodworking, furniture, &c. ... ..	75,000	—	12,750
Paper, printing, &c. ...	17,250	—	2,150
Building, public works contracting, &c. ...	706,900	—	54,800
Gas, water and electri- city supply ... ..	145,900	—	18,500
Transport‡ ... ..	737,500	100	86,300
Public administration services ... ..	85,450	—	9,700
Other ... ..	102,500	—	14,150
Totals ... ..	5,114,400	4,400	780,500

\* In addition to the numbers shown in the table there were about 128,500 workpeople whose wages, having been increased and reduced by equal amounts during the year, stood at the same level at the end of the year as at the beginning.

† Although some bodies of workpeople in certain industry groups sustained decreases, the net effect of all the changes in each of the groups was an increase.

‡ Changes affecting workpeople employed in railway engineering workshops are included under "Engineering" and not under "Transport."

## GENERAL NOTE

These statistics are exclusive of changes affecting agricultural labourers, government employees, domestic servants, shop assistants and clerks. They relate to rates of wages for a full week, assuming full employment and do not take account of variations in actual earnings resulting from changes in the state of employment. In many cases changes arranged by individual employers and affecting unorganised workers are not reported to the Department. The figures are preliminary and subject to revision.

## APPENDIX XXIX

CHANGES IN WORKING-CLASS COST OF LIVING IN GREAT  
BRITAIN AND NORTHERN IRELAND IN 1937AVERAGE PERCENTAGE INCREASE IN RETAIL PRICES, RENTS, &c. OVER  
THE LEVEL OF JULY 1914

Date	Average percentage increase over the level of July 1914					
	Food	Rent (including Rates)	Clothing	Fuel and Light	Other Items included	All Items included
1937 :—						
1st January ...	36	59	90-95	75-80	70	51
1st February ...	35	59	95	75-80	70-75	51
1st March ...	35	59	95	75-80	70-75	51
1st April ...	35	59	95-100	75-80	70-75	51
1st May ...	36	59	100	75-80	70-75	52
1st June ...	36	59	100-105	75	75	52
1st July ...	40	59	105	75	75	55
31st July ...	40	59	105	75	75	55
1st September ...	40	59	105	75-80	75	55
1st October ...	43	59	105-110	80	75	58
1st November ...	46	59	110	80	75	60
1st December ...	46	59	110	80-85	75	60
1938 :—						
1st January ...	45	59	110	80-85	75	59

*Note.*—Details of the separate articles included within the above groups and of the methods adopted in compiling these figures are published in "The Cost of Living Index Number: Method of Compilation" (price 3d., post free 3½d., from H.M. Stationery Office).



## APPENDIX XXX

TRADE DISPUTES IN GREAT BRITAIN AND  
NORTHERN IRELAND, 1937

NUMBER OF TRADE DISPUTES INVOLVING STOPPAGES OF WORK REPORTED AS BEGINNING IN 1937, WITH THE APPROXIMATE NUMBER OF WORKPEOPLE INVOLVED IN ALL DISPUTES IN PROGRESS IN THE YEAR AND THE APPROXIMATE AGGREGATE DURATION IN WORKING DAYS OF ALL DISPUTES IN PROGRESS.

Industry Group	Number of Disputes beginning in 1937	Number of Workpeople involved in all Disputes in progress	Aggregate Duration in Working Days of all Disputes in progress
Fishing and agriculture ... ..	6	1,700	19,000
Coal mining ... ..	457	390,600*	1,499,000
Other mining and quarrying ...	14	1,200	7,000
Brick, pottery, glass, chemical, &c. ... ..	37	2,500	19,000
Engineering and shipbuilding ...	123	91,300	693,000
Iron and steel and other metal ...	97	16,700	85,000
Textile ... ..	84	23,200	156,000
Clothing ... ..	33	10,000	72,000
Food, drink and tobacco ... ..	18	2,000	6,000
Woodworking, furniture, &c. ...	59	2,800	31,000
Paper, printing, &c. ... ..	10	1,400	7,000
Building, public works contract- ing, &c. ... ..	91	7,400	38,000
Transport ... ..	50	52,600	748,000
Commerce, distribution and finance ... ..	12	1,000	10,000
All other industries ... ..	31	3,500	27,000
Totals ... ..	1,122	607,900*	3,417,000

\* Workpeople are counted in the totals as many times as they were involved in a dispute during the year. The resulting duplication was generally slight, except in the coal mining industry in which the *net* number of workpeople (i.e. number of separate individuals) involved was approximately 211,000. The *net* total number for all industries was approximately 418,000.

## GENERAL NOTES

Disputes involving less than ten workpeople and those which lasted less than one day are omitted from the statistics, except when the aggregate duration (i.e. number of workpeople multiplied by number of working days, allowing for workpeople replaced by others, &c.) exceeded 100 days. The figures are preliminary and subject to revision. The numbers of workpeople involved include those *indirectly* involved (i.e. thrown out of work at the establishments where the disputes occurred but not themselves parties to the disputes). Such workpeople accounted for about 208,000 of the total number shown as involved.

## APPENDIX XXXI

TRADE UNIONS IN GREAT BRITAIN AND NORTHERN IRELAND  
 NUMBER AND MEMBERSHIP OF TRADE UNIONS WITH HEADQUARTERS IN  
 GREAT BRITAIN AND NORTHERN IRELAND AT THE END OF 1936

Group of Unions	No. of Trade Unions	Membership		
		Males	Females	Total
Agriculture, horticulture, &c. ...	1	33,135	400	33,535
Coal mining ... ..	95	672,247	1,634	673,881
Other mining and quarrying ...	7	4,814	279	5,093
Pottery and glass ... ..	17	12,440	7,423	19,863
Metals, machines, conveyances, &c.—				
Iron, steel, tinsplate, &c. ...	3	86,846	1,342	88,188
Engineering, ironfounding, ship- building, other metal working and vehicle building ... ..	94	591,961	5,895	597,856
Textile—				
Cotton ... ..	166	111,610	153,784	265,394
Wool, worsted and shoddy ...	24	10,729	1,031	11,760
Flax and jute ... ..	19	4,895	16,024	20,919
Hosiery ... ..	6	5,047	11,082	16,129
Bleaching, dyeing, finishing, &c.	26	60,877	33,193	94,070
Other textile ... ..	27	9,906	10,872	20,778
Clothing—				
Boot and shoe ... ..	6	64,193	31,079	95,272
Tailoring and other clothing ...	16	27,540	52,810	80,350
Food, drink and tobacco ... ..	7	26,037	5,283	31,320
Woodworking and furniture*—				
Furniture ... ..	8	25,025	3,311	28,336
Other ... ..	20	27,755	1,906	29,661
Paper, printing, &c. ... ..	27	158,984	44,404	203,388
Building, public works contracting, &c.—				
Bricklayers and masons ... ..	5	64,837	—	64,837
Carpenters and joiners ... ..	1	120,823	—	120,823
Painters and decorators ... ..	6	49,110	—	49,110
Builders' labourers ... ..	4	10,690	—	10,690
Other ... ..	17	52,722	—	52,722
Other manufacturing industries ...	24	15,421	3,401	18,822
Transport and general labour—				
Railway service ... ..	8	445,876	5,921	451,797
Water transport ... ..	13	77,243	415	77,658
Other transport (road, dock, &c.) and general labour ... ..	17	916,294	59,136	975,430
Commerce, distribution and finance—				
Commerce and distribution ...	14	170,898	64,329	235,227
Banking, insurance, &c. ... ..	21	79,920	8,737	88,657
National and local government† ...	271	416,043	102,356	518,399
Teaching ... ..	25	85,972	160,348	246,320
Entertainments and sport ... ..	10	21,376	5,487	26,863
Miscellaneous‡ ... ..	36	44,648	9,893	54,541
Totals ... ..	1,041	4,505,914	801,775	5,307,689

See notes on next page.

\* Excluding carpenters and joiners, for whom *see* " Building."

† The figures for this group exclude members of teachers', tramway workers' and general labour unions, for which *see* " Teaching" and " Other transport and general labour."

‡ Including unions of clerks, chemists, foremen, &c., when not classifiable by industry.

#### GENERAL NOTE

The statistics relate to all organisations of employees—whether registered under the Trade Union Acts or not—which are known to include among their functions that of negotiating with employers with the object of regulating conditions of employment. The figures are provisional and subject to slight revision.

The subdivision of the total membership into male and female is partly estimated as some trade unions are unable to state precisely the numbers of males and of females comprised within their membership.

Unions whose head offices are in Eire are wholly excluded from the statistics. Certain of the unions included have members in Eire or in oversea branches. These totalled 70,000 in 1936 and omitting such members, the number of trade union members in Great Britain and Northern Ireland at the end of 1936 was about 5,238,000, compared with about 4,802,000 at the end of 1935. A certain number of persons are members of more than one trade union and are consequently counted more than once in the membership totals. The resulting duplication is, however, relatively small and is believed to amount to not more than about 25,000 (nearly the whole being in the " National and local government " and the " Teaching " groups).

The total membership for each union has been included in the group with which the majority of the members are believed to be connected. Certain large unions with members in a variety of industries have their total memberships included under " Transport and general labour " or under " Commerce and distribution."

## APPENDIX XXXII

## PRINCIPAL PUBLICATIONS ISSUED IN 1937

*Note.*—The following publications may be purchased through any bookseller or directly from H.M. Stationery Office:—

## PART I.—REPORTS, MEMORANDA, ETC., PREPARED BY THE MINISTRY OF LABOUR

The Ministry of Labour Gazette, published monthly, price 6d. Annual subscription 7s. (post free).

Local Unemployment Index—showing the course of unemployment for about 760 towns and for the county areas in Great Britain. Annual subscription £3 3s. (post free).

Report of the Ministry of Labour for the year 1936. [Cmd. 5431], 2s. 6d.

Careers for Secondary School girls. Revised 1937, 6d.

## Choice of Career Series (Secondary Schools):—

No. 1. The Natural Sciences (Chemistry, physics and biology). Revised 1937, 3s.

No. 4. Surveying, land and estate agency and auctioneering. Revised 1937, 3s.

No. 5. Architecture. Revised 1936, 3d.

No. 8. The merchant navy (navigating officers). Revised 1936, 3d.

No. 9. Domestic science. Revised 1937, 3d.

No. 10. Commerce. Revised 1937, 3d.

No. 14. Dentistry. Revised 1937, 3d.

No. 18. Journalism and publishing. Revised 1936, 4d.

No. 20. Medicine. Revised 1937, 4d.

No. 21. Local Government services. Revised 1937, 3d.

No. 22. Social work (women). Revised 1937, 4d.

No. 24. Transport. Revised 1937, 4d.

## Choice of Occupation Leaflets:—

No. 3. The engineering industry, 1d.

No. 4. The laundry trade, 1s.

Report on juvenile employment for the year 1936 (extracted from the Ministry of Labour Report for 1936), 3d.

Twenty-second Abstract of Labour Statistics of the United Kingdom (1922-1936). [Cmd. 5556], 3s. 6d.

Report of the Unemployment Assistance Board for the year ended 31st December 1936 [Cmd. 5526], 3s.

Statement relating to Special Areas, including memorandum on financial resolution to be proposed, March 1937 [Cmd. 5386], 2d.

Summary of the Unemployment Insurance Acts, 1935 and 1936, September 1937. (U.I.L.31), 6d.

Unemployment Insurance Act, 1935. and Unemployment Insurance (Additional Days and Waiting Period) Order, 1937. [H.C.60], 1d.

## PART II.—REPORTS BY COMMITTEES, ETC.

- Report to the Minister of Labour by the Board appointed under section 1 (1) of the Cotton Manufacturing Industry (Temporary Provisions) Act, 1934, to consider and report on a joint application made by the Cotton Spinners' and Manufacturers' Association and the Amalgamated Weavers' Association, dated 5th January 1937, for the making of an Order under the Act, 2d.
- National Advisory Council for Juvenile Employment (England and Wales). Sixth report. Operation of the scheme of authorised courses of instruction for unemployed boys and girls, 4d.
- National Advisory Council for Juvenile Employment (Scotland). Eighth report. Review of the scheme of authorised courses of instruction for unemployed boys and girls, 3d.
- Second annual report, 1936, of the London Regional Advisory Council for juvenile employment, 2d.
- Special Areas (England and Wales). Report of the Commissioner, September 1937. [Cmd. 5595] 3s. 6d.
- Reports by a Court of Inquiry, under the Industrial Courts Act, 1919, concerning the stoppage of the London Central Omnibus Services:—  
Interim Report, 6th May 1937. [Cmd. 5454], 1d.  
Report, 21st May 1937. [Cmd. 5464], 4d.
- Report by a Court of Inquiry, under the Industrial Courts Act, 1919, concerning disputes between blasterers and joiners in Scotland. [Cmd. 5554], 3d.
- Report of the Committee on the regulation of wages and conditions of service in the Road Motor Transport Industry (Goods). [Cmd. 5440], 1s.
- Report of the Board of Inquiry on Port Labour in Aberdeen and Glasgow. October 1937, 1s.
- Unemployment Insurance Statute Committee:—  
Report, dated 5th February 1937, on the financial condition of the Unemployment Fund on 31st December 1936. [H.C.51], 9d.
- Unemployment Insurance Bill, 1937. Copy of letter, dated 4th November 1937, from the Chairman of the Unemployment Insurance Statutory Committee to the Minister of Labour on the subject of the Unemployment Fund (General Account), 1d.
- Report, dated 27th January 1937, on Draft Unemployment Insurance (Benefit) (Amendment) Regulations, 1936, 1d.
- Report, dated 5th February 1937, on Draft Unemployment Insurance (Mixed Employment) Regulations, 1d.
- Report, dated 30th April 1937, on Draft Unemployment Insurance (Benefit) (Amendment) (No. 2) Regulations, 1937, 1d.
- Report, dated 10th June 1937, on Draft Unemployment Insurance (Inconsiderable Employments) (Amendment) Regulations, 1d.
- Report, dated 14th October 1937, on Draft Unemployment Insurance (Insurable Employments) Regulations, 1937, 3d.
- Report, dated 23rd October 1937, on the extension of Unemployment Insurance to outdoor private domestic servants, 2d.
- Report, dated 11th November 1937, on Draft Unemployment Insurance (Special Arrangements) (Amendment) Regulations, 1937, 1d.

**PART III.—MINISTRY OF LABOUR ESTIMATES AND ACCOUNTS.**

Estimates for Ministry of Labour, 1937-8 (included in Class V, Estimates for Health, Labour and Insurance). [H.C.58—V], 2s.

**PART IV.—DECISIONS OF THE UMPIRE, OF THE INDUSTRIAL COURT AND OF THE CIVIL SERVICE ARBITRATION TRIBUNAL.**

(i) Umpire's Decisions:—

(a) Analytical guide to decision by the Umpire respecting claims for benefit (U.I. Code 7):—

Amendments No. 3 and No. 4 to Parts I and IV, 2d. each.

(b) Volume XV—Selected decisions given during the calendar year 1936 (with index). (U.I. Code 8 B), 3s.

(c) Selected decisions given during the year 1937, published in monthly pamphlets at 2d. each (U.I. Code 8 B).

(ii) Awards of the Industrial Court:—

(a) Volume XVIII—Awards 1637 to 1671, 1st January to 31st December 1936, 2s. 6d.

(b) Awards 1672-1691 published separately at 1d. each.

(iii) Awards of the Civil Service Arbitration Tribunal:—

Nos. 1-15 published separately at 2d. or 3d. each.

**PART V.—PUBLICATIONS RELATING TO THE INTERNATIONAL LABOUR ORGANISATION.**

International Labour Conference. Draft Conventions and Recommendations adopted by the Conference at its—

Twenty-first (Maritime) Session, 6th-24th October 1936 [Cmd. 5392], 1s. 6d.

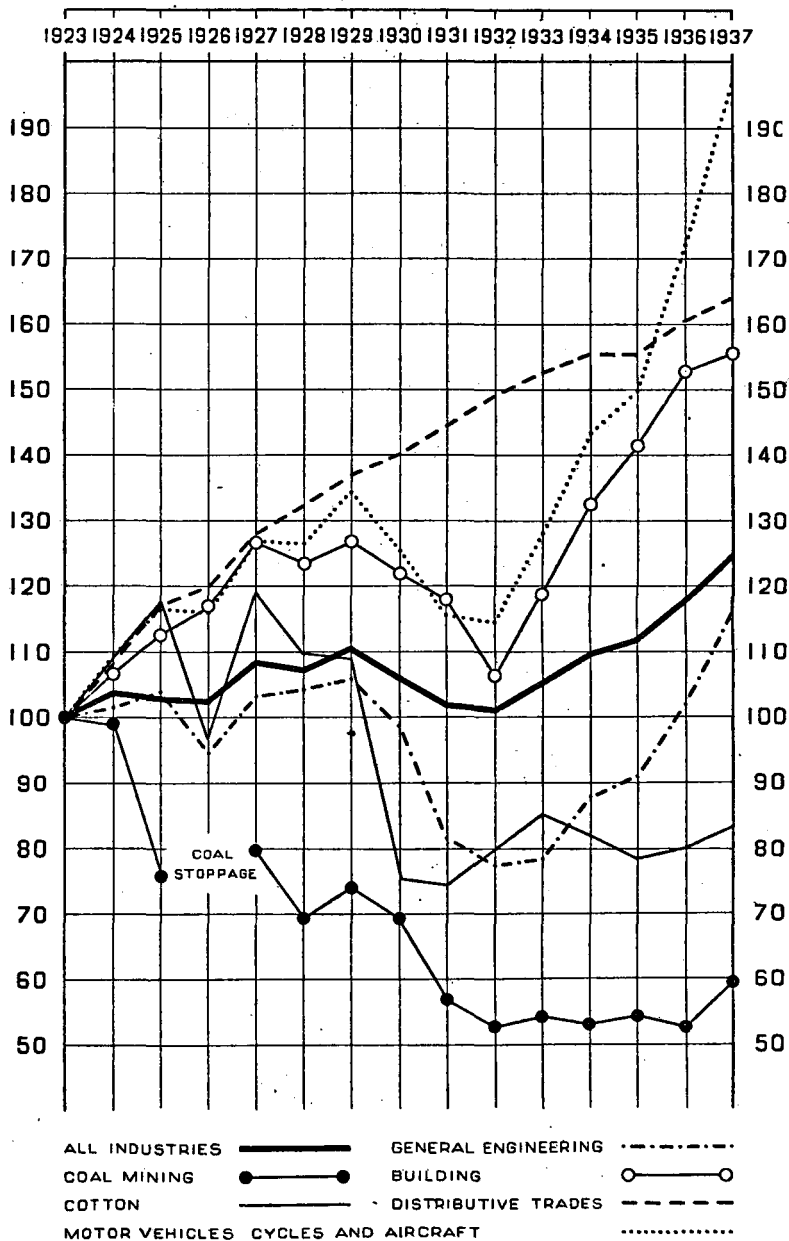
Twenty-second (Maritime) Session, 22nd-24th October 1936 [Cmd. 5393], 3d.

Twenty-third Session, 3rd-23rd June 1937. [Cmd. 5584], 2s. 6d.

APPENDIX XXXIII

GREAT BRITAIN AND NORTHERN IRELAND

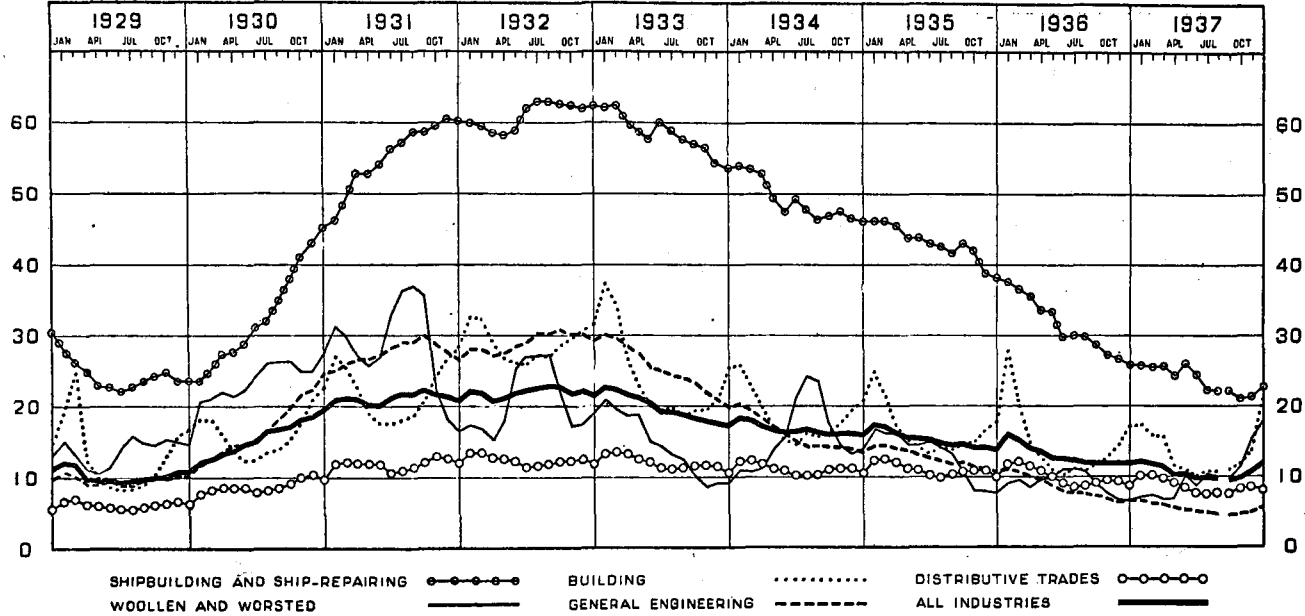
INDEX NUMBERS OF INSURED WORKPEOPLE IN EMPLOYMENT AT END OF JUNE  
IN CERTAIN INDUSTRIES (JUNE 1923=100)



# APPENDIX XXXIV

## GREAT BRITAIN

### PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN CERTAIN INDUSTRIES





# APPENDIX XXXV

## GREAT BRITAIN

### PERCENTAGE OF UNEMPLOYMENT AMONG INSURED WORKPEOPLE IN CERTAIN INDUSTRIES

4848-35) W.L. 4028-3020 3000 & 40 4/38 P. St. C. 373

