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THE  
EMPLOYMENT EXCHANGE SERVICE  
OF GREAT BRITAIN

AN OUTLINE OF THE ADMINISTRATION OF  
PLACING AND UNEMPLOYMENT INSURANCE

BY

T. S. CHEGWIDDEN

AND

G. MYRDDIN-EVANS

WITH FOREWORD BY

THE RT. HON. WINSTON S. CHURCHILL, C.H., M.P.

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## INDUSTRIAL RELATIONS COUNSELORS, INC.

Industrial Relations Counselors, Inc., was established May 1, 1926, as a non-profit-making organization to supersede the industrial relations staff of Curtis, Fosdick and Belknap, set up in January, 1922. The staff had been engaged mainly in consultation and surveys of industrial relations in single firms, and the need of a broader research basis for this work became steadily more apparent. When the new organization was formed the research program was expanded.

In its research studies, Industrial Relations Counselors, Inc., seeks to accumulate and analyze experience in certain of the more significant phases of industrial relations and to present the findings in an unbiased way. Emphasis is laid on the international point of view, and foreign as well as American experience is considered.

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## SERIES FOREWORD

With this volume, Industrial Relations Counselors, Inc., begins a series of studies on the administrative aspect of public employment services and unemployment insurance in several countries. When the series was projected in 1932, it appeared probable that enabling legislation would soon be passed by Congress and that the federal and state departments of labor would confront the task of organizing a federal-state system of employment offices. Now that the United States Employment Service is being organized under the Wagner-Peyser Act, passed in 1933, it is hoped that the series will have practical value for the system's organisers and administrators, as well as for business executives, labor officials, and others concerned with its social significance.

At first the series was planned to deal almost entirely with the placing function of public employment services. However, with the growing interest in unemployment insurance in this country it seemed important, especially as this form of social insurance is administered in large part by placing organizations, that provision should be made for some treatment of its administrative phase. The Unemployment Advisory Committee of the Social Science Research Council was mainly responsible for this change in the original plan of work.

The authors of the volume appearing herewith speak with authority on their subject by reason of their experience and present positions in the British Ministry of Labour. Mr. Chegwidde entered the permanent civil service in 1919 in the Ministry of Labour. He has been private secretary to four successive Ministers of Labour and since February, 1928, has been Principal Officer in the Employment and Training Department responsible for the administration of the Labour Exchanges Act, 1909, in respect of adults. Mr. Myrddin-Evans entered the permanent civil service at the Treasury in 1920. In 1929 he transferred to the Ministry of Labour as Principal Officer in the Employment and Training Department responsible for general questions on employment and unemployment and decasualisation. The volume is being published in a separate edition in Great Britain, from pages set up in the United States, and there have been many compromises in the effort to make the text acceptable to readers in both countries.

Volume II, of which Dr. Oscar Weigert, formerly with the Reichsarbeitsministerium, is the author, will deal with the administration of the employment exchange and unemployment insurance system of Germany. It will follow in a few months.

BRYCE M. STEWART,  
*Director of Research.*

## FOREWORD

As President of the Board of Trade, it was my duty in May, 1909, to introduce the Labour Exchanges Bill into the House of Commons and to secure its passage into law. The objects of the Bill, as I explained in a speech which I made in Parliament on the 19th May, were to secure the more efficient organisation of the labour market, to increase the mobility of labour and, in the words of the Royal Commission on the Poor Laws which presented its report in 1909, to mitigate "the misery of tramping after problematical work," and last, but not least, to constitute machinery indispensable to the proper administration of a system of unemployment insurance.

Twenty-two years have passed since the first Employment Exchanges (or Labour Exchanges as they were originally called) were established—years of stress and strain unimagined by those who devised the scheme.

At the time of their establishment few people could have anticipated the rapidity and extent of their development or the volume and complexity of the problems with which they would have to deal. Within a short time they were plunged into the maelstrom of Government activities consequent upon the European War and played a considerable part in the recruitment and selection of personnel for all branches of the national services, combatant and civilian. In 1919 they were called upon to take a large share in the administration of some of the most intricate problems of the demobilisation period; while only a year later the unemployment insurance scheme, which hitherto had applied to only a relatively small number of industries, was expanded so as to cover the great majority of the wage-earning population. The first steps had scarcely been taken to launch this expanded scheme of social insurance before the depression of 1921 was upon the country, and since that year the Exchanges have been involved in all the multifarious measures and activities to which Governments have had recourse in dealing with an unemployment problem represented by a live register which (except for two successive weeks in 1926) has never fallen below one million and which for more than three years now has been above two million.

How triumphantly the Exchange system survived the gruelling test to which it was so soon submitted, and how successfully it has achieved the objects for which it was designed, the following pages demonstrate in a manner which cannot fail to carry conviction.

Throughout the vicissitudes of the war and post-war years the Exchange system has adapted itself to the needs of the time; as its first duties have increased in volume and new duties have been added, the system has necessarily expanded and today covers the whole country and in some way or another touches the lives of the vast majority of the inhabitants of Great Britain.

The information which the authors give about the composition of the industrial population, the movement of labour and the re-orientation of industry during recent years could hardly have been collected in the absence of the Employment Exchange system; still less could the urgent problem of the redistribution of the surplus population of the areas which were left high and dry by the shifting tide of industry have been handled without them.

But the future of the Exchange system does not depend upon its utility in times of emergency. It has a contribution of the first importance to make towards the more efficient organisation of industry and commerce by the opportunity which it gives for the substitution of rational and scientific methods of labour engagement for the haphazard and unregulated methods which, although still too prevalent, are happily dying out. That the value of the Service from this point of view is being more widely recognised is shewn by the rapid increase in recent years in the number of vacant situations filled, which in 1933 reached the high figure of over two million.

I can confidently recommend the study of this volume not only to the student of economic and social affairs, but also to the British business man who is not aware of the valuable services which are ready to his hand, without charge, if he will but make use of them.

WINSTON S. CHURCHILL

*Chartwell, Westerham, Kent*

*24th January, 1934*

## AUTHORS' PREFACE

This brief study of the Employment Exchange system of Great Britain and of the problems with which it has been and is called upon to deal, was written at the request of Industrial Relations Counselors, Incorporated, of New York. The ground covered represents a part only of the general responsibilities of the Ministry of Labour, and the treatment accorded to it has, owing to the limitations of space, been sufficient only to give a broad outline of the organisation and the manner in which it functions, such as we thought would be intelligible to the general reader. The study has been written with the approval of the Department, and we are indebted to many of our colleagues, to whom we should like to take this opportunity of expressing our gratitude, for valuable advice and assistance in its compilation. In the main it is a statement of fact, but in so far as we have expressed opinions they must be taken as our own and not as representing the official views of the Department.

In conclusion, we desire to acknowledge our indebtedness to the Controller of His Majesty's Stationery Office for his courtesy in permitting us to make use of and in some cases to reproduce material derived from official publications.

T. S. CHEGWIDDEN  
G. MYRDDIN-EVANS

*London, May, 1934*



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**PART I**  
**THE PROBLEM**

## CHAPTER I

### INTRODUCTION

The first Labour Exchanges in Great Britain were opened on the 1st February, 1910.<sup>1</sup> Their establishment had been authorised in the previous September by the passage of the Labour Exchanges Act, which followed directly upon the deliberations of the Royal Commission on the Poor Laws of 1905-09.<sup>2</sup> This body, impressed as the result of its four years' study by the evils of unemployment and, as it appeared to them at that time, the greater evils of under-employment inherent in intermittent engagements, recommended in both their majority and minority reports the establishment of a national system of Labour Exchanges for the purposes primarily of achieving the increased mobility of labour, thereby contributing towards the regularisation and decasualisation of employment, of obtaining accurate information about unemployment, and of providing information and advice as to suitable occupations for children leaving school in order to discourage young people from entering occupations which offered no prospect of permanent employment. In addition it was intended from the first that the Exchanges should administer the system of national unemployment insurance which both reports also recommended should be set up.

Broadly, therefore, the Exchange system as designed may be described, as (1) a placing and educative agency (later developments such as transfer and training come under one or other of these heads); and (2) an agency for the administration of unemployment insurance.

It is not necessary to discuss here which is the more important of the functions with which the Exchange system is concerned. In point of volume circumstances have decreed that the insurance work should bulk the more largely, and, as a machine for carrying out the provisions of the Unemployment Insurance Acts and the regulations made thereunder, it can be said without fear of contradiction that the Exchanges have astonished their severest critics by the efficiency with which they have performed these functions. But, having regard to the events that led up to their establishment and the purposes for which they were set up, it is rather by their success on the more constructive side of

<sup>1</sup> For a description of the historical development of the Exchange Service see Chapter V.

<sup>2</sup> The Reports of the Royal Commission on the Poor Laws and the Relief of Distress were published as a Parliamentary Paper (Cd. 4499) by H. M. Stationery Office in 1909.

their work that many people will judge them. While, therefore, the examination in this section attempts to bring out both the magnitude of the insurance problem and the situation with which the Exchanges have had to deal in their capacity as placing and educative agencies, greater emphasis is perhaps laid on the latter aspect.

In order to understand the way in which the Exchanges have developed and to judge of the results which have been achieved, it is necessary to have a clear idea of the main characteristics of the problem with which they have been faced. The situation that existed when they came into being—a position of general prosperity in most industries coupled with a good deal of intermittent employment in certain industries—did not last for more than a few years. During the period of the Great War, from 1914 to 1918, unemployment, for practical purposes was unknown; since its conclusion the position has shewn many divergencies both in kind and degree—for example, in regard to the total volume of unemployment and its duration, as well as its incidence upon areas and industries—from that which was envisaged by the Royal Commission of 1905–09 and by the first authors of the Employment Exchange system. It is relevant, therefore, to an account of the administration of the system to consider the factors in the problem as it has developed in the past fifteen years rather than the problem as it existed in 1910.

The problem may conveniently be considered under three heads: (1) population and labour supply; (2) recent changes in agriculture and industry; (3) general trend of employment and unemployment.

The basis of any examination of this kind must be to a large extent statistical, and, before proceeding to the discussion, some mention may be made of the chief statistical sources used. These are mainly two—statistics derived from the Census of Population and statistics obtained from the working of the Unemployment Insurance Acts.

Unfortunately neither covers the whole ground up to the present date. Complete Census figures are not available for a more recent year than 1921; although the total population as enumerated at the Census of 1931 is known, the distribution of the population on an occupational and industrial basis has not yet been published. For information regarding the movement of industry subsequent to 1921 it is necessary to rely upon the Ministry of Labour statistics derived from the working of the Unemployment Insurance Acts, which provide a comparable series of figures from July, 1923, onwards. Within the limits which they cover these statistics are extremely comprehensive, but it must be remembered that for the most part they relate only to workers insured under the Acts referred to, that is to say manual workers and other workers earning not more than £250 a year, and that they exclude important



classes of workers such as those engaged in agriculture and private domestic service, permanent railway workers, teachers with superannuation rights, established Civil Servants and other similar classes. Juveniles under sixteen years of age have always been excluded, and since 1928 all workers of sixty-five years of age and over have also been excluded. In 1932 the number of insured workpeople amounted to just over 12,500,000 out of a total occupied population of over twenty millions.

The industries insured under the Unemployment Insurance Acts are classified in 102 groups. At the end of June in every year the number of workers attached to each group is ascertained, and at or about the end of every month a count is taken both of the number of insured workers recorded as unemployed in each industry group, and of all workers, insured or non-insured, who are registered at the Exchanges as being without work. The latter figure is generally referred to as the live register of unemployment. The information obtained in this way forms the basis of the statistics published monthly by the Ministry of Labour which will be constantly referred to in the following pages.<sup>3</sup>

One further explanation is necessary at this point. For the administrative purposes of the Ministry of Labour, Great Britain is divided into seven Divisions, designated respectively South East,<sup>4</sup> South West, Midlands, North East, North West, Scotland and Wales (including the county of Monmouth). It will be necessary in respect of certain matters to refer to the position in the separate Divisions, the approximate boundaries of which can be seen from the map on page 81. Moreover, statistics on the same basis as for Great Britain are obtained from Northern Ireland, and some of the figures quoted in later chapters relate to Great Britain and Northern Ireland together. Where such figures are quoted, the fact that Northern Ireland is included does not in any case vitiate the argument they are intended to illustrate; but, so far as possible, figures are given for Great Britain alone.

<sup>3</sup> Reference will also be made in the following pages to the "percentage of unemployment," and it should be explained here that this figure (whether for a particular industry or for all industries) for any date is obtained by relating the number of insured persons recorded as unemployed at the date in question to the total number of insured persons at the previous July.

<sup>4</sup> Includes London, for which separate figures will sometimes be quoted.

## CHAPTER II

### POPULATION AND LABOUR SUPPLY

#### POPULATION

The population of Great Britain, as enumerated at the Census of 1931, was 44,790,485 of whom 21,464,711 were males and 23,325,774 were females. Comparison with the years 1911 and 1921 is shewn in Table 1. It appears that in the twenty years between 1911 and 1931 the total population increased by 3,959,089 or 9.7 per cent.; the male population increased by 1,710,264 or 8.7 per cent.; and the female population by 2,248,825 or 10.7 per cent.

TABLE 1  
POPULATION, CLASSIFIED BY SEX, GREAT BRITAIN, THREE CENSUS YEARS

| Year | Males      | Females    | Total      |
|------|------------|------------|------------|
| 1911 | 19,754,447 | 21,076,949 | 40,831,396 |
| 1921 | 20,422,881 | 22,346,315 | 42,769,196 |
| 1931 | 21,464,711 | 23,325,774 | 44,790,485 |

Of greater interest are the changes that have taken place in the age-grouping of the population in the decade 1921-31, which can be seen from Table 2. During this period the total population increased by 2,026,161, but the significant feature of the position disclosed in this table was in the greater increase in the number aged fourteen to sixty-four. The number of persons aged thirteen and under shows a decrease of 982,214 which is only partly offset by the increase of 732,837 in the number of persons aged sixty-five and over (including those whose age was not stated), so that the increase in the number of persons aged fourteen to sixty-four was 2,275,538. The vast majority of persons who seek work are to be found within the latter group, 95.4 per cent. of the occupied population in 1921<sup>1</sup> falling within these age limits.

<sup>1</sup> Information relating to the occupied population in 1931 is not yet available, but it is unlikely that the proportion falling within this age group has declined materially if at all between 1921 and 1931: it is true that the number of persons aged sixty-five and over has increased considerably, but the introduction of contributory old age pensions at age sixty-five will have encouraged many persons over that age to withdraw from the labour market.

TABLE 2

POPULATION, CLASSIFIED BY AGE AND BY SEX, GREAT BRITAIN, 1921 AND 1931

| Age                      | Males      |            | Females    |            | Total      |            |
|--------------------------|------------|------------|------------|------------|------------|------------|
|                          | 1921       | 1931       | 1921       | 1931       | 1921       | 1931       |
| 13 and under . . . . .   | 5,597,179  | 5,117,394  | 5,518,846  | 5,016,427  | 11,116,025 | 10,133,821 |
| 14 and 15 . . . . .      | 822,474    | 713,456    | 818,647    | 702,817    | 1,641,121  | 1,416,273  |
| 16 and 17 . . . . .      | 792,346    | 785,610    | 806,292    | 793,834    | 1,598,638  | 1,579,444  |
| 18 to 64 . . . . .       | 12,107,231 | 13,417,178 | 13,722,395 | 14,932,028 | 25,829,626 | 28,349,206 |
| 65 and over . . . . .    | 1,103,278  | 1,424,805  | 1,479,744  | 1,891,648  | 2,583,022  | 3,316,453  |
| Age not stated . . . . . | 373        | 90         | 391        | 70         | 764        | 160        |
| Total . . . . .          | 20,422,881 | 21,458,533 | 22,346,315 | 23,336,824 | 42,769,196 | 44,795,357 |

The importance of the increase in this group can hardly, therefore, be overstated.<sup>2</sup>

## EMIGRATION AND IMMIGRATION

Migration is clearly a factor which may exercise considerable influence both on the state of employment in the country and on the characteristics of the workers comprising the labour force of the country, and it is relevant to the problem before the Exchanges to consider this factor from both these points of view. In Great Britain it is at least doubtful whether migration has been of considerable importance from the point of view of its effect upon the characteristics of the workers. It is certain that it has not been in recent years.

There must, of course, be a considerable number of persons, originally of non-British nationality, who have taken up residence in this country and acquired British status; any country as prosperous as Great Britain was in the years preceding the Great War, and in which the laws regarding the admission of foreigners were so liberal, naturally attracted numbers of persons who desired to seek a living in other countries than their own. But in 1921 the number of occupied persons in Great Britain, aged twelve years and over, foreign-born and of alien or unstated nationality was under one hundred and fifty thousand out of nearly 19,300,000. Since 1920 the admission of aliens for the purpose of taking up employment in Great Britain has been strictly regulated and has only been allowed with the sanction of the Minister of Labour. Such permission has been very sparingly given and the number of foreign persons employed in Great Britain today can be little, if at all, greater

<sup>2</sup> Within this group the number of persons of the lower ages (fourteen to seventeen) has decreased, and the number of persons aged eighteen to sixty-four, which might in some ways be regarded as the more important section of the group, has increased by 2,519,580.

than in 1921. The great majority of the working population of Great Britain is, therefore, of British extraction.

In the influence which it has exerted on the state of employment in Great Britain the migration factor has been of greater importance. Up to the last two or three years large numbers of persons have left these Islands for permanent residence abroad—numbers largely in excess of those who have come to take up permanent residence in the United Kingdom.\* According to the various Population Censuses, the outward balance of migration from the United Kingdom (including all Ireland) in each of the decennial periods from 1871 to 1921 was as follows:

|                 |            |
|-----------------|------------|
| 1871-1881 ..... | 920,000    |
| 1881-1891 ..... | 1,550,000  |
| 1891-1901 ..... | 570,000    |
| 1901-1911 ..... | 1,080,000  |
| 1911-1921 ..... | 1,070,000* |

\* Allows for War deaths abroad.

In the period 1921-31 the loss by migration of the population of Great Britain alone was five hundred and sixty-nine thousand and the estimated total loss for Great Britain and the whole of Ireland about six hundred and seventy thousand. Although these figures cover males and females (including married women) of all ages, it is obvious that this large net outward movement has, in the past, had an important bearing on the employment position in these Islands. The incidence of acute unemployment in Great Britain since 1921 makes the decline in the net outward balance since that year of special significance. Emigration, it is true, has never been regarded in this country as a means of relieving unemployment, and it is important to bear this in mind; nevertheless it is the simple fact that if the net outward movement since 1921 had approached in magnitude the movement in either of the two preceding ten-year periods, it would have made a considerable difference to the volume of unemployment in this country.

Apart from the period 1901-11, when it is generally agreed that there was a large but unknown net influx of aliens from the continent of Europe, the chief factor in the net outward balances shewn above has been the movement of persons of British nationality and, in particular, the movement of such persons between the British Isles and countries outside Europe. Since the War, as the result of the severe restrictions placed upon the admission to Great Britain of foreigners wishing to take up employment here, the movement of foreigners cannot have had more than a negligible effect either upon the population of this country or upon the employment position here. In fact, in the ten

\* For the information regarding the flow of migration contained in the remainder of this section we are particularly indebted to Mr. H. Leak and Mr. T. Friday of the Board of Trade.

years 1921-30, the passenger movement of persons of foreign nationality shewed a small net outward balance of approximately four thousand. Comparing the balance of British passengers outward to non-European countries with the results shewn by successive Censuses of Population, it is evident that there was no important migration of British subjects to or from the continent of Europe either before or after the War, and in measuring the flow of migration before and after the War respectively, it is sufficient therefore to consider only the movement of British persons between the United Kingdom and non-European countries.

For a good many years before the War, there was, as has been seen, a net outward movement of British migrants of considerable dimensions.<sup>4</sup> Migration was, generally speaking, left to the play of normal economic forces and the movement was naturally subject to considerable fluctuations year by year and was affected by economic conditions both in the United Kingdom and in the countries (mainly the United States of America and the British Dominions overseas) which chiefly absorbed the migrants. The net outward movement reached a high level in the eighties and, although the annual average of the balance outward fell to about seventy thousand in the depression of the next decade, from the beginning of the present century the tendency (taking five-year periods) was for the net outward movement to increase, until in the period 1911-13 the outward balance averaged two hundred and fifty-seven thousand a year.

Since the War a number of factors have come into operation which have interfered with the free play of economic forces. It is possible that the expansion of the social services in the United Kingdom has influenced workers to stay at home in security and discouraged them from the adventure and risks associated with attempts to make a new life in a new country. The greater part of the net outward movement in the years prior to the War was to the British Dominions overseas and to the United States of America. In the case of the former, migration has been regulated, since the War, by Government action and has been the subject of agreements between the Governments of Great Britain and of the Dominions under which, in certain conditions, State assistance has been given to approved persons desirous of settling in the Dominions. As a consequence emigration to the Dominions in question came to depend, to some extent, upon the availability of assistance from the State and, with the onset of depression and unfavourable economic conditions in the Dominions, it is not surprising that both free and assisted migration have fallen to a low ebb.

<sup>4</sup>The available statistics for the period prior to 1912 relate to British passengers, but there is little divergence between the outward and inward balance of passengers on the one hand and of migrants on the other.

Immigration into the United States of America has been regulated since 1921 by the quota laws under which a limit is fixed to the number of persons from any country who may emigrate to the United States in a particular year. It is probable that the quota laws have resulted in far fewer British migrants having gone to the United States in the past ten years than would otherwise have been the case.

Whatever the respective influences of these and other factors may have been, emigration from the British Isles (including all Ireland) has been on a definitely lower scale since the War than during the years immediately preceding the War; whereas in the periods 1901-05, 1906-10, and 1911-13, the average net outward balances were 117,000, 179,000, and 257,000 respectively; in the periods 1921-25, and 1926-30 the averages were 124,000 and 99,500 respectively. In 1930 the outward balance from the United Kingdom \* was only 24,000 and this was converted into an inward balance of 35,000 in 1931 and an increased inward balance of 49,000 in 1932.

The effect on the employment position in Great Britain of the falling off in migration at a period when unemployment has been so severe needs no emphasis. At the same time, it should be remembered that, on the whole, people who are prepared to emigrate are amongst the best type of workman; and examination of the ages of emigrants and immigrants shews that generally the former are younger than the latter. It may not have been all loss, even in these days of economic stress, that Great Britain has retained some of the better of her workers who otherwise might have been seeking their fortunes in other countries.

#### OCCUPATIONS AND INDUSTRIES

The Census of 1921 shews that the number of persons gainfully occupied (employers and workers on their own account as well as employees are included) in that year was 19,357,319, of whom 13,655,895 were males and 5,701,424 were females. The total included 1,942,601 employers and workers on their own account and 17,414,718 employees. The chief occupational groups in which these persons were engaged are given in Table 18 (page 226). More than 9,700,000 persons, or just over half the occupied population were engaged in what might broadly be termed "services"—transport and communication, commerce, professional occupations, personal service and so on; among female employees over 24 per cent. were engaged as indoor domestic servants.

For subsequent years the available material is derived from the working of the Unemployment Insurance Acts and relates mainly to industrial distribution. It is of interest, therefore, to give the broad

\* Great Britain and Northern Ireland only.

divisions of the industrial classification of occupied persons at the 1921 Population Census. These are presented in Table 3, and it is important to remember that the industrial differs from the occupational classification in that in the former all persons, of whatever occupation, who are engaged in connection with a particular industry are classified in that industry. Agriculture included about 6.7 per cent., mining and quarry-

TABLE 3

NUMBER OF GAINFULLY OCCUPIED PERSONS, CLASSIFIED BY INDUSTRY AND BY SEX, GREAT BRITAIN, 1921

| Industry  | Gainfully Occupied Persons |           |                         |
|---|----------------------------|-----------|-------------------------|
|   | Males                      | Females   | Total                   |
| Agriculture.....                                | 1,197,795                  | 109,253   | 1,307,048               |
| Commerce and finance.....                       | 1,701,623                  | 862,894   | 2,564,517               |
| Entertainments and sports.....                  | 88,336                     | 44,357    | 132,693                 |
| Fishing.....                                    | 63,239                     | 1,968     | 65,257                  |
| Gas, water and electricity supply.....          | 173,819                    | 5,399     | 179,218                 |
| Manufacturing <sup>a</sup> .....                | 5,370,259                  | 2,190,819 | 7,561,078               |
| Mining and quarrying <sup>b</sup> .....         | 1,447,529                  | 16,151    | 1,463,680               |
| Personal service <sup>c</sup> .....             | 571,168                    | 1,675,305 | 2,246,473               |
| Professions.....                                | 307,034                    | 273,534   | 580,568                 |
| Public administration and defence.....          | 1,078,674                  | 400,396   | 1,479,070               |
| Transport and communication.....                | 1,312,696                  | 46,434    | 1,359,130               |
| Other industries and industries not stated..... | 350,512                    | 80,114    | 430,626                 |
| Total.....                                      | 13,662,734                 | 5,706,624 | 19,369,358 <sup>d</sup> |

<sup>a</sup> Includes building and allied trades.

<sup>b</sup> Includes treatment of non-metalliferous mine and quarry products.

<sup>c</sup> Includes hotels and catering, but excludes government and local authority.

<sup>d</sup> This figure is somewhat larger than that given for the number of persons gainfully occupied in Table 18 (page 226) owing to the fact that certain persons in Scotland who are excluded from that table are included here.

ing about 7.6 per cent. and the manufacturing industries about 39 per cent. of the occupied persons.

The distribution of males and females shewed certain differences. Among males agriculture accounted for 8.8 per cent. of the total occupied male population; the mining and quarrying group, 10.6 per cent.; and the manufacturing industries, 39.3 per cent. Commerce and finance, transport and communication and public administration and defence together represented 30 per cent.

In the case of females, the manufacturing industries alone accounted for about 38.4 per cent.; about 29.4 per cent. were in personal service, as many as 1,117,159 being in private domestic service.

These statistics are not comparable with data for later years obtained from the working of the Unemployment Insurance Acts, for whereas the former cover all occupied persons including employers and workers on

## EXCHANGE SERVICE OF GREAT BRITAIN

their own account, the latter, as has been explained earlier, cover a much smaller field and exclude such important industries or services, as agriculture, private domestic service and others.

At June, 1932, it is estimated that there were about 12,500,000 insured persons in Great Britain. The distribution of these persons and of the persons insured at June, 1923, among the various industrial groups is given in Table 19 (page 227). In 1932 the insured population fell broadly into the groups shewn in Table 4. The mining group included

TABLE 4  
NUMBER OF INSURED PERSONS, CLASSIFIED BY INDUSTRY AND BY SEX,  
GREAT BRITAIN, JULY, 1932

| Industry                                      | Insured Persons |           |            |
|---|-----------------|-----------|------------|
|   | Males           | Females   | Total      |
| Commerce, banking, insurance and finance..... | 163,650         | 77,410    | 241,060    |
| Distributive trades.....                      | 1,176,750       | 736,330   | 1,913,080  |
| Fishing.....                                  | 29,910          | 1,040     | 30,950     |
| Gas, water and electricity supply.....        | 164,570         | 7,210     | 171,780    |
| Manufacturing*.....                           | 4,919,170       | 2,056,150 | 6,975,320  |
| Mining and quarrying.....                     | 1,139,850       | 7,160     | 1,147,010  |
| Transport and communication.....              | 824,850         | 33,420    | 858,270    |
| Miscellaneous trades and services.....        | 720,550         | 484,980   | 1,205,530  |
| Total.....                                    | 9,139,300       | 3,403,700 | 12,543,000 |

\* Includes industries not separately specified and building and contracting.

9.1 per cent. and manufacturing industries, 55.6 per cent. of the total insured population. The numbers engaged in transport and communication covered 6.8 per cent. and the distributive trades, 15.3 per cent. Amongst males 12.5 per cent. were engaged in the mining group and 53.8 per cent. in manufacturing industries. The most important "services" (as distinct from production industries) \* in which males were engaged were transport and communication and the distributive trades which account respectively for 9 per cent. and 12.9 per cent. of the total male insured population. Amongst insured females, 60.4 per cent. were engaged in manufacturing industries, 21.6 per cent. in the distributive trades and 7 per cent. in service in hotels, boarding houses and similar establishments.

In addition to the figures for insured workers given above, certain information regarding persons not insured under the Unemployment Insurance Acts, which was obtained by the Royal Commission on Unem-

\* "Production" is taken as including fishing and the mining and manufacturing groups shewn in Table 4, and "services" as covering all the rest. It will be understood that this is only a very rough and ready distinction.



ployment Insurance,<sup>†</sup> is reproduced in Table 20 (page 228). It is by no means complete since it is exclusive of all non-manual workers earning more than £250 a year, and in certain other cases information is not available. The main facts brought out by this table are that, outside the insured population aged sixteen to sixty-four, 600,000 juveniles are employed in insured industries and 150,000 in other industries; that 270,000 persons of sixty-five years and over are engaged in insured industries and 130,000 in other industries; and that among persons aged sixteen to sixty-four (that is the group comparable with the insured population) 1,350,000 are engaged in private domestic service, 700,000 in agriculture, 382,000 in railway employment and 295,000 in His Majesty's Forces.

A striking fact that emerges from an examination of the industrial distribution of the employed population in recent years is the change in the centre of gravity, so far as numbers are concerned, away from "production" to "services". A comparison of the position in 1932 with that in 1923 shews that whereas in the latter year about 70 per cent. of the insured population was attached to "production" industries, by 1932 the proportion had fallen to just over 65 per cent. The uninsured population contains a greater proportion of persons attached to "services" than the insured population. It is probable for instance that of the uninsured persons shewn in Table 20 (page 228) considerably more than two-thirds are attached to "services". Of the two large uninsured industries or occupations—agriculture and domestic service—the former, which may be classed as a "production" industry, has certainly decreased in numbers very considerably since 1921, while the latter, which comes under the classification of "service", has probably increased numerically. There can be no doubt that a growing proportion of the occupied population is going into "services" and a smaller proportion into "production". This does not mean that all production industries are losing ground; many of them, as will be seen later, are expanding both absolutely and relatively. The general tendency in fact masks a variety of changes in individual trades, industries and services, some of the most striking examples of which are to be found in the coal mining industry, in building and contracting and in the distributive trades, which in 1923 represented respectively 11.1 per cent., 7.4 per cent. and 11 per cent. of the insured population, and in 1932 represented 8.3 per cent., 9 per cent. and 15.3 per cent. of the insured population.

#### FEMALE AND JUVENILE LABOUR

Women and juveniles are important groups in the labour force of the country. While on the one hand legislation designed to regulate the

<sup>†</sup> Published in its Final Report (Cmd. 4185), pp. 56-7.

employment of women and children may in some respects have tended to restrict their engagement, on the other hand the development of new industrial methods, and of new industries or new branches of old industries, have operated in the opposite direction and have helped to create new opportunities for both women and juveniles.

The depression of recent years, which has had such disastrous results upon the industries which employ mainly men, renders difficult any attempt to arrive at an exact measurement of the balance of opposing forces, but there is little doubt that over the past ten years the female element in the labour force has, if anything, gained in relative importance.

#### FEMALE LABOUR

In 1911 and 1921 there were 5,424,000 and 5,701,000 occupied females in Great Britain, representing respectively 29.6 per cent. and 29.5 per cent. of the total occupied population. In 1921 females were mainly employed in the following industries:

| Industry                     | Females Employed<br>(In Thousands) |
|------------------------------|------------------------------------|
| <b>Manufacturing</b>         |                                    |
| Metals.....                  | 264                                |
| Textiles.....                | 763                                |
| Clothing.....                | 536                                |
| Food, drink and tobacco..... | 233                                |
| Other manufacturing.....     | 395                                |
| <b>Total.....</b>            | <b>2,191</b>                       |
| Commerce and finance.....    | 863                                |
| Professions.....             | 273                                |
| Personal service.....        | 1,675*                             |

\* Includes 1,117,000 in domestic service.

For the period subsequent to 1921 comparable statistics are not yet available. But the data derived from the working of the Unemployment Insurance Acts, provide information relating to female workers insured under those Acts. The industries to which insured females were attached in 1932 are shown in Table 19 (page 227) and their broad distribution among certain large groups in Table 4. Outside the insured field, private domestic service, the chief female occupation, accounts for about 1,250,000 persons.

The number of females aged sixteen to sixty-four insured under the Unemployment Insurance Acts in 1923 was approximately 2,900,000, representing 26.6 per cent. of the insured population between those ages. By 1929 the number had risen to 3,237,000 and the percentage to 27.3.

In 1932 the number was again higher, at 3,403,700; but the percentage was lower, at 27.1.<sup>8</sup>

The increase in the proportion of insured females in employment is even more striking. In 1923 the estimated number of insured females aged sixteen to sixty-four in employment was 2,524,000 representing 27.2 per cent. of all insured persons between those ages in employment; in 1929 the number was 2,914,000, and the percentage 28.3, while in 1932 the number was 2,824,000, and the percentage 30.3. The proportionate increase in female employment (despite the fall in numbers between 1929 and 1932) reflects in large measure the relatively more serious decline in the position of the great heavy industries—coal, iron and steel, general engineering, shipbuilding—which employ a very large proportion of men.

There are few industries in which some women are not employed, but in each of the years 1923, 1929, and 1932, over 54 per cent. of the total number of insured females were attached to three groups alone—the textile, clothing, and distributive trades; in 1923 and 1929 these groups included over 56 per cent. of the insured women in employment, and in 1932, 55.3 per cent.<sup>9</sup>

If to the three groups of trades referred to above are added four other groups—miscellaneous metal industries; food, drink and tobacco trades; the hotel, public house, restaurant, boarding house and club service; and the laundries, dyeing and dry cleaning group—these seven groups between them accounted in each of the three years in question for nearly three-quarters of all insured females, and in 1929 and 1932 for over three-quarters of the insured females in employment.

The most striking features of female employment in recent years have been a decline in employment in the textile trades from 618,000 in 1923 to 531,000 in 1932, (a decrease of 87,000, or, excluding hosiery and silk and artificial silk where there have been increases, of about 110,000); an increase in employment in the distributive trades from 475,000 in 1923 to 680,000 in 1932—an increase of 205,000; and an increase of over 100,000 in certain miscellaneous services (hotels, laundries, the entertainment group and professional services). Of possibly greater significance from the point of view of future developments in the employment position are smaller increases in certain industries where the rate of increase among women was greater than among men, and increases among women in other industries where there was an actual

<sup>8</sup> Between 1931 and 1932 there was a fall of over seventy thousand in the number of insured females, which no doubt was due to the fact that the more stringent conditions for the receipt of unemployment benefit imposed in the later months of 1931 had caused the withdrawal of large numbers of women from the industrial field.

<sup>9</sup> The fall in the percentage between 1929 and 1932 is explained by a decline in employment in the textile trades, especially cotton.

decline in the employment of men. Coupling these facts with the over-all relative increase in employment among women as compared with men which has already been noted, the inference is sometimes drawn that a tendency exists for women to replace men in industry. This impression is emphasised because the severe depression of the past few years has fallen with the greatest weight upon the heavy industries in which mainly men are employed, and the true position is therefore difficult to discern. If such a process of displacement were actually taking place on a large scale it would constitute a serious problem demanding instant attention. There is no doubt that certain operations which formerly were performed by men can now be done by machines tended by women; the progress made by women in certain of the electrical industries, the motor industry, the light metal and engineering industries and the smaller manufacturing industries is illustrative of this and of the increasing sub-division of processes which facilitates the employment of female labour. But there is as yet no clear evidence of a general tendency for women to replace men in industry. This statement is in general supported so far as the mining and manufacturing industries are concerned by the results of the Board of Trade Censuses of Production for 1924 and 1930, which shew that, in the industries covered by the Censuses, there was practically no change in the relative proportions of male and female employees between the two years, the proportion of females being slightly over 24 per cent. in each year.

#### JUVENILE LABOUR

Children who do not proceed to a secondary education normally leave school at or about the age of fourteen and then become available for employment. The number of children leaving school every year is considerable, but in ordinary times such children would be fairly rapidly absorbed into employment of some kind or another—a proportion of it being unfortunately non-progressive work with poor prospects. It is only in recent years that, in the face of a marked reduction in the numbers of children leaving school and thus becoming available for employment, the problem of juvenile unemployment has become extremely acute.

Juvenile employment is an important factor in the industrial structure of the country, both on account of the number of juveniles available, as well as because, in addition to the usual odd jobs such as errand boy, messenger, or office boy or girl, which immediately occur to the mind, there exists in industry a large variety of employments which are suitable for juvenile labour and for which industry could not afford to pay adult wages. Large numbers of juveniles have always been employed in the important industries of coal mining and cotton textiles.

Recent developments in industrial processes have tended to produce still more jobs suitable for juvenile labour.

The Population Census of 1921 shewed that there were 2,270,000 occupied persons under the age of eighteen in Great Britain, representing 11.7 per cent. of the total occupied population. Of these only seventy-three thousand, or 0.4 per cent. of the total occupied population, were below the age of fourteen.

Since 1921, various new influences have operated to affect the number of juveniles coming into employment. There has undoubtedly been a desire to take advantage where possible of the increased facilities for secondary education. The number of children in secondary schools in England and Wales has increased nearly four-fold in the last twenty-five years, and about 73 per cent. of the children attending secondary schools are of elementary school origin. For some years after the conclusion of the War, parents engaged in prosperous industries were inclined to keep their daughters at home rather than let them go out to work—particularly where the normal work would have been domestic service; under the influence of the general depression of the last few years, this tendency has probably disappeared to a large extent. A more important factor which has begun to operate during the past three or four years is the influence of the low birth rate of the War years in restricting the available supply of juveniles. The aggregate effect of these and other factors has been that the number of persons under eighteen available for employment has declined in recent years, and it is estimated that, whereas the number of occupied juveniles aged fourteen to seventeen inclusive in 1921 was 2,197,000, and the number of juveniles available for or in employment in 1926 was 2,201,000, the latter figure in 1932 had decreased to 1,887,000. It is probable that the number will rise from now until about 1937, after which it is expected to decrease once more. In these circumstances it is natural to expect that juveniles would also form a decreasing proportion of the total population available for work, and this is in fact borne out by examination of the statistics of insured workpeople (although it must be remembered that these have only a limited application, especially as regards juveniles). Whereas in 1921 insured juveniles probably represented about 8.5 per cent. of the total insured population aged sixteen to sixty-four, in 1932 they represented only 7.8 per cent.

Juveniles are found in most industries; but a considerable proportion of them are in certain large groups of occupations. In 1921 just over three-quarters of the occupied boys were engaged in agriculture, mining and quarrying, as metal workers, textile workers, as woodworkers and in furniture making, in transport and communication, in commerce, and as clerks. Nearly three-quarters of the girls were engaged as textile

workers, makers of textile goods and articles of dress, in commerce, in personal service and as clerks and typists. Nearly a quarter of all the girls were engaged in indoor domestic service.

In 1932 the number of insured juveniles was 983,000, composed of 557,000 boys and 426,000 girls. In addition about 750,000 uninsured juveniles aged fourteen and fifteen were engaged in industry. Table 21 (page 229) gives the distribution of insured boys and girls among the principal industries in which they were engaged in 1923 and 1932. Examination of the somewhat limited field<sup>10</sup> covered by the insured figures discloses, as might be expected, that the industries, trades and services which have been relatively prosperous—such as building, the miscellaneous metal trades and furniture trades, some of the clothing and electrical trades, the hotels and laundries groups, and the distributive trades—have attracted to themselves largely increased numbers of juveniles, while the industries which have been suffering from poor trade—the heavy industries such as coal, general engineering, ship-building and the textile trades, and commercial occupations—show considerable falling off in the numbers of young persons attached to them. The most striking fact that appears from these figures is that for both boys and girls the distributive trades today provide by far the largest opportunities of employment, 25.7 per cent. of the insured boys and 26.2 per cent. of the insured girls being attached to these trades. Since 1923 there has been an increase of over 50 per cent. in the number of boys and of over 56 per cent. in the number of girls seeking employment in these trades.

#### INTERMITTENT EMPLOYMENTS AND INTERMITTENT WORKERS

Most work is of a regular nature. The majority of workers, even though their contract of service may be on a weekly or even a day to day basis, regard their jobs as continuous and are in fairly regular employment. But at all times there exists a considerable volume of jobs of an intermittent nature and of variable length, lasting from a few hours up to several weeks. The workers engaged on this type of employment, while they may be continuously employed for the duration of the job, and may in fact pass from job to job over a considerable period without any intervals of unemployment, cannot be regarded as being in regular employment in the same sense as the majority of workpeople. The worker is engaged for a particular job and when the job is completed his contract is at an end; the next job may not come until after an

<sup>10</sup> Insured juveniles probably cover only about half of all occupied juveniles. In 1921, excluding juveniles aged sixteen and seventeen occupied in agriculture and indoor domestic service, the number of occupied juveniles of these ages represented only about 47 per cent. of all occupied juveniles.

interval of unemployment, it may be with the same or with a different employer and in the same or a different occupation.

The main types of intermittent employments are casual and seasonal employments, and although in the case of some industries, such as building, the dividing line between casual and seasonal work is not very clear, it will be convenient to deal with these types separately.

#### CASUAL EMPLOYMENTS AND CASUAL WORKERS

Casual employments exist in all towns and in almost every industry. Of two large industries—the port transport industry and the ship-repairing industry—it may be said that the employment they provide is predominantly of a casual nature. In the port transport industry engagement is normally for a day or may be for only half a day, and it is common for individuals to find themselves employed on one day and unemployed the next; in ship-repairing engagements may be for any period from a few hours to several weeks depending upon the duration of the job.

But while these two industries may present the more striking examples of casual employment they represent by no means the whole story. In the building industry (which is also liable to considerable seasonal fluctuations) most firms keep a nucleus of regular men attached to them, but other workpeople are engaged for a particular contract and may be discharged when that contract is completed. The railway companies and the State itself employ casual labour at times of seasonal pressure; the occupations of warehouse porter and carman are casual to a large extent; casual workers are to be found in the distributive trades, the road transport service, the printing trades, certain of the food industries and other important trades including some sections of engineering. The obviously casual engagement, such as sandwichman, bill distributor, temporary waiter and daily domestic servant, will occur to everyone.

There can be no doubt that, in total, the volume of casual jobs is considerable, but it is impossible to attempt to measure it. The minority of the Royal Commission on the Poor Laws of 1905–09 thought that the number of male adult casuals in the United Kingdom at that time could not be less than one or two millions; but the majority, while agreeing that casual and other intermittent employment engaged a large proportion of the wage earning classes, did not feel able to put a figure to the number of workers concerned. The difficulties of obtaining any measurement of the volume of casual employment are just as great today; the meaning to be attached to “casual” may vary according to different circumstances; in an industry like the port transport industry, which is regarded as almost entirely casual, many workers obtain more

regular employment than workers in the so-called regular industries; many of the latter provide in greater or less degree a proportion of casual employment; and many skilled workpeople take casual employment when unemployed for a lengthy period in their own trade. Nevertheless certain facts may be quoted which throw some light on the importance even if they cannot indicate the size of the problem.

The port transport industry includes about one hundred and forty-five thousand insured workers. The casual nature of the employment which it affords may be indicated by certain statistics relating to three important ports, London, Liverpool and Bristol.

In London in the twelve months ending June, 1930, out of 34,315 insured port workers 28,761 had obtained some work in each of forty or more weeks. In a large proportion of cases, however, the employment obtained in a week was only partial and in a number of cases amounted to only a day or a half-day.<sup>11</sup>

In Liverpool during the quarter ended the 28th March, 1930, the highest number of registered port workers employed in one week by firms within the Port Registration Scheme (which employ the great majority of port workers in Liverpool) was 15,549 and the lowest 13,335; but only 6,731 obtained employment in each week of the quarter; the total number of workers to whom this scheme applied exceeded twenty thousand.<sup>12</sup> A further indication of the casual nature of the employment is shewn by the fact that out of a sample of 270 persons who had obtained some employment in each of the thirteen weeks of the quarter ended 28th March, 1930, no less than 104 were unemployed to such an extent that they were enabled to draw unemployment benefit in four or more weeks.<sup>13</sup>

In Bristol in 1932 the highest number of casual port workers employed on any one day was 2,388, the lowest number 571 and the average 1,426. In the half-year ending September, 1932, out of a total of 2,658 preference men (that is men who receive priority of employment) the number who had no employment represented only 0.5 per cent. of the total; 2.9 per cent. received the maximum amount of employment; just over 75 per cent. obtained employment for various periods representing from 30 to 79 per cent. of possible employment.

In the ship-repairing industry at Liverpool an examination of the records of 890 persons who were claiming unemployment benefit in March, 1930, indicated that the most recent spell of employment for 596 of this number had lasted six days or less.<sup>14</sup>

<sup>11</sup> Report of the Port-Labour Enquiry published by H. M. Stationery Office in 1931, p. 50.

<sup>12</sup> Report of Enquiry into Casual Labour in the Merseyside Area, by F. G. Hanham, published by Henry Young and Sons, Ltd., Liverpool, p. 54.

<sup>13</sup> *Ibid.*, p. 91.

<sup>14</sup> *Ibid.*, p. 131.



In agriculture, at June, 1932, 114,900 out of a total of 809,500 workers employed on agricultural holdings of more than one acre in Great Britain were classed as casual workers.

In 1932 out of a total of 1,535,000 vacancies filled by the Employment Exchanges 267,000 were classed as casual.

The number of insured workers in Great Britain and Northern Ireland, normally following casual employment, recorded as unemployed has not fallen at the end of any quarter since 1926 below 63,000 (September, 1927) and was 116,000 in March, 1931.

It must be remembered that the definitions of "casual" for the various purposes referred to in the foregoing paragraphs are not strictly comparable,<sup>15</sup> but the facts given, while they do not provide any indication of the total volume of casual employments, serve to confirm the accepted view that this volume is considerable. The conditions of industry are so unstable today and the fluctuations in demand so violent that it is at least unlikely that the proportion of casual to total employment is growing smaller.

The importance of casual employment lies not only in its volume but in its effect upon the workers. It is frequently said that casual employment creates casual workers. There is clearly a great deal of truth in this, for the very existence of disconnected jobs of short duration and the chance of obtaining work attract workers to the neighbourhood of the job. There are people who, by temperament, prefer intermittent to regular work, but the body of workers who seek casual work consists in addition of workers who, for some reason or other, cannot obtain regular work, while at times of depression the numbers are further swollen by normally regular workers who are thrown out of their ordinary employment. The consequence is that, important as the volume of casual employment may be in the aggregate of all employment, the number of workers who may be classed as casual is greatly in excess of the number of casual jobs. This is clearly illustrated by the case of the port transport industry in which a large proportion of the one hundred and forty-five thousand workers attached to the industry are

<sup>15</sup> In the case of agriculture the definition of "casual worker" is by no means clear. It may include on the one hand skilled workers who are rarely unemployed but are classed as casual because their employment at the date of the return is only for a short period, and on the other hand persons who are really seasonal workers, coming into the industry for a time for particular classes of work, but in many cases doing no other work for the rest of the year.

Again, the list of "vacancies" filled by the Employment Exchanges and defined as casual is limited. It does not include for example ship-repairing jobs or temporary jobs in shops. On the other hand, the Exchanges fill very few vacancies in dock work, and only a proportion of those for harvesters, although both these classes are included in the list.

For purposes of unemployment statistics casual employment is defined as "consisting of separate jobs of short duration whether the jobs are with the same employer or different employers."

at any time unemployed, even during periods of considerable prosperity.

The system thus tends to perpetuate itself, for if it is true that casual work, first by attracting workers and then by dis-inclining them to re-engage in regular work, creates casual workers, the converse also is probably true to some extent. The existence of large bodies of workers prepared to take casual work must exercise a certain influence in maintaining the volume of casual employment at a higher level than is strictly necessary. If in any area the number of workers prepared or permitted to take up casual employment approximated to the volume of such employment which was available, and if there was also a large measure of mobility among such workers so that they could be directed easily and quickly to the points where the work existed, it is a fairly safe assumption that employers would take whatever steps were necessary to ensure a regular supply of workers adequate to the needs of any time. This could not eliminate a certain proportion of under-employment; it probably would still involve the switching of the workers concerned from job to job and possibly from employer to employer; and it no doubt would have the effect of increasing the number of persons continuously out of work; but at least it might lead to a large proportion of workers at present employed intermittently being continuously employed, if not on continuous work. Under existing conditions, when the number of workers prepared to take casual jobs is so greatly in excess of the number of such jobs, it is hardly surprising that employers do not feel under the necessity of taking steps to reduce the casual nature of the employment they provide or to attach workers to them permanently on a regularised basis.

The efforts made in the case of the port transport industry to deal with the casual problem are described in Chapter X. Here it is sufficient to note that the volume of casual employment and the number of casual workers constitute a serious aspect of the employment situation.

#### SEASONAL EMPLOYMENTS

Not less important than casual employments from the point of view of irregularity of employment and fluctuations in the total volume of unemployment are seasonal employments. In any industry the degree of activity tends to vary from time to time and in a large number of industries activity is greater or less at some particular season of the year than at others. The period of seasonal activity or slackness is fortunately not the same for all the industries which are liable to seasonal fluctuations, but, as might be expected, the aggregate effect of the seasonal variations in all industries is to produce over the whole field of industry a greater degree of industrial activity in summer than in

winter. It is not possible to arrive at any accurate quantitative measurement of the volume of seasonal employments—particularly owing to the absence of statistics for important seasonal industries like agriculture and seasonal domestic service—but the point just mentioned is sufficiently well illustrated so far as insured industry is concerned by the figures in Table 5 relating to what may be regarded as the normal post-war years of 1924 and 1929.

The variation in the numbers of unemployed in successive Januarys in each period indicates that influences other than seasonal were at work; but, allowing for this, Table 5 indicates strikingly the greater volume of employment in June than in January. If agriculture, domestic service

TABLE 5

NUMBER AND PERCENTAGE OF INSURED PERSONS RECORDED AS UNEMPLOYED,  
GREAT BRITAIN, AT SELECTED DATES

| Date                | Insured Persons Unemployed |            |
|---------------------|----------------------------|------------|
|                     | Number                     | Percentage |
|                     | <i>Thousands</i>           |            |
| January, 1924 ..... | 1,334                      | 11.8       |
| June, 1924 .....    | 1,045                      | 9.2        |
| January, 1925 ..... | 1,273                      | 11.1       |
| January, 1929 ..... | 1,422                      | 12.1       |
| June, 1929 .....    | 1,128                      | 9.5        |
| January, 1930 ..... | 1,476                      | 12.3       |

and other non-insured trades were included the difference would be even more noticeable.

A great part of the seasonal employment is provided by industries or in occupations which are carried on throughout the year, but in which activity is subject to marked seasonal variations necessitating the engagement of additional workpeople during the busy season. Agriculture, the building industry, the clothing trades and the hotel and boarding house service at holiday resorts are examples of this type. In other cases the work is carried on for part of the year only, for example in herring curing, jam making and other trades.

Information derived from a number of sources indicates the trades and industries in which the seasonal factor is of importance and the part which this factor plays in the aggregate of available employment. Two such sources are the statistics of insured persons recorded as unemployed and the results of the placing activities of the Employment Exchanges in respect of the more important seasonal industries.

Among insured industries there are a number of groups which shew very marked seasonal variations. The most important of these are the groups associated with the building industry and with the clothing and

furniture trades, but the group of trades concerned with entertainment, certain transport trades and the distributive trades also vary considerably at different times of the year. The coal industry too, which perhaps is not normally included in any consideration of seasonal industries, is a good deal more active in winter than in summer owing to increased demand for coal for domestic purposes.

TABLE 6

AVERAGE NUMBER OF INSURED PERSONS RECORDED AS UNEMPLOYED, CLASSIFIED BY INDUSTRY, GREAT BRITAIN AND NORTHERN IRELAND, AT SELECTED DATES  
(In Thousands)

| Date                   | Average Number of Unemployed Insured Persons |                                     |             |                     |                            |                   |                        |
|------------------------|--|-------------------------------------|-------------|---------------------|----------------------------|-------------------|------------------------|
|                        | Building <sup>a</sup>                        | Clothing and Furniture <sup>b</sup> | Coal Mining | Distributive Trades | Entertainment <sup>c</sup> | Food <sup>d</sup> | Transport <sup>e</sup> |
| 1924-1929 <sup>f</sup> |  |                                     |             |                     |                            |                   |                        |
| January...             | 169  | 63                                  | 157         | 98                  | 49                         | 31                | 66                     |
| April.....             | 104  | 33                                  | 155         | 89                  | 39                         | 26                | 56                     |
| July.....              | 101  | 41                                  | 211         | 81                  | 33                         | 21                | 53                     |
| October...             | 129  | 47                                  | 209         | 94                  | 47                         | 25                | 61                     |
| 1924-1932 <sup>f</sup> |  |                                     |             |                     |                            |                   |                        |
| January...             | 220  | 78                                  | 177         | 136                 | 65                         | 35                | 82                     |
| April.....             | 160  | 51                                  | 197         | 130                 | 57                         | 32                | 75                     |
| July.....              | 162  | 62                                  | 272         | 123                 | 50                         | 27                | 72                     |
| October...             | 197  | 67                                  | 249         | 142                 | 70                         | 31                | 85                     |

<sup>a</sup> Includes building; public works contracting; the making of brick, tile, and allied products.

<sup>b</sup> Includes hosiery; tailoring; dress and mantle making; millinery; hat and cap manufacture; the making of blouse, shirt, collar, underwear and allied products; other dress industries; and furniture.

<sup>c</sup> Includes entertainments and sports; hotel, boarding house, and allied services; laundries, dyeing and dry cleaning.

<sup>d</sup> Includes the making of bread, biscuit, cake and allied products; other foods; and glass bottle making.

<sup>e</sup> Includes railway service; tramway and omnibus service; other road transport; and shipping service.

<sup>f</sup> Excluding 1926.

In examining the statistics of unemployment for the effects of a particular influence it must be remembered that these effects may be obscured at a particular point by the operation of other factors, for example by considerable prosperity or intense depression, by trade disputes, or even by the effect of legislative or administrative changes in regard to unemployment insurance on the numbers of those who record themselves as unemployed. As the present purpose is merely to give an indication of the importance of the seasonal factor and not to attempt an absolute measurement of that factor in terms of employment, no allowance has been made in Table 6 for these other influences, except that (1) having regard to the wide dislocation caused by the general strike of 1926, that year has been excluded, and (2) in view of the

intense depression since 1929 separate figures are given for the periods 1924 to 1929 and 1924 to 1932, respectively. The average numbers unemployed in January, April, July and October of each year from 1924 to 1932 are shown for each of certain groups of insured industries in Table 6. For the sake of convenience the same months have been taken in the case of each group of industries, and, accordingly, the figures in Table 6 may not represent the absolute maxima or minima in respect of each group, but they shew sufficiently clearly the importance of seasonal variations.

Taking first the period 1924 to 1929, the average numbers unemployed were lower for each group in April and July than in October and January, except in the case of the food group, where the lowest averages were in July and October, and coal mining, where the lowest averages were in January and April. The differences between lowest and highest were particularly striking in the building group (sixty-eight thousand), the clothing and furniture group (thirty thousand) and coal mining (fifty-six thousand). In each case January shewed the highest average except in the case of coal mining where the highest average was in July.

In the longer period similar trends were apparent. April and July had lower averages than January and October in all groups except food and coal mining; coal mining again registered the lowest averages in January and April, but in the case of the food group, while July still had the lowest average of all, April was slightly higher than October. In the building, clothing and furniture and food groups, January shewed the highest average, and in coal mining, July; but the entertainment and transport groups and the distributive trades reached the highest average in October. This latter fact may indicate a change in the season of lowest activity in these groups, but it may just as well be due to the submerging of the seasonal factor in the effects of the general depression which set in towards the end of 1929. However, the figures indicate that the seasonal factor exercises a marked influence on the volume of employment provided by these trades.

Another indication of the importance of seasonal employment is to be found in the activities of the Employment Exchanges. In 1932 the Exchanges placed about forty thousand adults in agriculture and horticulture and over seven thousand in the manufacture of beet sugar. The vast majority of all these placings were of a seasonal nature. In addition about fifty-one thousand persons were placed in purely seasonal employment at holiday resorts.

The problem presented by seasonal employment is in important respects different from that presented by casual employment. It has been found by an examination of the employment records of seasonal workers

that there is little employment and unemployment in the same week, a fact which appears to indicate that, while it lasts, seasonal employment is relatively regular in contrast with casual work. On the other hand, it is found that large numbers of seasonal workers engage in non-seasonal occupations in the off-season and that the non-seasonal work is of definitely shorter duration than the seasonal work. It is probable, therefore, that these workers go to swell the ranks of workers seeking casual employment and so increase the "casualness" of occupations which are already casual. Many casual workers, especially those attached to the main casual industries, such as dock workers and ship repairers, seldom go outside their own occupations to seek work, however little they obtain. In theory it should be possible to decasualise casual industries by limiting the numbers attached to the industry, provided the workers are sufficiently mobile. To "deseasonalise" is a very different matter even in theory, for although in a number of cases establishments which undertake a variety of work (clothing and food preserving establishments for example) have succeeded in retaining on a permanent basis the whole or a considerable proportion of their personnel by engaging them on different seasonal operations at different seasons of the year; in most seasonal industries—agriculture, building, and many others—the work can only be done at the proper time and cannot be spread over the year. Here, the problem is one of finding employment for the seasonal worker in the off-season, a task that is never easy, but which, in existing circumstances, when there are about 2,500,000 more workers than jobs, presents extreme difficulty.

#### MIGRATORY WORKERS

The working population of any industrial country is in general immobile, and this lack of mobility, both as between industries and as between areas, is always held to be an important element in the problem of unemployment. It is at least doubtful if the average mobility of labour in Great Britain has increased in recent years—many would indeed hold that the extension of the social services and, in particular, of unemployment insurance has tended in the opposite direction. But even under these conditions there are always present in any community sections which, for reasons either of necessity or of choice, are frequently on the move, changing their place of work and, in some cases, the nature of their work.

This section includes a number of casual and seasonal workers, and although it may be doubted if they form a substantial proportion of the working population, it is convenient here to refer briefly to some of the chief types of migratory workers.

Numbers of migratory workers engage in agricultural occupations,

especially during the harvest period. They move from place to place assisting in the harvesting perhaps of the same crop in different parts of the country in different months, or of different crops according to the season. In some cases seasonal workers from the towns and cities move out into the countryside just for the gathering of a single crop; but workers of this kind are not migratory in the strict sense of the term; they merely move out of towns for a particular harvest and, when that is over, move back to the towns again. It was formerly a feature of the agricultural harvests that large numbers of Irish labourers came over to Great Britain and were engaged for this purpose. Most of them probably returned to Ireland at the end of the harvest, but a number remained and were absorbed into the population of Great Britain. In recent years this feature has been less evident and farmers in Great Britain have tended to engage workers from this country.

A second type of migratory worker is the tramp class, but these are not necessarily workers. This class moves about the country because it is the life they like. They are not primarily in search of work, although they do as much work as is necessary to enable them to go from place to place. They are not a class who have much use for the Exchanges, nor indeed to whom, in present conditions of complete freedom of movement, the Exchanges can be of much service.

Apart from these special classes there are numbers of workpeople constantly moving about the country in search of work. Many of them are of the labouring class, who make their way to any place where they think work is being undertaken in the hope of being engaged. In a sense these may be termed casual workers, since the jobs on which they are engaged are normally of limited duration, and when the jobs are over they proceed to another part of the country where they may have heard that employment is available; on the other hand as long as the job lasts it is generally continuous.

In addition workers of the skilled or semi-skilled type, who are unable to obtain employment in their own locality, frequently move to other areas in search of permanent employment; but this is a more individual as well as a more speculative type of movement than the former. In the days before the establishment of the Employment Exchange Service, when obtaining a job depended upon a man's own unaided efforts, the latter type of movement assumed at times considerable proportions. The coming of unemployment insurance and the activities of the Exchanges as placing agencies have tended to diminish this aimless wandering in search of work. The obvious economic and social wastefulness involved in the process described was one of the considerations which led to the establishment of the Exchanges, and the success which the latter have achieved in bringing together workers and

employers is, from the broadest point of view, undoubtedly of the greatest advantage.

#### DEGREE OF TRADE UNION ORGANISATION

One further matter connected with labour supply should be mentioned. In a country where trade unionism is a powerful force the attitude of the trade unions may have a considerable bearing upon the smooth working of a national Employment Exchange Service, and it may not be out of place, therefore, to refer briefly to the extent of trade union organisation in Great Britain. It is interesting to observe that the British trade unions have not opposed the development of the Employment Exchanges, but, indeed, have freely co-operated with them, while at the same time in many cases retaining their own organisations for placing their members in employment.

Although a trade union possesses other functions—for example it provides in certain circumstances sickness and unemployment pay for its members as well as assists them to find employment—trade unionism owes its importance in the public eye and, it is probably true to say, its considerable development during the present century to its activities in connection with working conditions. Except for the period of the Great War when most ordinary processes were suspended, the normal method of settling the conditions of service in industry in Great Britain has been by negotiation between organisations representing employers and workers. The establishment of joint machinery for this purpose was being developed at an increasing rate in the main industries in the latter half of the nineteenth century, and the large number of enquiries that have taken place and the various pieces of legislation which have been enacted in the past thirty years have emphasised the national belief in the voluntary method of conciliation for the settlement of industrial conditions. Confidence in this method is to be seen in the recommendation of the Committee on the Relations between Employers and Employed<sup>16</sup> of 1916–18 that there should be established in industries where organisations representative of both sides were in existence, Joint Industrial Councils which should have as their chief object “the regular consideration of matters affecting the progress and well-being of the trade from the point of view of all those engaged in it, so far as this is consistent with the general interest of the community,” and that these national bodies should be supplemented by district Councils and by Works Committees. In a number of industries in which there already existed well-established machinery analogous to, but distinct from, that

<sup>16</sup> Called the “Whitley Committee” after its chairman, the Rt. Hon. J. H. Whitley, M.P.



projected by the Whitley Committee, the existing machinery was maintained. Joint Industrial ("Whitley") Councils were, however, established in certain other industries; but for various reasons the recommendation with regard to Works Committees has not met with much success. The Industrial Courts Act of 1919, under which the Minister of Labour may take such steps for promoting a settlement of a dispute as seem to him expedient, may refer a dispute to arbitration (but only with the consent of both parties), and may make enquiries into matters connected with a dispute, is based upon the general policy of the voluntary method for the settlement of industrial disputes. Confidence in the voluntary method of collective bargaining has been well maintained in recent years despite the difficult conditions through which industry as a whole has been passing.

In the negotiation of working conditions in the more organised industries referred to earlier, the worker is normally represented by the trade union. Trade union organisation has been continuously growing since the latter years of the nineteenth century. In 1892 the aggregate membership of all trade unions in Great Britain and Northern Ireland amounted to 1,576,000. The membership naturally fluctuated from year to year, but in 1910 it was 2,565,000 and the number continued to rise progressively through the next ten years until it reached the high figure of 8,346,000 in 1920. Since then, despite an increase in the number of wage-earners, the membership of trade unions, affected no doubt by the bad times and the period of high unemployment through which the country has been passing, has fallen away, and at the end of 1932 amounted only to 4,441,000. The reduction in membership in some industries has been particularly striking, a fact which is clearly brought out in Table 22 (page 230) shewing the distribution of trade union membership among the chief industrial groups at the end of 1920, 1924 and 1932 respectively. Thus between 1920 and 1932 agriculture (with horticulture) shews a fall from 210,000 to 33,000; coal mining from 1,115,000 to 554,000; the metals, machines, and conveyances group from 1,172,000 to 527,000; the building group from 563,000 to 275,000; and the group designated "Other transport and general labour" from 1,685,000 to 660,000. The teaching group, however, has increased its membership from 198,000 to 233,000.

The degree of trade union organisation varies considerably in different industries. With the exception of agriculture, it is the largest and most important industries which are usually the most highly organised. In the coal mining industry, in the cotton industry, in iron and steel, engineering, shipbuilding, and the railway and shipping services, a high proportion of workers are members of trade union organisations either belonging to their own trades or to general unions. The building in-

dustry, the boot and shoe trade, the teaching profession, are other services in which there is a high degree of trade union organisation.

All the workers in a particular industry are not necessarily organised in the same union but may belong to several different unions; in some cases organisation is on a district basis, in others on an occupational basis, and a section of workers in a particular industry may even belong to the union which normally caters for workers in another industry or to a general labour union. In a number of cases sectional unions are federated either in a federation or union covering the whole or the greater part of the particular industry concerned, or in a federation or union covering members of the same or similar occupations in different industries, or in federations of general labour unions. The combination of trade unions into federations which can speak with a national voice, while it may make for strength and thus present advantages for the workers concerned, may also in some cases not be without compensating advantages to the employers as tending to give greater stability to collective agreements on working conditions. It must be remembered, in this connection, that the wages and conditions of service of numbers of workpeople, who are not themselves members of trade unions, are influenced by the existence of collective agreements.

Most trade unions are affiliated to the Trade Union Congress, a body which acts as the central trade union authority, and whose declared object is "to promote the interests of all its affiliated organisations and generally to improve the economic and social conditions of the workers." A General Council is elected annually by Congress, consisting of thirty-two members who are allocated proportionately among the trade groups represented by the affiliated organisations. The number of trade unionists represented at the Congress in 1920 amounted to 6,505,000, but this number had fallen to 3,613,000 in 1932.

## CHAPTER III

### RECENT CHANGES IN AGRICULTURE AND INDUSTRY

The situation with which the Ministry of Labour and the Employment Exchange Service have had to deal since the conclusion of the Great War has been far from stable. As has already been indicated it bears little resemblance to that which existed when the Exchange Service was first established over twenty-three years ago. It has been rapidly changing in the past thirteen years, and some account of the changes which have taken place is necessary if the developments of policy and the activities of the Service are to be seen in their proper light.

#### DEGREE OF INDUSTRIALISATION

In respect of one important tendency the position has changed only in the direction of becoming intensified. Throughout this period Great Britain has remained, as it has been for generations, a predominantly industrial country. It could hardly be otherwise. Although owing to the stress of war conditions and the stimulus of higher prices, Great Britain produced in the latter part of the War more food than for many years, once these stimuli were removed the natural tendency towards concentration upon industry in a country where industrial development had for so long been attended by better returns than the pursuit of agriculture was inevitably resumed. It is true that there has been a heavy depression in some industries, but it would have needed general industrial depression, coupled with a considerable and long sustained boom in agricultural prices to have reversed this tendency, even if it had happened then. Such a boom has not been forthcoming and, in fact, agriculture has shared in the general depression of recent years.

Information obtained as a result of the Census of 1921 shews but a small percentage of the population of Great Britain engaged in non-industrial pursuits at that time (Table 7). Mining and manufacturing industries alone accounted for 46.59 per cent. of the total occupied population. Three of the group included in "All others" are intimately connected with, and their development and prosperity dependent upon, the mining and manufacturing industries, and to a lesser degree the same may be said of the fourth group, personal service.

The extent of the industrialisation of Great Britain in 1921, when

agriculture and fishing between them accounted for only just over 7 per cent. of the occupied population, needs no emphasis. Since that date there has been a further decline in the numbers—and, as the population has in the meantime increased, a still greater decline in the proportion—of persons looking to agriculture for a living. This more recent drift of persons away from agriculture is dealt with below.

Here one further indication of the comparative importance of agriculture and industry may be mentioned. In 1929-30 the total value

TABLE 7  
NUMBER OF GAINFULLY OCCUPIED PERSONS AND  
PERCENTAGE OF TOTAL IN MAJOR INDUSTRIAL GROUPS, GREAT BRITAIN, 1921

| Industry Group                              | Gainfully Occupied Persons |                     |
|---|----------------------------|---------------------|
|   | Number                     | Percentage of Total |
| Agriculture.....                            | <i>Thousands</i><br>1,307  | 6.75                |
| Fishing.....                                | 65                         | 0.34                |
| Mining and manufacturing <sup>a</sup> ..... | 9,025                      | 46.59               |
| All others <sup>b</sup> .....               | 8,972                      | 46.32               |
| Total.....                                  | 19,369                     | 100.00              |

<sup>a</sup> Includes building and contracting.

<sup>b</sup> Includes the following: gas, water and electricity, 179,000; transport and communication, 1,359,000; commerce and finance, 2,565,000; personal service, 2,246,000.

of the agricultural output in Great Britain was estimated at nearly £258 million, while, according to the Board of Trade Census of Production, the total value of the net output of mining and manufacturing industries in 1930 was about £1,432 million. Even though these figures may not be strictly comparable,<sup>1</sup> they give a rough indication of the respective places occupied by agriculture and industry in the national economy of Great Britain.

#### SHIFT FROM FARMS TO INDUSTRY

The small proportion of the occupied population engaged in agriculture has already been referred to. The diminishing importance of

<sup>1</sup>The figures for agricultural production on the one hand and for mining and manufacturing production on the other do not relate to the same periods. Moreover, the agricultural figures are calculated on data obtained in connection with the Agricultural Census of Production of 1925, and will require amendment in the light of the revised bases emerging from the 1930-31 Census of Production when the results of the latter Census become available. Further, the Board of Trade Census for mining and manufacturing industries excluded small firms employing ten or less persons. This exclusion may (on the basis of the 1924 Census of Production) make a difference of some 5 per cent. or more in the value of mining and manufacturing production.

agriculture as compared with industry has long been a feature of the economic life of Great Britain, and this decline in relative importance has been accompanied by an absolute fall in the numbers of persons engaged in agriculture. According to one estimate<sup>2</sup> the number of males ten years of age and over occupied in agriculture (but excluding farmers' male relatives under fifteen years) fell from 1,544,000 in 1871 to 1,345,000 in 1921, that is a drop of 12.9 per cent. For the

**TABLE 8**  
**NUMBER OF REGULAR AND CASUAL WORKERS EMPLOYED ON**  
**AGRICULTURAL HOLDINGS OF MORE THAN ONE ACRE, CLASSIFIED BY SEX AND**  
**BY AGE, GREAT BRITAIN, THREE SELECTED YEARS**

| Age and Sex of Workers  | 1921           | 1929           | 1932           |
|-------------------------|----------------|----------------|----------------|
| <b>REGULAR WORKERS</b>  |                |                |                |
| <b>Males</b>            |                |                |                |
| Under 21 years.....     | 178,500        | 147,000        | 135,700        |
| 21 years and over.....  | 515,500        | 512,000        | 478,600        |
| <b>Females.....</b>     | 95,000         | 86,000         | 80,300         |
| <b>Total.....</b>       | <b>789,000</b> | <b>745,000</b> | <b>694,600</b> |
| <b>CASUAL WORKERS</b>   |                |                |                |
| <b>Males</b>            |                |                |                |
| Under 21 years.....     | 31,000         | 14,600         | 12,100         |
| 21 years and over.....  | 112,000        | 85,800         | 70,200         |
| <b>Females.....</b>     | 64,000         | 42,800         | 32,600         |
| <b>Total.....</b>       | <b>207,000</b> | <b>143,200</b> | <b>114,900</b> |
| <b>Grand total.....</b> | <b>996,000</b> | <b>888,200</b> | <b>809,500</b> |

years subsequent to 1921 the changes in the number of workers engaged on holdings of more than one acre provide an adequate measure of the employment-providing capacity of the industry since that year, and Table 8 shews that the movement away from the farms has, if anything, been accelerated during the past eleven years.

The reduction between 1921 and 1932 amounted to as much as 186,500 workers or 18.7 per cent. These figures are an indication of the trend of employment in agriculture, but they do not necessarily represent the drift of agricultural workers from farms to industry. A number of older workers will have died or have left employment altogether. It is, however, of interest to note that in the year ended

<sup>2</sup> Made in the Final Report of the Agricultural Tribunal of Investigation, published as a Parliamentary Paper (Cmd. 2145) by H. M. Stationery Office in 1924.

April, 1931, 25,041 persons entered insured industry from agriculture and that this number was not substantially lower than the decline (28,131) in the numbers employed on holdings of more than one acre during the year ended 4th June, 1931.

The figures for a single year are not, of course, conclusive but they suggest that a considerable proportion of the decline in agricultural employment is accounted for by the transfer of workers from agriculture to industry. Certain other facts bear out this point. Already before 1929 there had been a decline in employment of 107,800, amongst persons included in Table 8 although it is generally accepted that there was relatively little unemployment in agriculture up to that date; in the view of competent observers good agricultural labourers do not find it difficult even in times of depression to find jobs in certain unskilled occupations in other industries; and activity in agriculture is still tending to contract while some industries, even in these days, are expanding. The figures in Table 8 make it clear that there is a decided falling-off in the entry of younger males into agriculture, whether this decline is due to a contraction of opportunity in agriculture or to the superior attractions of insured industry or to the greater social amenities of urban life.

One result of the industrialisation of a country is the concentration of the population in relatively small areas. Thus in England and Wales in 1931, 31,948,000 persons (or 80 per cent. of the population) were concentrated in urban areas covering 4,505,000 acres; and eight million persons, in the rural areas covering 32,834,000 acres. In other words the density of 80 per cent. of the population averaged over seven persons to the acre, while that of the remaining 20 per cent. averaged one person to every four acres. If this aspect is examined more closely, above one-half of the total population of England and Wales is found to be in densely populated areas of more than fifty thousand each; one-quarter of the whole population is in thirteen large towns, including London, with populations exceeding two hundred and fifty thousand each.<sup>3</sup> In Scotland, out of a total population of about 4,842,500, 38.6 per cent. is to be found in four large cities.<sup>4</sup>

These facts naturally have a considerable bearing on the work of the Employment Exchanges. In an agricultural community there is generally less scope for an Employment Exchange Service than is the case in an industrial community. The farmer, owing to the necessity of keeping always at hand a sufficient labour force to man his farm, hitherto has been inclined to retain his regular workers on a permanent

<sup>3</sup> According to the Preliminary Report of the Census of England and Wales, 1931, pp. xvi and xvii.

<sup>4</sup> According to the Preliminary Report of the Census of Scotland, 1931, p. vi.

basis, irrespective of the amount of work available at a particular time; the methods and conditions of engagement, which involve to a considerable degree the personal element, including personal knowledge of the worker on the part of the farmer, are not such as to lend themselves to the intervention of an outside agency even when the regular farm worker is in need of a job or the farmer in need of regular workers, the tendency is for them to look for each other in the limited area with which they are both acquainted. This tendency is likely to endure. Although it is true that farmers have made considerable and increasing use of the Employment Exchanges for the filling of casual and seasonal jobs, it is to be expected that, in the filling of regular jobs, the need for an Exchange Service and consequently its effectiveness as a placing agency would not be so great in wide country areas as in towns. Moreover, when a regular farm worker cannot readily obtain further agricultural employment, the tendency is for him to drift into industrial occupation in the urban areas, where he is no longer an agricultural problem.

In the towns the position is different. If there are more irregular employments there is also a greater diversity of occupations and jobs (except in those single-industry areas like some of the mining villages which, at times of severe depression in the industry concerned, have presented statesmanship with a most intractable problem). Thus both the need for and the scope of the Exchanges are considerably greater, and the concentration of workers and jobs within a limited area in that respect renders it less difficult for the Exchanges to fulfil their function of maintaining the fluidity of labour and so of keeping the actual volume of unemployment at any given time as low as possible.

#### GROWTH OF LARGE SCALE INDUSTRY

The problem before the Exchanges has been rendered more difficult by changes in the structure, organisation and orientation of industry in Great Britain. Rationalisation in the broadest sense of attempting to promote increased efficiency is not a new process, but in post-war years and especially in recent years in Great Britain the movement in favour of reorganisation has received considerable impetus from the diminished prosperity of a number of important industries. While the ultimate object of any scheme of reorganisation is increased efficiency in production as exemplified in the reduction of costs and the elimination of waste, the method of achieving that end which, in theory at all events, has been most favoured, is by the amalgamation or combination of interests of competing firms in the same or associated industries.

There has been a tendency to believe that, given amalgamation, it

will be easy to achieve concentration of effort in production, administration, research, purchase of raw materials and sale of the finished article and the other aspects of industrial economy. Amalgamation has, therefore, been and may in some quarters continue to be favoured as the surest way to the greater efficiency of industrial establishments. In the case of certain services amalgamation has been compulsorily imposed, or at all events assisted, by statute, as for example, in the case of the railways which as the result of an Act passed in 1921 have been combined into four undertakings, the wireless and cable services, the operation of which from Great Britain is with certain exceptions under one control, and the measures recently adopted for co-ordinating under a single authority the means of passenger traffic in the London area. Provision has been made in the Coal Mines Act, 1930, for compulsory amalgamation in the coal mining industry in the event that voluntary amalgamation does not proceed as rapidly as it should. And in the case of other important industries such as cotton and iron and steel, the advice of official and other influential commissions of enquiry to amalgamate has not been wanting. It would be surprising, therefore, if a good deal had not been done in the matter of amalgamation in recent years. It is not, of course, possible to measure by any simple formula the extent of the growth of large scale industry; nor, indeed, is complete information available on this matter, but certain information relating to particular industries will indicate the progress of the movement.

In certain of the coalfields of the country the concentration of production under the control of large scale units or undertakings had already proceeded to some length in 1930.\* This, of course, is not to be

| Coalfield                                | Total Output, 1930<br>(In Thousands of Tons) | Degree of Centralization of Output, 1930 |       |
|--|--|--|-------|
|  |  | Per Cent.                                | Firms |
| Scotland.....                            | 32,000                                       | 40                                       | 6     |
| South Wales.....                         | 45,000                                       | 75                                       | 7     |
| Northumberland.....                      | 13,000                                       | 52                                       | 4     |
| Durham.....                              | 36,000                                       | 52                                       | 7     |
| West Yorkshire.....                      | 12,250                                       | 48                                       | 4     |
| South Yorkshire.....                     | 32,250                                       | 91                                       | 28    |
| Nottinghamshire and Derby-<br>shire..... | 28,300                                       | 91                                       | 26    |
| Lancashire and Cheshire.....             | 15,000                                       | 37                                       | 2     |

attributed solely to amalgamation. Some concerns, it is true, have attained their present size through entering into partnership with other firms in a new company; some have amalgamated in a rather different

\* Preliminary Notes on the Application of Part II of the Coal Mines Act, 1930, to the Coalfields of Great Britain by the Coal Mines Reorganisation Commission.



way by buying up or otherwise absorbing other concerns; but many have grown large purely by expansion and development of their own properties and without any form of amalgamation with or absorption of others. This qualification should be borne in mind in considering the facts which are given in the tabulation.

The cotton industry is one in which the advantages of amalgamation have been most widely canvassed. Nevertheless progress has been slow, at all events on the fine spinning side, three combines between them controlling rather less than half the spindles. On the coarse spinning side, however, the Lancashire Cotton Corporation, which is the largest combination, owns or aims at owning over one-fourth of the total number of spindles, while two other combinations together control one-tenth of the total spindles. In the textile finishing trades amalgamation has gone to much greater lengths, but existed to a considerable degree before the War and has made little progress since. In each section of these trades there is one large combine, those in the bleaching and printing sections holding about 75 per cent. and 50 per cent. respectively of the trade of those sections, and the dyeing combine controlling a substantial proportion of the trade in that section. The artificial silk industry is almost entirely dominated by two firms.

In the iron and steel industry a large proportion of the industry is under the control of a few large undertakings. The progress of amalgamation, however, has not been uniform throughout the industry, either as regards areas or as regards different sections of the industry. The section of the steel industry in South Wales which makes heavy rolled products is controlled by a single combine, and the same is true of South Lancashire; but in other parts of the country, although there has been a good deal of combination,\* it is not by any means complete and has proceeded largely in a haphazard way and not on the basis of a definite plan. Practically the whole of the steel tubes industry is in the hands of two interlocked concerns which, by the acquisition of blast furnaces and ironstone mines, control almost the whole production of steel tubes from the raw material to the finished article. In the tinsplate trade, too, amalgamation has gone to considerable lengths—*one-third* of the mills are in the hands of a single combine, which also owns six steel works and some collieries; 50 per cent. of the total production of the tinsplate trade is controlled by fourteen or fifteen firms.

The motor industry is another in which a considerable part of the production is concentrated in relatively few firms. Between 1922 and 1931 the number of firms producing private cars was reduced from 125 to fifty-three, while in the same period the output almost trebled.

\* A further amalgamation of firms operating in the North East has recently (July, 1933) been announced.

About two-thirds of the total output is, or was until recently, in the hands of two firms, and a third undertaking is in process of being developed on a very large scale (it aims at producing considerably more cars than the whole industry turns out at present) for supplying British and European markets. But, in this particular industry, although a number of important amalgamations have taken place, the reduction in the number of producing firms has been brought about rather by the competitive elimination of the weaker units, and the development of large scale units is the result of expansion of existing firms rather than of amalgamation.

In a number of other industries, of perhaps lesser importance from the point of view of the numbers of workpeople employed, progress has been made towards amalgamation. A single combine controls over 70 per cent. of the production of the cement industry. The flour milling industry is in the hands of four concerns, of which three are outstanding, and these firms are not all mutually independent in the sense that they each compete with one another. About two-thirds of all the tobacco consumed in the country is the product of a single combine. Practically the whole of the margarine and soap production is under one control. Similarly the production of matches is almost entirely in the hands of a single corporation; and three-quarters of the total British output of asbestos manufactures is from one group of companies. The production of heavy chemicals is under single control. The home market for linoleum and oilcloth is dominated by ten large firms. Petroleum refining is in the hands of two firms.

This short statement is by no means exhaustive, but it is sufficient to shew that in certain industries a good deal has been accomplished in the way of concentrating control in a few large concerns. In other cases where amalgamations have not been feasible, or have not been possible of attainment, arrangements have frequently been made for the avoidance of uneconomic competition by the immobilisation of surplus plant or productive capacity. The shipbuilding and flour milling industries provide the outstanding examples of arrangements of the latter kind. In the case of the former a company has been formed and financed by most of the firms in the industry for the purpose of purchasing, dismantling and closing down redundant shipyards. Already they have purchased and closed down twenty out of a total of sixty-five yards, the twenty closed yards representing 102 berths and a productive capacity of seven hundred and four thousand tons per annum. Similarly, proposals for the purchase and elimination of surplus plant and machinery have from time to time been made in connection with other industries, notably in the cotton industry, but little progress has been made in the latter industry.

The movement towards amalgamation offers a number of problems, but it is only proposed to refer here to that aspect which affects the work of the Exchanges. It is not necessary to discuss the effect of vertical amalgamation since the main tendency in recent years has been in the direction of the horizontal amalgamation of undertakings engaged in the same process of production. One of the avowed objects of horizontal amalgamation is the concentration of production in the most efficient units; it is not suggested that amalgamations are never undertaken for other reasons, but certainly in recent years the movement has been stimulated by the realisation of the existence in many industries of surplus capacity and the desire to eliminate wasteful production by reducing productive capacity to a level with effective demand. It has already been pointed out that, even where amalgamations have not provided a fruitful line of approach, other methods have been adopted or attempted in order to avoid uneconomic competition or for the purpose of eliminating surplus plant or capacity. In either case the result has been the same. Works or factories have been closed down and the work transferred to other factories not always in the same area. In the case of some industries this process has been carried to considerable lengths; occasionally, in the desire to concentrate production in the most suitable area, old works have been abandoned entirely and new works built in new areas; frequently the factories which are retained require proportionately less labour than those abandoned and, although undertakings generally take all possible steps to absorb in other factories the workpeople displaced from the closed works, it is seldom that all of them can be so absorbed—indeed the saving in labour costs is frequently one of the objects of the concentration. Even in the case of labour which can be immediately absorbed, transfer to other areas, where that is involved, raises difficult questions of its own.

Whatever the ultimate fate of the venture, and whatever its future capacity to absorb labour may be, it can hardly be doubted that, in the first place, movements of this kind tend to create dislocation in the labour market, and that progress towards the solution of the problem of surplus capacity may raise, temporarily at least, a problem of surplus labour. Moreover, concentration of production in particular areas may have future dangers of its own; the problem of the distressed areas, to which reference is made later,<sup>7</sup> is a problem of depressed industries concentrated in particular areas. The anxious and intricate nature of the problem presented to the Exchanges—of dealing with the workpeople affected by amalgamations of the kind here described—need not be elaborated.

<sup>7</sup> See pp. 46-50.

**TECHNOLOGICAL IMPROVEMENTS**

Before leaving the question of industrial reorganisation, it may be well to refer briefly to that aspect of the subject which is connected with technological improvements and new inventions. Much progress has been made with new methods and new inventions in recent years. Equally, the introduction of such new processes frequently leads in the first place to displacement of labour; in some cases they may have had the effect of rendering existing plant obsolete and of leading to the construction of up-to-date plant in other areas. Ultimately it is hoped that, as in the case of amalgamations, increased efficiency will lead directly or indirectly to the reabsorption of the displaced labour into the same, or some other, industry. It is difficult to find positive evidence that technological improvements have up to the present had a really substantial effect upon the total volume of unemployment, and it is significant that during the period 1924-29 employment as a whole in Great Britain increased progressively every year except in 1926,\* and in those industries where unemployment was severe during those years it was due to causes largely unconnected with technological improvements. Indeed in certain industries loss of trade and increased unemployment are held to be due in part to a reluctance to introduce new methods and inventions. But in so far as these improvements do create a temporary dislocation of labour, a problem is created for the Exchanges similar in kind to that resulting from amalgamations.

**DECLINE OF OLD INDUSTRIES AND RISE OF NEW INDUSTRIES**

Even more important than changes in the structure and organisation have been the changes in the orientation of British industry. In the last twelve years, changes have taken place which already have had very important results, and may have still greater effects in the future. The centre of gravity both of industrial activity and of employment has shown a tendency to shift. Industries which used to provide employment for a substantial proportion of the working population have experienced severe and long continued depression, and are both producing less and giving less employment than formerly, while other industries, some of them comparatively new, have expanded and are now tending to increase their relative importance in these respects. This double movement has attained such proportions in recent years that it may well be asked whether Great Britain is likely to be able to maintain its old pre-eminence in the production of staple products or whether its future does not lie along the path of the development of lighter industries. Without attempting to answer this question it is clear already that serious problems are raised.

\* The position in 1926 was materially affected by the general and coal stoppages.

It might be thought that the expanding industries would absorb the surplus labour of the contracting industries, but it must be remembered that the newer developments are taking place to some extent in areas other than those in which the older industries flourished and that the work they provide is different in kind from that provided by the older industries. The difficulties of adjustment, of transfer and of mobility are easily appreciated when disequilibrium between areas and industries arises of the kind and to the extent experienced in Great Britain in recent years.

These important changes have taken place since the end of the Great War, and more particularly in the last twelve years. Up to 1921 at any rate the largest and most important industries were agriculture, coal mining (including shale mining), the manufacture of metals, machines, implements and conveyances (including shipbuilding and engineering of all kinds), and the manufacture of textiles. In 1911 these groups between them accounted for over 31 per cent. of the occupied population of Great Britain over ten years of age, and for over 33 per cent. in 1921. The falling off in agriculture since the latter date has already been dealt with;<sup>9</sup> and the more recent fortunes of other industries and services, including some not mentioned above, can best be followed through an examination of the estimates of the numbers of insured workers in employment in those industries and services respectively, which are available on a comparable basis since 1923. These figures are not, it is true, a complete guide to the changes that have taken place in the post-war period, for some industries had begun to show signs of change before 1923; even more important is the fact that the estimates of employment relate to a single date (the end of June) in each year, and comparison between different years in respect of a particular industry may be affected by special circumstances. The figures, therefore, need to be used with some caution, but on the whole they may be accepted as giving an indication of the way in which employment has moved in particular industries and as shewing the changes in the relative importance of different industries from the point of view of providing employment.

In the aggregate there were rather more insured workpeople employed in June, 1932, than in June, 1923; at the end of that period, of one hundred industry groups,<sup>10</sup> forty-eight were giving less employment and fifty-two more employment than in 1923. One industry was providing more than double the employment given in 1923, while a number were giving less than half. It must of course be remembered that the

<sup>9</sup> See pp. 32-35.

<sup>10</sup> This was the number of separate groups under which the Ministry of Labour statistics were classified in 1923. Silk and artificial silk, and cotton respectively are now each classified under two headings making the total number of groups 102.

position in June, 1932, reflects the severe depression of the preceding three years, which had a serious effect upon almost all industries; but even in 1929, when there was more employment in the aggregate than at any time during the period for which comparable statistics are available (that is since 1923) and which may be regarded as the most prosperous post-war year since 1920, twenty-five industries were each providing less employment than in 1923. It is not necessary to assume today that the existing trends are permanent and that those trades which have shewn the greatest contraction will fail to recover a considerable proportion of their former prosperity. Indeed, it is to be noted that some of the basic industries which were suffering from severe unemployment in 1923 actually improved their position between that date and 1929. At the same time it is significant that it is just those important industries which have suffered most from the depression of the three years 1930-32. Whatever the future of some of those industries may be, the fact remains that the varying incidence of unemployment as between industries has accentuated, and continues to accentuate, the severity of the problem.

It is not possible in a short review to examine the fluctuations over the whole field of insured industry, or to do more than to refer briefly to the larger and more significant changes in some of the more important trades and industries which have had a considerable effect upon the general volume of unemployment. It is convenient to consider separately those industries in which employment has declined and increased respectively.

#### INDUSTRIES IN WHICH EMPLOYMENT HAS DECREASED

Table 9 shews the estimated number of insured workers in July, 1923, and 1932, and the estimated number of insured workers in employment June, 1923, 1929 and 1932, respectively, in coal mining, general engineering, iron and steel, shipbuilding and marine engineering, cotton and wool.

In 1923, 29.2 per cent. of the insured population still looked to these trades for a living, and 2,714,000 or 28.0 per cent. of the insured population in employment were actually employed in these industries. In 1929, while all the insured persons in employment had risen by over a million, these industries were giving employment to 2,444,000—that is some 270,000 fewer than in 1923 and only 22.8 per cent. of the total insured population in employment. By 1932 the relative position had altered even more; the total number of insured persons in employment had, it is true, fallen to 9,773,000 (still slightly above the numbers employed in 1923), but the percentage of insured persons attached to the above industries had fallen to 21.9 while the numbers employed

in these industries had fallen by a further 735,000 (or 1,005,000 in all since 1923) to 1,709,000, representing at June, 1932, only 17.5 per cent. of the insured persons in employment.

In each of these industries the fall in employment since 1923 is striking, but there are important differences in their fortunes over the intervening period.

Coal mining, iron and steel, and wool have not at June in any year since 1923 given as much employment as in that year, and even in the

TABLE 9

ESTIMATED NUMBER OF INSURED PERSONS, AND OF INSURED PERSONS IN EMPLOYMENT, IN INDUSTRIES SHEWING DECREASED EMPLOYMENT, GREAT BRITAIN, AT SELECTED DATES

| Industries Shewing<br>Decrease<br>in Employment  | Insured Persons*<br>(In Thousands) |            | Insured Persons* in Employment<br>(In Thousands) |            |            |
|--|------------------------------------|------------|--|------------|------------|
|  | July, 1923                         | July, 1932 | June, 1923                                       | June, 1929 | June, 1932 |
| Coal mining.....   | 1,208                              | 1,045      | 1,176  | 871        | 620        |
| Cotton.....  | 560                                | 518        | 439  | 478        | 350        |
| General engineering.....   | 634                                | 544        | 500  | 529        | 387        |
| Iron and steel <sup>b</sup> .....  | 231                                | 186        | 186  | 164        | 97         |
| Shipbuilding <sup>c</sup> and marine engineering.....  | 296                                | 217        | 173  | 198        | 85         |
| Woollen and worsted.....   | 258                                | 233        | 240  | 204        | 170        |
| Total.....   | 3,187                              | 2,743      | 2,714  | 2,444      | 1,709      |
| All industries.....  | 10,908                             | 12,543     | 9,686  | 10,706     | 9,773      |
| Percentage persons in above decreasing<br>industries were of persons in all in-<br>dustries..... | 29.2                               | 21.9       | 28.0   | 22.8       | 17.5       |

\* Aged sixteen to sixty-four years.

<sup>b</sup> Includes the two groups pig iron (blast furnaces), steel melting and iron puddling; iron and steel rolling and forging.

<sup>c</sup> Includes ship-repairing.

prosperous year of 1929 were respectively employing 305,000, 22,000 and 36,000 fewer insured persons than in 1923. It must, of course, be remembered in considering the great decline in coal mining employment that this industry in 1923 was one of the most prosperous, unemployment being practically negligible. By 1932 the reductions since 1923 had become 556,000 or 47.3 per cent. in the case of coal mining; 89,000 or 47.7 per cent. in the case of iron and steel; and 70,000 or 29.2 per cent. in the case of wool, despite an improvement in the latter industry between 1931 and 1932.

Employment of insured persons in general engineering between 1923 and 1932 declined 113,000 or 22.7 per cent.; in shipbuilding and marine engineering—88,000 or 50.9 per cent.; and in cotton—89,000 or 20.2

per cent. (Table 9). Each of these industries employed more insured persons in 1929 than in 1923, but the improvement between these two dates was largely relative, as all were suffering from very severe unemployment at June, 1923. Moreover, whereas in the case of general engineering there was a more or less progressive improvement up to 1929, in the case of shipbuilding the position, although consistently better than in 1923, fluctuated very considerably; and in the case of cotton, after a considerable improvement, employment began to fall off from 1927 on, that is, over two years before the general depression commenced. Cotton did not respond to the general industrial improvement in 1929, but continued to decline progressively to 1931. Since the autumn of the latter year, there has been some recovery.

#### INDUSTRIES IN WHICH EMPLOYMENT HAS INCREASED

The most important increases have taken place in the electrical trades, silk and artificial silk, printing, publishing and bookbinding, the construction and repair of motor vehicles, cycles and aircraft, miscellaneous metal industries, building and public works contracting, the distributive trades, road transport and a group of miscellaneous services. The changes in the position in these groups since 1923 are shown in Table 10. In 1923 the above industries accounted for 31.2 per cent. of the insured population and gave employment to 3,101,000 insured persons or 32 per cent. of the insured persons in employment. By 1929 the insured employment provided by these industries had increased by 1,012,000 and covered 38.4 per cent. of the total insured population in employment. By 1932 as much as 40.1 per cent. of the insured population looked to these trades for a living; insured employment in them had increased to 4,187,000, and they covered altogether 42.8 per cent. of the total insured employment.

Although in some of these industries employment declined between 1929 and 1932, in all of them the increase in employment between 1923 and 1932 remained striking. Especially is this the case in the distributive trades where the increase was five hundred and fifty-three thousand, and in the group of miscellaneous services where the increase was one hundred and eighty-three thousand. It is particularly noteworthy that in the electrical trades, public works contracting,<sup>21</sup> the distributive trades, road transport and the group of miscellaneous services, employment actually increased between 1929 and 1932, despite the severe general depression which has been experienced since the former year.

<sup>21</sup> Since 1931 employment in public works contracting has shown a tendency to fall off, owing largely to the decision of the National Government of 1931 to discontinue State-assisted public works as a policy for combatting unemployment.



In the post-war period a number of new industries have grown up and have helped to maintain the level of employment, despite the decline in certain other trades and industries. These new industries are classified under the several Ministry of Labour industry groups, and it is not possible to isolate them and to deal with the changes in each of them separately. In Table 10 certain sections of the electrical

TABLE 10

ESTIMATED NUMBER OF INSURED PERSONS, AND OF INSURED PERSONS IN EMPLOYMENT, IN INDUSTRIES SHEWING INCREASED EMPLOYMENT, GREAT BRITAIN, AT SELECTED DATES

| Industries Shewing Increase in Employment  | Insured Persons* (In Thousands) |               | Insured Persons* in Employment (In Thousands) |               |              |
|--|---------------------------------|---------------|---|---------------|--------------|
|  | July, 1923                      | July, 1932    | June, 1923                                    | June, 1929    | June, 1932   |
| Building.....  | 670                             | 840           | 586   | 743           | 623          |
| Construction and repair of motor vehicles, cycles and aircraft.....                      | 188                             | 250           | 170   | 228           | 194          |
| Distributive trades.....   | 1,212                           | 1,913         | 1,143   | 1,558         | 1,696        |
| Electrical trades <sup>b</sup> .....   | 142                             | 236           | 129   | 185           | 200          |
| Metal industries, miscellaneous.....   | 161                             | 203           | 143   | 176           | 161          |
| Printing, publishing and bookbinding.....  | 219                             | 281           | 207   | 248           | 253          |
| Public works contracting.....  | 119                             | 283           | 95  | 130           | 181          |
| Road transport.....  | 142                             | 206           | 118   | 160           | 163          |
| Silk and artificial silk.....  | 36                              | 70            | 34  | 67            | 57           |
| Miscellaneous services <sup>c</sup> .....  | 518                             | 754           | 476   | 618           | 659          |
| <b>Total.....</b>  | <b>3,407</b>                    | <b>5,036</b>  | <b>3,101</b>                                  | <b>4,113</b>  | <b>4,187</b> |
| <b>All industries.....</b>   | <b>10,908</b>                   | <b>12,543</b> | <b>9,686</b>                                  | <b>10,706</b> | <b>9,773</b> |
| Percentage persons in above increasing industries were of persons in all industries..... | 31.2                            | 40.1          | 32.0  | 38.4          | 42.8         |

\* Aged sixteen to sixty-four years.

<sup>b</sup> Includes electrical engineering, electrical wiring and contracting, and electric cables, apparatus, lamps and similar products.

<sup>c</sup> This group is composed of the following services: entertainments and sports, hotels, public houses, restaurants, boarding houses, club and allied services, laundries, dyeing and dry cleaning, and professional services.

trades (for example those relating to the manufacture of wireless components) and artificial silk may be regarded as entirely new industries, while the manufacture of motor vehicles and the development of certain sections of road transport, although not new industries in the strict sense of the term, have experienced new development and have assumed proportions which now render them of considerably increased importance from the point of view of the provision of employment.

As already stated, it need not be assumed that all the industries in which employment has declined during the past ten years are neces-

sarily decaying and will not recover their former prosperity, nor is it necessary to discuss here the reasons for their decline or their future prospects. It will be sufficient to note the main facts that emerge from this broad review of conditions.

At the beginning of the post-war period there were a number of industries, very important from the employment point of view, to which were attached numbers of workpeople considerably in excess of those for whom it has since been possible to provide regular employment in those industries. Consequently, those industries have over long periods shewn a record of unemployment much in excess of the general average of unemployment throughout the country; and this lack of equilibrium has been accentuated during the past three years. At the same time, other industries have expanded and new industries have grown up which have provided progressively more employment year by year. The main industries and services which have expanded, generally speaking, provide work of a different type from that provided by the declining industries; accordingly, the problem of adjustment and of the absorption into new and expanding industries of workpeople displaced from depressed industries presents serious difficulties which are additional to the already difficult problem of absorbing the normal increase in the working population.

#### GEOGRAPHICAL LOCATION OF INDUSTRIES

The difficulties just mentioned have been rendered more acute by the geographical location of different industries. It is one of the outstanding features of British industry that a number of the largest and most important industries are concentrated in particular areas. Four of the seven Divisions into which Great Britain is divided for Ministry of Labour administrative purposes are closely connected with and to a considerable extent dependent upon the chief basic industries.

In the North Eastern Division, coal mining, woollen and worsted, general engineering, iron and steel, shipbuilding and marine engineering in 1923 accounted between them for 49.8 per cent. of the insured population. In the North Western Division, cotton, general engineering, coal mining, shipbuilding and marine engineering and iron and steel accounted for 41.3 per cent. of the insured population. In the Scotland Division, coal mining, general engineering, shipbuilding and marine engineering, iron and steel, cotton and woollen and worsted accounted for 31.7 per cent. of the insured population. In the Wales Division (which includes the County of Monmouth) coal mining, iron and steel, shipbuilding and marine engineering, and general engineering, accounted for as much as 55.1 per cent. of the insured population.

The result of the dependence of these areas upon the industries named, together with the depression from which these industries have been suffering, is seen clearly in the statistics relating to insured persons and to insured persons in employment in the different Divisions, as given in Table 11 and Table 12.

The movement of the insured population in the different Divisions of Great Britain is revealed in Table 11. The four Divisions in the lower half of the table (North Eastern, North Western, Scotland and Wales) are those intimately connected with the severely depressed basic in-

TABLE 11  
INDEX NUMBERS OF INSURED PERSONS AND  
PERCENTAGE OF INSURED POPULATION, EACH ADMINISTRATIVE DIVISION,  
GREAT BRITAIN, THREE SELECTED YEARS

| Administrative Divisions <sup>a</sup> | Index Numbers of Insured Persons |       |       | Percentage of Insured Population in Each Division |       |       |
|---------------------------------------|----------------------------------|-------|-------|---|-------|-------|
|                                       | 1923                             | 1929  | 1932  | 1923  | 1929  | 1932  |
| London <sup>b</sup> .....             | 100                              | 113.6 | 121.4 | 18.0  | 18.9  | 19.1  |
| South Eastern.....                    | 100                              | 122.0 | 135.9 | 6.8   | 7.6   | 8.0   |
| South Western.....                    | 100                              | 113.0 | 122.1 | 6.9   | 7.2   | 7.3   |
| Midlands.....                         | 100                              | 109.7 | 115.7 | 15.1  | 15.3  | 15.3  |
| North Eastern.....                    | 100                              | 104.4 | 109.5 | 17.6  | 17.0  | 16.8  |
| North Western.....                    | 100                              | 105.2 | 109.0 | 18.6  | 18.1  | 17.7  |
| Scotland.....                         | 100                              | 101.6 | 107.2 | 11.5  | 10.9  | 10.8  |
| Wales.....                            | 100                              | 97.6  | 103.6 | 5.5   | 5.0   | 5.0   |
| All Divisions <sup>a</sup> .....      | 100                              | 108.7 | 115.1 | 100.0   | 100.0 | 100.0 |

<sup>a</sup> The figures for the separate Divisions exclude persons insured under the Special Schemes for the banking and insurance industries, for which a geographical analysis is not available. The figures for "All Divisions" include such persons.

<sup>b</sup> London is a part of the South Eastern Division but the figures are shown separately.

dustries. The difference in the rate of growth of the insured population in these Divisions and the other Divisions is very striking. Taking the extreme cases it will be seen that in the South Eastern Division the insured population increased by 35.9 per cent. between 1923 and 1932 while in Scotland the increase was only 3.6 per cent. In Wales indeed the insured population actually declined between 1923 and 1929, and the subsequent increase is probably accounted for by the return to the Division of workpeople who for a time had found work elsewhere, but who on the conclusion of that work returned to their homes.

Table 11 indicates also the changes in the relative distribution of the insured population. In 1923 the North Eastern, North Western, Scotland and Wales Divisions contained 53.2 per cent. of the insured population; in 1929 this percentage had fallen to 51, and by 1932 it had fallen still further to 50.3.

The fortunes of the different Divisions in terms of unemployment and employment appear in Table 12. As would be expected, the four Divisions connected with the depressed industries have suffered much more severely than the others. There is an exception to this statement in the fact that in 1923 the Wales Division, owing to the prosperity of the coal industry in that year, was much less hard hit than the country as a whole. It can be seen too that up to 1929 the volume of insured employment increased much less slowly in these Divisions than in the others—in Wales insured employment had fallen 15.4 per cent. by 1929.

TABLE 12

INDEX NUMBERS OF INSURED PERSONS IN EMPLOYMENT AND AVERAGE RATE OF UNEMPLOYMENT OF INSURED PERSONS, EACH ADMINISTRATIVE DIVISION, GREAT BRITAIN, THREE SELECTED YEARS

| Administrative Divisions <sup>a</sup> | Index Numbers of Insured Persons in Employment <sup>b</sup> |       |       | Average Rate of Unemployment of Insured Persons |      |      |
|---------------------------------------|---|-------|-------|---|------|------|
|                                       | 1923  | 1929  | 1932  | 1923  | 1929 | 1932 |
| London <sup>c</sup> .....             | 100   | 119.6 | 116.8 | 10.1  | 5.6  | 13.5 |
| South Eastern.....                    | 100   | 128.0 | 129.3 | 9.2   | 5.6  | 14.3 |
| South Western.....                    | 100   | 117.0 | 114.3 | 10.6  | 8.1  | 17.1 |
| Midlands.....                         | 100   | 111.0 | 101.2 | 10.7  | 9.3  | 20.1 |
| North Eastern.....                    | 100   | 102.9 | 86.8  | 12.2  | 13.7 | 28.5 |
| North Western.....                    | 100   | 108.3 | 95.0  | 14.5  | 13.3 | 25.8 |
| Scotland.....                         | 100   | 104.8 | 91.0  | 14.3  | 12.1 | 27.7 |
| Wales.....                            | 100   | 84.6  | 68.6  | 6.4   | 19.3 | 36.5 |
| All Divisions <sup>a</sup> .....      | 100   | 111.0 | 100.6 | 11.6  | 10.4 | 22.0 |

<sup>a</sup> See footnote a, Table 11.

<sup>b</sup> June of each year.

<sup>c</sup> See footnote b, Table 11.

In 1932 insured employment in each of the four depressed Divisions was at a lower level than in 1923 (in Wales it had fallen to 68.6 per cent. of the 1923 level) whereas in the other Divisions there was more insured employment than in 1923, although except in the case of the South Eastern Division there had been a falling off since 1929. The result of the relatively slower rate of growth in insured population and of the higher rate of unemployment in the four depressed Divisions is strikingly brought out by the fact that whereas 52.4 per cent. of the total number of insured persons in employment in 1923 were in these Divisions, in 1929 the proportion had fallen to 49.1 per cent. and by 1932 it had fallen still further to 46.3 per cent.

These facts are a reflection of the falling off in the amount of employment provided by certain very large and important basic industries, which, as already stated, are concentrated largely in certain parts

of the country. They do not indicate that there has been a physical movement of particular industries from some parts of the country to other parts. There is no evidence that this has occurred, although it is true that there has been a tendency for the newer industries to be developed and for new factories to be established in the Southern part of the country and particularly in the South East within easy reach of London. This tendency and the consequent development of ancillary industries and services in the same areas have naturally served to attract workpeople in the hope of obtaining employment, and this in part accounts for the relative changes in the insured population of the different Divisions. But, on the other hand, it is interesting and to some extent surprising to note that the depressed Divisions have had some share (not in all cases perhaps their full share) in the additional employment provided by the principal expanding industries and services referred to in Table 10. For example between 1923 and 1932 in both the North Eastern and the Wales Divisions employment in the distributive trades increased at a greater rate than in the country as a whole; the same is true of the North Eastern and the Scotland Divisions in relation to the building industry, of the North Eastern Division in relation to the electrical trades and of the North Western Division in relation to the important hotels, restaurants and boarding house group of services. Each of the four depressed Divisions shewed a greater proportionate increase in employment in road transport than the country as a whole.<sup>12</sup>

Nevertheless the tendency, which has already been mentioned, for new industrial developments to be located in the Southern part of the country rather than in the older industrialised Divisions seems to be growing; the increased employment given by expanding services in the depressed areas, welcome though these expansions are, has not compensated and cannot compensate for the severe contraction in the amount of employment provided by the older basic industries in these areas. Even if the employment in the relatively prosperous industries and services were sufficient in volume to absorb the workpeople displaced from the severely depressed industries, and it is not, a great deal of it would be unsuitable for the displaced workers in question.

Put briefly the outstanding feature of the situation which has developed in regard to insured industry in this country since 1923 is that whereas the total volume of employment has tended to increase

<sup>12</sup> It is difficult to account for this phenomenon. It is possible that, so far as the distributive trades are concerned, the volume (although not perhaps the value) of retail sales has been maintained by the tendency (if such a tendency exists) for retail prices to adjust themselves to the reduced incomes of the population of these areas; and that the relatively greater increase in road transport employment in these areas can be ascribed to a combination of lower financial resources with the lower cost of road as compared with railway travel.

and, despite the depression of the past three years, was in 1932 rather greater than in 1923, both the composition of the total and its location as between different areas has changed radically in the meantime. Examination of the changes in recent years and of the future prospects has led to the conclusion that in the areas which were formerly dependent upon the great basic industries there are considerable numbers of workpeople who in any foreseeable circumstances cannot hope again to obtain employment in those areas. Surveys made for the Board of Trade in 1931<sup>23</sup> suggest that in the depressed areas of Lancashire, Merseyside, the North East Coast, South West Scotland and South Wales there may be surpluses of workpeople over the maximum normal requirements of the areas in the next few years amounting, in total, to little short of five hundred thousand persons—a figure which leaves no doubt as to the magnitude of this aspect of the problem of regulating the supply of and demand for labour.

<sup>23</sup> The following surveys were published by H. M. Stationery Office: (1) An Industrial Survey of Lancashire (excluding Merseyside) made by the University of Manchester; (2) An Industrial Survey of Merseyside made by the University of Liverpool; (3) An Industrial Survey of the North East Coast area made by Armstrong College, Newcastle-upon-Tyne; (4) An Industrial Survey of South West Scotland made by the Political Economy Department of the University of Glasgow; (5) Industrial Survey of South Wales made by the University College of South Wales and Monmouthshire.

The areas studied are more restricted in extent than the four depressed administrative Divisions already referred to, Lancashire and Merseyside fall within the North Western Division; the North East Coast area within the North Eastern Division; South West Scotland within the Scotland Division and South Wales within the Wales Division.

## CHAPTER IV

### GENERAL EMPLOYMENT SITUATION

The volume of employment is not fixed. Even when the general trend is definitely in one direction or the other there are constant monthly, weekly, even daily fluctuations.<sup>1</sup> It is natural that this should be so. The total volume of employment at a given time is made up of a multitude of jobs in a variety of industries and an even greater variety of occupations. The jobs themselves vary in length from casual employments of a few hours to regular work for several months or to permanent employment. Industry as a whole is subject to a number of influences, which may be different for different industries. The amount of employment provided by a particular industry depends in the last resort on the demand for its product. That demand is seldom constant for long, nor does it move uniformly in different industries; in one industry it may be affected by changes in fashion, or in taste; in another by season; in another by foreign competition; in some industries, indirectly, by the activity or inactivity of other industries; in all industries, at some point or other, by price. In certain instances, even though the demand may be present, the actual activity at a particular time may be affected by other circumstances—by a break-down in machinery, or by the weather as in the building trades or the port transport industry or other outdoor occupations. There are further complications. Within an industry the activity of separate establishments does not move in each case in the same direction as the activity of the industry as a whole. At most times some industries are declining and others are expanding, but within the declining industries particular concerns

<sup>1</sup> So much has been written in recent years about unemployment in Great Britain that anything said at this date can be little more than a repetition of facts already widely known. No attempt is made to break new ground in this chapter, which is confined to a very brief account of the outstanding facts of the situation which has existed in this country since the close of the Great War in 1918. Some statement of these facts is necessary here to complete the description of the problem with which the Employment Exchange service has had to contend, and for a proper understanding of the development of that service which is described in the following chapters. The material contained in this chapter is derived from official sources. For more complete information on the subject of employment and unemployment in Great Britain since the War the reader is referred to the official publications of the Ministry of Labour, particularly the *Ministry of Labour Gazette*, published monthly, and the *Annual Reports* of the Ministry; to the evidence presented by the Ministry of Labour to the Royal Commission on Unemployment Insurance of 1930-32; to the Interim and Final Reports of the Royal Commission and in particular to Chapter II of the Final Report; and to various unofficial publications among which may be mentioned Mr. Henry Clay's *Post-War Unemployment Problem* and Sir William Beveridge's *Unemployment*, 1930 edition.

may be expanding, just as in the expanding industries individual establishments may be losing ground.

Even if the total demand were constant it would not always be directed to the same points, and unless at every point of demand there were ample supplies of labour to meet all possible requirements, the delay in bringing labour to the point of demand would involve a temporary reduction in the actual volume of employment. From another point of view even if there were enough jobs to absorb all available workers there would still be unemployment while workers were changing from job to job. It is probably true to say that, except possibly in war time, there are always more workers than jobs; but even in peace time there may be temporary shortages of labour in particular industries and places at particular times.

It would be surprising if these various influences merely cancelled each other out so that the total volume of employment remained more or less constant. In fact, nothing of the sort happens, and the total volume of employment even in times of normal industrial activity fluctuates fairly widely.

It is not possible to trace the influence of all the different factors which have a bearing on the volume of employment. Some may be quite fortuitous, others are purely temporary in their effect. Many again affect individual industries only. Two sets of influences, however—the cyclical and seasonal factors—can to some extent be isolated and their results discerned fairly clearly.

#### CYCLICAL FLUCTUATIONS

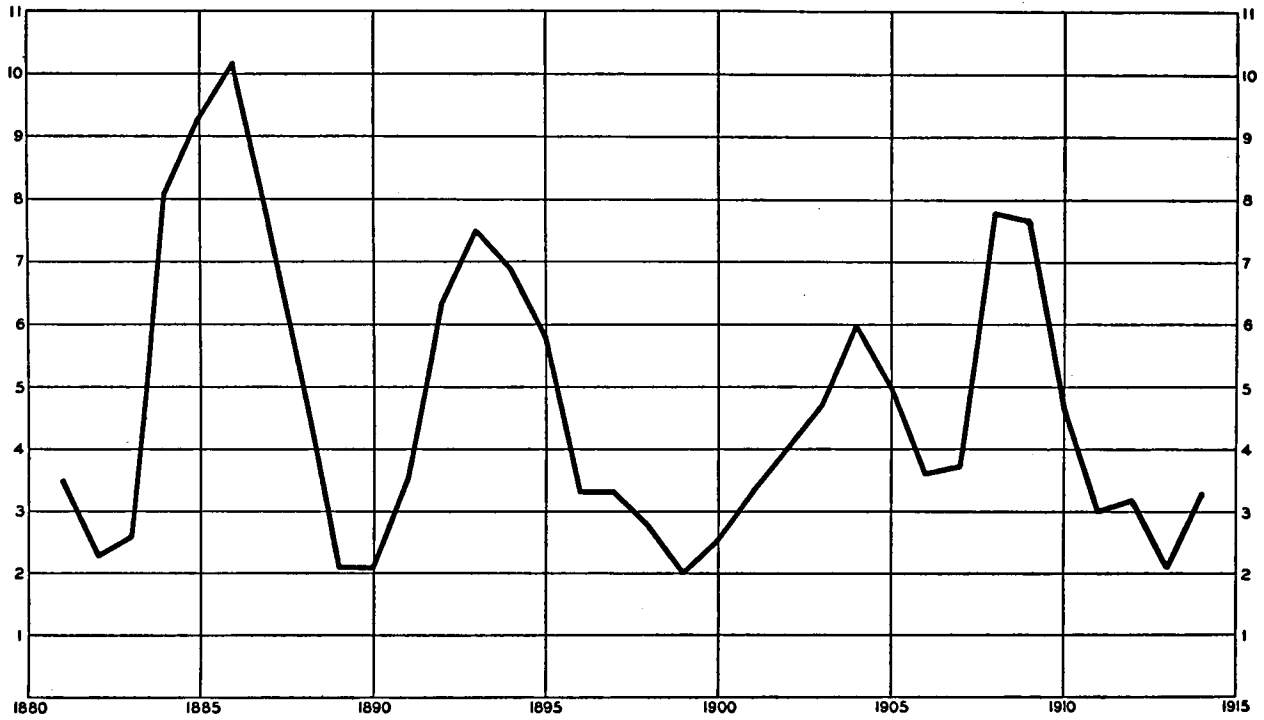
It is not necessary here to discuss the causes of the trade cycle. It has frequently been demonstrated that, irrespective of other fluctuations, for example seasonal fluctuations or the fortunes of particular industries, under modern economic conditions alternate periods of prosperity and of depression, not necessarily uniform either as to length or magnitude, are a regular feature in the experience of any country and especially of a highly industrialised community, and that during any cycle the various indices of industrial, financial and commercial activity move in more or less general correspondence.

The oscillations in the volume of employment before the Great War are apparent in Chart 1 which is based on the annual percentages of unemployment<sup>2</sup> amongst certain trade unions. From the chart may

<sup>2</sup> The annual percentages are the averages of monthly percentages. The figures relate only to a limited section of the occupied population. In 1881 the membership of the trade unions concerned was one hundred and forty thousand and even in 1913 the membership was under one million. The figures, therefore, cannot be taken as a measurement of the total volume of unemployment over the whole field of industry; but they perhaps represent sufficiently accurately the broad trend of unemployment during the period.



CHART 1  
ANNUAL PERCENTAGE OF UNEMPLOYMENT AMONG MEMBERS  
OF CERTAIN TRADE UNIONS, UNITED KINGDOM, 1881-1914



Source: Table 23, p. 230

be seen the regular rise and fall during the period 1881-1913, with peaks of unemployment at 1886, 1893, 1904 and 1908 and low points at 1882, 1889-90, 1899, 1906 and 1913. The upward turn in the curve of unemployment which appeared to be commencing at the end of the latter year was arrested in 1914 by the activity which followed upon the outbreak of War.

For the post-war period the annual averages of the percentage of unemployment amongst persons insured under the Unemployment Insurance Acts in each of the twelve years since December, 1920, are given in Table 13.

TABLE 13  
ANNUAL AVERAGE OF THE PERCENTAGE RATE OF UNEMPLOYMENT AMONG  
INSURED PERSONS, GREAT BRITAIN, 1920-32

| Year  | Average Rate of Unemployment | Year | Average Rate of Unemployment |
|-------|------------------------------|------|------------------------------|
| 1920* | 7.8                          | 1927 | 9.7                          |
| 1921  | 16.5                         | 1928 | 10.8                         |
| 1922  | 14.1                         | 1929 | 10.4                         |
| 1923  | 11.6                         | 1930 | 16.0                         |
| 1924  | 10.3                         | 1931 | 21.4                         |
| 1925  | 11.1                         | 1932 | 22.0                         |
| 1926  | 12.3                         | ...  | ...                          |

\* December, 1920, only.

The curve of unemployment during this period shews considerable oscillation; the figures have, of course, been influenced by a number of factors, including the varying fortunes of large and important industries and the general and coal stoppages of 1926. But, looking at the general trend rather than at the figures for individual years, the changes in the employment position do correspond broadly with the general course of trade, industry and commerce as experienced during the years in question, which shewed a movement from great prosperity in 1919 and 1920 to depression in 1921, and through at any rate relative prosperity in the period 1924-29 to acute depression in 1931 and 1932.

#### SEASONAL FLUCTUATIONS

A large number of industries are subject to fluctuations of activity according to the season of the year. The fluctuations are not of uniform severity nor do they occur at the same season of the year in all industries. In the building industry and in agriculture, for example, activity

is highest in the summer months and lowest in the winter. The clothing trades are most active in the spring and early autumn. Coal mining is naturally busier in the winter than in the warm weather when the domestic demand for coal falls off. Sections of the distributive trades, especially amongst the retail shops, have periods of activity just before the recognised public holidays (Easter, Whitsun, August and Christmas) and at sale times. Some indication of the seasonal fluctuations in unemployment in the more important groups which are subject to such fluctuations has been given in an earlier chapter.<sup>3</sup>

The aggregate effect of the seasonal changes in different industries is to produce a fairly well defined seasonal trend in the total volume of employment. The limited field covered by the available pre-war statistics made them a somewhat unreliable index of general seasonal changes. Within this field, however, it is clear that in the period 1901-13 employment was lowest in December and January and reached its highest level in the four months April to July, May being the best month of all.

For the post-war period the evidence is a good deal more reliable as it relates to the whole field of insured industry. Seasonal changes are naturally likely to be obscured by other violent fluctuations, especially general fluctuations, and it has been thought desirable, therefore, in examining the post-war period, to exclude the years of acute general depression, 1921 and 1922 and from 1930 onwards, and also the year 1926 when industry as a whole was profoundly affected by the general and coal stoppages. Table 14 shews for 1923-29 (excluding 1926) the average percentage of unemployment among insured persons, and, for 1924-29 (excluding 1926) the estimated average number of insured persons in employment in each month of the year in Great Britain. Both columns of this table<sup>4</sup> agree as regards the general trend. January is seen as the month of lowest activity; from then there is a steady improvement until May when the point of highest activity is reached; thereafter a slight falling away until August is observed and, following the summer holiday, a further and temporary improvement in September. During October and November employment decreases once more but improves again in December as the result of the pre-Christmas trade. For the years covered the average number of insured persons in employment in January, the month of lowest

<sup>3</sup> See pp. 22-26.

<sup>4</sup> Regarded as measures of the absolute order of industrial activity month by month the two columns are not in complete agreement. This may partly be explained by the fact that the percentage of unemployment in any month is obtained by relating the number of persons unemployed in that month to the total number of insured persons at the previous July; the number of persons employed in any month is based upon an estimate of the insured population at that month. But both columns agree as to the general trend and this is the important point.

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activity, and in May, the month of highest activity, differed by no less than two hundred and sixty-three thousand.

Two important industries, agriculture and private domestic service, are not included in these figures. In both employment is greater during summer than during winter and their inclusion would only have the effect of accentuating the difference between the volume of summer and winter employment respectively, although it might perhaps shew

TABLE 14

ESTIMATED AVERAGE MONTHLY NUMBER OF INSURED PERSONS  
IN EMPLOYMENT AND AVERAGE MONTHLY PERCENTAGE OF UNEMPLOYMENT  
AMONG INSURED PERSONS, GREAT BRITAIN, FOR SELECTED PERIODS

| Month          | Estimated Average<br>Number of Insured Per-<br>sons <sup>a</sup> in Employment,<br>1924-29 <sup>b</sup> | Average Percentage of<br>Unemployment Among<br>Insured Persons,<br>1923-29 <sup>b</sup> |
|----------------|---|---|
|                | <i>Thousands</i>  |   |
| January.....   | 9,703   | 11.7  |
| February.....  | 9,776   | 11.1  |
| March.....     | 9,903   | 10.2  |
| April.....     | 9,939   | 10.0  |
| May.....       | 9,966   | 9.8   |
| June.....      | 9,934   | 10.1  |
| July.....      | 9,927   | 10.3  |
| August.....    | 9,897   | 10.7  |
| September..... | 9,917   | 10.6  |
| October.....   | 9,910   | 10.8  |
| November.....  | 9,898   | 10.9  |
| December.....  | 9,949   | 10.5  |

<sup>a</sup> Includes persons directly involved in trade disputes, since the purpose is to shew the amount of employment available.

<sup>b</sup> Excludes 1926.

the period of highest general activity as falling somewhat later in the summer than May.

## GENERAL TREND OF EMPLOYMENT SINCE THE WAR

The period from the beginning of the present century to the outbreak of the World War was, on the whole, one of considerable prosperity broken only by the general depression of 1908 and 1909. Employment fluctuated from year to year, but in the worst year of the period, 1908, the percentage of unemployment among the trade unions which made returns averaged only 7.8 (Table 23, page 230).

Since the War the situation has been different. Two years of great prosperity in 1919 and 1920 were succeeded by acute depression in 1921. There followed gradual recovery up to 1924, further deterioration in 1925 and 1926, accentuated by the general and coal stoppages in the

latter year, and renewed improvement up to 1929. Since 1929, Great Britain, in common with the rest of the world, has suffered from the general depression which still persists, and which has resulted in the percentage of unemployment among insured workpeople reaching the abnormal average of 21.4 in 1931 and 22 in 1932. The course of unemployment month by month can be followed in detail in Table 24 (page 231).

Comparison between the post-war and pre-war periods based on the available percentages of unemployment may be misleading. It is not unlikely that, regarded as a measure of the general volume of unemployment, the pre-war figures, obtained from a limited number of trade unions, tend to understate the situation. On the other hand, for various reasons, the post-war statistics, deduced from the working of the insurance scheme, may have exaggerated the deterioration in the post-war as compared with the immediate pre-war condition, at all events according to pre-war conceptions of unemployment.

But when all allowance is made for differences in the statistical measurement of pre-war and post-war unemployment, it remains true that the average percentage of unemployment in the best post-war year (1927, 9.7 per cent.) was higher than the average in the worst pre-war year (1908, 7.8 per cent.); that since December, 1920, there have not been less than one million insured persons recorded as unemployed in any month; and that at different times during the post-war period since 1921, one or more large groups of important industries have suffered from severe unemployment of a kind and to a degree which in the period from the commencement of the present century to the outbreak of the Great War was unknown except at times of general depression. It is not possible to avoid the conclusion that the total volume of unemployment has been on a definitely higher plane since the War than it was in the period 1901 to 1913.

The figures in the preceding paragraphs relate to unemployment, and it is with unemployed persons that the Employment Exchanges are mainly concerned. But the other side of the picture—the changes in the amount of employment actually available—is an equally important element in the problem with which they have to deal. Some measurement of these changes is to be found in estimates of the average number of insured workpeople aged sixteen to sixty-four in employment<sup>5</sup> in each year from 1923.

<sup>5</sup> These figures are a truer measure of the fluctuations in employment than are the statistics of unemployment. It is explained on p. 58 how recorded unemployment may be influenced by changes in the conditions for the receipt of unemployment benefit, tending to rise when these conditions are easy of fulfilment and to fall when the conditions are made more stringent. In the estimates of insured persons in employment this factor has been allowed for.

Leaving out of account 1926\* Table 15 shows that over the whole field of insured industry the amount of employment available increased every year up to 1929. In 1930 and 1931, under the influence of the world depression, employment fell off considerably and there was a further but less pronounced decline in 1932. But even in the latter year there was more insurable employment on the average than in the last seven months of 1923. In the first six months of 1933 the average amount of employment available increased.

If an increase in the total volume of unemployment is to be avoided, it is not enough that the total volume of available employment should

TABLE 15  
AVERAGE ANNUAL NUMBER OF INSURED PERSONS\* IN EMPLOYMENT,  
GREAT BRITAIN, 1923-33

| Year  | Estimated Average<br>Number of<br>Insured Persons <sup>b</sup><br>in Employment | Year               | Estimated Average<br>Number of<br>Insured Persons <sup>b</sup><br>in Employment |
|-------|---|--------------------|---|
|       | <i>Thousands</i>  |                    | <i>Thousands</i>  |
| 1923* | 9,318   | 1929               | 10,223  |
| 1924  | 9,560   | 1930               | 9,806   |
| 1925  | 9,642   | 1931               | 9,437   |
| 1926  | 9,623   | 1932 <sup>d</sup>  | 9,371   |
| 1927  | 10,018  | 1933 <sup>d*</sup> | 9,512   |
| 1928  | 10,023  |                    |   |

\* Aged sixteen to sixty-four years.

<sup>b</sup> Includes persons directly involved in trade disputes, since the purpose of this table is to show the amount of employment available.

<sup>c</sup> June to December.

<sup>d</sup> Provisional figures.

\* First six months.

increase. The ranks of those seeking employment are constantly being added to; every day more persons reach the employable age; persons, who normally engage in no occupation, may be driven to seek employment through force of economic circumstances; and undoubtedly the existence of unemployment insurance attracts into the area of the statistics people who normally would be regarded as on the fringe rather than within the boundaries of the employment field, but who record themselves as looking for work to preserve a claim to benefit. Clearly this latter class may expand or contract according as the conditions for receipt of unemployment benefit are made less or more stringent, and although one may hesitate to admit such persons into any estimate of real unemployment, they cannot be excluded from recorded unemployment. Moreover they add to the problem before the Exchanges, for it is the duty of the latter to try to place in employ-

\* The situation in 1926 was greatly affected by the general and coal stoppages.

ment all persons who register themselves as looking for work. If, then, the volume of unemployment, whether real or recorded, is not to rise, it is necessary that the increase in available employment should be large enough to absorb the increase in the number of persons seeking work.

Between June, 1923, and June, 1929, the volume of insured employment expanded sufficiently to absorb not only the increase in the insured population but also a small portion of the unemployed,<sup>7</sup> the number of the latter falling from 1,228,000 to 1,128,000.<sup>8</sup> Between June, 1929, and June, 1932, however, the volume of available employment declined while the number of insured persons increased, with the consequence that the number of unemployed insured persons rose to 2,770,000 or 22.1 per cent. Unemployment subsequently mounted to a still higher level, reaching 2,877,000, or 22.9 per cent., in January, 1933; but there has been considerable improvement since the latter date, the number having fallen to 2,429,000, and the percentage to 19.4 in June, 1933.

The foregoing discussion is related to employment and unemployment amongst insured persons only. Outside the insured field the information regarding the volume of employment is far from complete. Even the live register of unemployment (the total number of persons, insured and non-insured, who are registered at the Exchanges as being without work) does not necessarily represent the total number of work-people who are unemployed, for a number of such persons, not being insured, do not bother to register. In fact, the number of persons on the live register and the number of insured persons recorded as unemployed do not differ materially from each other.

It is, however, probable that at any rate among wage earners the number of unemployed persons not included in the Ministry of Labour statistics is inconsiderable. Outside insured industries, in the case of agriculture alone some idea of the contraction of employment can be obtained from the fact, which was mentioned in a previous section,<sup>9</sup> that the number of farm labourers engaged on holdings of one acre or upwards on a single day in June fell from nine hundred and ninety-six thousand in 1921 to 809,500 in 1932. It is not, of course, to be assumed that the difference between these figures should be added to the number recorded as unemployed in the Ministry of Labour statistics in June, 1932. Some will have left the industry altogether through death or retirement or old age; of the remainder, the great majority will probably have found

<sup>7</sup> Aged sixteen to sixty-four.

<sup>8</sup> The index number of employment amongst insured persons increased during this period by 11 per cent. and that of the number of insured persons by 8.7 per cent. The percentage of unemployment fell from 11.2 to 9.5.

<sup>9</sup> See p. 33.

their way into the statistics either by transferring into an insured industry or, at all events, registering themselves for employment at the Employment Exchanges.

Unemployment, which amongst insured workpeople has never in twelve years fallen below one million, and for three years has been above two millions, presents in volume alone a sufficiently grave problem. Even more serious issues are raised by the incidence and distribution of unemployment personally, industrially and geographically.

The industrial and geographical distribution of unemployment has been noted in Chapter III and need only be referred to quite briefly here. It is, perhaps, the most distinctive feature of post-war unemployment. The fortunes of particular industries, instead of moving in more or less general correspondence shewing prosperity or depression at roughly the same times, have displayed considerable divergence. During the years of comparative prosperity, as they now appear, between the depression of 1921-22 and that which began at the end of 1929, a considerable proportion of all unemployment was to be found in a few industries—important either for their size or for the place they occupied in the industrial and commercial economy of the country or for both. For several years prior to 1929 industries such as coal mining, steel, shipbuilding, and the dock, river, harbour and canal service, experienced severe unemployment, for the most part considerably in excess of the average rate of unemployment in industry as a whole; while at different times severe unemployment was also suffered by the cotton and woollen industries and by general engineering. The industries mentioned, together with building, accounted for 44.2 per cent. of all unemployment in insured industries in 1924, and for 49 per cent. in 1929. Since 1929 the world depression has hit hardest just those industries which were shewing weakness in the preceding years. As a consequence of the contraction in the opportunities of employment which they offer, some industries have thrown off a number of workpeople formerly attached to them, but it seems clear that there remain attached to several industries, including coal mining, steel, shipbuilding, cotton and the port transport industry and possibly also building and public works contracting.<sup>10</sup>

<sup>10</sup> It is important to distinguish between the unemployment in the port transport, building and public works industries on the one hand and in the other industries mentioned. The former attract workers to them owing to the intermittent nature of the work and the consequent opportunities of obtaining a certain limited amount of employment. In addition, large numbers of unskilled workers have in recent years been attracted to building and public works contracting as the result of post-war expansion consequent upon government policy. In the case of these industries, therefore, the surplus of workers is no new phenomenon. The port transport industry has almost always carried a large surplus of workers, and the same is probably true of building, except possibly when a sudden boom has absorbed a considerable proportion of available workers. In the case of the other industries mentioned, a surplus of the present size is a new phase, and is due to contraction in the opportunities of employment for workers looking to these industries for regular employment.



considerable numbers of workers who are definitely surplus to any predictable requirements of those industries.

The existence of severe unemployment in particular industries has this further result. Industries such as coal mining, iron and steel, ship-building and cotton are concentrated in certain areas of the country which, as a consequence, have suffered and are suffering far more severely from unemployment than other parts of the country. They cannot maintain in employment the workpeople located in the areas; expanding industries—and there are expanding industries even in these areas—cannot absorb the workers displaced from the hard-hit industries, and there is no reasonable doubt that large numbers of workpeople at present living there can never hope again to obtain regular work within those areas.<sup>11</sup>

The concentration of severe and long-continued unemployment in a few large industries and in certain parts of the country, and the problem of how to deal with workpeople who are definitely redundant to the requirements of those industries and areas constitute perhaps the most serious aspect of post-war unemployment.

There remains the personal and individual incidence of unemployment. We have seen that since 1921 there have never been less than one million insured persons recorded as unemployed. But to this statement certain qualifications need to be added. In the first place the personal composition of the total unemployment figure is subject to constant change, and the number of persons who are continuously unemployed over long periods is comparatively small. Secondly, the risk of unemployment is not to be measured by the number of persons unemployed at a particular moment, since it appears probable that the majority of workers from time to time suffer from some unemployment. There remains, however, a considerable number of persons who never suffer from unemployment which is measurable, while among those who experience it, unemployment does not for most of them assume serious proportions even in the aggregate over a period of years.<sup>12</sup> Certain facts which illustrate this aspect of unemployment deserve mention.

At the present time the personnel of the insured unemployed changes to the extent of about 10 per cent. every week. This does not mean that there is a complete turnover of the insured unemployed every ten weeks,

<sup>11</sup> See pp. 48-50.

<sup>12</sup> The considerations just mentioned are discussed at some length in the evidence submitted by the Ministry of Labour to the Royal Commission on Unemployment Insurance of 1930-32 and in the Final Report of the latter body. The later information given in this and the following pages forms part of the results of an investigation carried out by the Ministry of Labour in 1933 into the employment records of a one in three hundred sample of the persons in Great Britain (numbering about 12,400,000) who were insured against unemployment at July, 1932, and confirms the conclusions derived from the evidence and report referred to. Published in *Ministry of Labour Gazette*, September, 1933, pp. 314-18; October, 1933, pp. 356-60.

or indeed in any particular period, for always there are some persons who have been continuously unemployed for periods extending to months or, in some cases, to a year or more at a time. But, as already stated, the number of persons who remain unemployed without a break over very long periods is not large. Even at the end of November, 1932, when, having regard to the long period of acute depression through which the country had passed, it might have been expected that a considerable number of persons would have a prolonged experience of continuous unemployment, there were only three hundred and fifty thousand insured persons who had been unemployed on every day in the preceding twelve months and of these only about one hundred and three thousand had been unemployed without a break for two years, and none for three years without a break. It is estimated, indeed, that among the 12,400,000 persons who were insured against unemployment in July, 1932, only about one hundred thousand could be regarded as having suffered from chronic unemployment during the eight years ending in December, 1932.

Some indication of the risk of unemployment to which all workers are exposed is seen in the extent to which the number of persons suffering unemployment during the course of a particular period exceeds the average number unemployed throughout the period or even the maximum number unemployed at any date during the period. In 1929 a year of good employment, the average number of insured persons unemployed was about 1,100,000, but about 3,800,000 insured persons experienced unemployment during the year. The incidence of acute depression, as has already been pointed out, serves to increase the number of persons continuously unemployed over fairly long periods, but even in 1932, while the average number of insured persons unemployed was about 2,500,000, the number of separate individuals suffering unemployment was about 5,750,000.<sup>13</sup> If a longer period is taken, the experience is still more striking. During the eight years ending December, 1932, the highest number of unemployed claimants to benefit or transitional payments.<sup>14</sup> at any one date was approximately 2,634,000; but of the 12,400,000 persons insured at July, 1932, about 7,500,000 had at some time during the period suffered unemployment, for which they had drawn benefit or transitional payments.

Finally, as regards the individual experience of unemployment, it is found that 54 per cent. of all insured persons had no measurable unemployment at all during the year 1932, and of those who experienced some unemployment, over 90 per cent. had also had employment which, in a large proportion of cases, was of longer duration than their unemployment. The sample investigation, already referred to, brings out the

<sup>13</sup> See *Ministry of Labour Gazette*, January, 1933, p. 2.

<sup>14</sup> The transitional payments scheme is described on pp. 281-82.

experience during the eight years ended December, 1932, of persons insured against unemployment throughout the whole of that period. Nearly 32 per cent. had drawn no unemployment benefit or transitional payments during that period; 66.5 per cent. had drawn benefit or transitional payments for less than 10 per cent. of the period; 81.5 per cent. had drawn benefit or transitional payments for less than 20 per cent. of the period;<sup>15</sup> only 2.4 per cent. had drawn benefit or transitional payments for over 50 per cent. of the period.<sup>16</sup>

The facts just quoted shew that among insured workers who suffer from some unemployment, forming over a period of years between 60 and 70 per cent. of all insured workers, the experience of unemployment is far from uniform; for most of them, except at times of severe and general depression or unless they are attached to declining industries, their unemployment is not of long duration; only for a small proportion of them is unemployment really serious.

Nevertheless for the majority of persons the risk of unemployment is always present. To serve all persons who are exposed to that risk, by bringing them as rapidly as possible into touch with suitable opportunities of re-employment and by administering the system of financial assistance which, in the absence of such opportunities, is provided under the unemployment insurance scheme, is the purpose for which the Employment Exchanges were established. The following parts of this study are designed to give an outline of the procedure which has been adopted for carrying out this purpose.

<sup>15</sup>Including those who had drawn no benefit or transitional payments during the period.

<sup>16</sup>The statistics quoted here relate to periods during which benefit or transitional payments were drawn; but it is probably not unfair to assume that over a period the proportion of time during which benefit or transitional payments are drawn may be taken as representing approximately the proportion of unemployment experienced.

**PART II**  
**PLACING AND EMPLOYMENT WORK**  
**OF THE EXCHANGES**

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## CHAPTER V

### HISTORICAL DEVELOPMENT OF THE EMPLOYMENT EXCHANGE SERVICE

The passage into law of the Labour Exchanges Act of 1909 marked the beginning of the existing National Employment Exchange system. Prior to that time there had been no co-ordinated effort to establish a national organisation for collecting information about employers requiring workpeople and workpeople seeking employment with a view to bringing the two expeditiously and economically together. It had always been the practice of trade unions to endeavour to help their unemployed members to find work, but their efforts were in the main unregulated and haphazard. Even municipalities had shewn little interest in placing work. The first local office of which there is record was opened at Egham in February, 1885, under voluntary management. It was intended to serve such local residents as the registrars considered to be bona fide workmen out of employment, and although no charge was made for registration, small contributions were solicited from workers benefiting by its services. The next free bureau, that at Ipswich, was opened later in the same year with more elaborate forms and procedures than at Egham. At least twenty-five other offices sprang up during the acute unemployment of 1892-93, but almost half of them were abandoned with the coming of spring.

Special provision had been made for seamen in the mercantile marine by certain sections of the Merchant Shipping Acts, which were designed to do away with evils of "crimping." Employment offices were established in the important seaports under the control of the Board of Trade, through which all engagements and discharges were made.

The first legislative attempt to establish public employment offices was under the Labour Bureaux (London) Act, 1902, which enabled the council of any metropolitan borough to maintain a labour bureau and allowed its cost to be deducted from local taxes. Since the Act was in no way compulsory only eleven bureaux were established under its terms in London. By the end of 1905 there were ten public offices outside London and three private free offices.

Experience with municipal efforts before 1905 was summarised by the Royal Commission on the Poor Laws and Relief of Distress as follows:

Prior to 1905 a good many municipalities had made experiments in the way of labour exchanges, but apparently the institutions were seldom carried on with any full understanding or foresight. According to the view of our witnesses, the weakness of the old municipal exchanges was due to certain easily ascertained causes. There was no knowledge of what they were intended to do; they were not properly staffed; they were hampered by many bad rules; they were nearly all started in times of depression. . . . Employers mostly held aloof from these exchanges; they knew nothing about them. No effort was made to advertise them. . . . They worked independently of one another until an attempt was made by the London Unemployment Fund to provide a central unemployed exchange.<sup>1</sup>

. . . In fact, the evidence seems to show that the failure of these pioneer labour bureaux was not owing to any innate defect in the idea which they embodied, but rather to their inchoate and disconnected character and to their overclose association with the faults and failings of particular local authorities.<sup>2</sup>

The most important municipal experiment arose out of the Unemployed Workmen Act of 1905, which had its origin in the severe depression of 1903-04. Under this Act, Distress Committees were set up in twenty-nine London Boroughs and eighty-nine provincial Centres. Among the functions of the Committees were the maintenance of registers of unemployed workpeople applying for help and the endeavour to find suitable employment for them. Little progress in establishing adequate employment bureaux for this purpose was made in the provinces, but in London the Central (Unemployed) Body, which had been set up under the Act to co-ordinate the working of the Distress Committees, began in 1906 the establishment of a system of Employment Exchanges for London as a whole. This work was undertaken by a special Committee, under the chairmanship of Mr. (later Sir) William Beveridge, which was instrumental in establishing twenty-five Exchanges within the metropolis.

The Employment Exchanges set up under the Unemployed Workmen Act were considered to have been to some slight extent more effective than their predecessors. Their chief weakness was attributed to the fact that they were established sporadically; that, except in London, they were isolated; and that their effectiveness in any particular area tended to draw to, or retain in, that area unemployed workpeople who thought that they might thereby increase their chances of obtaining employment.

In the meantime, the whole question of the relief of distress due to unemployment was being reviewed by the Royal Commission on the

<sup>1</sup> Report, Part VI, Par. 492.

<sup>2</sup> *Ibid.*, Par. 494.

Poor Laws, which was appointed by Royal Warrant in December, 1905, and presented majority and minority reports in February, 1909. The two principal recommendations of the majority, apart from those relating to the reform of the Poor Law proper, were (1) the establishment of a national system of Employment Exchanges so linked up as to function as an organic whole, and (2) the establishment and promotion of unemployment insurance, especially amongst unskilled and unorganised labour. The majority expressed the hope that the establishment of the Employment Exchange system would secure two objects: first, an increase in the mobility of labour by directing it speedily and economically to the centres of demand and thereby obviating "the misery of tramping after problematical work," and, secondly, the collection and distribution of information as to employment and unemployment, both for the enlightenment of the individual employer and workman and for the guidance of the central Government in framing its economic and social policy.

Apart from the value of a properly co-ordinated Exchange system on broad social grounds, it seemed clear that such a system was a necessary prerequisite for and concomitant of insurance, so that the currency of claims to benefit might be limited wherever possible by the offer of suitable employment to the claimants. For this reason, it was decided that the accepted recommendations of the majority of the Royal Commission should be implemented in two stages. Accordingly legislative effect was given to the first main recommendation by the passage into law of the Labour Exchanges Act, 1909, in September of that year, followed in 1911 by the National Insurance Act, which established the two systems of health and unemployment insurance and came into force in July, 1912.

The Labour Exchanges Act<sup>3</sup> consists of six sections only, and those who drafted it are to be congratulated upon their skill in framing it in such wide terms that, amid the legislative vicissitudes of unemployment insurance, it has survived unchanged to the present day and is still the legislative basis of the Exchange organisation.

Administration of the Act was entrusted at the outset to the Board of Trade, which was authorised to establish and maintain Employment Exchanges wherever it was thought fit or to assist in the operation of Exchanges maintained by other authorities or persons or to co-operate with any other authorities or persons having powers for the purpose. The Board was also empowered to take over Employment Exchanges established by other authorities, and the powers of Distress Committees or Central Bodies (established under the Unemployed Workmen Act, 1905) to set up an Employment Exchange or maintain an employment

<sup>3</sup> See pp. 251-53.



register were revoked, effective one year from the coming into operation of the Act, except that with the special sanction of the Local Government Board (later the Ministry of Health) such powers still might be exercised. These latter provisions were intended to, and did, in fact, secure the absorption into the national system of the Exchanges established under the Unemployed Workmen Act. The Board of Trade was given power to make General Regulations for the general management of the Exchanges. These were issued on 28th January, 1910, after repeated consultation with representatives of employers and workmen.<sup>4</sup>

The first Exchanges under the Act were opened on 1st February, 1910, and were sixty-one in number, including nineteen taken over from the Central (Unemployed) Body for London. Others were opened as accommodation and staff became available. For administrative purposes the country was divided into eleven Divisions, each with a Divisional Office charged with the control of the Exchanges in its area, under a central office for the whole in London. The number and boundaries of the Divisions have been altered from time to time, but have now settled down to what appears to be the permanent number of seven. The number of Exchanges rapidly increased, and by the end of a month from the inception of the scheme they numbered no less than 214, the aim being to cover the country as completely as possible before the unemployment insurance scheme came into operation. As has been said above, the National Insurance Act, 1911, came into operation in July, 1912, and applied to a limited number of specified trades, of which the most important were engineering, shipbuilding, works of construction and building, covering about 2,250,000 workers, mainly men. By the time the Act came into force the number of Exchanges had risen to 414, and, in order to provide reasonable facilities for the registration of and payment of benefit to unemployed workpeople in the smaller urban and rural areas, provision was made for the appointment of part-time officials, known as Local Agents, of whom there were 883. It is important to note, however, that, with few exceptions, these Local Agents were called upon only to undertake work directly connected with unemployment insurance and were not concerned with the administration of the Labour Exchanges Act.

The Exchanges had hardly had time to get into their stride when the European War broke out, but, though designed for peaceful purposes, the Exchange machine was quickly adapted to supplying the needs of a country suddenly faced with the problem of assembling and equipping an army which was rapidly swelling to many times its normal strength. The Exchanges took an important share in the actual mobilisation of the reserve, thereafter selected and supplied the skilled and

<sup>4</sup> See pp. 254-57.

unskilled labour required first for work in connection with mobilisation (for example, building camps and manufacturing army equipment) and later for the production of munitions. The Exchanges transferred, without serious dislocation of industry, thousands of workers to other trades and districts where their work was essential for war purposes; they were used, as the production of munitions expanded, to recall pivotal workmen from the armed forces and to distribute them where their specialised skill was most needed; they recruited female labour for shell-making and for work on the land; and they placed in employment Belgian refugees and workmen brought from Canada, South Africa and Australia and supervised the allowances paid to these workmen and their dependants. That the Exchange organisation survived the ordeal of being asked to run almost before it could walk is a striking testimony to its flexibility and strength and an eloquent tribute to the careful planning of those who laid the foundations.

In 1916 two events of importance for the Exchanges took place. By the National Insurance (Munition Workers) Act the provisions of the unemployment insurance scheme were extended to cover workpeople, male and female, in trades engaged in the production of war munitions and materials. This added about 1,500,000 to the number of insured workpeople, bringing the total up to 3,750,000. But a more important step administratively was the creation, under the New Ministries and Secretaries Act, of the Ministry of Labour to take over from the Board of Trade certain powers and duties in relation to labour and industry, and in particular the administration of the Labour Exchanges Act and of the unemployment insurance scheme.

Under Section 2 (5) of the Labour Exchanges Act, the Board of Trade was given power to establish Advisory Committees for the purpose of giving the Board advice and assistance in the management of any Employment Exchange. The original Committees established under these powers covered wide areas including a number of Exchanges, but experience shewed that more localised bodies in closer contact with their environment were needed. Accordingly the Employment Exchanges (Advisory Committee) Regulations, 1917, were made by the Minister of Labour on 19th June, 1917, under which Local Advisory Committees (later called Local Employment Committees) were established, in general one for each main Exchange area. These Committees were destined to play an important part in smoothing over the numerous difficulties which arose during the period of re-settlement immediately after the War, and later they were to take a large share in the local administration of the unemployment insurance scheme.

In November, 1918, the Government, faced with the problem of maintaining large numbers of men discharged from the army for whom no

work could immediately be found, as well as civilians left without employment by the cessation of war work, introduced an Out-of-Work Donation Scheme, financed entirely by the Exchequer. The scheme, which remained in operation for civilians until 24th November, 1919, and for ex-service men and women until 31st March, 1921, covered practically the whole working population (including those already insured—with the proviso that they could not draw both unemployment benefit and the donation simultaneously) and introduced for the first time the principle of the payment to an unemployed worker of a separate allowance for dependent children. The administration of the scheme—an almost overwhelming burden suddenly thrust upon the Exchanges in addition to the not inconsiderable problems arising from the transfer of the working population from war to peace production—necessitated an expansion of the local organisation. This was secured, not by an increase in the number of Exchanges, but by the appointment of a larger number of Local Agents. The offices of these agents were now for the first time called Branch Employment Offices, and the agents themselves were styled Branch Managers. At the same time their duties were widened and they were required to undertake the local administration of the Labour Exchanges Act as well as of the Unemployment Insurance Acts, so that all the Local Offices of the Ministry, numbering, in 1919, 392 Exchanges and 1,019 Branch Employment Offices, were engaged in the task of resettling ex-service men and civilian workers in normal industrial employment. Some idea of the magnitude of the task laid upon the organisation may be gained from the fact that the number of unemployed workpeople on the registers rose in less than six months from 73,500 at the date of the Armistice to over 1,119,000.

It was soon clear that special measures were required to assist men disabled in the War to find suitable industrial employment, and in August, 1919, the "King's Roll" was inaugurated by Royal Proclamation. Employers were invited to join the King's National Roll by agreeing that for at least a year a stated proportion (ordinarily 5 per cent.) of their employees should be disabled ex-service men. The local administration of this plan was at first entrusted to the Local Employment Committees, but in view of the pre-occupation of these Committees with the equally pressing problem of resettling the physically fit, it was decided later to transfer the work to special King's Roll Committees,\* generally under the chairmanship of the Mayor as head of the Local Authority, and to set up a central body called the King's Roll National Council to co-ordinate the work of the Committees.

In June, 1920, a Committee was set up under the chairmanship of

\* In a small number of areas the Local Employment Committees continued to exercise the functions of King's Roll Committees.

the Right Honourable G. N. Barnes to examine the work and administration of the Employment Exchanges and to advise as to their future. This Committee, whose report was issued in November, 1920, came to the conclusion that the Employment Exchanges must be retained as a national system and are a necessary corollary to the State system of unemployment insurance.

The next important landmark in the history of the Exchanges was the passage of the Unemployment Insurance Act, 1920, which has been the basis of all subsequent legislation on unemployment insurance and which extended the provisions of the scheme to cover all workers under a contract of service (including paid apprentices) with the exception chiefly of those employed in agriculture, private domestic service, and non-manual labour remunerated at a rate exceeding £250 a year. By this means, some twelve million workpeople in Great Britain and Ireland<sup>6</sup> were brought within the scope of the unemployment insurance scheme, but hardly had the Act come into operation when the country was plunged into the slump which followed so closely upon the post-war boom. In November, 1920, there were some five hundred thousand workers registered at the Exchanges as unemployed, but by the middle of the next year their numbers had risen to over two million wholly unemployed and over one million on short time. Part of this huge increase was due to the dispute in the coal mining industry, which lasted from April to July, 1921, but from then onwards until the end of 1925 there were never less than one million persons registered at the Exchanges as unemployed.

One of the results of the sudden onset of the trade depression in 1921 was to throw out of work large numbers of workpeople who though technically insurable under the new Act had not had time to pay the necessary number of weekly contributions to enable them to qualify for the receipt of benefit. To meet this situation, a fresh Act was passed in March, 1921, which introduced the principle of the payment of benefit in advance of contributions. Special conditions were laid down for the receipt of benefit of this type, and amongst them was one which, by a later development, tended to hamper the development of the Exchanges as employment agencies, and gave rise politically to the charge of administrative persecution. The condition in question was that which required a claimant to benefit in advance of contributions to shew that he was "genuinely seeking whole-time employment but unable to obtain such employment." Later on in the Unemployment Insurance (No. 2) Act of 1924, this condition was changed to "genuinely seeking work but

<sup>6</sup> The administration of the unemployment insurance scheme and of the Labour Exchanges Act in Ireland was transferred in 1922 to the respective Governments of Northern Ireland and the Irish Free State.

unable to obtain suitable employment" and was applied to both kinds of benefit, whether in respect of or in advance of contributions. The effect of this condition, which remained in operation until it was repealed by the Unemployment Insurance Act, 1930, was that by requiring every claimant to benefit to shew that he was prosecuting a diligent search for work the administration of the Unemployment Insurance Acts was for a time tending to defeat one of the objects for which the Exchanges had been set up, namely, to obviate the need for tramping after problematical work, and was stultifying the appeal to employers to engage their labour through the Exchanges rather than by the haphazard methods of advertisement or "at the gate."

Up to the 19th April, 1928, the question whether any individual claimant to benefit in advance of contributions (later, irrespective of contributions) was eligible to receive it was decided by the Minister, while questions relating to benefit in respect of or based on contributions were decided by the statutory machinery set up for the purpose under the Act of 1920. Though retaining the final authority in the matter, the Minister in practice delegated his powers to the Local Employment Committees, which throughout the whole period satisfactorily carried out this difficult work of adjudication upon an entirely voluntary basis. After April, 1928, the work of adjudication was unified under the statutory authorities, but neither they, nor the Local Employment Committees before them, were in a position, except rarely, to check the statements made by claimants anxious to shew that they were genuinely seeking work, and as this fact became more widely appreciated, the condition was a barrier which could easily be surmounted by the glib and unscrupulous.

From the inception of the insurance scheme in 1912 until 1929 the administration of the Labour Exchanges Act and the Unemployment Insurance Acts was concentrated in one Headquarters Department of the Ministry, the Employment and Insurance Department, under the charge of a Principal Assistant Secretary. In 1929, however, it was found that the Headquarters organisation of the Employment and Insurance Department had outgrown the proportions and workable limits of a single unit of administration, and the Department was reconstituted as two separate Departments, the Employment and Training Department and the Unemployment Insurance Department, each in charge of a Principal Assistant Secretary. At the same time the common services of staff, premises and inspection and the executive control of the Exchange machinery were concentrated in a third Department, the Services and Establishments Department, also in charge of a Principal Assistant Secretary with the title of Director of Services and Establishments.

Since 1920 the onset and continuance of an industrial depression for

which there had been no time for the unemployment insurance scheme to prepare itself, and for which indeed it was not designed, have involved the passage of numerous amending Acts and the formulation of a large number of regulations, orders and special orders. There has been at least one Act every year, and in one year as many as four.

Some of the Acts have modified the conditions for the receipt of benefit, others have altered the rates of benefit or of contributions to the Unemployment Fund, but all of them have maintained the distinction between two kinds of benefit introduced by the first Act of 1921. An important step, however, was taken in the first Act of 1930, under which the liability for the benefit paid to those who cannot satisfy the first statutory condition, that thirty contributions have been paid in respect of them in the preceding two years, was transferred from the Unemployment Fund to the Exchequer.<sup>7</sup>

Some idea of the drain upon the resources of the Unemployment Fund caused by the prolonged unemployment which the country has suffered since 1921 may be gained from the successive increases which it has been found necessary to make in the borrowing powers of the Fund. By the first Act of 1921, the limit of these powers was fixed at £10 million but this was doubled by the No. 2 Act in the same year. In 1928 the maximum was again doubled, and was raised a further £10 million by each of the second, third and fourth Acts of 1930, at the end of which it stood at £70 million. The first Act of 1931 advanced the limit by another £20 million and the second Act of 1931 raised it to £115 million, at which level it still stands. During the same period, 1920-32, no less than £702 million has been paid out through the Exchanges by way of benefit (including out-of-work donation and transitional payments).

It would need more space than is at our disposal here to discuss the merits and demerits of the unemployment insurance scheme as designed and administered in Great Britain, and in any event it would hardly be appropriate to do so in a brief historical survey of this nature. But it can be affirmed without fear of contradiction that the scheme has been a most important factor in the internal stability of the country, and in spite of the burdens which it has placed upon the shoulders of industry and the general body of taxpayers—burdens which would have brought ruin upon a large number of Local Authorities who would otherwise have had to deal almost entirely with the distress caused by unemployment—has contributed in no small measure to that resilience which has enabled the country so far to weather the rigours of the "economic blizzard."

To complete this historical sketch of the work of the Employment

<sup>7</sup> The transitional payments scheme is described on pp. 281-82.

Exchanges, it is necessary to refer briefly to one or two special aspects of their work.

Under the Choice of Employment Act, 1910,<sup>8</sup> Local Education Authorities were authorised to establish Juvenile Employment Bureaux. In areas where the Education Authority did not exercise these powers, the task of assisting juveniles to find suitable employment was undertaken by the juvenile departments of the Exchanges, to many of which were attached Juvenile Advisory Committees, established under the Special Rules made by the Board of Trade in 1913.<sup>9</sup> The administration of unemployment insurance for juveniles was undertaken in all cases by the Ministry of Labour through the Exchanges, but in the Unemployment Insurance Act, 1923, it was provided, as a result of an enquiry undertaken by Lord Chelmsford in 1921, that an Education Authority should have the alternative of undertaking both "choice of employment" powers and the administration of unemployment insurance for juveniles or of leaving the whole of this work to the Ministry of Labour. Where the Local Education Authority undertakes the work, it is repaid out of the Unemployment Fund the amount it has expended in benefit and receives in addition a contribution from the State towards the expenses of administration in accordance with a scale fixed by the Minister of Labour (with the consent of the Treasury) after consultation with Associations representing Local Education Authorities.

London and many other counties decided to leave the work to the Ministry of Labour, and on the 30th September, 1933, the position was that the Local Education Authorities were responsible for the work in 106 areas in England and Wales, while the Ministry of Labour was directly responsible for the work in 224 out of a total of 368 Employment Exchange areas.

In Scotland the position is governed by the Education (Scotland) Act, 1908, which contained provisions similar to those of the Choice of Employment Act, 1910, but only one authority took advantage of these provisions, and that was in Edinburgh, where, since 1911, there has been in operation a scheme jointly administered by the Local Education Authority and the Ministry of Labour. In all other areas in Scotland the Ministry is directly responsible.

The work of advising and placing in employment mentally defective and physically deficient children is, except in London, carried out by the Education Authorities, but in London the Ministry of Labour took over this work in April, 1924, appointing as its agents the London Association for the Care of the Mentally Defective<sup>10</sup> and the After Care Association

<sup>8</sup> Later embodied in section 107 of the Education Act, 1921.

<sup>9</sup> Under Regulation No. IX of the General Regulations.

<sup>10</sup> In March, 1931, the London County Council re-assumed, under statutory authority, the work for mental defectives.

for Blind, Deaf and Crippled Children, both of which had previously carried out the work on behalf of the London County Council. So far as secondary school children are concerned, the Ministry is advised and assisted by two Committees, the Headmasters' Employment Committee of the Incorporated Association of Headmasters of Public Secondary Schools and the Employment Committee of the Association of Headmistresses of Public Secondary Schools.

Before we leave the question of juvenile employment, mention should be made of two important events in the history of the development of this aspect of the work of the Ministry. Prior to 19th September, 1927, the Board of Education was responsible for the oversight of the "choice of employment" work of Local Education Authorities, but on that date the duties of the Board were transferred to the Ministry of Labour by the Ministry of Labour (Transfer of Powers) Order, 1927, in accordance with a recommendation of the Committee on Education and Industry (England and Wales). Following upon other recommendations of the Committee, the Minister of Labour established in 1928 a National Advisory Council for Juvenile Employment in England and Wales and a corresponding Council in Scotland, composed in each case of representatives of Local Education Authorities, teachers, employers, workpeople and of the Juvenile Advisory Committees.

Although the general level of unemployment in 1927 was lower than it had been in any year since 1920, disquieting symptoms were making themselves evident in some of the basic industries, notably coal mining, iron and steel, cotton, shipbuilding and heavy engineering. These industries were subject to continued irregularities in employment, and in two of them, coal mining and iron and steel production, there were clear indications of a surplus of man-power in some areas which would be forced to seek an outlet in other directions. Public attention became directed to the problem of transferring this surplus of productive power to other districts and other industries. It was realised that sudden readjustments of the industrial population were not practicable and that the redistribution of the surplus must be largely a matter of personal effort. At the same time, it was felt that personal efforts could be supplemented, and waste of energy reduced, by making use of a co-ordinated system such as the Employment Exchanges, which are in a position to know not only of actual vacancies but of the tendencies of the labour market in every part of the country.

In order to have the benefit of independent advice upon the best method of solving the problem, the Minister of Labour appointed the Industrial Transference Board<sup>11</sup> in January, 1928, "for the purpose of

<sup>11</sup> The Board consisted of Sir Warren Fisher, G.C.B., G.C.V.O.; Sir John Cadman, K.C.M.G., D.Sc.; and Sir David Shackleton, K.C.B., J.P.



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." Partly as the result of the Board's report, which was issued in July, 1928, and partly as the result of experiments conducted during the Board's deliberations by the Ministry of Labour, the industrial transference policy was formulated and put into operation.<sup>22</sup>

In the application of this policy the Exchanges took an important share, not only in making known the various forms of assistance available, but in receiving and scrutinising applications, making the detailed arrangements for transfer and canvassing employers for suitable vacancies, and once more they gave convincing proof of their versatility and their ability to cope with an industrial problem of considerable delicacy.

<sup>22</sup> For a detailed description of this policy see pp. 156-59.

## CHAPTER VI

### PRESENT ORGANISATION OF THE SERVICE AND METHOD OF FINANCING<sup>1</sup>

#### STAFF

As was indicated in Chapter V, the Exchanges, set up as employment agencies under the Labour Exchanges Act, 1909, are used also for the administration of the unemployment insurance scheme. The present organisation of the Service, which is part of the Ministry of Labour, is shewn in skeleton form in Chart 2. The positions of Minister and Parliamentary Secretary are filled by political appointments, while the rest of the organisation, except for a proportion of clerical posts in the Exchanges,<sup>2</sup> is staffed by permanent civil servants.

It will be seen that the Headquarters of the Ministry of Labour consists of a Permanent Secretary assisted by a Deputy Secretary, under whom the work is divided into five main departments, each in charge of a Principal Assistant Secretary. Of these, the Employment and Training Department and the Unemployment Insurance Department deal respectively with the administration of the Labour Exchanges Act and the Unemployment Insurance Acts, and with all questions of policy relating thereto. The Services and Establishments Department provides the means whereby the work may be carried on. In conjunction with the Treasury and the Civil Service Commission it recruits the necessary permanent staff; through the Office of Works it makes provision for the requisite premises and for their maintenance; and, in consultation with the other Departments of the Ministry, formulates the procedure to give effect at Local Offices to the statutory and general administrative responsibilities of the Ministry. All general instructions to Divisional and Local Offices<sup>3</sup> are issued through this Department, which is responsible also, through its Inspection Branch, for such enquiries as may be necessary into the working of the system to ensure efficiency.<sup>4</sup>

The General Department is responsible for that part of the work of the Ministry which relates to conciliation and arbitration in trade dis-

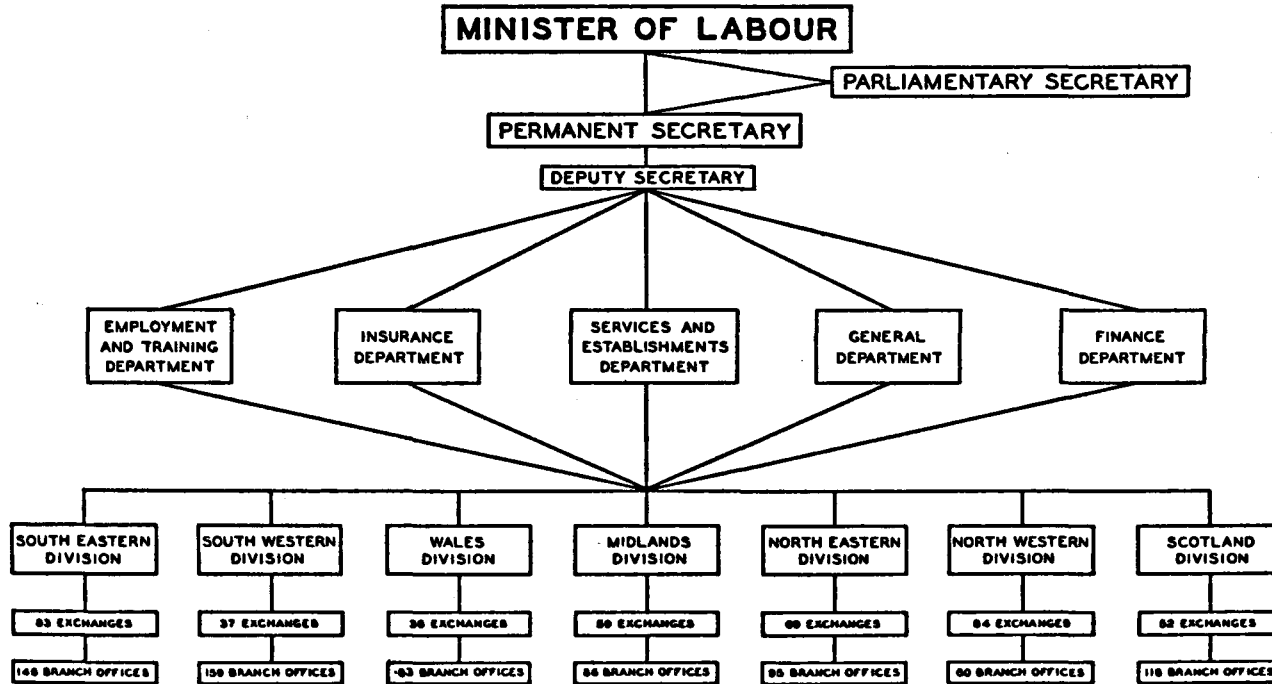
<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> See p. 85.

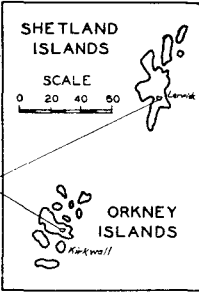
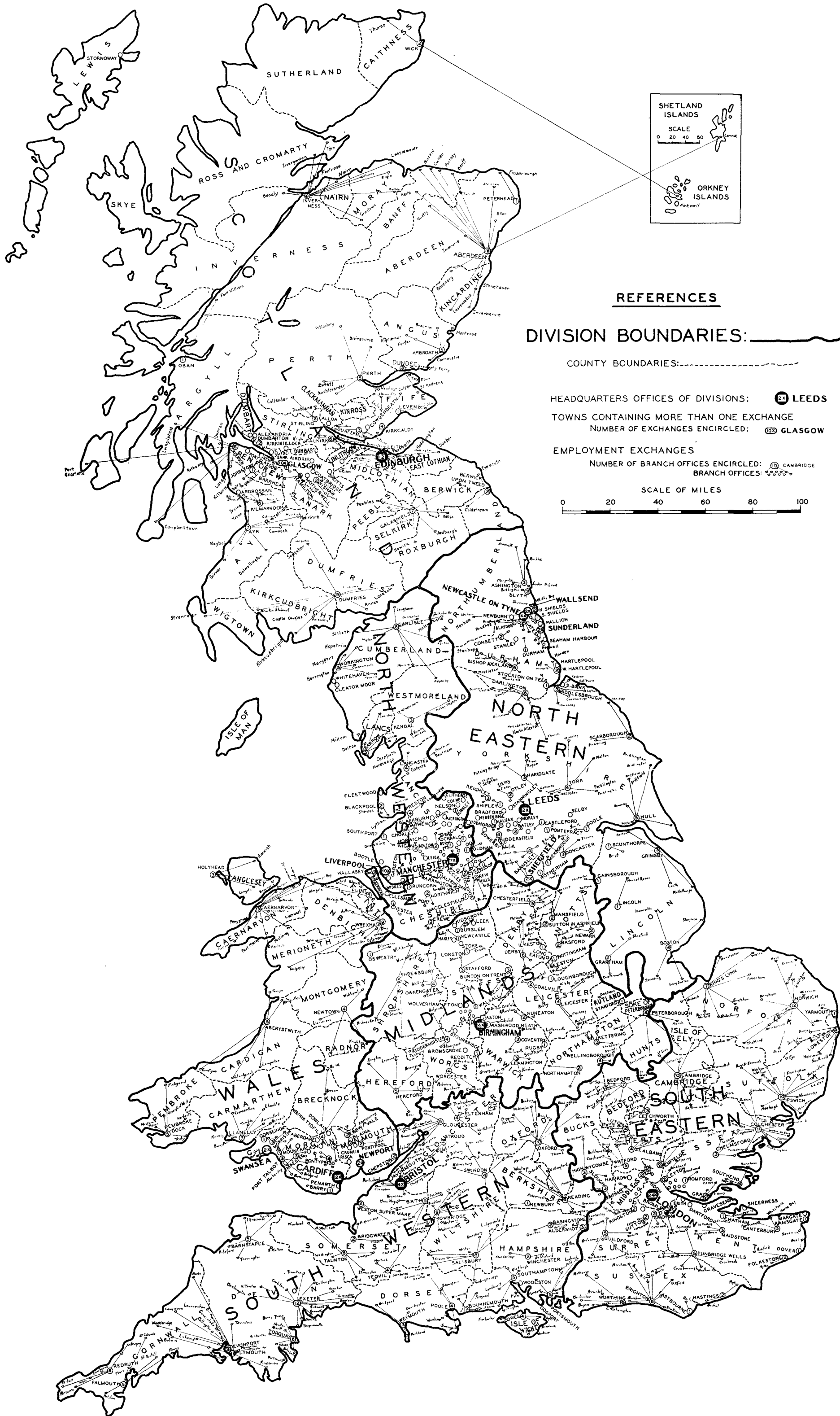
<sup>3</sup> The term Local Office is used to denote Exchanges and Branch Offices together. The term Local Officer is applied to any officer engaged therein.

<sup>4</sup> Inspection procedure is discussed on pp. 85-86, 89.

CHART 2  
 ORGANISATION OF THE EMPLOYMENT EXCHANGE SERVICE



BOUNDARIES OF ADMINISTRATIVE DIVISIONS,  
AND LOCATION OF EMPLOYMENT EXCHANGES AND BRANCH OFFICES, GREAT BRITAIN, 1933



**REFERENCES**

**DIVISION BOUNDARIES:** \_\_\_\_\_

COUNTY BOUNDARIES: - - - - -

HEADQUARTERS OFFICES OF DIVISIONS: (24) LEEDS

TOWNS CONTAINING MORE THAN ONE EXCHANGE

NUMBER OF EXCHANGES ENCIRCLED: (20) GLASGOW

EMPLOYMENT EXCHANGES

NUMBER OF BRANCH OFFICES ENCIRCLED: (10) CAMBRIDGE

SCALE OF MILES



putes; for the administration of the Trade Boards Acts, 1909 and 1910; for international labour questions, including liaison with the International Labour Office; and for the general statistical work of the Ministry.

The Finance Department under the Accountant General looks after the general financial requirements of the Ministry and keeps the accounts of the Unemployment Fund, including the records of the contributions paid by each individual insured person and the amount of benefit paid to each. This latter work is performed at the Claims and Record Office of the Ministry which is situated at Kew.<sup>5</sup>

The provincial organisation of the Service is split up into seven territorial Divisions,<sup>6</sup> each in charge of a Divisional Controller, assisted by a Deputy Divisional Controller, whose office is in the principal town of his Division and who is responsible for the executive control of the Exchanges and Branch Employment Offices in his Division, subject to the general direction of Headquarters. The internal organisation of each Divisional Office follows broadly that of Headquarters and is shewn in general outline in Chart 3.<sup>7</sup> It should be noted that in each Division there is a local accountant who is responsible directly to the Finance Department and who deals with all questions of divisional accountancy. In the provinces the work connected with conciliation and arbitration is performed by specially appointed conciliation officers directly responsible to the General Department.

Permanent full-time Employment Exchanges are established in all the more important towns<sup>8</sup> of the country and numbered 420 on the 1st January, 1933. The intervening rural areas are covered by Branch Employment Offices, staffed on a part-time basis, and grouped under the Employment Exchanges, so that each Exchange Manager (except those in the densely populated industrial districts) may be responsible for the executive control of one or more attached Branch Offices. The number of Branch Offices was 747 on the 1st January, 1933. The Exchanges and Branch Offices deal free of charge with employers as well as workpeople, and with men, women and juveniles (except in those areas in which the Local Education Authority undertakes employment and insurance work for juveniles).<sup>9</sup> Separate sections of the premises are provided for the sexes both on the adult, and in all but the smaller offices, on the juvenile side,<sup>10</sup> and except in the smaller Branch Offices, applicants are dealt with by officers of the same sex.

<sup>5</sup> See pp. 98-100.

<sup>6</sup> See the map giving the boundaries of the Divisions, the location of the Divisional Offices, Exchanges and Branch Employment Offices.

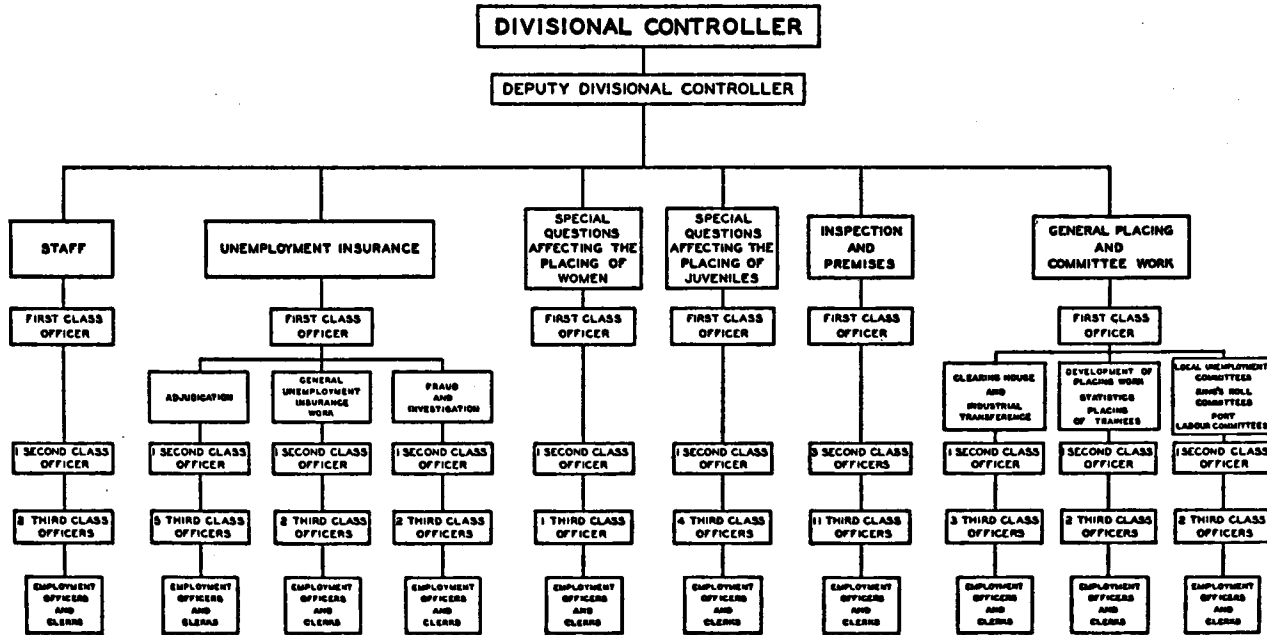
<sup>7</sup> The staff is discussed on pp. 83, 85.

<sup>8</sup> In the larger and more densely populated districts there may be more than one Exchange; in Manchester there are nine, while in London there are no less than fifty-six.

<sup>9</sup> See pp. 76-77.

<sup>10</sup> Premises are discussed on pp. 89-90.

CHART 8  
ORGANISATION OF A DIVISIONAL OFFICE



The organisation of an Employment Exchange varies with the number of staff employed and this in turn varies with the size of the register of unemployed workpeople with which the office is called upon to deal. In most Exchanges a common waiting-space is provided in each department for all applicants without distinction of occupation, contact between them and the Exchange officials taking place across a counter running the whole length of the room. Usually one end of the counter (known as the employment section) is reserved for placing work, and adjacent rooms are provided for private interviews. In the larger Exchanges the staff engaged upon placing is so organised as to make each officer responsible for the applicants in a group of more or less cognate trades, but in the smaller Exchanges and in the Branch Offices this arrangement of the work is not possible. Chart 4 gives the typical organisation of an Exchange dealing with a register of about eight thousand persons (say 6,500 men, 1,300 women, two hundred juveniles).<sup>11</sup>

The average Branch Employment Office is not called upon to deal with more than six hundred applicants at a time and the whole of the work is performed by the Branch Manager himself with the aid of one or two clerks, so that there is little, if any, subdivision of the work into separate compartments.

Table 25 (page 232) shows the numbers and cost, by Departments, of the staff of the Ministry as a whole, and the amounts paid by way of salaries to the permanent and temporary staff, respectively, for 1931, the latest year for which the figures of actual expenditure on this account are available.

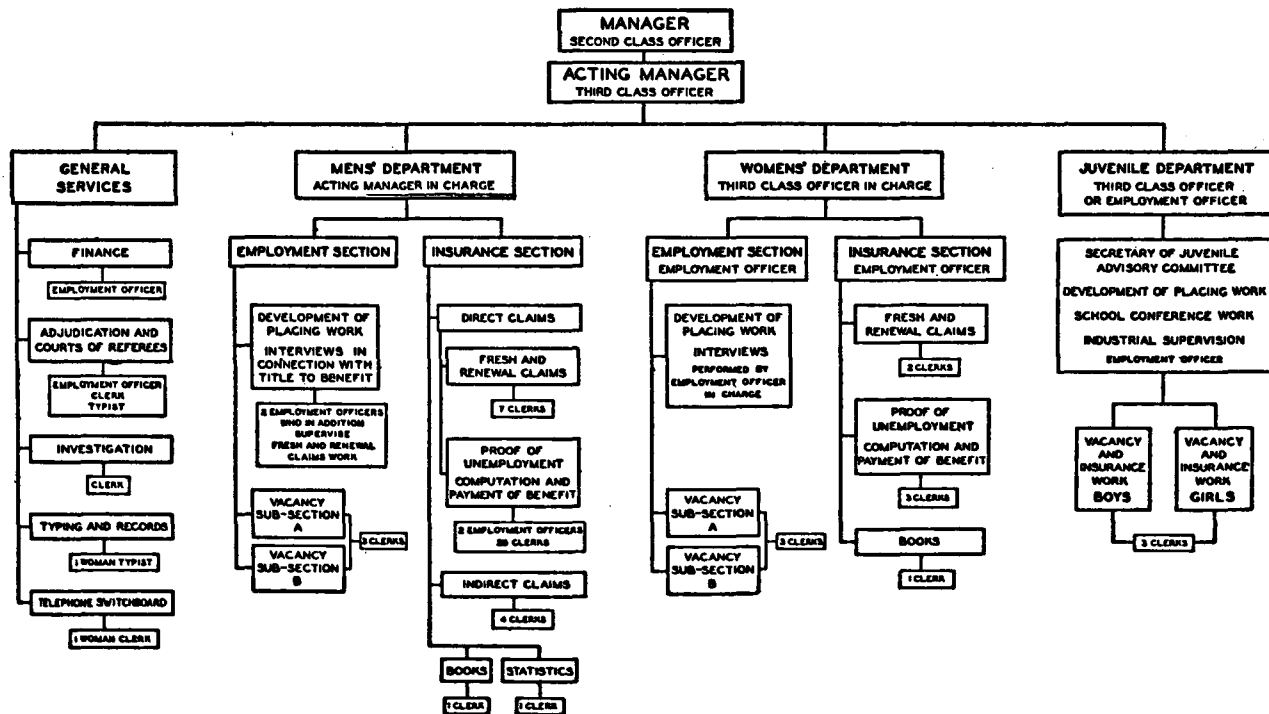
The rates of pay of the staff, both permanent and temporary, are set by the Treasury.<sup>12</sup> The numbers of permanent staff are also fixed in agreement with the Treasury. The temporary staff is almost wholly employed in the Divisional and Local Offices. They are employed mainly in the subsidiary clerical classes and their numbers fluctuate upon a basis agreed with the Treasury, according to the number of workpeople registered as unemployed. They are recruited through the Local Offices, preference being given to ex-service men. The grades, numbers and rates of pay of the staff in post in the Exchange Service on 1st April, 1933, are given in Table 26 (page 233).

The grades of First, Second and Third Class Officers are managerial grades. In Divisional Offices the First Class Officers are the heads of Sections and are assisted by Second and Third Class Officers, as necessary. In Employment Exchanges, the three grades are employed either as Managers of First Class, Second Class, and Third Class Exchanges,

<sup>11</sup> The floor plan of such an exchange is given on p. 87.

<sup>12</sup> Substantive rates of pay are subject to an additional bonus to meet the increased cost of living compared with 1914.

CHART 4  
ORGANISATION OF A TYPICAL EXCHANGE OF THE SECOND CLASS





respectively, or—in the case of Second and Third Class Officers—as assistants to the Managers in the bigger Exchanges.

The Employment Officer grade provides the supervisors in immediate control of general clerical work, both in Divisional Offices and in Employment Exchanges.

The Employment Clerk grade and the subsidiary Clerical Classes share between them the actual performance of the general clerical work. The Employment Clerk may be engaged on the full range of duties below those falling to the Employment Officer, while the subsidiary classes share in that work according to their grading. Grade I and Grade II clerks are employed either as leaders in sub-sections or on individual duties above routine; while Grade III clerks are engaged on the more simple routine or mechanical duties.

Normal entry into the permanent grades is at the Employment Clerk stage, by public examination held by the Civil Service Commissioners,<sup>13</sup> but entry into this grade is also possible by promotion from amongst the permanent established officers in the subsidiary clerical classes.<sup>14</sup> The grades above Employment Clerk are filled by promotion, but a small number of candidates between the ages of twenty-one and twenty-four, inclusive, are admitted by examination from time to time into the grade of Third Class Officer.

As explained earlier, provision is made for the performance of the work of the Department in small towns and villages by the appointment of part-time Local Agents, known as Branch Managers. These Branch Managers are normally local residents (in many cases already engaged in some other form of occupation locally, such as Law or Accountancy) who undertake to do the necessary work on behalf of the Department and to provide the premises and staff required for it. They are paid on the basis of the total volume of work passing through their offices.

#### INSPECTION PROCEDURE

Mention has already been made of the staff of inspectors<sup>15</sup> which is maintained at Headquarters and in each Divisional Office. All these, together with the Exchange Managers themselves, are concerned in various ways with ensuring that the Exchange system is functioning in all its parts and as a whole with the maximum of efficiency.

The main activities of the Headquarters Inspectorate are directed not so much towards ensuring the detailed observance of current instructions, as towards the elucidation of the broader problems of organisa-

<sup>13</sup> The limits of age are sixteen and seventeen.

<sup>14</sup> In recent years a number of temporary "ex-service" employees have been admitted, by examination and otherwise, to the permanent established staff.

<sup>15</sup> See p. 79. See also organisation chart of a Divisional Office, p. 82.

tion and procedure by means of what are known as functional surveys, each survey being carried out at a number of Divisional or Local Offices in relation to a particular subject, for example, employment and placing in employment, title to benefit, special questions affecting women and juveniles, Local Office facilities for unemployed persons, office organisation, staff, premises, and so on. In addition the Headquarters Inspectorate is charged with the duty of inspecting the Divisional Offices themselves (including the methods and organisation of Divisional Inspection), the Training and Transfer Instructional Centres,<sup>16</sup> the choice of employment work at Juvenile Employment Bureaux,<sup>17</sup> and the work performed under Section 17 of the Unemployment Insurance Act, 1920, by trade unions having arrangements under that section.<sup>18</sup>

The results of the surveys and inspections are embodied in memoranda which are presented by the Chief Inspector to the administrative branches concerned at Headquarters for consideration and such action as may be thought desirable. In some cases (for instance, inspections of Divisional Offices) the observations of the Divisional Controller upon the results of the inspection may be obtained before submission to the headquarters branch or branches concerned.

The Divisional Office Inspectorates are primarily concerned with maintaining compliance with the various codes of instructions and the requisite standard of efficiency of performance. They carry out at least one general inspection yearly of every Exchange and Branch Employment Office in the area of the Division and one every two years of the insurance work of Juvenile Employment Bureaux. In addition each Exchange and Branch Office is visited once a year by a representative of the Finance Department, that is, the Local Accountant,<sup>19</sup> who conducts an audit examination of finance work, including payment of benefit, etc., to claimants. Since some of the ground covered in the general inspection and in the audit examination is the same (such as the examination of claim documents to see that computation and payment has been correctly made), arrangements have recently been made to conduct both enquiries at the same time.<sup>20</sup> The results of the inspection and audit are set out in separate reports but both reports are subsequently dealt with by the Divisional Controller.

At the close of the inspection-audit, points arising are discussed between the inspecting officers and the Manager. A copy of the inspector's report is sent in due course to the Local Officer, whose written observations may be requested on any point of major importance. Lengthy

<sup>16</sup> See pp. 148-50.

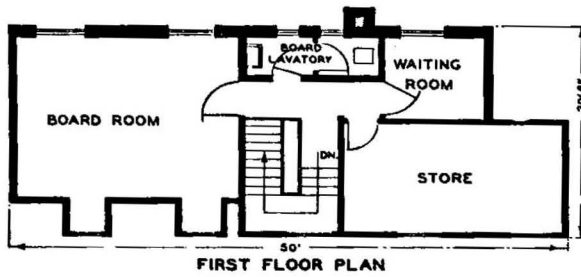
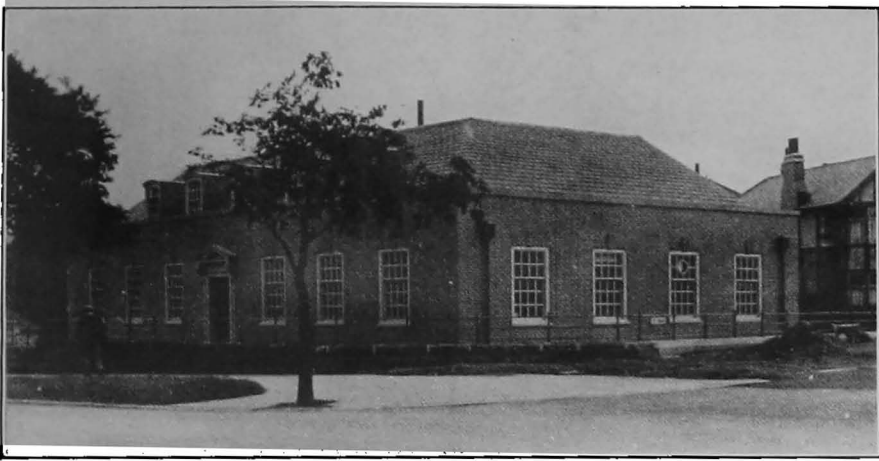
<sup>17</sup> See pp. 76-77.

<sup>18</sup> See pp. 105-06.

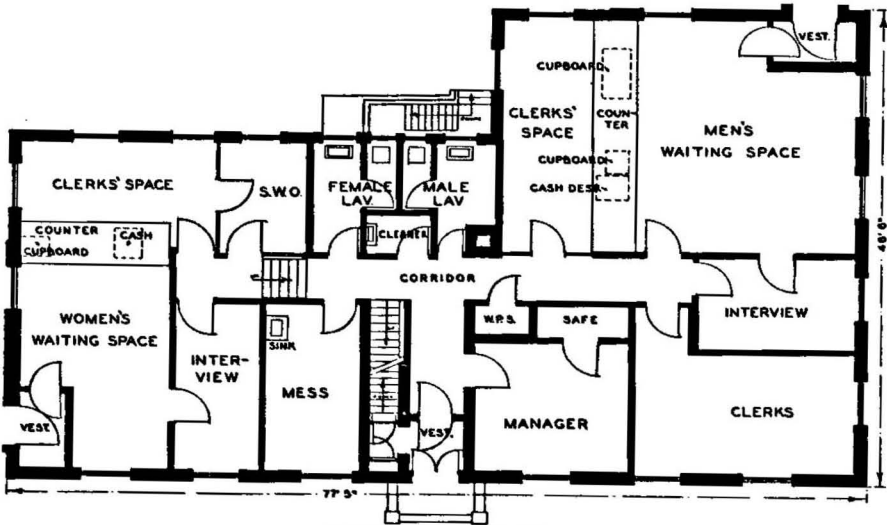
<sup>19</sup> See p. 81.

<sup>20</sup> This system at present only applies to Exchanges.

HARROGATE EMPLOYMENT EXCHANGE BUILDING AND FLOOR PLANS  
INSURED POPULATION IN AREA SERVED, 8,420



FIRST FLOOR PLAN



GROUND FLOOR PLAN

reports are discouraged; errors and defects are set down in note-sheets of which copies are left with the Local Officer for necessary corrective action.

Each Exchange Manager is required himself to conduct a quarterly inspection of his own office. This inspection is not a complete examination of every item of work, but a test check of each item, sufficient ground being covered during the quarter under each item to ensure that a really representative sample of the various activities of the office is brought under review. The Manager may devolve some or all of the internal inspection upon senior officers of his staff not below the rank of Third Class Officer, provided that he makes test inspections of at least 25 per cent. of each item so delegated at six-monthly intervals. A brief record of managerial inspection is maintained.

Supervisors at Exchanges are required to make test checks of the work for which they are responsible once a month and to render a brief report to the Manager of the results of their check and of the action taken to correct errors of procedure, etc.

Parent Exchange Managers are responsible for supervising the work of their attached Branch Offices. This supervision is normally exercised by occasional visits, written instructions, returns, reports and correspondence. In addition, each Parent Exchange Manager is required to inspect each of his Branch Offices once a year to ensure efficient conduct of their work.

It will be seen from what has been said above, that the duty of ensuring the proper observance of current instructions and procedure falls in the main upon the Divisional Office Inspectorate and upon Local Officers themselves, while the Headquarters Inspectorate is chiefly concerned in assisting the administration, by means of independent surveys and research, to secure the most efficient organisation and procedure for carrying out the work of the Exchanges and as far as possible to provide data for consideration of questions of policy. Obviously these are not mutually exclusive functions: general inspections of Local Offices often lead to suggestions for improvement of procedure, while functional surveys must clearly take account of the details of Local Office work.

#### PREMISES

Reference has already been made in this chapter to the functions of H.M. Office of Works in connection with the provision of Exchange premises. Permanent premises are constructed in accordance with an annual programme drawn up in agreement with the Treasury. In so far as it is not possible to provide permanent buildings, the needs of the work are met by hiring temporary premises.

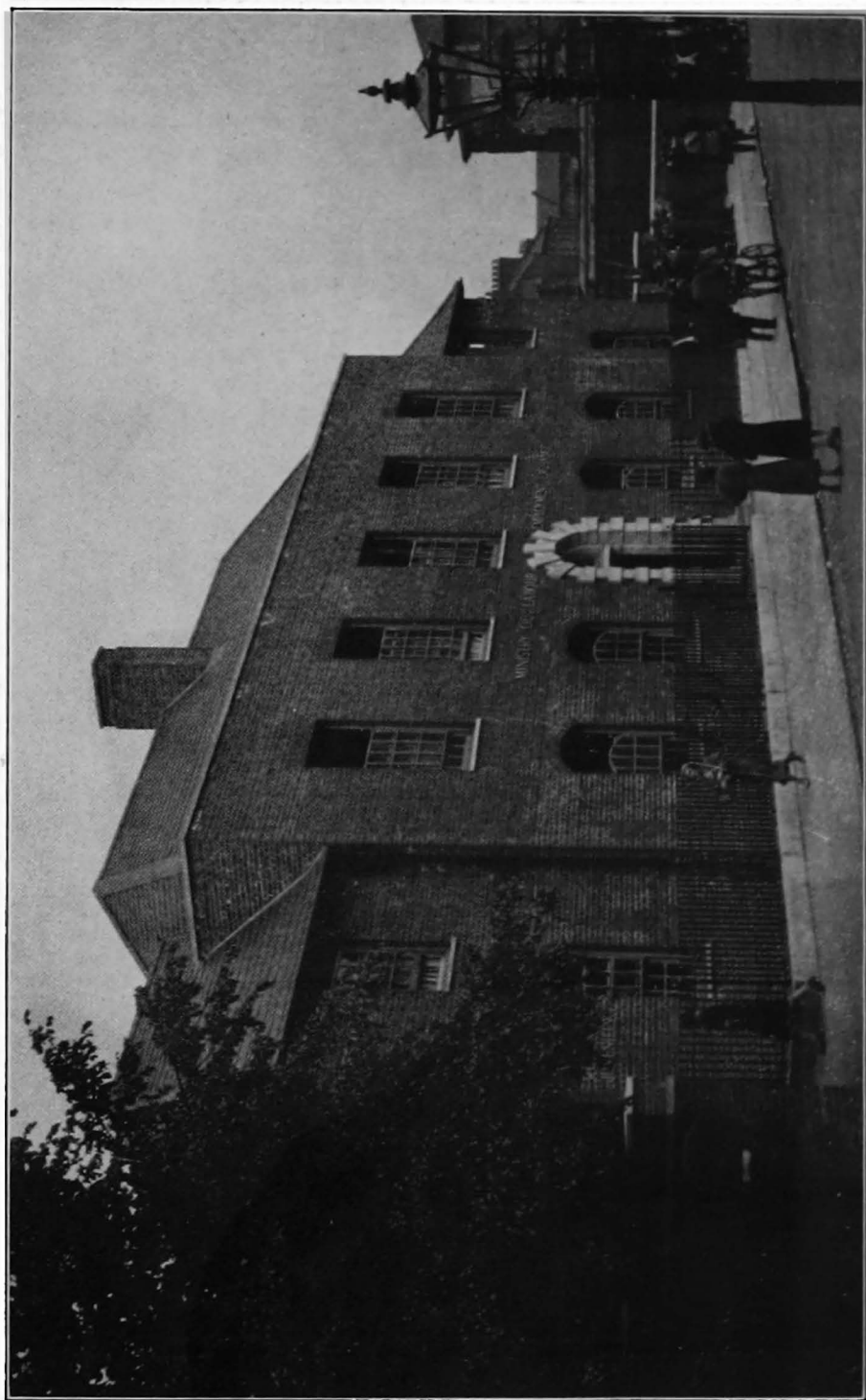
The amount of accommodation provided in permanent buildings is not designed to provide for the existing abnormal level of unemployment but is calculated in relation to the total insured population of the area in question upon the basis of an assumed normal level of unemployment the surplus live register being dealt with in temporarily hired quarters.

The general principles governing the selection of sites for premises are as follows:

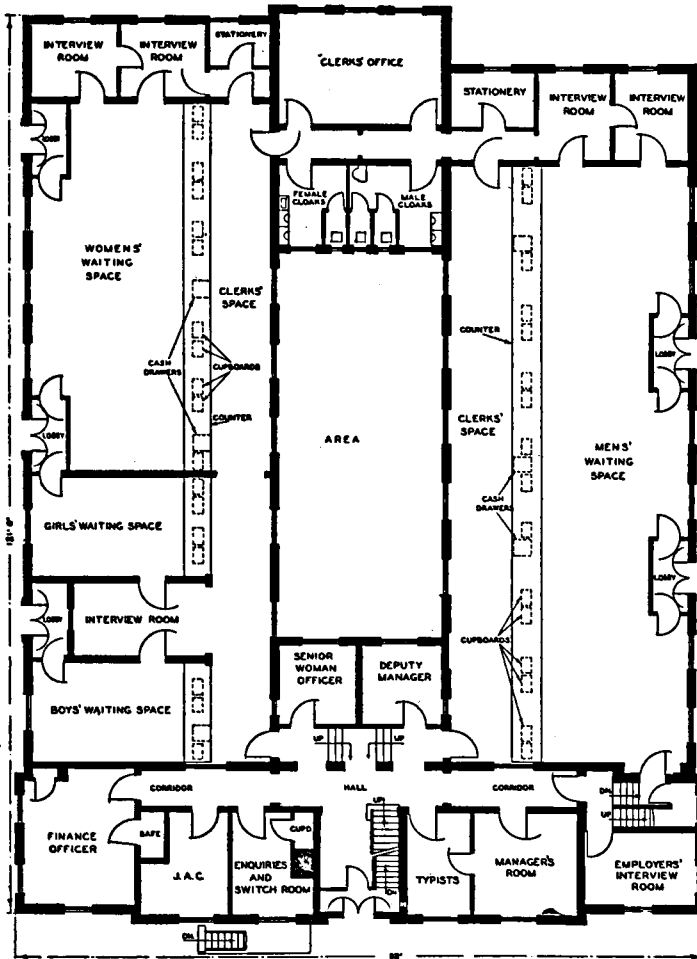
1. The site should be as central as possible in relation to the area the Exchange is designed to serve;
2. It should not be on a main commercial or shopping thoroughfare;
3. It should, however, be easy of access by the main means of communication;
4. It should be accessible on more than one side—ideally, an island site.

The plans of two typical modern general Exchanges are shown on pages 87, 91. It will be seen that the basic principle of the design is the provision of well lit and well ventilated public waiting rooms for the applicants, divided by sex, with separate accommodation for juveniles. The ordinary business of the Exchange with the applicants, such as the taking of claims, registration, the signature of the unemployed register and the payment of benefit, is performed at a counter running the whole length of the waiting room. Interview rooms are provided for private interviews in connection with vacancy work and unemployment insurance, and for interviews between employers and applicants. In addition, separate rooms are provided for the Manager, and, in accordance with the size of the Exchange, for the senior executive officers under him. The clerical work of the Exchange is normally conducted at tables behind the counter, but in the larger Exchanges special rooms are provided in addition for this purpose. A Board Room is provided for meetings of the Local Employment Committee, Juvenile Advisory Committee and other Committees attached to the Exchange, and the Court of Referees. In the largest Exchanges there are separate rooms for the Court of Referees.

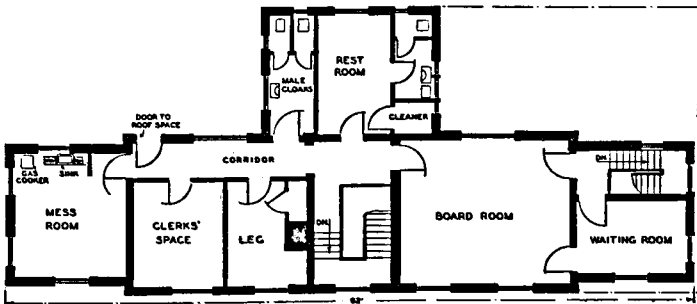
So far little has been done in the direction of the physical separation within Exchange premises of applicants of differing occupational status; the problem has been dealt with rather by timing the attendances of the various occupational groups. But the Department has under consideration the provision of two new Exchanges in the City and West End of London respectively, in which provision will be made for the separate accommodation of clerical and professional workers, skilled tradesmen and unskilled workers.



FLOOR PLANS, HOLLOWAY EMPLOYMENT EXCHANGE  
INSURED POPULATION IN AREA SERVED, 50,980



GROUND FLOOR PLAN



FIRST FLOOR PLAN

## SPECIALISED EMPLOYMENT EXCHANGES

So far only three specialised Employment Exchanges have been established, all in London. Two of these, the Employment Exchange in Great Marlborough Street for the needle trades and other women's occupations in the West End, and the Central Building Trades Exchange in Tavistock Street, have been in existence since 1910 and 1918 respectively, and the third, for the Hotel and Catering Trades, in Denmark Street, was opened in November, 1930. In the first two, segregation of the various occupational groups has not been carried out to any extent, but in the third the principle of specialisation has been developed to a high degree within the Exchange itself. There are separate departments, as in an ordinary Exchange, for men, women and juveniles, but within each of the two adult departments separate accommodation has been provided for the main occupational groups into which the workpeople naturally fall, such as kitchen staff, restaurant staff, and others. In addition provision is made for dealing separately with the higher grades of staff, so that they do not have to mix in the Exchange with the workpeople whom, when in employment, they may have to control. The Exchange also acts as a clearing house for vacancies in the hotel and catering trades throughout England and Wales. Mention should also be made of the special clearing house for the hotel service and private domestic service for Scotland which has been established in the Glasgow (South Side) Exchange, and of the two specialised sections for private domestic service which have been established experimentally in Liverpool and Leeds.

## ADVISORY COMMITTEES

## LOCAL EMPLOYMENT COMMITTEES

From the first establishment of the Employment Exchanges it was contemplated that there should be associated with them Advisory Committees composed of outside persons. The Labour Exchanges Act, 1909, provided that the Board of Trade might, in such cases as they thought fit, establish Advisory Committees for the purpose of giving the Board advice and assistance in connection with the management of any Labour Exchange. In fact it was not until 1917 that the Minister of Labour,<sup>21</sup> impressed by the success that had attended the association with the Exchanges of voluntary Committees in the work of replacing in industry men fit for military service by suitable men who could be discharged from the armed forces as unfit, decided to take advantage of the powers

<sup>21</sup> The powers and duties conferred by the Labour Exchanges Act, 1909, were transferred to the Minister of Labour in 1916.



conferred by the Labour Exchanges Act and to establish Advisory Committees. The first two Committees to be set up met in November, 1917; in the next two months some ninety or more were established and many more shortly afterwards in the early part of 1918. In general there is at present a Committee associated with each Exchange<sup>22</sup> in Great Britain, the total number being 333 with a membership of about nine thousand.

Each Committee consists of a Chairman, chosen and appointed by the Minister of Labour; of two industrial panels equal in numbers, composed of persons appointed by the Minister, usually after nomination by associations of employers and workpeople respectively in the various industries carried on in the Exchange area; and of an additional panel, also appointed by the Minister, not exceeding in number one-third of the total membership of the Committee, to which may be appointed representatives of Local Authorities, Ex-Service Men's Associations, Juvenile Advisory Committees<sup>23</sup> and the Women's Sub-Committee<sup>24</sup> as well as individual persons with special knowledge or experience. The Manager of the Exchange normally acts as secretary to the Committee which is provided with accommodation on the Exchange premises. Representatives of the Department attend meetings of the Committee when necessary.

The object of the establishment of these Committees was that the Employment Exchanges might have the full benefit of local knowledge and be brought into close touch with employers and workpeople in their areas. The primary function of the Committees is to give consideration to any matters arising out of the work of the Exchanges to which they are attached and to assist in the investigation of complaints or criticisms; more particularly it is their duty, by discussion, suggestion and individual and collective action on the part of members (for example, by interviewing firms and associations with whom they are in touch and calling their attention to the advantages of the regular use of the Exchanges), to advance the work of the Exchanges as placing agencies.

From time to time as conditions have changed a variety of temporary duties has been entrusted to the Committees. Early in their existence they were concerned with questions relating to the resettlement in civil employment of persons discharged from the armed forces; during 1919 they were extremely active in this matter and performed a considerable amount of useful work. The Committees also took an important part in the Out-of-Work Donation Scheme, which was introduced at the end

<sup>22</sup> In some cases there is a Joint Committee covering a number of neighbouring Exchange areas, for example, the Committee for Greater Birmingham covers six Exchange areas.

<sup>23</sup> See pp. 95-97.

<sup>24</sup> See p. 95.

of the War by the Government of the day to ease the transition from war time to peace time conditions, by interviewing applicants and assisting the Exchanges to decide whether they satisfied the conditions for receipt of the donation.

The onset of the first post-war depression in 1921 resulted in large numbers of workers' soon exhausting their benefit under the Unemployment Insurance Acts and it was decided to assist these persons by the grant of special benefit (called at different times uncovenanted benefit or extended benefit) which was paid at the discretion of the Minister. The Committees, through small panels of members drawn from a rota which often included persons not members of the Main Committee, assisted in the examination and the review of claims to this special form of benefit and of claims to dependants' benefit which was introduced in 1921; they continued to exercise functions of this nature until 1928. Technically the functions of the Committees in this matter were advisory, but in practice their recommendations were generally accepted.

The Committees have also been called upon to assist in the selection of persons on the unemployed register for employment on the various State-assisted relief schemes which formed part of the unemployment policy of successive Governments from 1921 to 1931; in this matter the experience and local knowledge of members of Committees was of considerable benefit, since in the selection of such persons considerations of hardship as well as of industrial suitability were permitted to weigh.

Many Committees have taken a considerable interest in the working of unemployment insurance and have submitted recommendations in connection with the administration of the scheme. In 1931 all Committees were invited to express their views on certain aspects of unemployment insurance and a summary of their observations was placed before the Royal Commission on Unemployment Insurance.

The weight of these additional and specific duties has in the past tended to absorb a great part of the Committees' time so that they have not been able to devote as much attention as they would have liked to their primary task of advising and assisting in the general work of the Exchanges, especially in connection with placing. That task still remains, however, their most important duty. Connected with this they are responsible for local publicity being given to the work of the Exchanges.

In addition they enjoy certain other functions. They are responsible for advising the officer in charge of an Exchange on all applications for accommodation for meetings on the Exchange premises; and they are entrusted with the duty of making recommendations regarding the suitability of persons for appointment on the panels of Courts of Referees.<sup>25</sup>

<sup>25</sup> This and the previous duty referred to are expressly laid upon the Committees by statute or by regulations made under statute.

With the help of periodic reports, which are presented to them for the purpose, they watch the state of local employment and may suggest measures to be taken either locally or through the Department to promote employment or to remove difficulties in the way of the industrial development of the area. A number of Committees have carried out useful and important investigations into matters bearing on employment.

In certain strictly defined circumstances a Local Employment Committee may intervene to assist in the settlement of a purely local dispute. They may only act, however, where it is clear that the dispute is not one that affects national or local agreements reached by national or local machinery and that all the works concerned are in the Committee's area; their action must be confined to calling the parties to the dispute together, and then only if requested to do so by both sides. In fact this function has very rarely been exercised.

In practice some of the work of the Committees is delegated to Sub-Committees, the most important of which are those dealing with placing work and women's employment respectively. The duties of the former are broadly to assist in the development of the placing side of the Exchange functions—about eighty such Sub-Committees have been appointed up to the present.

A Women's Sub-Committee must be appointed by every Local Employment Committee, unless the Minister of Labour decides that this is not necessary in any particular area. The constitution of the Women's Sub-Committee is similar to that of the Main Committee and should consist of equal numbers of representatives of employers and work-people with a few additional members. These Sub-Committees, which have been appointed in most areas, perform the general functions of the Main Committee so far as women particularly are concerned and, in addition, co-operate in interviewing and selecting candidates for training under the various women's training schemes.<sup>28</sup>

#### JUVENILE ADVISORY COMMITTEES

Local Employment Committees are concerned only with that part of the work of the Exchanges which relates to persons of eighteen years and over. But, in recommending the establishment of Employment Exchanges, the Royal Commission of 1905-09 had in mind as one of the principal objects to be aimed at the provision of assistance and guidance for boys and girls who were ready to enter industry, in order that they might be helped to avoid unsuitable or non-progressive employment. Though the general oversight of the arrangements for advising juveniles as to the choice of employment is vested in the Minister of Labour, any Local Education Committee in England and Wales may, if it

<sup>28</sup> See pp. 152-54.

wishes, undertake the work within its own area. In such a case the work is administered through the Juvenile Employment Sub-Committee of the Local Education Authority under the Education Act, 1921, the executive work being performed through a Juvenile Employment Bureau. In other areas the work is carried out by the Ministry of Labour under the Labour Exchanges Act, 1909, through the Juvenile Departments of the Exchanges, with the assistance in most cases of local Juvenile Advisory Committees.

In England and Wales, 106 Local Education Authorities have assumed this work in respect of the whole, or part, of their respective administrative areas, and the Ministry of Labour is directly responsible in 224 out of 368 Employment Exchange areas. In Scotland, the whole of the work is undertaken by the Ministry of Labour, except in Edinburgh where there is a scheme jointly administered by the Local Education Authority and the Department.

There are at present 192 Juvenile Advisory Committees operating in Great Britain. A Juvenile Advisory Council has for some years co-ordinated the work of the twenty-two Local Committees operating in the London County Council area; but there is at present (1933) in process of formation a Regional Council for Juvenile Employment covering virtually the whole of industrial Greater London, which will be responsible for advising the Minister of Labour on general matters affecting the employment and unemployment of some three hundred and eighty thousand boys and girls within the areas of its constituents. Two National Advisory Councils for Juvenile Employment—one for England and Wales and one for Scotland—meet periodically to consider questions remitted to them by the Minister of Labour, and to give advice on general questions affecting juvenile employment.

Juvenile Advisory Committees consist of a Chairman appointed directly by the Minister of Labour, of representatives of the Local Education Authority or Authorities concerned, of teachers representative of the elementary, central and secondary schools (if any) in the area, of employers and workpeople, together with a number of other persons interested in questions relating to the employment and welfare of boys and girls. The Secretary is generally the officer of the Ministry of Labour who, under the control of the Manager, is responsible for the Juvenile Department of the Employment Exchange; but in certain cases the Manager himself undertakes secretarial duties on the Committee's behalf.

The primary duties of the Committees<sup>27</sup> are (1) to advise the Minister of Labour with regard to the management of the Juvenile De-

<sup>27</sup> The constitution and functions of Committees are set out in detail in an official publication, "Outline of the Organisation and Functions of Advisory Committees for Juvenile Employment."

partments of the Employment Exchanges to which they are attached; (2) to give information, advice and assistance to boys and girls under eighteen, and their parents, with respect to the choice of employment and other matters bearing thereon. This duty implies also that they assist to find suitable employment for the young people with whom they are concerned, by canvassing for individual vacancies; (3) to assist commerce and industry to obtain an adequate and satisfactory supply of young labour from local or more distant sources and to co-operate with Committees in other areas for these purposes.

The organisation and duties of the Juvenile Employment Sub-Committees of Local Education Authorities are, in principle, the same.

The principal function of the Committees is, as has already been indicated, to give advice as to choice of career. The methods adopted are described in Chapter VIII.

The special aspect of the Committees' work which is connected with the pupils of secondary schools is assisted by adding to the Committees representatives of the secondary schools and in some cases by appointing special Sub-Committees for the purpose. In certain areas, including London, special Secondary Schools Employment Committees have been established in conjunction with the Incorporated Associations of Headmasters and Headmistresses of Secondary Schools to advise and assist boys and girls from such schools. These Committees place juveniles in employment either directly or in co-operation with the local Juvenile Committees.

Among their other duties, local Committees for Juvenile Employment assist in the transfer of juveniles from the depressed areas of the country where there are small prospects of regular employment to the more prosperous areas. Careful supervision is exercised by the Committees and voluntary organisations working in co-operation with them over the boys and girls so transferred until they are securely established in their new occupations.

As in the case of Local Employment Committees, special aspects of the work of the Juvenile Committees (such as apprenticeship and domestic service) may be delegated to Sub-Committees.

#### ADJUDICATION MACHINERY

Questions relating to the fulfilment of the conditions for the receipt of unemployment benefit (including certain of the conditions for the receipt of transitional payments) are decided by reference to special judicial machinery set up under the provisions of Section 11 of the Unemployment Insurance Act, 1920, namely, the Insurance Officer, the Court of Referees, and the Umpire.

In each main Exchange one or more members of the permanent staff are appointed by the Minister as Insurance Officers, and it is their duty in the first instance to decide whether or not any individual claimant satisfies the statutory conditions for the receipt of benefit. An Insurance Officer has the power to allow any claim which he thinks ought to be allowed, but he must refer any claim which he thinks ought not to be allowed to the Court of Referees for decision.<sup>28</sup> There is a divisional Insurance Officer in each Divisional Office to whom the local Insurance Officer may refer any case in which he is doubtful whether to allow the claim or to refer it to the Court, or any case which raises a novel point of law or principle. The Court of Referees consists of an independent (non-official) chairman, usually a lawyer, and representatives of employers and of workpeople. There is such a Court for each of the more important Exchanges, but in some cases there is one Court covering two or more Exchanges. The chairman and members of the Court are appointed by the Minister, the employers' and workpeople's representatives being chosen from lists drawn up by the Local Employment Committees.

The Umpire who is the final authority in all disputed cases, is appointed by the Crown, and may be assisted by one or more deputy-umpires,<sup>29</sup> likewise appointed by the Crown. The Umpire and deputy-umpires are thus in the nature of judicial authorities independent of Ministerial control.

An appeal from a decision of a Court of Referees may be made to the Umpire by (1) an Insurance Officer; or (2) an association of employed persons of which the claimant is a member; or (3) the claimant himself, if leave to appeal has been granted by the Court or if the decision of the Court is not unanimous. An appeal to the Umpire must normally be brought within six months, and the Umpire's decision is final.

#### CENTRAL CLAIMS AND RECORD OFFICE, KEW <sup>30</sup>

A word or two is perhaps necessary as to the relationship between Local Offices and the central Claims and Record Office at Kew. As has been said above, at this office are kept the ledger accounts<sup>31</sup> of all insured contributors, to which reference is made by Local Officers whenever it is necessary to know whether or not a claimant has paid the

<sup>28</sup> In cases where a claimant's unemployment is due to a trade dispute at the factory where he was employed, the Insurance Officer may disallow the claim, subject to the claimant's right of appeal to the Court of Referees within twenty-one days. Such cases are usually referred to an Insurance Officer at Headquarters who is appointed for the purpose.

<sup>29</sup> On the 1st January, 1933, there were seven deputy-umpires.

<sup>30</sup> A description of the principal returns and reports is given on pp. 271-78.

<sup>31</sup> See p. 185.

necessary number of contributions to entitle him to benefit. Centralisation of records of this kind is the inevitable consequence of industrial mobility. In no other way has it been found possible, except at disproportionate cost and with a great waste of time, to deal with claims to benefit made by a shifting industrial population,<sup>32</sup> when the validity of the claims is related to contributions paid by the claimant to a central fund.

The "credit" side of the ledger accounts is posted annually, the number of contributions paid in respect of each insured person being obtained by counting the number of stamps affixed to his unemployment book.<sup>33</sup> Unemployment books are exchanged annually in July, that is to say, each insured contributor hands in to a Local Office his old book for the year ending the first Monday in July and receives in exchange a fresh book for the ensuing year. Each book bears code letters relating to the industry in which the holder was last employed when his book was issued to him,<sup>34</sup> and the verification and alteration where necessary of the industry classification on unemployment books is an important feature of the annual exchange procedure. The exchange of books thus not only enables the record of contributions to be compiled, but also provides the statistical basis for the annual count of the insured population, both in total and in each industry. The "debit" side of each account is made up at the end of the benefit year<sup>35</sup> of the individual claimant, when the claim is closed<sup>36</sup> and the documents relating to the preceding twelve months are sent to Kew.

Each week after benefit has been paid<sup>37</sup> the Claims and Record Office receives from each Local Office the signed receipts of the individual recipients, together with covering pay-sheets, distinguishing between payments which should be charged to the Unemployment Fund and those which should be charged to the Exchequer under the transi-

<sup>32</sup> Formerly, each Division maintained its own records, but with successive increases in the numbers brought under insurance, the fluidity of the insured population became more apparent and inter-divisional transfers and enquiries became so numerous that centralisation was adopted as a means of avoiding inconvenience and delay.

<sup>33</sup> The unemployment book is in the form of a stout card folded in the middle. Outside it bears identifying particulars relating to its possessor and inside are provided numbered spaces, one for each week of the year, in which a stamp must be affixed for each week or part of a week of employment. The employer is legally bound to pay the joint contribution for himself and the worker, recovering the worker's share out of his wages. If a worker is employed by more than one employer in any week, the first employer during the week is generally liable for the contribution, not more than one contribution being payable in any one week.

<sup>34</sup> Under this system movements from one industry to another are taken into account once a year only. The industry letters on a book are not altered during its currency.

<sup>35</sup> The term "benefit year" means a period of twelve months from the date upon which a claimant proves that he has paid thirty contributions in the last two years and so becomes entitled to receive benefit.

<sup>36</sup> See p. 199.

<sup>37</sup> See pp. 206-12 for the method of computing and paying benefit and transitional payments.

tional payments scheme. The schedules are checked against the individual receipts, and, after discrepancies have been cleared up, are passed to a central accounting section where the totals are debited against the Fund or the Exchequer as the case may be. A percentage of the individual receipts are then examined to see whether Local Offices are correctly carrying out the procedure laid down in Headquarters instructions, and for the purpose of detecting and checking fraud, both internal and external.

#### METHOD OF FINANCING

The total cost of the Ministry of Labour—including the cost of administering the Labour Exchanges Act and the Unemployment Insurance Acts, and the Exchequer contributions to the Unemployment Fund and in respect of transitional payments—is met out of moneys voted annually by Parliament on the basis of estimates presented by the Department in consultation with and with the approval of the Treasury, together with various appropriations in aid, of which the chief is an appropriation from the Unemployment Fund, to which the Treasury, employers and workpeople contribute in equal proportions.

Section 12 (3) of the Unemployment Insurance Act of 1920, as amended by Section 8 of the Act of 1922 and Section 6 of the No. 2 Act of 1924, provides that such sums as the Treasury may direct, not exceeding one-eighth of the receipts paid into the Unemployment Fund on income account, shall be applied in accordance with regulations made by the Treasury as an appropriation in aid of moneys provided by Parliament for the purpose of the salaries and remuneration paid and expenses incurred by the Ministry of Labour and other Government Departments in connection with the Unemployment Insurance Acts. Article 8 of the Unemployment Insurance (National Economy) (No. 2) Order, 1931, increased this limit, while transitional payments continue to be paid, by a sum equal to the cost of administering the transitional payments; this cost is included in the grant payable by the Exchequer under the Acts.

The administrative expenses of the insurance scheme, including those for transitional payments, cover not only the organisation required for collecting contributions and assessing and paying benefit, etc., but also the whole cost of the Employment Exchanges as placing agencies so far as they deal with insured persons, and include (1) examining entitlement of claimants in the light of the statutory conditions and disqualifications laid down in the Acts, the contributions paid and benefit drawn, the continuity rule and the special conditions as to dependants' benefit; (2) registering the claimants as unemployed; (3)



taking signatures in proof of unemployment several times a week; (4) offering work as available; and (5) referring, where necessary, to Courts of Referees and Public Assistance Authorities.

The cost of administering the Unemployment Insurance Acts is ascertained as follows:

1. An analysis is made of the expenditure out of the Ministry of Labour Vote and the expenditure of other Departments of Government on services ancillary to those for which the Ministry of Labour is responsible, such as sale of unemployment insurance stamps, cost of premises and stationery.

2. From this analysis the charges representing the cost of administering the Unemployment Insurance Acts are determined on the bases which seem most appropriate, for example, certain items such as the cost of the Umpire's Office and Courts of Referees are charged in full, while only a part of other items is charged.

3. In the case of the cost of the Employment Exchanges and other Local and Divisional Offices, the allocation between "insurance" work (including transitional payments) and "non-insurance" work is made on a ratio ascertained from returns on their work obtained from Local Offices.

4. As from 1st August, 1924, there is taken into account, in addition to current capital and other expenditure on premises required for purposes of the Unemployment Insurance Acts (a) the value of any property transferred from other Departments to the Ministry of Labour; (b) a rental charge at the rate of 6 per cent. per annum upon 52 per cent. of the capital expenditure incurred on premises up to 31st March, 1922. (Up to this date the Fund had only paid 48 per cent. of its administrative costs, as the amount recoverable from the Fund had by statute been limited to 10 per cent. of its revenue.) Upon the sale or transfer to other Government Departments of such premises, credit is given to the Fund according to the proportion of the cost of acquisition which it has borne.

5. A charge is made to represent the accruing liability in respect of pensions and gratuities calculated on the total salaries (including bonus) paid to the staff concerned. An appropriation is also made for the gratuities payable, in certain cases, to temporary officers. A corresponding amount is added to the cost incurred by other Departments, where appropriate.

6. In addition to the appropriate proportion of the administrative expenditure of the Ministry, certain other items in the Ministry of Labour Vote (grants to Associations, Local Education Authorities and Public Assistance Authorities) in respect of administration of the Acts are also charged.

## EXCHANGE SERVICE OF GREAT BRITAIN

The cost of administering the insurance scheme, shewn as a ratio of the net contribution income of the Fund from 1924, has been as follows:

| Financial Year | Ratio of Administrative<br>Cost to Fund Income. <sup>a</sup> |
|----------------|--|
| 1924-25 .....  | 9.1  |
| 1925-26 .....  | 9.8  |
| 1926 .....     | 13.2   |
| 1927 .....     | 11.7   |
| 1928 .....     | 13.1   |
| 1929 .....     | 11.6   |
| 1930 .....     | 13.3   |
| 1931 .....     | 11.7   |
| 1932 .....     | 8.2 <sup>b</sup>   |

<sup>a</sup> Excludes the cost of administering transitional benefit and payments.

<sup>b</sup> Estimated.

During the years shewing high costs, 1926, 1928 and 1930, there was an increase in the live register, while the drop in 1931 and 1932 may be accounted for in part by the higher contributions and larger proportion of transitional payments.

The circumstances attending other forms of insurance (State and commercial) differ so much from those of unemployment insurance that it is difficult to draw reliable conclusions from a statistical comparison of administrative costs. This at least can be said, that such a comparison gives no ground for drawing unfavourable conclusions as regards the cost of administering unemployment insurance.

Table 31 (pages 246-47) gives the cost of the Employment Exchange Service in Great Britain from 1922 to 1931, the latest year for which figures are available.

## CHAPTER VII

### GENERAL PLACING PROCEDURE<sup>1</sup>

#### REGISTRATION FOR EMPLOYMENT AND MAKING A CLAIM TO BENEFIT

Any person who desires the assistance of the Employment Exchange Service to help him find work<sup>2</sup> may register at a Local Office; any person who desires to claim unemployment benefit must first register for employment. Registration may be effected at any Local Office, but in general it is carried out at the Local Office nearest the applicant's<sup>3</sup> home. Registration must be effected in person except in the case of a claimant who lives more than six miles, or a non-claimant who lives more than three miles, from a Local Office.

#### REGISTRATION OF NON-CLAIMANTS

Since in the case of non-claimants the payment of benefit is not in question, the process of registration consists merely in recording the details of the last and previous unrecorded jobs in the same way as for claimants<sup>4</sup> except that no reference is made to the previous employer.

Non-claimants, upon registration, are given a registration card instructing them how often they are to attend at the Local Office to renew their registration, so as to keep it alive. Attendance is normally required once a week.

#### REGISTRATION OF CLAIMANTS

A detailed description of the procedure for registering claimants for benefit is given in Chapter XII. From the placing point of view the important stages in this procedure are recording details of the claimant's industrial history and classifying his claim occupationally. As will be seen, the particulars of the last job held by the claimant before making his claim are entered by the claimant (or by the Local Officer on his behalf) on his claim form, and are normally verified by reference to

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> Including persons in employment who desire other work.

<sup>3</sup> The term "applicant" is used in a general sense to cover all persons who register; in a special sense, it is used to indicate a person applying for transitional payments. The term "claimant" is applied to those persons who claim unemployment benefit, and the term "non-claimant" to those who do not, or who are not entitled to, claim either benefit or transitional payments.

<sup>4</sup> As given in the following sections.

his last employer. These particulars are copied upon an employment record<sup>6</sup> relating to the claimant, together with details of such other previously unrecorded jobs as may enable a reasonably complete industrial history to be built up and a true estimate to be formed of the claimant's qualifications and experience. For this purpose it may be sufficient to question a claimant over the counter at the time he makes his claim, but in many cases, particularly where the claimant is a worker possessing some degree of skill, it is usual to obtain the required information at a specially arranged private interview.

Upon the basis of the information thus obtained from the claimant about his industrial experience the officer who takes the claim is required to allot to the documents which constitute the claim unit<sup>7</sup> a classification number<sup>7</sup> corresponding to the occupation for which the claimant is industrially best qualified, which is, of course, in most cases the claimant's main occupation.

Finally a clear and comprehensive summary is made of the claimant's qualifications and experience upon a card which forms the uppermost document in his claim unit and upon which are also entered particulars of any employment which he is qualified to take in the event that work in the occupation for which he is registered is not available. Should there be a shortage of labour in the alternative occupation, the claimant's particulars are copied upon another card which is filed with the documents of other applicants in that occupation.<sup>8</sup> At the same time, note is taken of the name and branch of the trade union, if any, of which the applicant is a member, and of his willingness to take work at a distance either within or beyond daily travelling distance.

It is not deemed necessary in the case of workpeople who are temporarily laid off by their employers, together with those whose employment is normally in occupations of a casual nature, such as dockers, to record the particulars of each spell of employment in as much detail as for other classes of claimants. It is obviously not essential to do so for a worker who is expecting to return quite soon to his employer, or whose record of work is a long series of odd jobs involving no particular skill. In the case of dockers, so long as the particular type of work to which the man is accustomed is known, there is no point in recording individual engagements: furthermore, the development of registration schemes<sup>9</sup> makes it still less necessary to record the detailed employment history of each man.

<sup>6</sup> See p. 192.

<sup>7</sup> See pp. 191-93.

<sup>8</sup> Each Local Office is provided with a printed List of Occupations in which some five hundred main occupations with about fifteen thousand sub-occupations have been classified and numbered. This List is at present undergoing revision.

<sup>9</sup> The entries on the second, or "dummy" card, are made in red ink so that the card may be disregarded when the live register of applicants actually unemployed is counted.

<sup>9</sup> See pp. 164-68.

## PROOF OF UNEMPLOYMENT

In order to shew that he is still unemployed and available for work, a claimant is required to sign the unemployed register<sup>10</sup> at the Local Office on specified days each week.<sup>11</sup>

The periodic attendance of applicants enables the Local Office to keep the live register up-to-date, by removing from the boxes in which the live claims are filed those relating to claimants who have failed to renew registration at the due date. This is of the greatest importance from the placing point of view, because it enables the placing officer to know that a claimant whose claim unit is in the box is still available for employment.<sup>12</sup>

## POSTAL APPLICANTS

As has been said above, claimants who live more than six miles, and non-claimants who live more than three miles, from a Local Office may register and prove unemployment or maintain registration by post. The detailed procedure is described elsewhere.<sup>13</sup>

## INDIRECT CLAIMANTS

Under Section 17 of the Unemployment Insurance Act, 1920, the Minister may make an arrangement with a trade union which pays unemployment benefit out of its own funds, to pay in addition such benefit to each member as he would otherwise be entitled to receive under the State scheme, subject to reimbursement out of the Unemployment Fund of the approved payments of State benefit so made, together with a per capita grant in aid of the cost of administration of the arrangement.

Any member of a trade union which has an arrangement of this kind, who wishes to claim benefit under the Unemployment Insurance Acts, must make his claim at a Local Office in the ordinary way. Thereafter he may attend and prove unemployment at the Local Office by signing the unemployed register, or he may attend at the union's office and sign what is known as a "vacant book" there. Vacant books must be in a form approved by the Department and must be open to inspection by the Department's officers at any reasonable time of the day.

<sup>10</sup> See p. 192.

<sup>11</sup> The normal requirement is daily attendance; but where, owing to heavy unemployment, this would put too severe a strain both upon the staff and the premises of the Local Office, less frequent attendance may be required, subject to a minimum of two attendances per week. In such cases there is obviously little risk of the claimant's working in between attendances because jobs will, ex hypothesi, be scarce.

<sup>12</sup> This knowledge is subject to modification where daily signature is not required. In such cases the presence of the claim in the box is not a certain indication that the claimant is actually available. But as the rule for daily signature is relaxed only in areas of heavy unemployment, the chances are that he is in fact still unemployed.

<sup>13</sup> See pp. 198-99.

If a trade union member wishes to travel in search of work he may be given a "vacant ticket," supplies of which may be purchased from the Department by the trade union at a nominal price, which may be stamped with the office stamp of any Local Office on which he has called. At the end of each week the vacant ticket is returned by the member to his union office, where it is used for computation of the benefit due to him, and a new one is issued if required.

The Minister is not empowered to make or to continue an arrangement under the Unemployment Insurance Act unless the trade union "has such a system of ascertaining the wages and conditions prevailing in every employment within the meaning of this Act in which its members are engaged and of obtaining from employers notification of vacancies for employment and giving notice thereof to its members when unemployed as is in the opinion of the Minister reasonably effective for securing that unemployed persons competent to undertake the particular class of work required, shall, with all practicable speed, be brought into communication with employers having vacancies to fill."<sup>14</sup> In other words, the trade union must have reasonably efficient machinery for carrying on placing work on behalf of its members. Reasonable efficiency has, however, been interpreted with considerable latitude and the Department has never gone to the length of requiring a placing organisation anything like as complete as its own. The placing work of unions varies from the filling of vacancies that come to their notice by chance or are reported by other members to fairly close "gentleman's" agreements with individual employers or employers' organisations whereby all vacancies are notified to the unions concerned. In all cases, the Department has insisted on the maintenance of close contact between the branch secretaries of the unions and the Local Offices of the Department so that vacancies notified to the Department are available for their members. The unions are also under an obligation to report to the Department any cases in which members refuse apparently suitable employment and so render themselves liable to be disqualified for the receipt of benefit.

#### VACANT TICKET PROCEDURE

If it were the universal practice of all employers to engage their labour through the Employment Exchanges there would be no need for anyone to search for employment on his own account. As it is, however, it is still necessary for the man who needs work to do this. For most applicants a search within reasonable daily travelling distance of their homes is compatible with reporting as required at their local Exchange. But occasionally it may happen that a workman, acting on information

<sup>14</sup> Section 17 of the Unemployment Insurance Act, 1920.

which he may have picked up from his fellows or from friends, desires to prosecute a search over a wider area. In such circumstances, if he is claiming benefit and his plan is a reasonable one the Local Officer may give the claimant a vacant ticket by means of which he may prove unemployment at Local Offices on his route. The name of the first Local Office at which he proposes to call the day after he leaves home is entered on the card before it is given to him, and so on at each office at which he calls. The fact that he has called at each of the offices named is recorded by impressing the office stamp in the appropriate space on the card. The card lasts a week and a new one is issued if necessary at the Local Office of call on the last day of currency of the old one, and subject to the same safeguards.

If the claimant proposes to make a short tour, returning home at the end of it, he keeps all the cards he has used and hands them in on his return to his home Local Office. In such circumstances, of course, he cannot receive benefit until his return home. If, however, he does not propose to return home, he may arrange to have his claim transferred to the Local Office in the area in which he intends ultimately to reside.

It is not the purpose of this procedure to encourage vagrancy. Vacant tickets are, therefore, sparingly issued, and as employers make greater use of the Exchanges the use of vacant tickets will diminish still further. Moreover it is provided by sub-section (3) of Section 8 of the Unemployment Insurance Act, 1920, that a claimant shall be disqualified for receiving benefit while he is an inmate of any prison, workhouse or other institution supported wholly or partly out of public funds. If the person concerned is in possession of a vacant ticket he is required to produce it for suitable endorsement by the workhouse master, so that he cannot subsequently receive benefit for the day in question.

#### LIVE REGISTER

The documents relating to all applicants who are maintaining their registration for employment, whether they are claiming benefit or not, compose the live register. They are filed in metal trays or boxes (holding on the average about two hundred complete sets of registration and benefit documents) and are arranged in occupational groups and alphabetically within each group. Separate files are kept in this way for claimants, non-claimants, those who have been temporarily stopped from work, disabled ex-service men, and casual workers. In the larger offices it is often the practice to file the benefit documents and the registration documents separately, each set alphabetically in occupational groups, the one being housed in the Insurance Section and the other in the Employment Section, special arrangements being made to ensure that when the documents relating to any individual claimant are withdrawn

from one file, for example, because he has been placed in employment or has found work, the corresponding documents are withdrawn without delay from the other.

Documents taken from the live register are filed alphabetically in occupational groups in a dormant register, where they remain until the applicants to whom they relate re-register.

#### NOTIFICATION AND REGISTRATION OF VACANCIES

An employer or his representative may notify a vacancy, that is, request the Local Office to find him a workman, by personal call, by telephone, by post, by telegram or by messenger. If the employer is not one with whom the Local Office has had previous dealings, or if local labour is not available and it is necessary to ask the employer if he will consider applicants from a distance and if so what arrangements he proposes to make about their travelling expenses, or if for any other reason it appears to the Local Officer desirable to do so, it is the usual practice to require written confirmation of a notified vacancy.

Local Officers may not always wait for an employer to notify a vacancy, but acting upon the principle that an employer is always prepared to consider a good man, they may put an applicant for whom no suitable vacancies have been notified in touch with likely employers. If, as a result, the applicant is engaged, the transaction is then, but not before, regarded as a vacancy notified and filled.

An employer is asked in notifying vacancies to state the actual number of workpeople he requires to engage and this number is recorded as the number of vacancies notified, though a larger number of workpeople may be submitted for his selection. An exception to this rule is made in the case of what are known as standing orders for a particular type of worker of whom, for instance, there may be a shortage or, in the case of women particularly, there may be a high rate of turnover due to marriage. An employer who gives a standing order does not specify a definite number of workpeople, but merely asks that any suitable applicants who register may be submitted to him.

All notifications of vacancies are regarded as confidential and only to be divulged to persons who are actually seeking employment.

All orders received (or vacancies notified) are at once entered in detail upon an order card. This card is provided on one side with spaces for recording the name and address of the employer, the nature of his business, and full details as to the nature of the work for which he requires a workman, together with the rate of wages and hours of work and any other conditions attached to the vacancy, such as whether the workman must be married or single, a trade-unionist or not, and



so on. On the back of the card are spaces for recording the names of applicants submitted and the results of each submission.

Separate order cards are used for each employer notifying vacancies and for each type of vacancy notified. All order cards brought into use are numbered serially, starting with the number "1" at the beginning of the statistical year. A separate series of order numbers is used for men, women, boys and girls respectively.

Branch Offices are required to send a carbon copy of each order they receive to their respective parent Exchanges, indicating on the copy what the prospects are of filling the vacancy from the Branch Office register or whether circulation of the vacancy to other Local Offices is desirable.<sup>15</sup>

Except where a Local Officer knows, either because he has filled the vacancy or otherwise, that an order has been cancelled, enquiries are made once a month of every employer who has notified a vacancy as to whether the vacancy is still open. The enquiry covers all vacancies notified by a particular employer, which are more than a week old, and if no reply is received within four days the orders are cancelled. Whenever an order is cancelled the reason for cancellation is entered briefly on the order card.

Live order cards are filed in sequence of order numbers by occupational groups, so as to correspond with the grouping of the live register of applicants. Cancelled order cards are filed in a dead register in which they are retained for six months.

#### PUBLICITY IN RELATION TO THE EMPLOYMENT EXCHANGE SERVICE

Employers of labour are not compelled by law to make use of the Exchanges for recruiting their labour. It follows, therefore, that just like any ordinary commercial concern which has a service to offer, the Exchange Service depends to a large extent upon publicity for the development of its work on the placing side. Little has been spent in the past upon specially designed publicity material, but in recent years an attempt has been made on a modest scale to draw greater attention to the value of the Exchange Service by exhibits at industrial and agricultural shows and by the production and distribution of attractively printed leaflets describing briefly the facilities available to employers who use the Exchanges. While there is reason to believe that these methods have been successful and are capable of extension, experience has shewn that the systematic canvassing of employers by Exchange Managers or responsible Exchange officials is a very fruitful method of publicity. Canvassing does not mean simply calling upon employers

<sup>15</sup> See discussion of vacancy clearing arrangements on pp. 114-116.

to solicit orders for workpeople. It means rather the cultivation and maintenance of a close personal relationship between the Manager and every employer of any industrial importance in the Exchange area, with the object of making the Exchange of the utmost use to the employer, by saving him the money expended in advertising for labour, the time taken in interviewing unsuitable candidates for his work, offering him a wider field of selection than he could easily obtain otherwise and substituting a rational system of labour recruitment based upon individual industrial records in place of the haphazard methods of engagement "at the gate" or in reply to advertisement. Visits to employers who are known to be engaging or to be about to engage labour are of course an important part of canvassing work. In this connection the receipt card,<sup>16</sup> which is given to a claimant when he lodges his unemployment book at an Exchange, is of great value because it gives the name of the employer with whom work has been secured; for a daily scrutiny of these cards sent in by workpeople who have found employment and wish accordingly to withdraw their books often gives early indication of activity on the part of a particular employer, which may fruitfully be followed up by an enquiry,<sup>17</sup> in person or on the telephone, as to whether further labour of the same or any other type is required. Moreover by keeping in touch with Local Authorities, studying the trade press and by advance information received from Headquarters about Government contracts, Managers are able to acquire valuable knowledge of industrial and commercial developments and to bring to the notice of the employers concerned the service which is at their disposal in the Exchange system.

The Manager of each Exchange is expected to devote as much time as he can to this work, but he may devolve some of it upon other responsible Exchange officers under his personal direction. Branch Managers were not at one time expected to do canvassing, the work being performed by officers from the parent Exchange; but latterly Branch Managers have been encouraged to canvass employers in the areas of their respective offices, with beneficial results.

The general organisation and control of canvassing in each Division is the responsibility of the Divisional Controller who is expected to keep in touch with the activities of each of his Exchanges in this matter.

#### EMPLOYERS' REGISTER

A register, on special cards provided for the purpose, is maintained of all the employers in the Exchange area (including the areas of at-

<sup>16</sup> See p. 189.

<sup>17</sup> Enquiries of this kind also enable the Department to keep in touch with all important changes or developments in industry, whether as a result of rationalisation or the introduction of new methods or processes.

tached Branch Offices), except those who employ only female domestic servants or charwomen. In this register are entered brief particulars of the nature of each employer's business or trade, his methods of engaging workpeople, the conditions of employment in his factory or workshop, the number of workpeople usually employed, and any special conditions or requirements connected with his work. Note is also made of the canvassing visits paid to each employer, by whom and with what result. Indeed the employers' register is a very important part of Exchange machinery and recently steps have been taken to make it even more useful. Each day the receipt cards for their unemployment books which are returned by workpeople entering employment are examined and marked to indicate whether the workers to whom they relate found employment by their own efforts or were placed in employment by the Exchange. The cards are then sorted according to the employers concerned and a note is made of the facts thus disclosed upon the cards in the employers' register. By this means it is possible to build up a chronological record of the engagements of wholly unemployed insured workpeople by each employer and to see at a glance to what extent the employer is making use of the Exchange. Such a record is clearly of great value in planning a canvassing campaign; the difficulty is that, in a large Exchange particularly, it involves a considerable amount of work. The procedure, at the time of writing, is accordingly largely experimental, with a view to determining its value compared with the cost.

#### REGISTER OF LOCAL RATES OF WAGES

While the Exchanges are expressly forbidden by statute to accept responsibility for the rates of wages attached to a notified vacancy there are many phases of Exchange work in which a knowledge of the rates of wages current in the Exchange area is essential. The following are examples of the more important occasions on which such knowledge is required:

1. An applicant must not be prejudiced on account of refusing to accept employment if the wages offered are lower than those current in the trade in the district where the employment is found;<sup>18</sup>

2. Advances of travelling expenses may not be made to a person proceeding to employment at wages lower than those current in the trade in the district where the employment is found;<sup>19</sup>

<sup>18</sup> Section 2 (2) of the Labour Exchanges Act, 1909. Prejudiced in this context means prejudiced from the placing point of view, that is, the worker is not to be regarded as work-shy and, so to speak, black-listed.

<sup>19</sup> Regulation V (3) of the General Regulations. This provision is obviously designed to protect the Exchanges from the accusation that in a particular case they are subsidising the efforts of an employer to undercut the local labour market by importing cheaper labour

3. An applicant is not to be deemed to have failed to fulfil the statutory conditions for the receipt of benefit by reason only that he has declined an offer of employment in any other district at a rate of wage lower or on conditions less favourable than those generally observed in that district by agreement between associations of employers and of employees, or, failing any such agreement, than those generally recognised in that district by good employers;<sup>20</sup>

4. An Exchange must not deal with a vacancy whose terms appear to contravene an Act of Parliament (such as the Trade Boards Acts under which legally enforceable minimum rates of wages are fixed for certain trades).

Each Exchange, accordingly, is required to keep a register of rates of wages current in the Exchange area including the areas of attached Branch Offices.

#### SELECTION AND SUBMISSION OF APPLICANTS

##### SELECTION

It has always been the cardinal principle of the Exchange Service that only those workpeople who are industrially best qualified for the employment offered should be selected from the register for submission to employers. It is obvious that in no other way can the Exchanges hope to gain and retain the confidence of those who have work to offer. If vindication of the principle of selecting the industrially best qualified is required it may be found in the words of the Majority of the Royal Commission on Unemployment Insurance in their final report:<sup>21</sup>

. . . we think that it is impracticable and undesirable for the Exchanges to depart from the principle, which they at present follow and which we recommend, that the applicants industrially best qualified should be submitted to employers in response to notifications of vacant situations. The corollary to this conclusion is that offers of work through Employment Exchanges cannot and should not be used primarily as a test of the bona fides of a claimant for unemployment benefit. Such service as the Exchanges may perform in this respect will be incidental, and no more than incidental, to the performance of their primary function.

The second important principle which the Exchanges are required to observe, apart from the preference to be accorded to men who served from elsewhere. It follows from this and from number "3" that information whether the rate of wages offered is the standard or recognized rate for the district is essential in respect of vacancies circulated to other Exchanges. See pp. 114-16.

<sup>20</sup> Proviso (c) to Section 7 (1) of the Unemployment Insurance Act, 1920. The Empire has interpreted "good employers" to mean those employers who follow the practice of the majority.

<sup>21</sup> Paragraph 583.

in the Great War, is to exercise strict impartiality. For example, no distinction must be made between trade-unionists and those who are not members of trade unions. If an employer should ask for a trade-unionist, the Local Officer, in offering the vacancy to an applicant who has been selected as industrially best qualified for the job, may tell him that a union man has been asked for, and that if he is not a union man it may not be worth his while to apply for the job. A similar policy is followed when non-union men are specified. Apart from the preservation of impartiality, an asset of the utmost importance in a State Department, such action follows the dictates of practical sense because there may be many workmen of no pronounced views who regard the opportunity of employment as of more importance than adherence or non-adherence to a trade organisation.

The third principle is that, subject to his being equally well qualified, an applicant who is unemployed should be selected for a vacancy in preference to one who is actually employed but is desirous of finding other work.

The fourth principle, which is of temporary application and in course of time is bound to lose its force, is that of two or more applicants who are equally qualified to fill a vacancy in a given trade, the ex-service applicant must be given preference over the applicant who is not an ex-service man.<sup>22</sup>

Where a Local Office cannot find on its register an applicant possessing precisely the qualifications desired by the prospective employer, the employer is asked whether he is prepared to accept some less well qualified applicant or whether he would wish the terms of the vacancy circulated to other Local Offices. In the latter event he is asked to say what arrangements he is prepared to make about meeting the travelling expenses of applicants travelling for interview or engagement. It is the general practice not to bring workpeople from a distance when suitably qualified workpeople are available nearer at hand. In this connection Local Officers are required to consult the local Branch Secretaries of trade unions in case they know of members who, though not registered at the Exchange, may be unemployed. This is particularly necessary in the case of trade unions which have arrangements under Section 17 of the Unemployment Insurance Act, 1920.<sup>23</sup>

#### SUITABILITY OF EMPLOYMENT FOR INSURANCE PURPOSES

In the case of all vacancies the following provisions of the Unemployment Insurance Acts have to be borne in mind in deciding whether

<sup>22</sup> The term "ex-service man" is taken to mean any man who rendered actual service in a unit of H.M. Forces for a reasonable period (usually not less than a month) between 4th August, 1914, and 11th November, 1918.

<sup>23</sup> See pp. 105-06.

a claimant has *prima facie* refused an offer of suitable employment. Employment is not deemed to be suitable if it is:

1. Employment in a situation vacant in consequence of a trade dispute; or

2. Employment in the claimant's usual occupation in the district where he was last ordinarily employed at a rate of wages lower or on conditions less favourable than those which he might reasonably have expected to obtain having regard to those which he habitually obtained in his usual occupation in that district or would have obtained had he continued to be so employed; or

3. Employment in the claimant's usual occupation in any other district at a rate of wages lower or on conditions less favourable than those generally observed in that district by agreement between associations of employers and employees, or failing any such agreement, than those generally recognised in the district by good employers.

After the lapse of a reasonable interval, employment is not deemed to be unsuitable by reason only that it is employment of a kind other than in the claimant's usual occupation (if it is employment at a rate of wages not lower and on conditions not less favourable than those generally observed by agreement between associations of employers and employees, or failing any such agreement, than those generally recognised by good employers).

This does not mean that vacancies which do not fulfil these conditions are not to be offered to claimants, but only that refusal of them does not entail disallowance of benefit.<sup>24</sup>

#### VACANCY CLEARING ARRANGEMENTS

Vacancies which cannot be filled from the local register may be circulated to other offices in one or more of the following ways, (1) by telephone to neighbouring Exchanges, (2) by telephone and printed list through a Clearing House to all offices in an Intensive Clearing Area, (3) by printed list to all offices in a Division, (4) by printed list (the *National Clearing House Gazette*) to all offices in the country. It will be convenient to describe each of these arrangements in the order named, which is generally, though not exclusively, the chronological order of the stages in which wider circulation is given to a vacancy.

The first two are really varieties of the method of initial circulation. The first is self-explanatory. Under it each Local Office, including its attached Branch Offices, is the centre of a small clearing area formed by a limited number of neighbouring Exchanges and their Branch Offices, a number which in the interests of economy is small and is laid down for each Exchange by the appropriate Divisional Controller. Although

<sup>24</sup> See pp. 131-32 for the special procedure for trade dispute vacancies.

a large number of vacancies is filled in this way throughout the country, experience has shewn that in the more densely populated industrial areas the method is too slow. In each of a number of such areas an organisation known as an Intensive Clearing Area<sup>25</sup> has been set up, within which vacancies unfilled in a particular Exchange area are communicated to a central Clearing House whence they are transmitted systematically to other Exchanges in the area. This traffic passes in the first instance by telephone, and to assist the Clearing House in directing the traffic to those Exchanges in which the labour in demand is most likely to be found, each Exchange is required to make periodic returns, known as surplus labour returns, of the number of persons registered in certain scheduled occupations, the schedule being altered from time to time in accordance with fluctuations in the nature of the demand for labour. In areas of this kind the boundaries of Exchange areas have only an administrative significance, and the purpose of the organisation is to convert the whole of the surplus labour in the area, the extent of which is in all cases limited to a distance which may reasonably be covered by daily travelling, into a single pool from which employers in any part of the area may be supplied with the minimum of delay. Normally vacancies dealt with in this way may be filled within a few hours of notification, but those which remain unfilled at the end of the day are included in a printed list which is circulated daily to each Exchange in the area. A proportion of the vacancies for which it may be difficult to find suitable workpeople in the area are passed to the Divisional Office for circulation to other divisions.

Just as the Intensive Area Clearing Houses receive surplus labour returns from their attached Exchanges, so does each Divisional Office receive such returns from the Intensive Clearing Areas and Exchanges in the Division. The schedules of occupations in respect of which such returns are required vary not only with the industrial character of the Division, but with the seasonal demands for labour. For example, special returns are prepared, well in advance of the demand, of labour experienced in sugar-beet cultivation, or in fruit-picking or general harvest work, or in the building trade and ancillary trades.

Upon receipt of the notification of a vacancy, the Divisional Clearing House takes immediate action by telephone to bring the vacancy to the notice of any Exchange which is known by its surplus labour return to have suitable applicants available. Following this action, if it fails to fill the vacancy, or concurrently with it if advisable (that is, where the supply of labour is short and it is desirable to lose no time

<sup>25</sup> Intensive Clearing Areas have been set up in London, Birmingham, Manchester, and on Merseyside, Tyneside, and Clydeside.

in getting in touch with suitable applicants who may have registered since the returns were made out), particulars of the vacancy are circulated to all offices in the Division in a printed or cyclostyled list which is issued daily.

Again following this action or concurrently with it, particulars of unfilled vacancies may be reported to the National Clearing House at Headquarters, whence they are circulated in the daily sheets of the *National Clearing House Gazette* which are issued to every Local Office in the country. Once a fortnight a fresh issue of the *Gazette* is printed, including all vacancies reported to be still available and cancelling all previous issues.

Though opinion is divided upon its desirability, it has been and still is the practice to exhibit the divisional lists and the *National Clearing House Gazette*, together with their respective daily sheets, publicly in every Exchange,<sup>26</sup> so that applicants who consider themselves suitably qualified may apply for any of the vacancies circulated. The lists thus displayed do not contain the names and addresses of the employers whose vacancies are in circulation, this information being supplied in key lists for the use of Exchange officers only.<sup>27</sup>

In all the above forms of labour clearing it is left to the Exchanges which have suitably qualified applicants on their registers to get in touch with the Exchanges in whose areas the vacancies exist and to make with them arrangements for the submission of the applicants deemed best qualified to the employers concerned. When clearing is between neighbouring Exchanges or in Intensive Clearing Areas the acceptance or rejection of apparently suitable applicants is usually settled between the Exchanges by means of telephone conversations, but in the case of divisional or national clearing, where the distances between the Applicant and Vacancy Exchanges<sup>28</sup> are often considerable, submission of the particulars of suitable applicants is made in writing, on a form provided for the purpose, to the Vacancy Exchange. When a vacancy in circulation has been satisfactorily filled it is the duty of the Vacancy Exchange immediately to notify the appropriate Clearing House of the fact so that the vacancy may be cancelled in any printed list in which it has been included and so save useless work on the part of other Exchanges.

<sup>26</sup> Probably in the present stage of development of registration technique and in view of the pressure of work upon the staff due to heavy unemployment, the public exhibition of vacancies is defensible. As the efficiency of the organisation improves, however, it should become less necessary.

<sup>27</sup> At one time it was thought desirable to include this information in the public lists as a guarantee of good faith. It led, however, to applicants making direct approach to the employers, thus defeating the whole principle of Exchange selection.

<sup>28</sup> The "Vacancy Exchange" is the Exchange in whose area the work is situated and the "Applicant Exchange" is the Exchange at which the apparently suitable applicant is registered.



## SUBMISSION OF APPLICANTS TO EMPLOYERS

As a general rule an applicant who, according to his registered qualifications, appears to be suitable for a vacancy is not submitted to the employer until he (the applicant) has been seen by the Local Officer and the latter has satisfied himself that the applicant possesses all the requisite qualifications and is willing to accept the job. Willingness to work is an important factor in industrial suitability, the assessment of which calls for the exercise of considerable powers of judgment. There is little difficulty about the applicant who is plainly unwilling to accept an apparently suitable job—the only question which arises in his case is whether, if he is a claimant, he should continue to receive benefit, as there can be no question of submitting him to the employer. The grudging acceptance offers the more difficult problem, the solution of which is not possible on stereotyped lines but must depend upon the Local Officer's judgment. If he thinks the applicant's lack of enthusiasm is merely due to the fact that the vacancy is not exactly what he was hoping to get, but that once he is in the job he will settle down and give good service, then he may submit him. But if he thinks that the applicant is prepared to take the job not because he wants it but because he is afraid that the alternative is stoppage of benefit, he should not take the risk of rendering the employer a disservice by sending him a worker who is not likely to give satisfaction.

## SUBMISSION TO LOCAL VACANCIES

If the selected applicant is in the Local Office at the time he is wanted for submission, he is, of course, interviewed at once, and if he is suitable for and agrees to accept the job, he is given an introduction card and sent to the employer. If he is not in the office he is summoned to the Local Office by post, messenger or telegram, according to the degree of urgency necessary in filling the vacancy. In exceptional cases, where the applicant is so well known to the Local Officer that he has no doubts about his suitability and the matter is very urgent, the introduction card may be sent to the applicant by post or messenger with instructions that he should present himself to the employer without delay. In such cases the employer is informed at the same time that the applicant has been instructed to call on him.

Save in exceptional circumstances, and then only if the Local Officer is satisfied as to the bona fides of the employer and the applicant gives his consent, the name and address of an applicant may not be given to an employer.<sup>29</sup> The exceptions are in occupations such as domestic

<sup>29</sup> Cases have occurred in which attempts have been made to secure, by the notification of bogus vacancies, the names and addresses of applicants for the purpose of debt collection or other purposes outside the scope of the Labour Exchanges Act.

service, laundry work, dressmaking and millinery where employers usually wish to verify references or visit the homes of the applicants or make personal enquiries; or in cases where the prospective employer and the applicant live near each other and at a distance from the Local Office.

#### SUBMISSION TO VACANCIES IN OTHER DISTRICTS

It is the duty of Local Officers to bring to the notice of registered applicants the particulars of any vacancies in other districts for which their qualifications render them suitable. Such vacancies may come to the notice of the Local Office as a result of the various methods of circulating particulars of unfilled vacancies described above, or they may be discovered by a scrutiny of press advertisements.

One of the most important factors in a particular applicant's suitability for a particular vacancy in another district is his mobility, and in considering this regard must be had to the size of his family and the nature of his commitments (for instance, if he owns his house he is generally less easy to move to another area than if he is living in rooms at a weekly rental). The nature of the accommodation available at the other end must also be taken into account. Moreover if the job is of short duration, the question whether the wages offered are sufficient to enable the applicant to maintain himself in lodgings and his family at home must be considered. These are a few of the problems that arise in each individual case and their solution calls for the exercise of considerable judgment on the part of Vacancy Officers.

As in the case of local vacancies, the question whether a claimant is entitled to refuse an apparently suitable job in another district has also to be settled. In general a little more latitude is allowed to the claimant in the refusal of vacancies in other districts. It is not, for example, usual to ask the statutory authorities to consider disallowance of benefit upon the first refusal of a job away from home or involving a change of residence if it is possible to offer the claimant a choice of other suitable vacancies in other districts or in the neighbourhood.

The actual procedure of submission is as follows. If the vacancy is so near to the applicant's home that he can easily cover the distance at small expense and without any considerable delay, he may, with the concurrence of the Vacancy Office, be sent direct to the employer by the Applicant Office with an introduction card; that is to say the procedure is precisely the same as if the vacancy were a local one, except that the introduction card is made returnable to the Vacancy Office so that this office may receive the earliest information as to whether the vacancy has been successfully filled or not.

If the foregoing conditions do not obtain, the Applicant Office, after

consultation with the applicant, submits particulars of the applicant's qualifications in writing, upon a form provided for the purpose, to the Vacancy Office. It is the duty of the Vacancy Office to examine all such forms received in relation to a particular vacancy, and to submit to the employer those which it has selected as representing the type of worker most suited to the employer's requirements. It is the duty of the Applicant Office to inform the Vacancy Office immediately an applicant, whose particulars have been submitted in this way, is no longer available, whether because he has been placed or because he has found work locally.

When the employer has indicated his acceptance of a particular applicant, the Vacancy Office informs the Applicant Office of the fact upon the portion of the form reserved for this purpose, and includes:

1. Any necessary directions as to travelling (this is particularly necessary in the case of women applicants so that they may not be left to fend for themselves upon arrival);

2. The arrangements which the employer is prepared to make about the applicant's travelling expenses;<sup>20</sup>

3. Information as to any difficulty likely to arise as regards lodgings, e.g. whether payment in advance for lodgings is usually required. (In the case of women applicants the Vacancy Office is required as far as practicable to make sure that suitable accommodation is in fact available.)

If the employer desires to interview an applicant before engagement, the Vacancy Office is required to say whether the employer is prepared to pay the fare for the interview or not. If the employer does not agree to pay the fare, the Applicant Office must be satisfied, before instructing the applicant to travel, that he has enough money to pay his own return fare.

If an employer refuses to accept any of the applicants whose particulars have been submitted to him, the Vacancy Office is expected to discover if possible the reason why. Such information is of the greatest value as indicating both to the Vacancy Office and to the Applicant Office to which it is transmitted possible defects in selection.

In all long-distance placing work speed is as essential as it is in filling local vacancies, and Local Officers are given discretion to make use of such methods of communication both with employers and with other Local Offices as may in the circumstances of the case be desirable.

#### SIMULTANEOUS SUBMISSIONS

As a general rule an applicant who has been submitted for a vacancy in another district may be submitted to any other suitable vacancy,

<sup>20</sup> See discussion of advance of fares on pp. 120-22.

whether local or otherwise, if no reply has been received from the Vacancy Office in respect of the first submission within three days of the despatch of the form, but it is not usual to submit an applicant simultaneously for more than two vacancies in other districts.

#### SUBMISSIONS TO ADVERTISERS IN THE PRESS

Most Exchanges are supplied with copies of local newspapers and it is the duty of Local Officers to examine the advertisement columns regularly and to submit suitable applicants to vacancies advertised therein, provided the name and address of the advertiser is given.<sup>21</sup> Submissions to advertisers in the areas of other Local Offices are made in accordance with the ordinary procedure for filling vacancies in other districts described above.

#### ADVANCE OF FARES

One of the factors contributing to the lack of mobility of labour is the difficulty which workers experience in finding the means to enable them to proceed to employment at a distance from their homes.

Accordingly, when the Exchanges were first established it was provided that an applicant who was found employment by an Exchange at a place more than five miles distant from the Exchange or from his home might be given assistance to enable him to proceed to the place of employment. This assistance, which is subject to repayment and may be granted on the application of the employer or the worker, is limited to the amount necessary to cover the cost of the fare to the place of employment and takes the form of a warrant or voucher for presentation to the transporting agency which subsequently claims the amount due from the Finance Department at the Headquarters of the Ministry of Labour; in exceptional circumstances the advance may be made in cash.

Originally the grant of this assistance was confined to persons obtaining employment through the Employment Exchanges, but it has since been temporarily extended to cover other cases and advances may now be made to men of eighteen years of age and over who obtain employment for themselves independently of the Employment Exchange machinery in a district which is not in an area from which workers are being transferred under the various Government transference schemes. Advances may also be made to applicants whom employers desire to interview before engaging, provided that the employer in question has furnished a written undertaking to repay the fare or has deposited the amount of fare at the office to which he applies. A worker

<sup>21</sup> Local Officers are prohibited from making submissions to "Box number" advertisements or to advertisements by employment agencies.

who, after proceeding to a distant area, fails through no fault of his own to find employment there or to retain employment for more than a fortnight, may be given an advance of the fare to enable him to return home. Still wider facilities are available to workers living in certain specially depressed areas.<sup>32</sup>

In all cases, except where the employer has deposited the amount in advance, the fare is advanced by way of loan only; a written acknowledgment of receipt of the money is obtained from the worker in every case.

In some cases, the employer accepts responsibility for the repayment of the cost of the fare. If he has deposited the amount in advance, the part of the Employment Exchange is confined to the issue of the travelling warrant. If he has only promised to repay, a written undertaking is obtained from him and application for repayment is made to him immediately the worker has taken up employment. If the employer has indicated that he will or may recover the cost of the fare from the worker's wages, the Exchange issuing the warrant obtains from the worker written authority for deductions from wages to be made.

Where the employer does not accept responsibility for the repayment of the advance, a written undertaking to repay the amount advanced is obtained from the worker. If the employer has promised to assist the Department to recover the fare by making deductions from the worker's wages and paying them over to the Ministry, written authority is also obtained from the worker for these deductions to be made.

Where the worker in respect of whom the advance is made is under twenty-one years of age, the undertaking must be accompanied by a guarantee from the parent or guardian.

The majority of workers receiving an advance of fare are not required to repay the full amount of the advance. In the case of an insured worker who satisfies certain of the conditions for the receipt of unemployment benefit or transitional payments, a portion of the advance is borne by the Unemployment Fund, the worker being required only to pay the balance. If, however, the worker, without reasonable excuse, fails to enter on the employment or leaves it within seven days, this remission may be forfeited and the amount recovered either by deduction from any unemployment benefit which may subsequently become due to him or otherwise. The decision as to forfeiture and recovery of the remission is a matter for the statutory authorities.

Particulars of all advances made are notified to the Headquarters of the Department, to the Divisional Office, to the Employment Exchange in the area to which the worker proceeds to take up employment,

<sup>32</sup> See discussion of industrial transference on pp. 158-59.

and so long as the debt remains unpaid or uncanceled, to the Local Office in any area to which he subsequently proceeds. It is the duty of the Local Office in the area in which the worker is residing for the time being, acting under the direction of the Divisional Controller, to take steps for the recovery of the advance. In some cases it has been found possible to arrange with employers, with the consent of the workers concerned, to deduct the amount due from the wages of the worker and to pay it over to the Department, but in most cases arrangements have to be made direct between the appropriate Exchange and the worker; in practically all cases these arrangements involve repayment by instalment spread over a period. In certain cases it may be considered desirable to resort to legal action in pursuance of the recovery of advances, but such action is only taken on a decision by the Headquarters of the Department.

The following tabulation shows that the provisions for advancing the fares have been widely used and have been of great service in assisting workpeople to move to work in other districts. This was especially so during 1929 and 1930; since the latter year, owing to the spread of the general depression and the consequent limitation of opportunities of employment in all districts, the number of advances has shown a marked tendency to decline:

| Year | Number of Fares | Amount Advanced |
|------|-----------------|-----------------|
|      |                 | £               |
| 1928 | 26,589          | 20,491          |
| 1929 | 46,679          | 40,479          |
| 1930 | 39,770          | 30,415          |
| 1931 | 33,129          | 23,568          |
| 1932 | 27,751          | 19,477          |

**PRECAUTIONS TO BE OBSERVED IN SENDING APPLICANTS TO VACANCIES IN OTHER DISTRICTS**

It is obviously necessary to exercise great care in sending applicants to jobs in other areas, so as to avoid hardship. An Applicant Office is forbidden to send an applicant forward until it has heard from the respective Vacancy Office (or, as in the case of submission to newspaper advertisers, from the employers) that it is to do so, the vacancy being still open and there being no reason to think that suitable accommodation will not be available for the applicant upon arrival. If the applicant is paying his own fare to the job it is clearly necessary to ensure that no mishap occurs which would leave him stranded without a job at the end of his journey. If the Department has advanced the

applicant's fare on loan, there is the additional reason for care that if failure to secure the job is due to the Department's negligence it may be inequitable to recover the loan which then becomes chargeable to public funds. It is also obviously desirable in the applicant's interest that there should be no long interval between the time of his arrival and the time of starting work. Unemployed workmen do not usually have much in the way of resources. Steps are, therefore, taken to avoid sending applicants forward so that they arrive at their destinations during the week-end or just before a public holiday when the employment offices are closed.

To avoid subsequent trouble it is very necessary to see that an applicant clearly understands the nature of the job to which he is going and the wages and conditions attached to it. It is hardly fair to an employer to put him to the expense of bringing an applicant from another district only to find when he arrives that he either cannot do the job or thought that the wages and conditions were different. If an applicant asks for a written statement of the terms and conditions of a vacancy he is invariably supplied with it. Such a statement is made out in duplicate and a copy signed by the applicant is filed at the Applicant Office for reference.

Normally the applicant is sent first to the Vacancy Office rather than to the employer; the latter course is adopted only in cases of exceptional urgency and then only with the consent of the Vacancy Office. By this means the Vacancy Office keeps command of the situation and can ensure, by seeing the applicant in person, that he is in fact the right type of person to send to the employer, and also can be certain that the applicant has arrived and that the employer's requirements are not left unsatisfied.

In the case of women applicants it is even more essential to make sure that they shall not be left stranded, and in addition to the precautions taken by the Applicant Office, the Vacancy Office must, in the case of a woman who has no relatives in the district, offer to put her in touch with the Local Employment Committee or other accredited local organisation interested in the welfare of women, and advise her to apply to the Local Office if she is in any difficulty and in no case to leave the district without first calling at the Local Office. Moreover in all cases in which the filling of vacancies for women is in question the Vacancy Office is required to satisfy itself by all practicable means that there is no doubt about the bona fides of the employer.

#### FOLLOW-UP OF SUBMISSIONS

The follow-up of submissions is an important piece of work from several points of view. In the first place it is necessary to secure definite

evidence that a placing has been effected.<sup>22</sup> Secondly it is essential to make sure that an applicant who has been instructed to present himself to an employer has in fact done so; if he has not done so and is claiming benefit, the question whether he has incurred a disqualification for the receipt of benefit arises, as, for instance, on the ground that he has refused or failed to apply for suitable employment. It sometimes happens, also, that although the applicant has indeed presented himself to the employer he has so conducted himself that he has raised doubts in the employer's mind either as to his suitability for the job or as to his willingness to accept it. In such circumstances, if he is a claimant, the question of entitlement to benefit requires to be settled. In all these and similar cases it is necessary to get evidence from the employer to enable the statutory authorities to reach a decision upon the claim. If the vacancy is in another district it is, of course, the duty of the Vacancy Office to collect the necessary information and send it to the Applicant Office where the claim is filed.

Thirdly, experience has shewn that valuable results may be achieved by enquiring whether an applicant placed is proving satisfactory. Not only does such an enquiry enable the Local Office to judge of its success in interpreting the employer's requirements and to make any necessary adjustments of selection in future submissions, but it also cultivates in the employer's mind an appreciation of the fact that the Exchange is interested in his problems and anxious to render him good service.

#### RECALL OF APPLICANTS FOR PREVIOUS EMPLOYERS

All that has been said so far relates to the introduction of a worker to an employer when neither is known to the other. It may be said broadly that it is in effecting such introductions that the Exchange system is rendering the maximum service to employers and workers alike. It often happens, however, that employers desire to re-engage workpeople who have worked for them before and who have been discharged or temporarily stood-off for one reason or another. In the normal course these workpeople will be found on the register of a Local Office, and it is a relatively simple matter for that office to instruct them to present themselves to the employer when they are required. In cases of urgency in which the employer, owing to the exigencies of his business, is only able to give short notice of his requirements, workpeople may be instructed to start work by the issue of express messages (or telegrams in exceptional cases) through the Post Office at the Department's expense, but in the ordinary way they are given their instructions when they attend at the Local Office to sign the register.

<sup>22</sup> See below for circumstances in which a placing may be recorded as having been effected.



RECORDS <sup>84</sup>

Whenever an applicant is submitted to an employer the fact is recorded at once on his registration card, shewing the date, the name of the employer, the order number (that is, the local order serial number or the order number printed in the *National Clearing House Gazette* or other circulated list) and the classification number of the vacancy, which is not necessarily the applicant's classification number, as in the case of an applicant submitted to a job in an occupation other than his usual one. The submission is simultaneously recorded upon the order card. If the vacancy is in another district there will, of course, be no local order card in existence at the Applicant Office. In such a case, a special card, known as a "foreign order card" is made out at the Applicant Office for the Vacancy Office concerned at the time of the submission and all subsequent submissions to vacancies at that office are entered upon the same card. Submissions from other Applicant Offices are, of course, entered by the Vacancy Office upon its own order cards in the same way as submissions from its own register, except that a note is made of the name of the Applicant Office concerned in each case.

Placings are similarly recorded when and only when definite evidence has been received of the fact that they have been effected. As will be appreciated from what has been said earlier, evidence that a placing has been effected is given by the following:

1. The return of an introduction card duly completed and signed by the employer <sup>85</sup> (this is the most concrete evidence and every effort is made to obtain it in all cases); or
2. The follow-up of the submission by a personal call upon or telephone enquiry of the employer; or
3. In cases where the employer is at a distance from the Exchange, and has not returned the introduction card, his reply to a written enquiry; or
4. A written or oral statement by the applicant that he has been engaged and has started work.

For items "2" and "4" a note must be made of the statement and of the date of its receipt upon the order card and the entry must be initialled by the officer receiving it immediately upon its receipt.

Each Local Office keeps a chronological record month by month shewing the placings effected, sub-divided as follows:

<sup>84</sup> A description of the principal returns and reports is given on pp. 271-78.

<sup>85</sup> In cases where a large number of people are submitted to an employer in response to an order for a considerable number, a list of names may be sent to the employer (instead of the issue of introduction cards) with the request that he will delete the names of those not engaged.

1. Class A placings, those not involving nomination or the recall of previous employees;
2. Class B placings, those involving nomination or the recall of previous employees;
3. Casual placings, those in certain specified occupations of a casual nature; and
4. Relief work placings.

The information necessary for compiling the record is kept on a statistical card upon which the placings effected are entered daily, a separate card being kept for each of specified occupational groups and for each department of the Local Office.

In addition the chronological record shews what proportion of wholly unemployed local claimants entering employment each month were placed in that employment by the Exchange. This information is obtained by analysing the receipt cards for their unemployment books returned by workers taking up employment in comparison with returned introduction cards, and so on. The ratio thus obtained, expressed as a percentage, is a rough measure of the efficiency of the Exchange as a placing agency, but it needs of course to be interpreted in the light of local circumstances. For instance, the ratio is affected by such factors as the proportion of temporarily stopped workpeople securing re-employment, or the existence of other methods for the engagement of labour, such as arrangements with trade unions. Local Offices also keep a monthly record of placings effected, analysed by occupational groups. The progress of labour clearing is checked by special returns rendered by the Clearing House of each Division and Intensive Clearing Area, and at the end of each half-year a comprehensive survey of the progress of placing work in each Division is rendered by each Divisional Office.

## CHAPTER VIII

### SPECIAL CLASSES OF APPLICANTS AND VACANCIES<sup>1</sup>

#### SPECIAL PROVISIONS APPLYING TO JUVENILES

Reference has already been made in Chapter V to the division of the work of advising juveniles on choice of employment, their placing in work and the administration of unemployment insurance in respect of them, between the Ministry of Labour and the Local Education Authorities. Where the Local Education Authorities undertake the work, they have a large measure of discretion, subject to the general oversight of the Ministry, in the methods they adopt for vocational guidance and placing. The methods adopted are, however, in broad outline the same in both cases; it is proposed, therefore, to describe only the procedure followed by the Department.

The first stage in establishing contact between the juvenile sections of the Employment Exchanges and the pupils of elementary schools who may need their assistance in finding suitable employment is the school conference. These conferences are organised and attended by the members and the Secretary of the Juvenile Advisory Committee and are held at the schools at convenient dates before the end of each school-leaving period.<sup>2</sup>

The parents are invited to attend as well as the children, and after a general address, the aim of which is to direct the minds of the children and their parents to the problem of what to do when school days are over, the children may be interviewed individually on the spot, with a view to advising them as to suitable avenues of employment. Alternatively arrangements may be made for interviews at a later date at the Exchange, and in any event all those who have no definite job to go to on leaving school are advised to get in touch with the Exchange as soon as they leave.

Although they are under no statutory obligation to do so, most Elementary School Authorities prepare and transmit to the Exchange in respect of each juvenile who has no job in prospect a school-leaving

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> There are generally three or four school-leaving periods each year. A pupil at an Elementary School leaves at the end of the term or period in which he (or she) attains his (or her) fourteenth birthday. A pupil at a Secondary School does not usually leave until at least the end of the term or period in which he (or she) attains his (or her) sixteenth birthday.

card containing brief notes on the educational standard attained, on any special aptitudes shewn by the child and on any physical or mental characteristic bearing on choice of employment as diagnosed by the school medical officer. There are spaces also for the father's occupation, the occupation which the juvenile himself desires (or his parents on his behalf), the opinion of the Head Teacher as to the employment most appropriate, and the clubs such as Boy Scouts, Church Lads Brigade, etc., to which he belongs or any hobbies he may have. These cards are usually available at the school conferences, and then or later, supplemented by personal interview, are the basis of any vocational guidance given by the Juvenile Advisory Committee (or in those areas where no such Committee exists, by Local Officers of the Department), having regard to the industrial opportunities of the area.

No attempt, beyond a few minor experiments, has been made so far to apply psychological or psycho-technical tests. In order, however, to prove the effectiveness of the advice given and to ensure, so far as may be practicable, that no juvenile is left to deteriorate through unemployment or in a manifestly unsuitable occupation, or to develop the habit of continual change of occupation, steps are taken to keep in touch with those who have been placed in their first employment by the Department and any others who desire the Department's help, at any rate in the earlier stages of their careers, in one or more of the following ways: (1) open evenings, that is, evenings on which boys and girls in employment are invited to attend at the Exchange after working hours and report their progress or their difficulties; (2) visits to employers, a method which must obviously be used with discretion; (3) home visits by members of the Juvenile Advisory Committee, again a method to be used with discretion; and (4) contact with voluntary organisations interested in the welfare of juveniles.

In order that there may be available in each Local Office the necessary industrial information upon which to base the advice given to juveniles, each office is required to prepare and keep up-to-date a survey shewing details of the occupations in which juveniles are employed in the area and the wages, hours and other conditions attached to each occupation.

Special precautions have obviously to be taken when placing juveniles away from their homes. It is the Department's general practice not to bring juveniles from a distance to fill vacancies which do not offer a reasonable prospect of permanent employment, or for which an adequate supply of suitable local labour is available. Where a transferred juvenile will not be able to lodge with relatives, care has to be taken to see that suitable accommodation is available. The parent's or guardian's consent to the transfer is invariably obtained beforehand,

and arrangements are made with the employer to notify the Local Office if for any reason he is obliged to discharge a juvenile who has been brought from a distance. In certain circumstances financial assistance is forthcoming from public or voluntary funds to help to maintain the juvenile until he becomes self-supporting.

Vacancies for juveniles in resident domestic service also require very careful treatment. Local Officers are required to assure themselves that the conditions attaching to any vacancies of this kind which may be notified to them are satisfactory before taking steps to fill them. In these cases also it is the general practice to obtain the parent's or guardian's written consent to the submission of the juvenile to the employer.

#### NATIONAL AND LOCAL GOVERNMENT SERVICE

The Exchanges play no part in the recruitment for permanent posts in the Civil Service. This is a matter which is dealt with entirely by the Civil Service Commission and the Treasury. For temporary government service, however, the Exchanges have a practical monopoly, though here, as in the case of private employers, the various Departments of Government are under no statutory obligation to use the Exchanges, but do so by Treasury direction.

So far as temporary clerical posts in the Government Service are concerned, the Exchanges are required to implement the settled Government policy of giving preference to ex-service men, and the various Departments of State are under an obligation to engage ex-service men in so far as they are competent to perform the required work.

Vacancies in Local Government Service are to an increasing extent being filled through the Exchanges, at any rate so far as the clerical and industrial staffs are concerned. As yet the Exchanges have not had much experience in dealing with the higher administrative and technical posts, though a beginning has been made in this direction.

#### DISABLED EX-SERVICE MEN

Reference has already been made in Chapter V to the King's Roll Committees who are charged with the duty, in co-operation with the Exchanges, of finding employment for disabled ex-service men. In order to assist the work of these Committees, disabled ex-service men are specially classified in the following categories:

A. Those whose disability does not prevent them from returning to their usual occupation or to an analogous occupation under ordinary commercial or industrial conditions;

B. Those whose disability prevents them from returning to their usual employment but not to employment under ordinary commercial or industrial conditions in a light job;

C. Those whose disability renders it difficult for them to be employed under ordinary industrial or commercial conditions, except in some institution specially designed for ex-service men suffering from very severe occupational disability.

The registration cards (or claim units) of men in category "1" are filed with those of the ordinary applicants, but the cards or units of men in categories "B" and "C" are filed in a separate section of the register by themselves. The classification of each individual is settled by the Exchange or Branch Manager, doubtful cases being referred to the King's Roll Committee.

Vacancy Officers are required to be on the alert for vacancies suitable to disabled ex-service men, and where light work is involved they are instructed to invite the attention of the employers concerned to the possibility of engaging a disabled ex-service man. Moreover, arrangements have been made to relieve employers who employ disabled men of any additional liability for compensation under the Workmen's Compensation Acts which such employment may entail.

Any disabled ex-service man who is summoned for interview by a King's Roll Committee may have his return fare paid between his home and the place of the meeting, if he lives more than six miles away, the distance limit being waived in cases of severe disability.

#### EX-REGULAR SOLDIERS, SAILORS AND AIRMEN

As service in the armed forces is voluntary, it is an important factor in securing an adequate flow of recruits to the regular forces that steps should be taken to assist men on their discharge to re-settle themselves in civil life. The State contributes to a certain extent in this matter by reserving certain classes of permanent or semi-permanent Government employment, mainly in manipulative occupations and notably in the Post Office, for ex-regulars. But so far as ordinary industrial or commercial employment is concerned the interests of the ex-regular are provided for by voluntary organisations such as Regimental Associations, "Old Comrades" Associations, and the National Association for the Employment of Regular Sailors, Soldiers and Airmen. The latter is an organisation consisting of representatives of the three Fighting Services, together with a certain number of influential persons not connected with the Services, and is supported by voluntary contributions from serving men and officers, Regimental Associations, etc., and private individuals, together with official grants from each of the Service Departments.

The Ministry of Labour, while itself taking no part in soliciting from employers vacancies specifically for ex-regulars, co-operates very closely with the National Association. In particular, special arrangements have been made to pass to the Ministry details of the service history and qualifications of every ex-regular upon his discharge. These particulars are furnished by the service authorities to the Exchange in the area of which the man resides or intends to reside, and by this means the Exchanges are enabled to maintain an up-to-date register of all ex-regulars who are in search of employment, and this register is available for the use of the local "job-finders" appointed by the Association.

#### VACANCIES DUE TO TRADE DISPUTES

Under Regulation III of the General Regulations, any association of employers or workmen may file at an Employment Exchange a statement with regard to the existence of a strike or lock-out affecting their trade in the district.

Any such statement must be made in the prescribed manner and is valid only for seven days unless it is renewed within that period for a like period and so on. If an employer who appears to be affected by the statement notifies vacancies for workmen of the classes concerned, he is informed of the statement and given an opportunity of making written comments upon it. He is also told that applicants to whom his vacancies are offered will be informed of the statement and his observations upon it.

It often happens that a Local Officer may become possessed of credible information that a strike or lock-out exists although no formal notification of its existence has been received. In such cases the Local Officer is instructed to act as though a formal statement had been lodged with him.

It follows from what has been said that the Exchanges always accept notification of vacancies due to trade disputes and bring such vacancies to the notice of registered applicants, informing them at the same time of all the facts as known to the Local Office. The refusal of a vacancy due to a trade dispute involves the applicant in no disqualification or prejudice either under the Labour Exchanges Act or the Unemployment Insurance Acts.<sup>3</sup>

Vacancies due to a trade dispute may not be circulated without the sanction of Headquarters, and such sanction is sparingly given and then only for circulation over a strictly limited area, for example, within an Intensive Clearing Area, subject always to the circulation at the

<sup>3</sup> Regulation IV(3) of the General Regulations and proviso (a) to Section 7(1) of the Unemployment Insurance Act, 1920.

same time of detailed information about the dispute, including copies of any statements filed by either side and comments by the other. It is often a condition of the settlement of disputes that the workpeople on strike or locked out shall be re-instated in their employment, so that the importation of workpeople from other areas, even should they be willing to accept the employment knowing the circumstances, is calculated to give rise to residual difficulties, even if it does not aggravate the immediate trouble. Moreover, under Regulation V(3) of the General Regulations, the Department is precluded from making any advance of travelling expenses in respect of a vacancy which is due to a trade dispute.

Local officers are required to send notification of threatened or actual trade disputes or the termination thereof to Headquarters, the Divisional Controller and the Chief Conciliation Officer for the district,<sup>4</sup> and to forward narrative reports during the continuance of the dispute.

#### RECRUITMENT OF LABOUR FOR SEASONAL INDUSTRIES

The supply of labour for industries in which the demand is markedly influenced by seasonal variations is a field in which the Employment Exchange Service has an opportunity of fulfilling very usefully the purpose for which the Service was established. It is not possible in the space at our disposal to deal in detail with all such industries, but we may illustrate the work of the Exchanges by reference to one or two of the more important of them.

The annual influx of visitors to holiday resorts produces opportunities of employment which at one time led to the unregulated migration of large numbers of workers, with no guarantee that employment suited to their capacities would in the end be available for them. By means, however, of canvassing, the distribution of leaflets and the exhibition of posters, the value of the Exchange Service has been brought home both to the employers and the workers, so that the Exchanges are taking an increasingly large share in directing the flow of qualified labour to the points where it is required. For this purpose the ordinary clearing machinery is used, supplemented in some cases by special arrangements made to link up "demand" areas with certain specified areas in the hinterland in which experience has shewn that adequate reserves of suitable labour exist. The preparatory work of examining the registers in the "supply" areas is undertaken well ahead of the season, the se-

<sup>4</sup>It is important to note that the functions of the Ministry of Labour in the settlement of trade disputes are not exercised through the Exchanges, but through a separate provincial organisation of conciliation officers reporting direct to Headquarters (General Department). This arrangement helps to maintain the impartiality of the Exchanges. See p. 81.



lected workers are interviewed and the probable opportunities of employment made known to them in general terms. By this means the available supply is known in advance and steps can be taken to extend the field of recruitment if necessary. It is the practice also of the "supply" Exchanges to submit individual particulars in writing "on approval" of certain classes of workpeople, such as female domestic workers for hotels and boarding houses, to Exchanges in the "demand" areas, so that the latter may be able when canvassing employers to make definite offers of suitable workpeople. As might be expected, wide use is made of the power of the Department to advance travelling expenses on loan.

In the case of female domestic workers and juveniles generally, particular care is taken to institute adequate welfare arrangements, in the preparation of which the Women's Sub-Committees of Local Employment Committees take an important part in co-operation with voluntary bodies, such as the Girls' Friendly Society, the Young Women's Christian Association and the Travellers' Aid Society.

The following figures which relate to the filling of seasonal vacancies in holiday resorts during 1932 give some idea of the amount of traffic which passes through the Exchanges:

| Sex               | Vacancies<br>Notified | Vacancies<br>Filled |
|-------------------|-----------------------|---------------------|
| Men.....          | 11,169                | 10,531              |
| Women.....        | 43,765                | 37,712              |
| Boys.....         | 875                   | 766                 |
| Girls.....        | 2,260                 | 1,887               |
| <b>Total.....</b> | <b>58,069</b>         | <b>50,896</b>       |

The filling of seasonal vacancies in agriculture is another direction in which the work of the Exchanges is rapidly developing. As in the case of seasonal labour for holiday resorts, steps are taken well in advance of the demand to collect information about the available supplies of workpeople, both skilled and those who though not skilled are otherwise accustomed to work on the land, such as market gardeners, allotment holders and those who have gardens of their own. Particular attention is paid to the examination of the registers of Local Offices in rural areas and special clearing systems are set up where necessary. The scattered nature of the industry creates special problems of maintaining contact with the employers, which have been met in some areas by the appointment of mobile officers, acting under the instructions of the Divisional Controller, whose duty it is to keep in touch with farmers and to supervise generally the movement of labour from one

area to another. Transport and accommodation are also often matters of difficulty, but in these and other problems the Exchanges receive valuable assistance from the National Farmers' Union, who, by organising meetings of farmers to be addressed by officers of the Department and in other ways have done much to bring about the increased use of the Exchanges which in late years has been made by farmers. During 1932 no less than 39,739 adults and 6,300 juveniles were placed in agricultural and horticultural vacancies, including field work on the sugar beet crop, together with seven thousand on factory work in the manufacture of beet sugar.

#### ADMISSION OF FOREIGN WORKERS

Since the conclusion of the War the admission of foreign workers into the United Kingdom for the purpose of taking employment has been strictly controlled. The Aliens Order, 1920, provides that leave shall not be given to an alien to land in the United Kingdom, if desirous of entering the service of an employer in the United Kingdom, unless he produces a permit in writing for his engagement issued to the employer by the Minister of Labour.

In general, permits are issued only if the Minister is satisfied that suitable British workpeople are not available; they are current for a limited period and are frequently accompanied by the condition that the alien must train a British subject to take his place at the end of the period. The issue of a permit is also subject to the condition that the wages paid to the foreign worker must not be less than those usually received by British employees for similar work. The administration of the restrictions is carried out at the Headquarters of the Ministry of Labour, where application for a permit must be made by the employer. The machinery of the Employment Exchanges may be used to make any necessary enquiries, for example, regarding the availability of suitable British labour or the fulfilment of conditions attached to the permit.

In all about eighty-one thousand permits were issued in the twelve years 1921 to 1932. Most of them were in respect of domestic servants, including nurses and governesses, and theatrical artistes and musicians. Other classes for whom permits were granted included commercial students, hotel and restaurant employees (many of the latter having been admitted under agreements for the reciprocal exchange of British and foreign workers of this class), and technical experts of one kind and another, such as mechanics required to erect machinery of a type new to the country.

Aliens who have landed in Great Britain for purposes other than

employment are required to obtain permission from the Secretary of State for Home Affairs if they subsequently wish to take up employment. Such permission is usually given only after consultation with the Ministry of Labour.

The great majority of foreign workers who have been granted permission to take up employment for a time in this country have since returned to their own countries or at any rate have left the United Kingdom.

## CHAPTER IX

### SPECIAL MEASURES FOR ENCOURAGING THE MOBILITY OF LABOUR

Throughout the post-war period successive British Governments have been constantly pre-occupied with the problem presented by a large and intractable volume of unemployment which among insured persons has not fallen below one million since December, 1920, and of which the distinguishing feature has been its concentration to a large extent in particular industries and particular areas. Of the various methods of dealing with the situation which from time to time have been attempted, the Ministry of Labour, administratively, has been mainly concerned with those which aimed at the provision of direct employment and other special measures directed towards assisting to place unemployed persons in work. The chief of these measures may be considered under the following heads: (1) relief works, (2) training, (3) industrial transference.

Although it is convenient to deal with these three subjects separately it will be understood that they have not been followed as completely independent policies, but that each has to some extent been related to the others. The policies of relief works and of training, for example, have been employed as instruments to promote industrial transference; and although the connection between the three is less clear in some of their developments than in others, the account which follows will shew that each is merely one aspect of a policy for assisting to increase the mobility of labour in the widest sense of that term, which includes not only the transfer of workpeople between areas but also between industries, and, in addition, the fitting of workers to take up employment alternative to that in which they had formerly been engaged.

The circumstances of the past few years, the contraction of opportunities of alternative employment occasioned by the spread of severe depression to industries and areas formerly prosperous have been entirely unfavourable to the chances of successful transfer. Nevertheless, if the results of the various measures described in the following pages are considered as a whole it can be claimed that, in face of serious difficulties, together they have made no small contribution towards increasing the mobility of labour.

## RELIEF WORKS

The policy of relief works has been administered, in co-operation with the Ministry of Labour, mainly by the Unemployment Grants Committee.<sup>1</sup> This body, first set up under Treasury authority in December, 1920, was given statutory authority by the Development (Loan Guarantees and Grants) Act, 1929; and, the present Government<sup>2</sup> having decided to discontinue the policy of State assisted works for the relief of unemployment, ceased to exist with the expiration of that Act on the 31st August, 1932. There were other measures for the provision of employment which fell outside the purview of this Committee. The Ministry of Agriculture and Fisheries in England and Wales and the Department of Agriculture for Scotland were empowered to give financial assistance to schemes in connection with land and field drainage and rural water supply. Works on classified roads and bridges assisted by the Ministry of Transport out of the Road Fund have been accelerated from time to time in order to provide additional employment. An independent Committee—the Development (Public Utility) Advisory Committee—was set up under the Development (Loan Guarantees and Grants) Act, 1929, to advise the Treasury in connection with grants for Public Utility Companies.<sup>3</sup> None of the works performed with the help of grants administered by these other departments and bodies—agricultural works in England and Wales and Scotland, road works under the Ministry of Transport and works assisted through the Development (Public Utility) Advisory Committee—can be described as relief works, a term which strictly applies only to works assisted by the Unemployment Grants Committee. But since, in certain cases, the conditions attaching to the grants authorised by these departments and bodies affected the work of the Ministry of Labour, they can be conveniently dealt with here.

When the Unemployment Grants Committee was first appointed, its function was limited to assisting Local Authorities in the United Kingdom in carrying out approved schemes of useful work other than work on roads and on housing schemes. The scope of assistance soon was extended, and the Committee was subsequently authorised to con-

<sup>1</sup> For a complete account of the proceedings of this body, reference should be made to the Interim Reports of the Committee issued annually from 1922 to 1929; to Reports under the Development (Loan Guarantees and Grants) Act, 1929, issued in 1930 (Cmd. 3744) and 1932 (Cmd. 4029); and to the Final Report of the Committee issued in 1933 (Cmd. 4354).

<sup>2</sup> The National Government formed in the autumn of 1931.

<sup>3</sup> Grants for works of development were also made by other departments and bodies. For a more complete list of the various methods adopted for promoting industrial development, reference may be made to a document entitled "Statement of the Principal Measures Taken by H.M. Government in Connection with Unemployment," published as a Parliamentary Paper (Cmd. 3746), by H.M. Stationery Office, December, 1930.

sider applications for grant not only from Local Authorities but also from Statutory Bodies not trading for profit, Boards of Guardians, Distress Committees, Voluntary Agencies, Public Utility Companies, Universities, Colleges and Voluntary Hospitals. Under the Act of 1929,<sup>4</sup> the Committee again was confined to considering applications from Local Authorities and Statutory Bodies not trading for profit, and consideration of applications from Public Utility Companies was undertaken by the Development (Public Utility) Advisory Committee set up under that Act.

After the passing of the Act, the Unemployment Grants Committee was not empowered to give assistance, its function being confined to advising the Minister of Labour who made the grant with the authority of the Treasury; but in practice the Committee's recommendations were accepted. In general the assistance given to schemes assisted through the Committee took one of two forms: either (1) payment over a prescribed period of a proportion of the interest or of the interest and sinking fund charges on loans raised to meet the cost of the works according to whether the scheme was revenue producing or not, or (2) a proportion of the wages of unemployed men taken on in connection with the works where the scheme was financed otherwise than by way of loan. During the existence of the Committee schemes of the total value of about £191 million were approved for grant, the Exchequer liability on a present value basis amounting to about £67 million.<sup>5</sup>

The policy of providing employment by means of relief works has been followed with varying degrees of energy. Up to 1925 assistance was given fairly freely to appropriate schemes; from 1925 to 1928 conditions were made more stringent and fewer schemes were approved; from 1928 up to August, 1931, the policy was pursued with vigour, the grants being made progressively more attractive and the conditions being progressively relaxed. In September, 1931, as a result of the financial crisis, the grants were reduced to a maximum of 25 per cent. of the cost of approved works, and the policy was abandoned at the beginning of 1932.

Various conditions had to be satisfied for the grant of assistance; the work had to be approved by the appropriate Government Department as a work of public utility, and, later, the extent to which a scheme would contribute towards the economic development of the United Kingdom was taken into consideration; a substantial degree of acceleration had to be shewn; so far as practicable only materials of

<sup>4</sup> The Development (Loans Guarantees and Grants) Act already referred to.

<sup>5</sup> The actual disbursements from the Exchequer over the whole period during which the grants are payable will amount to £85 million.

United Kingdom origin were to be used; other conditions related to rates of wages, Sunday and overtime work, and especially to the recruitment of labour. It is with this latter aspect that the administrative machinery of the Employment Exchanges was mainly concerned.

Certain conditions regarding the recruitment and supply of labour remained unchanged or practically unchanged throughout. Others were introduced, modified or withdrawn according to the importance attached by the Government of the day to particular aspects of the policy. The chief of the permanent conditions applicable to schemes undertaken by Local Authorities were (1) that not less than 75 per cent. of the men<sup>6</sup> engaged should be ex-service men, although the Unemployment Grants Committee had authority to reduce this percentage where the requisite number of suitable ex-service men were not available; and (2) that all labour was to be engaged through the Employment Exchanges or, at the discretion of the Local Authority responsible for the work, from among men nominated by the Public Assistance Authority. In the latter case full particulars of men so engaged were to be submitted to the appropriate Employment Exchange. The Local Authority or its contractor might employ for controlling and supervisory purposes a number of permanent employees, not exceeding 10 per cent. of the total number of men engaged on the work.

Land drainage schemes assisted by the Ministry of Agriculture were subject to a condition that all unemployed labour must be engaged through the Exchanges. In the case of schemes recommended for grant by the Development (Public Utility) Advisory Committee it was normally a condition that all additional labour directly employed on the work should be engaged through the Exchanges, but, to the extent to which the latter were unable to supply the required labour, the undertakers or contractors were at liberty to obtain the workers elsewhere.

Originally assistance through the Unemployment Grants Committee was confined to schemes carried out in areas suffering from severe unemployment. In 1928 in connection with the industrial transference policy<sup>7</sup> it was decided to admit to grant schemes carried out in more prosperous areas on condition that the undertakers agreed to employ a proportion<sup>8</sup> of persons from depressed areas indicated by the Ministry of Labour.

At the end of 1928 special terms were offered by the Ministry of Agriculture and Fisheries in respect of Land Drainage schemes in return

<sup>6</sup> Originally it was laid down that only ex-service men were to be employed, but this was modified and the 75 per cent. proportion adopted at a very early stage.

<sup>7</sup> See pp. 156-59.

<sup>8</sup> At first the proportion was fixed at 50 per cent. but subsequently it was determined in the light of the employment position obtaining in the area of the scheme and might be above or below 50 per cent. according to circumstances.

for the acceptance of a condition to employ a proportion of transferred labour, and in May, 1929, the Ministry of Transport offered grants in excess of the normal in respect of approved work on classified roads and bridges on which Local Authorities undertook a similar obligation. The Development (Public Utility) Advisory Committee imposed a like condition in the case of some schemes approved by that body.

In July, 1930, the condition respecting the employment of a proportion of men from the depressed areas ceased to be imposed as regards trunk road and Unemployment Grant Committee schemes approved after that date. For some six months afterwards work on classified roads and bridges in relatively prosperous areas continued to attract a higher rate of grant than the normal if the Local Authority concerned was willing to employ a proportion of such men. Moreover, while it was no longer a condition for the receipt of grant, Local Authorities continued to be invited to employ men from depressed areas on schemes approved through the Unemployment Grants Committee and on certain schemes approved by the Ministry of Transport. In cases in which Local Authorities agreed to do this, the undertaking to employ the agreed percentage was recorded in the letter or agreement conveying approval of the grant.

One other condition may be mentioned. In the case of schemes approved by the Unemployment Grants Committee in areas of severe unemployment preference was normally given, at any rate in the latter part of the period during which the policy obtained, to industrially qualified married men or other men with dependants; and certain road grants in excess of the normal rate were made by the Ministry of Transport on condition that only such men were employed on the works.

It has been the duty of the Employment Exchanges throughout to take steps to supply the labour in accordance with the conditions of the grant, and to give all possible assistance to the undertakers of the schemes in the observance of these conditions. Particulars of any scheme, to which conditions regarding the recruitment and supply of labour applied, were supplied from the Headquarters of the Ministry of Labour through the Divisional Office to the Employment Exchange in the area in which the work was to be carried out.\* It was then the duty of the Employment Exchange to approach the undertakers in order to obtain further particulars of the scheme, including the type of work to be carried out and the probable date of commencement and duration of the scheme; and to make arrangements for the supply of

\* The procedure in connection with the supply of labour for relief works by the Exchange was necessarily modified in certain details from time to time; the description in these and the following pages is an outline of the procedure in its final form. There was little change in the principles followed throughout.



the necessary labour or for being supplied with the names and other particulars of men nominated by the Public Assistance Authority. Even where no condition as regards recruitment of labour through the Exchanges was attached, particulars of schemes were, so far as possible, supplied to Local Offices of the Ministry of Labour so that the undertakers might be approached in order to see whether any assistance could be rendered in supplying the necessary labour. In choosing men for work on relief schemes assisted by the Unemployment Grants Committee the Exchange was required to take the advice of the Local Employment Committee, since for these schemes, in addition to applying the normal criterion of industrial suitability, regard was also paid to considerations such as length of unemployment and family responsibilities.

The procedure for the supply of labour was necessarily more complicated in cases where the condition was attached that a certain percentage of workpeople must be drawn from depressed areas. In these cases also, on being informed by the grant-making body or Department of a scheme approved on this basis, the Headquarters of the Ministry of Labour transmitted particulars of the scheme through the Divisional Office to the Local Office of the area in which the scheme was to be carried out. The latter office was then required to get in touch immediately with the technical representative of the Local Authority in order to discuss how best the recruitment of labour might proceed. It was the duty of the Local Office to obtain full particulars of the class of men required for the work, the terms and conditions of employment, including rates of wages, the accommodation available, and the date on which the men would be required. This information was transmitted through the Vacancy<sup>10</sup> and Supply<sup>11</sup> Divisional Offices to Local Offices in the depressed areas in accordance with a standing arrangement whereby the Vacancy Divisions requisitioned men from specified Supply Divisions and Instructional Centres.<sup>12</sup> At a later date special machinery involving a Central Transfer Clearing House was instituted with the object of allocating the available vacancies between men already transferred whose work on other schemes was nearing completion, men from the Instructional Centres and suitable men still remaining in the depressed areas. On receipt of the vacancy particulars the Supply Local Offices or Centres were responsible for selecting men possessing the necessary industrial qualifications, informing them fully of the nature and conditions of the job and sending them forward at the proper time. The same procedure continued to apply later when the employment of

<sup>10</sup> The Vacancy Division is the Division in which the work is being carried out.

<sup>11</sup> The Supply Division is the Division from which the labour is drawn.

<sup>12</sup> The object of these centres was to restore the employability of men from the depressed areas who had experienced considerable unemployment. For an account of the centres see pp. 148-51.

men from depressed areas ceased to be a definite condition of grant, but Local Authorities voluntarily agreed to employ such men.

In the case of schemes to which the condition was attached that married men or other men with dependants from neighbouring depressed areas should be employed, the areas from which such men should be drawn were settled between the Vacancy Divisional Controller and the representatives of the Local Authorities.

The Exchanges were<sup>18</sup> responsible for keeping a watch on schemes in order to see that the labour conditions were complied with. If this was not being done it was their duty to approach Local Authorities and, in the event of failure to obtain satisfaction, to report the matter to the Divisional Office. If the latter also failed to obtain fulfilment of the conditions a report was submitted to the Headquarters of the Ministry of Labour in order that the question might be taken up with the grant-making body or Department.

Each Vacancy Local Office kept a register (called the Relief Workers' Register) of all men, including men brought from the depressed areas, employed on relief schemes in the district and men from the depressed areas employed on other State-aided schemes in accordance with the terms of grant. The register consisted of a reference sheet containing full particulars—name, address, industrial classification, occupation, whether ex-service, whether from the depressed areas, particulars of the relief work on which engaged and, in the case of men transferred from the depressed areas, the permanent employment, if any, to which they were subsequently transferred—in respect of each man employed on a relief scheme in the area. A register was kept for each separate scheme and was in two parts, a live section for the men still employed on the scheme, and a dead section for men who had been, but were no longer so employed. The register was checked and kept up to date by returns, rendered to the Exchange by the Local Authority at two-monthly intervals, of the names of men employed on relief schemes. The Local Authority or other undertakers were also required to furnish once a month to the Local Exchange a return giving particulars of the number of men and, in the case of transfer schemes, the number of men from depressed areas employed on each grant-aided scheme on a particular day of the month.

The Relief Workers' Register served a number of purposes. It enabled the Local Office to keep a watch on the employment conditions of the scheme and to ascertain whether the stipulations regarding recruitment of labour were being complied with. In some cases Local Authori-

<sup>18</sup> Although this very compressed account of a complicated procedure has been written in the past tense, it should be understood that the procedure continues to apply at the present date (October, 1933) in the case of those schemes which have not yet been completed.

ties decided to spread the work on schemes somewhat widely by a system of rotation, and the Relief Workers' Register was useful for ascertaining when the turn of a particular man had arrived for a further spell of employment.

The primary purpose of the Relief Workers' Register, however, was to serve as a supplement to the ordinary live register in order to ensure that men employed on temporary relief work should be considered for any suitable work of a more permanent character which the Local Office might be in a position to offer. Work on relief schemes was not intended to be more than a palliative to tide over the period until trade revived and normal employment could be secured. The "transfer" condition was introduced in the hope of providing opportunities for men, especially single men, to transfer from the depressed areas in which the opportunities of further permanent employment appeared to be restricted into other areas where they would have a better chance of obtaining permanent employment and of making a new start. It was impressed upon all men proceeding from the depressed areas, either directly or through Transfer Instructional Centres, to employment on relief works that such employment should be regarded as purely temporary, that they should take every opportunity of obtaining permanent employment in the new areas, and that they would be expected to take ordinary industrial employment offered to them through the Exchanges. During the later phase of the relief works policy it was a condition of grant in the case of schemes sanctioned by the Unemployment Grants Committee and certain land drainage schemes that the Local Authority or the contractor should undertake to release men who were offered ordinary industrial employment; in cases where this condition was imposed men proceeding from the depressed areas or from Transfer Instructional Centres were required to undertake to accept industrial employment which might be obtained for them by the Exchange. The Exchange for its part was instructed to use every effort to place workpeople engaged on relief schemes in ordinary industrial employment so that their places would be available for other workers from the depressed areas, and in this way the maximum use might be made of relief works as an instrument for promoting transfer from the depressed areas to permanent employment elsewhere. In all cases in which men left their employment to return home (whether such employment was on relief works or on ordinary industrial work obtained after a spell of relief work) for reasons other than the termination of the job, special steps were taken to obtain and forward to the man's home Local Office a full account of the circumstances in order that these might be taken into consideration by the Statutory Authorities if and when he made a claim to unemployment benefit.

It was hoped through the medium of this policy to secure a constant stream of men moving from the depressed areas (either direct or via the Instructional Centres) through a short period of employment on relief works into permanent employment in more prosperous areas. Although in the later phases of the general depression, as the latter spread and embraced all areas in the country, the stream necessarily was much reduced in volume, considerable results were achieved in face of great difficulties.

The policy of using State financial assistance to provide direct employment was pressed with great vigour during the period from 1929 to 1931. The highest number of men directly employed on works for which returns were obtained (which include works assisted through the Unemployment Grants Committee, and the Development (Public Utility) Advisory Committee, land and field drainage and other works assisted by the Ministry of Agriculture and Fisheries and certain road and bridge works assisted by the Ministry of Transport out of the Road Fund—although as has been pointed out only the first of these are to be regarded as relief works) was about one hundred and fifteen thousand in June, 1931. The maximum number of transferred men employed at any one time was approximately 7,500 in September, 1931.

#### TRAINING FOR EMPLOYMENT

The first experience of the Ministry of Labour in connection with the training of unemployed persons arose out of the Great War, when the Department was charged with the administration of certain schemes of training of which the most important, known as the Industrial Training Scheme, was intended primarily for the assistance of disabled ex-service men who were prevented by war disability from resuming their pre-war occupations. Some provision was also made for non-disabled men who had enlisted as youths and whose prospects of entering a skilled trade had been affected adversely by the War. During the period from the commencement of the scheme to 1926 when it was finally closed down, a large number of men—about one hundred and twelve thousand in all, most of whom were subsequently placed in employment—were trained in special Government Instructional Factories equipped so far as possible in exactly the same way as an ordinary industrial production factory. At the beginning of the scheme the men were trained in particular trades, but later, when difficulty was experienced in placing them as improvers at the conclusion of their training, most of the factories established courses in various forms of handyman training, designed to enable the men to work largely on their own account or to obtain jobbing work with small employers. Allowances were paid to

the trainees both during the period of training and, subsequently, during the period of improvership until they could earn full wages.

In the preparation of schemes the Department received the co-operation of National Trade Advisory Committees composed of representatives of employers' and workpeople's organisations in the various industries concerned. Local Technical Advisory Committees assisted in the supervision of the training, in regulating the number of men to be trained in the respective trades, in the selection of trainees, in advising as to the choice of instructors and in placing the men in workshops at the end of their period of training.

In addition to the Industrial Training Scheme, the Ministry of Labour administered a number of schemes of training for ex-service men of the professional and business classes. The training given under the most important of these schemes—the Maintenance and Training Grants Scheme—fell into three branches, higher educational training in universities and technical colleges, agricultural training in agricultural colleges or on farms, and professional training, as a rule with firms. The object of the scheme was to fill the gaps caused by the almost complete cessation of the normal flow of new entrants into the professions rather than to compensate individuals for interruptions due to war service. The scheme came to an end in 1925. About fifty-four thousand men were assisted under it, of whom some thirty-three thousand received educational training and three thousand agricultural, while the remaining eighteen thousand were trained for various professions.

#### DEVELOPMENT OF A GENERAL SCHEME OF TRAINING

The general scheme of training was a development of the activities, already described, which arose out of the War. By 1925 there were on the registers of the Employment Exchanges a large number of young men who, owing to the War and the subsequent industrial depression, had had little or no opportunity of learning a skilled trade or of obtaining regular employment even in a semi-skilled or unskilled occupation, with the result that they had no practical experience in the use of tools and had never acquired the habits and discipline which come from regular work. The experience of the Industrial Training Scheme for disabled ex-service men provided ground for thinking that even a short course of training would greatly improve the general employability of this class of men, and it was decided in the autumn of 1925, as an experimental measure, to give a course of training of not longer than six months' duration to a limited number of such men.

For this purpose, four training centres were established, two of which were non-residential centres in urban areas, and two residential

centres in rural areas. The total capacity of these centres was somewhat over one thousand men.

Different types of training were given at the two sets of centres. At the non-residential centres—recruitment for which was at first restricted to men residing within daily travelling distance—the men received a course of handyman training, designed to teach them the use of tools, to accustom them to ordinary workshop practice and discipline and to improve their general employability. In view especially of the lack of openings in industry, it did not appear appropriate, at that time, to train the men for specific skilled trades. At the residential centres, a small proportion of the men were given a general course as handyman for employment in this country, the course being adapted, so far as possible, to rural requirements; but the majority, consisting of young unmarried men, were trained specifically with a view to employment on the land in the Dominions overseas. These courses, which were arranged in co-operation with the Oversea Settlement Committee<sup>14</sup> and with representatives of the Dominion migration authorities, were limited to single young men who had undertaken, on completion of training, to take up work on the land overseas. The courses included instruction in the handling and care of horses and live stock, ploughing, milking, timber felling, fence building and elementary woodwork.

In addition to any unemployment benefit to which they were entitled, men undergoing instruction at the non-residential centres received a small weekly allowance in cash, a free mid-day meal on days of attendance, and reasonable travelling expenses if they resided more than two miles from the centre. Men accepted for training at the residential centres for employment in this country received free travelling facilities to and from the centres; while at the centres they were required to pay a contribution from their unemployment benefit towards the cost of board and lodging. Men in training for employment overseas received free board and lodging together with a personal allowance in cash weekly, but were not eligible for unemployment benefit.

It will be convenient to trace the development of the two types of centres separately.

#### TRAINING FOR OVERSEAS EMPLOYMENT

The accommodation at the overseas residential centres was not increased until the autumn of 1927, but a good deal was done to increase the utility of the courses for the end in view. The length of the courses

<sup>14</sup>This Committee, of which the Secretary of State for Dominion Affairs is President and the Under Secretary of State for Dominion Affairs Chairman, is composed of representatives of certain Government Departments and of other interests with the addition of a number of other individuals, and assists His Majesty's Government in the United Kingdom in dealing with all matters connected with the movements of British subjects wishing to settle overseas within the Empire, or to emigrate to foreign countries.

was reduced, implements of the types used overseas (some presented by the Dominion Governments) were brought into use, and men with personal knowledge of Canadian and Australian farming were engaged as instructors. The courses were found not only to fulfil their primary purpose of giving young townsmen some knowledge of farm work and familiarity with country life (so tapping a new source of supply and increasing the flow of migrants); they also provided an invaluable practical test of whether applicants were likely to succeed in the Dominions, as a result of which large numbers of unsuitable persons were weeded out at an early stage. Recruitment was not necessarily restricted to unemployed persons.

In 1928 and the early part of 1929 owing, on the one hand, to the increasing number of men who wished to proceed to Canada for work on the land and, on the other, to arrangements concluded with the Canadian Government for placing additional numbers of trained and tested men on the land in Canada, it became necessary to increase the facilities for training men for overseas work. Four new centres of the existing type were opened, and in addition two tented training camps and five hutted centres were established at which shorter courses of training in the simpler forms of outdoor farm work were given, which were partly designed to test a man's suitability for open air life on the land overseas.

Unfortunately due first to an unfavourable harvest in Canada in 1929 and later, with the advent of the general depression, to economic difficulties in Canada and Australia, opportunities of land employment have steadily contracted since 1929 in both countries. The tented camps were first closed in June, 1929, the men remaining in them being transferred to the training centres proper. With the falling off in the demand for men from both Canada and Australia and the suspension of facilities for assisted migration, the number of men in training was necessarily substantially reduced; even some of those who completed training could not be placed in employment overseas, and special arrangements were made to place them in alternative courses of training or in employment. With the practically complete cessation of the demand from the Dominions for trained men the centres were closed for overseas purposes in 1931 and taken into use as training centres for employment in Great Britain, the agricultural land being either disposed of or farmed on a commercial basis to prevent deterioration. It has not yet been possible to re-open training for employment overseas.

During the operation of the scheme to December, 1930, 10,555 men received training, 8,874 at the centres proper and 1,681 at the short-term testing centres; 8,795 men completed training and 8,190 proceeded overseas, 5,821 to Canada and 2,369 to Australia.

## TRAINING FOR EMPLOYMENT AT HOME

Training for employment at home has been carried out mainly at two types of centre, Government Training Centres and Transfer Instructional Centres.

The first Government Training Centres were established in 1925 and others have since been opened year by year up to 1931. They were designed primarily to give instruction in skilled trades in which it was considered that vacancies would be available for trainees after completion of training. The kind of training, therefore, has varied according to the Department's estimate of the chances of successful placing in particular trades, and has included instruction in such trades or occupations as building, furniture and woodworking, engineering, oxy-acetylene and electric welding, sheet metal working, coach trimming and hairdressing. In addition a small number of men have been trained in special occupations, such as waiters and cooks, both by the Department and by outside bodies on behalf of the Department. A special staff of canvassers is employed to find "improvership" vacancies for the men at the conclusion of their course.

At first, admission to this type of centre was confined to young single unemployed men living within daily travelling distance of the centres, but subsequently, men living in lodgings were admitted, the weekly cash allowance in their case being larger than that paid to men living at home. Later the main effort in recruitment was directed to the depressed areas and by 1929 about 90 per cent. of the training places were reserved for men from these areas. In addition a limited number of older men (up to forty-five years of age) and of married men from these areas were admitted to training, special allowances for the maintenance of their dependants being paid in respect of married men.

The Transfer Instructional Centres, which were first opened in May, 1929, had as their main object the reconditioning of men from the depressed areas who had a poor record of employment and who were unsuitable for or not prepared to undergo the longer course of training in a Government Training Centre. Admission was confined to men from the depressed areas and it was understood that trainees who passed successfully through their period of training would be found employment on road works or relief schemes. Five centres, providing 1,200 places, were open by the end of 1929, and as the average course was from eight to twelve weeks, the centres were capable of dealing with upwards of six thousand men in the course of the year. The greater part of the instruction consisted of outdoor work<sup>15</sup> such as forestry

<sup>15</sup> In general the work was of a kind which would not otherwise have been done by private contractors.



work, road making, excavating and levelling, mainly for other Government Departments and Local Authorities; a certain amount of indoor instruction in rough carpentry, boot and shoe repairing and elementary metal work, as well as in ordinary educational subjects, was also given. Physical exercises and games were organised in suitable cases.

Attendance at the Government Training Centres has been voluntary throughout, although if a man left a centre without just cause before the completion of his course unemployment benefit might be withheld. Attendance at the Transfer Instructional Centres was also on a voluntary basis at first, but for a period from March, 1930, to June, 1932, it was considered desirable in the interests of unemployed workpeople themselves to require suitable men, subject to proper safeguards where hardship would be involved, to attend courses at such centres under penalty of disqualification for receipt of unemployment benefit.

Applications for admission to each type of centre are considered by Recruitment Panels, consisting of representatives of the Divisional Office, the Training Centre and the Exchange, sitting at the various Exchanges; the names of successful applicants are pooled, and vacancies at the centres filled from the pools.

The facilities available for training in both types of centre were developed during 1930 and the early part of 1931. But with the growth of the general industrial depression difficulties were experienced in placing men in employment after training. The difficulties, which particularly applied to men trained in the Transfer Instructional Centres for whom the bulk of the work which could be obtained was of the heavy pick and shovel type, were accentuated first by the decision to cease to require the employment of a specified proportion of depressed area men as a condition of a State grant in aid of certain unemployment relief schemes and road works, and then by the decision of the National Government to discontinue the policy of State-aided public works for the relief of unemployment. The steady diminution in the opportunities of finding post-training employment led finally in 1932 to the closing of a number of centres of both types and to a change of policy as regards the remaining Transfer Instructional Centres, which now became known simply as Instructional Centres. Compulsory attendance at these centres under penalty of disqualification for receipt of benefit, which as stated earlier had been instituted in 1930, was abandoned. Recruitment returned to an entirely voluntary basis, and men in the depressed areas who had been unemployed over a long period were invited to volunteer for a course with a view to maintaining their fitness for employment, but without any certainty of a job on completion of the course; at the same time, the type of instruction given was broadened. The appeal met with a most encouraging response. All the existing centres were again run

at full strength, additional centres were opened, the numbers under training increased and there has been at all times a considerable reserve of men awaiting admission.

One other aspect of the Transfer Instructional Scheme should be mentioned. For a period in 1930 and 1931 it was thought desirable, in order to ease the transition of the men from the sheltered conditions of the centres into ordinary industrial employment, to make arrangements with certain employers under which men from the centres were employed under ordinary industrial conditions, with the provision, however, that the Ministry of Labour maintained general control over their engagement and dismissal. Thus they could not be dismissed summarily without good cause while accommodating themselves to the new conditions. Under the arrangement, the Department repaid to the employers a certain proportion of the wages of the men concerned. The arrangement, though of limited application, proved to be very successful for achieving the object in view.

The total accommodation of the eight Government Training Centres open at the end of June, 1933, was nearly 3,200 places. Up to the end of June, 1933, 38,650 men had passed through the centres and of these 31,962 had completed their period of training or had been placed in employment during the course; some of the wastage is accounted for by men transferred to Transfer Instructional Centres. In all, 26,377 men passed into employment through the centres.

As regards the Instructional Centres, the total accommodation available at the nine centres open at the end of June, 1933, was 1,900 places. In addition, as an experiment, five tented camps were opened in May as annexes to some of the Residential Instructional Centres. This has enabled a further 750 men to be accommodated at the Instructional Centres during the summer when the weather is more favourable. The men admitted to the centres with annexes are first accommodated in the hutments and are not passed out to the tents until they are considered to have become sufficiently hardened to live under canvas.

By the end of June, 1933, 33,042 men had been admitted to the centres and tented camps, of whom 17,366 had been placed in employment or had found work on their own account, 6,267 had been dismissed or had voluntarily relinquished training, 6,236 were unplaced on the completion of the course, and 518 had been transferred to Government Training Centres. The remaining 2,655 were still receiving training at the 29th June, 1933.

#### PHYSICAL TRAINING CENTRES

Besides the centres already described, a number of Demonstration Physical Training Centres have been set up since 1932 by the Ministry

of Labour, in an attempt to counteract the effects of prolonged unemployment on the younger men in the severely depressed areas. It was hoped that if these centres proved successful they would not only be valuable in themselves, but would stimulate the provision of similar facilities by voluntary agencies throughout the country. The courses were limited to twelve weeks for each individual, and 240 men (divided into eight classes of thirty) were dealt with at each twelve weeks' course, each man receiving three hours' instruction per week. Attendance, open to wholly unemployed men between the ages of eighteen and thirty, was on a voluntary basis, but no difficulty has been encountered in obtaining applications for admission and the classes were everywhere well attended. The considerably increased provision of physical training for unemployed men by voluntary agencies is, perhaps, to be attributed in part to the success of these experiments and the publicity which they received. It was intended that these centres should ultimately be taken over by voluntary organisations and fresh demonstration centres opened under the Ministry's auspices in other areas; three of the original four centres were taken over in this way, and it was, therefore, possible to open three new centres to take their place. In addition in view of the success of the experiment it was decided to increase the number of the Ministry's centres open at any one time from four to eight, and four further centres were, therefore, opened in May, June and July, 1933.

#### VOLUNTARY MOVEMENT FOR PROVIDING OCCUPATIONAL, RECREATIONAL, AND OTHER FACILITIES FOR THE UNEMPLOYED

In recent years a considerable number of unco-ordinated attempts have been made by voluntary bodies to provide useful occupation of one sort or another for the adult unemployed. During 1932 the movement expanded rapidly, having received considerable impetus from H.R.H. the Prince of Wales' appeal for personal service and from the work of such bodies as the Society of Friends and the National Council of Social Service, and by the middle of 1933 it had attained considerable importance. It was estimated that in July, 1933, activities of one sort or another on behalf of the unemployed were being carried on in about 1,044 towns and villages and that about one hundred and eighty-seven thousand persons were taking advantage of such facilities at the end of June. The schemes included the provision of cultural, technical, or handicraft instruction, facilities for sport and recreation, and the carrying out of works of local value performed by voluntary labour.

With the growth of the movement during 1932 it became clear that there was considerable need of a central body to collect information and generally to guide and assist voluntary effort; the Government accordingly decided to recognise the National Council of Social Service

as the body which could most appropriately undertake this work. Government grants to the amount of £22,500 were made to assist the Council's work and to enable them to afford financial assistance to schemes of occupation for the unemployed, on the understanding that a corresponding amount was raised from other sources. The Department has acted throughout in close co-operation with the National Council, and Local Officers of the Ministry of Labour have assisted those organising schemes.

The Government has also made grants to the scheme organised by the Society of Friends for affording assistance to unemployed men in obtaining and cultivating allotments: about one hundred thousand unemployed men were working allotments under the scheme in July, 1933.

#### TRAINING OF WOMEN

As in the case of men, the first responsibilities of the Ministry of Labour in connection with the training of unemployed women arose out of the War. Between 1919 and 1921, the Ministry of Labour carried out under its own direct control a certain amount of training for unemployed women munition workers; the Department also administered a scheme, from 1919 onwards, for the training in other occupations of nurses who were prevented from following their occupation by disablement incurred on military service. A total of 283 nurses completed training under this scheme, the majority of whom subsequently obtained suitable employment.

Since 1921 the training of unemployed women has been carried on by or on behalf of the Central Committee on Women's Training and Employment (and the Sub-Committee set up by it for Scotland—known as the Scottish Committee) which had been set up in 1914 and was re-appointed by the Minister of Labour in 1920. The Committee received financial contributions of varying amounts from the Government up to 1924, and since then it has been entirely supported by a Government grant. For the most part, the training given since 1921 by the Central Committee has been directed towards fitting unemployed women and girls for domestic employment, and between that date and the end of 1932 nearly sixty thousand women and girls have passed through the domestic training centres.

To provide this training the Central Committee have established two types of centre, non-residential and residential, where instruction is given by qualified teachers in cookery, housewifery, laundry and needlework, on practical lines approximating as nearly as possible to those obtaining in a private residence. The residential centres have certain advantages over the non-residential in that the trainees are able to obtain more practice in the routine work of a house than is possible

in non-residential centres, and become accustomed to living away from home before they are placed in a situation.

The non-residential centres, the number of which varies from time to time, are generally situated where unemployment is most heavy, that is in or near the depressed mining and cotton areas of Wales, the north of England and Scotland. Residential centres are located in or adjacent to areas which afford good opportunities for placing the trainees in domestic employment after training. The residential centres at present<sup>16</sup> open number six, of which two (with others which have since been closed) were previously used for the training of women by the Central Committee and the Scottish Committee, acting on behalf of the Australian Commonwealth and the Oversea Settlement Department, for domestic employment overseas. With the cessation of migration, these two centres (and another which was subsequently closed in 1933) were converted into centres for training for domestic employment in this country. The remaining Oversea Hostels were closed, with the exception of one in London, which has been retained for, and is administered by, an unofficial body assisted by a grant from the Ministry of Labour.

Admission to the centres, which has been on a voluntary basis throughout, is confined mainly to unemployed girls and women aged sixteen and upwards. A limited number of girls between fifteen and sixteen years of age from the depressed areas are also trained by the Committee, and for a time a number of women between the ages of thirty-five and forty-five, whose industrial efficiency had been impaired by long periods of unemployment, were given courses at special centres, the training in these cases being directed to the improvement of the general qualifications of the trainees.

Recruitment for both residential and non-residential centres is effected through the machinery of the Employment Exchanges, applicants for training being put forward by the Woman Officer of the Exchange for interview by a selection committee consisting of representatives of the Women's Sub-Committee of the Local Employment Committee and, in the case of Day Centres, the Superintendent of the centre. In addition to the recommendation of the local interviewing committee, applicants for residential training have also to be approved by the Central Committee, and have to undergo a medical examination before acceptance, but this is not required in the case of applicants for the Day Centres.

At non-residential centres, courses are normally of thirteen weeks' duration (fifteen weeks for the younger juveniles). Unemployment insurance benefit or transitional payment is not paid during training, but girls over sixteen years receive a maintenance allowance which varies

<sup>16</sup> October, 1933.

according to age. From this, deductions are made for the cost of dinners and of materials for the outfit which the girls make during training and which becomes their property on leaving the centre. Juveniles under sixteen years of age receive free dinners, free materials for their outfit and a small allowance as pocket money.

The training at the residential centres is more intensive in character, and is normally of eight weeks' duration, although in some circumstances the period of training may be extended to ten weeks. At these centres the girls live in, receive free board, lodging and outfit, and pocket money varying according to age.

Steps are taken to find suitable posts for the trainees at the conclusion of their courses, and enquiries made subsequently shew that about 88 per cent. of those completing the whole or a substantial part of the course secure domestic employment on the termination of their courses, and that of these about 80 per cent. settle down successfully.

In addition to its scheme of domestic training, the Central Committee revived, in 1930, a scheme of individual vocational training which had been discontinued in 1926. Under this scheme, which is intended to meet the needs of persons for whom domestic training is not suitable, grants are made for training in such subjects as nursery nursing, shorthand and type-writing, comptometer operating, institutional house-keeping, cookery and midwifery. Grants for courses of this type had been provided up to the end of December, 1932, in 775 cases.

The Central Committee has also since 1921 supplied some 5,500 outfits to women and girls who had offers of domestic employment which they were unable to accept owing to lack of suitable garments.

#### OCCUPATIONAL CENTRES FOR UNEMPLOYED WOMEN

Towards the end of 1932, the Central Committee decided to allocate a sum from its own funds to assist in the establishment in a few selected districts of occupational centres for unemployed women corresponding to those provided in many places by voluntary effort for men, the Committee being of opinion that it might be able to give useful help to voluntary bodies in devising and assisting schemes.

#### INSTRUCTION FOR UNEMPLOYED BOYS AND GIRLS

Since the end of the Great War there have been in operation in Great Britain various schemes for providing instruction for unemployed boys and girls. The present scheme which came into force on the 1st January, 1930, is briefly described below.

The Minister of Labour is required to make arrangements with Local Education Authorities for the provision, so far as is practicable, of Approved Courses of Instruction for unemployed persons under the

age of eighteen who claim benefit.<sup>17</sup> The majority of Authorities, in whose areas there is a substantial amount of juvenile unemployment, have established Courses under the general supervision and direction of the Minister of Labour.

The Courses are open free of charge to all unemployed boys and girls in the area between the ages of fourteen and eighteen. All boys and girls who are claiming benefit are normally required to attend as a condition for its receipt; considerable numbers of others attend voluntarily.

The Courses provide instruction which is designed, not merely to prevent demoralisation consequent on unemployment, but to maintain the physical fitness, mental alertness and manual dexterity of the boys and girls and to enable them to take any suitable employment which may be offered. No attempt is made to train boys and girls for specific occupations but the curriculum generally contains a large proportion of practical work, such as woodwork and metalwork for boys and cooking and needlework for girls.

The normal rate of grant from the national Exchequer is 75 per cent., but in certain of the depressed mining areas a higher rate of grant is given. The balance of the cost is met from local rates.

The Courses are normally open for fifteen hours a week, but in some cases for as much as twenty-five hours. The following are the various forms the Courses may take:

1. In areas where there is a substantial amount of juvenile unemployment the Course is generally a self-contained Junior Instruction Centre.

2. In areas where there are fewer unemployed boys and girls a Course known as a Junior Instruction Class, confined to unemployed juveniles, is run in connection with some existing educational institution.

3. In areas where there are not enough unemployed boys and girls to justify a separate Class, they may be admitted to existing educational institutions.

4. Unemployed boys and girls possessing special educational or industrial qualifications, and not likely to profit greatly by attendance at the normal Junior Instruction Centre or Class, may be sent to Special Instruction Courses in technical or commercial schools or colleges, or other institutions providing advanced education.

At the end of the year 1932, 147 Junior Instruction Centres and thirty Junior Instruction Classes were open in 110 towns in the areas of seventy-eight Local Education Authorities. The average number of boys and girls in attendance at Courses during the year was about nine-

<sup>17</sup> Under Section 15 of the Unemployment Insurance Act, 1930.

teen thousand and nearly one hundred and fifty thousand different boys and girls passed through the Courses during the year.

#### INDUSTRIAL TRANSFERENCE

The persistence of a high volume of unemployment in certain industries and areas made it evident about the end of 1926 that there were definite surpluses of workpeople in those industries and areas whose only hope of obtaining further permanent employment lay in other areas and to a large extent in other industries. Accordingly the Ministry of Labour in 1927 began to make arrangements to facilitate the transfer of workpeople from the areas of severe unemployment to other areas where there were better opportunities of permanent employment. In the first stage transfer was mainly effected via the various Training Centres—boys being given a short spell of training in the Juvenile Employment Centres, men in the adult Training Centres, and girls and young women in the Domestic Training Centres administered by the Central Committee on Women's Training and Employment. The report of the Industrial Transference Board<sup>18</sup> which was published in July, 1928, and accepted the necessity of transferring large numbers of unemployed workers, especially coal miners, to other districts and other employment, gave to the policy an impetus which was further increased by a letter issued by the Prime Minister in August of the same year to employers asking their co-operation in making the policy effective and steps were taken to effect the transfer of unemployed persons direct and not merely through the Training Centres. The Exchanges in prosperous areas made special efforts, including the personal canvassing of employers, to obtain vacancies for workers from the depressed areas if the Exchanges were unable to fill vacancies with suitable local applicants they endeavoured to obtain men from the depressed areas before giving the vacancies a wider circulation; for a time Local Offices in non-depressed areas were required to accept a definite quota, over a period of men from depressed areas for whom they were under obligation to find suitable employment. Mention has already been made<sup>19</sup> of the additional grants given towards the cost of schemes of public works undertaken by Local Authorities in the more prosperous areas on which the Authorities agreed to employ a proportion of men transferred from the depressed areas with a view to their subsequent absorption into regular employment in the district. The Training Centres were extended and Instructional Centres which have been described above were opened. Increased financial facilities were made available for workers who agreed to transfer.

<sup>18</sup> See pp. 77-78.

<sup>19</sup> See discussion of relief works on pp. 137-44.



The areas which were regarded as depressed, and for which the special facilities described below were available, were scheduled by the Ministry of Labour, the criterion being that the area should have suffered from severe and prolonged unemployment of a kind which appeared to indicate that it contained large numbers of workers who were definitely surplus to any foreseeable requirements of industry within the area. Certain more restricted facilities were made available to other areas which, although not themselves scheduled as depressed, were situated in certain specified counties<sup>20</sup> which contained a large number of depressed areas and which, owing to the relative importance of the coal mining industry, were as a whole suffering from severe unemployment.

In connection with Training Centres for boys, free travelling was provided to the vacancies obtained in prosperous areas, and, in co-operation with voluntary Societies and Boys' Clubs, arrangements were made to look after the boys after transfer. For girls and young women trained in the Domestic Training Centres, outfits were provided on completion of training and fares paid to the jobs found for them. Similarly, in the case of young men from the depressed areas for whom most of the vacancies in the adult Training and Instructional Centres were reserved, fares were paid to the employment found for them on completion of training.

In addition to these extended training facilities, financial facilities were provided which had as their chief object the purpose of assisting married men and other men with dependants to move their families from the depressed areas to other districts where permanent employment had been found. These facilities, which are granted whether the employment in the new area has been found by the Employment Exchange or by the workman himself, consist, in addition to an advance of his own travelling expenses under the ordinary procedure, chiefly of (1) a free grant towards lodging allowance and incidental expenses of removal, and (2) the reasonable costs of the removal of the family and household effects to the place where regular work and accommodation have been obtained.

According to the arrangements in force at July, 1933, the grant towards lodging allowance, which varies according to the size of family and number of dependants, is payable either in a lump sum immediately removal is completed if the man's family accompanies him to the new area, or, if the man removes in advance of his family, by way of a weekly lodging allowance for a limited number of weeks, the balance, if any, being paid in a lump sum immediately upon the removal of the family and household effects.

<sup>20</sup> The Counties in question are Northumberland, Durham, Glamorganshire, Monmouthshire, and Lanarkshire.

Fares are paid for the wife and other dependants, and other members of the workman's family who normally live in his household and look to him for support. The costs of the removal of the furniture and household effects are paid direct to the railway company or other contractor carrying out the removal, subject to prior approval by the Ministry of Labour of the method of removal and the amount charged.

The grants for household removal are afforded at the discretion of the Minister to unemployed married men (or other men with dependants in respect of whom dependants' benefit would normally be payable) whose homes are in the scheduled depressed areas or who were normally employed in those areas before becoming unemployed, and to unemployed married colliery workers (or single colliery workers with dependants) residing in one of the specified counties (although not in a scheduled depressed area) who have been continuously unemployed for not less than eight weeks. Other unemployed married men (or single men with dependants) residing in one of the specified counties, who have been continuously unemployed for not less than eight weeks, may obtain similar assistance by way of loan. Single men with no dependants are not eligible for household removal facilities, but if transferring from the depressed areas or, provided that they have been continuously unemployed for not less than eight weeks, from the specified counties, they may be given an advance not exceeding £1 pending payment of their first week's wages in the area of transfer; a similar advance may also be made to women workers from the depressed areas and the specified counties and to women employed in the cotton and woollen textile industries who move to industrial employment in other districts. In certain cases a limited amount of assistance may be given for providing necessary clothes and tools.

In addition, facilities were provided for the settlement on a limited number of forest holdings of unemployed married miners from the scheduled depressed areas or the specified counties. These facilities included payment of the cost of travelling for interview by the Forestry Commissioners, and to enable the man and his wife to inspect the holding before accepting it; assistance towards the removal of himself and his family or dependants, and household effects; a grant up to £3, if absolutely necessary, towards the provision of minimum household equipment; a grant (corresponding to that payable towards lodging allowance under the Household Removal Scheme already described) towards the provision of tools, stock, and other equipment for the purpose of developing the holding; and, where necessary, a loan not exceeding £20 for the same purpose.

The general arrangements for advancing fares have already been described.<sup>21</sup> Certain extended facilities are available in connection with

<sup>21</sup> See pp. 120-22.

the Industrial Transference Scheme. For example, fares may be advanced to any unemployed worker from the scheduled depressed areas, the specified counties, and certain cotton or woollen textile areas in the North Western and North Eastern Divisions, proceeding to employment (which must be factory employment in the case of women) in another area, whether such employment has been found by the Employment Exchange or direct by the worker; fares may also be advanced to men proceeding, either on their own initiative or on the advice of an Employment Exchange, to areas where there is a good chance of obtaining employment, provided, if they are going on their own initiative, that they have friends who will lodge or accommodate them while they are seeking work in the new area.

In all cases where advances are made on loan, including advances of fares, repayment is required to be made by weekly instalments either direct to the Local Office of the Ministry of Labour or, in suitable cases and subject to the worker's consent, by making arrangements with the employer to deduct the proper amounts weekly from wages and to pay them over to the Employment Exchange.

The special transference facilities already described are administered through the Employment Exchanges, which issue any necessary transference warrants, pay out the grants and allowances, approve the arrangements made by the applicant for transporting his furniture and household effects, and make the necessary arrangements with the worker for the repayment of advances. Any points of difficulty in particular cases or in cases not covered by the general instructions issued to Local Offices are referred to the Divisional Office or to Headquarters for decision. The general working of the scheme and the transactions of the Exchanges in this, as in other matters, are kept under consideration and reviewed at Headquarters, where it may be necessary to raise queries on particular cases in which, through error, unauthorised assistance has been given. On the whole relatively few such cases arise.

The acute difficulties with which the policy of transfer has had to contend as the result of the general depression of the last three years have already been mentioned. Despite these difficulties, between the 19th August, 1928, and the 26th June, 1933, 93,169 men, 4,171 women and girls and 6,917 boys had been transferred from the scheduled depressed areas alone (that is excluding non-scheduled areas in the specified counties) through the machinery of the Local Offices of the Ministry of Labour and the Training Centres, the majority of whom have not returned to the depressed areas. Included in the figures just quoted are 7,840 family removals under the Household Removal Scheme which had been completed or were in process of completion at the 31st May, 1933.

## OVERSEAS EMPLOYMENT

Before concluding this chapter, it is necessary to refer very briefly to certain arrangements respecting employment overseas and the part played by the Ministry of Labour in connection with these arrangements.<sup>22</sup>

Considerable use has been made of the machinery of the Department in connection with the policy of assisting workpeople to proceed to employment overseas especially in the British Dominions.

In 1919 arrangements were made for the Ministry of Labour to co-operate with the Governments of the Dominions overseas in bringing suitable openings in the Dominions to the notice of workers in this country through the Employment Exchanges, and in furnishing information to the public as to the possibilities of employment in the Dominions.

The Department also co-operated with the Colonial Office and the Dominions Office in carrying out schemes approved under the Empire Settlement Act, 1922, for affording joint assistance to suitable persons in Great Britain intending to settle in the Dominions. Under these arrangements, assisted passages were granted to persons nominated by friends or relatives in a Dominion or by organisations approved by the Dominion Government concerned, for example, philanthropic societies or churches, or to persons selected by the representatives of a Dominion Government in Great Britain as persons who could be readily absorbed in the Dominion.

The Department arranged publicity by means of posters, leaflets and pamphlets exhibited at Employment Exchanges and elsewhere, so as to bring the openings and facilities available for settlement in the Dominions to the knowledge of the general public. In addition, a large number of meetings were held for this purpose, some of which were addressed by the representatives of the Dominion Governments. Films shewing life in the Dominions were shewn at a number of cinemas.

The Employment Exchanges were mainly concerned with openings available in connection with the system under which suitable migrants were selected by representatives of the Dominion Governments; they were not directly concerned, for example, with that part of the movement (representing a very considerable proportion of the total flow of assisted migration) which depended upon nomination of prospective settlers by friends or relatives in the Dominions. Applicants for assisted passages under the system of selection were recruited through the Employment Exchanges and the general suitability of the applicants submitted to a preliminary review by Local Officers of the Department and Local Com-

<sup>22</sup> The arrangements for training workers for agricultural and domestic work in the Dominions have already been described on pp. 146-47.

mittees before submission to the Dominion representatives. In the case of Australia, arrangements were made for the representatives of the Dominion Government in Great Britain to pay regular visits to the principal Employment Exchanges for the purpose of interviewing and selecting applicants. In addition, the Department had an arrangement with the Dominion Authorities under which applicants applying for assistance through other agencies could, where necessary, be interviewed by the Department's Local Officers and Committees.

Up to the end of 1930, since which year economic difficulties have resulted in a severe contraction of the opportunities for successful migration to the Dominions, over one hundred and fifteen thousand applications for assisted passages to Australia, Canada and New Zealand were received through the Employment Exchanges, and assistance was granted in nearly twenty-eight thousand of these cases. In addition a vast amount of work was done by the Exchanges in interviewing prospective applicants.

As already indicated this represented only a proportion of the total flow of assisted migration, the total number of sailings under Assisted Passage Agreements arranged under the Empire Settlement Act, 1922, being over 343,500 between September, 1922, and December, 1930. All except about one thousand were to Australia, Canada and New Zealand.<sup>23</sup>

In addition to these general arrangements, the Ministry of Labour has given assistance in connection with a number of special schemes for employment or settlement in the Dominions. In 1928 about 8,500 men, mainly from the depressed areas, were sent to Canada to assist in gathering the harvest; specially reduced passages were available, and, where necessary, assistance towards the cost was afforded by the Ministry in the form of grants and loans. The experiment was designed to give men from Great Britain an opportunity of securing work in the busy season in Canada and of seeing for themselves the prospects in the Dominion. About two thousand of the men remained in Canada.

In 1929 financial assistance was made available by the Ministry of Labour, subject to the degree of necessity in each case, for approved single young men wishing to travel to Canada under three special schemes, two of which were promoted by the Canadian Railway Companies and the Hudson Bay Company, and one by the Young Men's Christian Association. Nearly 1,500 men were assisted under these three schemes. The Department also granted financial assistance in approved cases to families wishing to settle in Canada under a Family Cottages

<sup>23</sup> The general question of emigration and immigration has already been dealt with in Chapter II. It is of interest to note here that the total number of British migrants to Australia, Canada and New Zealand between September, 1922, and December, 1930, was almost eight hundred and one thousand.

Scheme promoted by the Canadian Pacific Railway. Eighty-two families sailed for Canada under this scheme.

In addition to the Training Schemes run by the Department or the Central Committee on Women's Training and Employment the Ministry carried out recruitment for and in some cases gave financial assistance to certain Training Hostels for women or boys established by Local Migration Committees or other organisations. A contribution was also made towards the running expenses of a small summer training camp for boys conducted by the Boy Scouts' Association.

#### GENERAL FILLING OF VACANCIES NOTIFIED FROM COUNTRIES OVERSEAS

Arrangements are in operation for the Ministry of Labour to bring vacancies in industrial occupations in the Dominions or foreign countries to the notice of workers in Great Britain. In the case of offers of employment from individual employers overseas, the Ministry makes enquiries into the status of the prospective employer and into the local conditions in order to safeguard the interests of workers seeking employment. A small number of overseas vacancies are filled every year under these arrangements.

## CHAPTER X

### DECASUALISATION AND REGULARISATION OF EMPLOYMENT

#### GENERAL

Intermittent, including casual, employment has for long been regarded as one of the most serious aspects of the problem of unemployment. Commissions and committees of enquiry, social workers and others have all agreed both as to the social and economic evils of casual employment and as to the desirability of taking all possible steps to reduce the effect of these evils by regularising employment so far as this may be practicable. The difficulties of the problem are serious. In a large number of establishments, even in those industries which are normally regarded as providing and in fact do provide regular employment for the majority of their workpeople, intermittent jobs of short duration constantly arise, calling for the employment of persons other than their regular employees, and it is difficult to see what action on the part either of Government or of employers can transform a number of disconnected half-day jobs, for example, into regular employment. The majority of the Royal Commission on the Poor Laws of 1905-09 recognised that all casual employment could not be abolished, that however much industry and trades were regularised there would always be a certain amount of periodicity in the demand for certain kinds of work, and that the object must be not so much to abolish casual trades as to diminish the surplus of labour in them. It is in the direction of the regulation and control and even the restriction of entry into particular industries that contemporary thought has seen the most promising method of making progress towards decasualisation. Whether detailed control of the recruitment of personnel under statutory powers would, in fact, achieve complete decasualisation is a question to which only experience can provide the answer. It is certain that such a procedure is not free from difficulty and the danger of economic loss. The numbers permitted to seek employment in a particular industry could not be fixed at less than the potential maximum demand of the industry for labour, and this would involve some persons being out of employment at most times. On the other hand when the demand for labour in the industry was roughly equivalent to the amount of labour available, in the absence of completely effective organisation, some

time must inevitably be lost in diverting labour from the point at which it applies for work to the point at which its services are required.

The majority of the Royal Commission of 1905-09 made a series of recommendations designed to diminish intermittent employment, of which the chief were (1) the establishment of Labour Exchanges; (2) the diversion of boys from occupations certain to result in casuality; (3) that the Board of Trade should endeavour to arrange schemes for progressive decasualisation of occupations in localities affected by intermittent labour; (4) and that public authorities should be enjoined to regularise their work as much as possible and to endeavour to undertake their irregular work when the general demand for labour is slack.

Labour (now Employment) Exchanges were established in 1910, and have since that time been a permanent part of the administrative machinery of the country. There can be no doubt that the increasing use of the Exchanges by employers and the policy followed by the Exchanges of submitting only the best qualified persons for vacancies notified have resulted in less suffering from discontinuity of employment by the more efficient type of worker than would otherwise have been the case. So far as juveniles are concerned much has been done by the Juvenile Advisory Committees working in co-operation with the Juvenile Branches of Employment Exchanges and by the Juvenile Employment Committees and Bureaux maintained by Local Education Authorities to guide and advise juveniles as to the most hopeful avenues of employment so as to avoid trades in which employment is casual. Government Departments and Public Authorities try to spread their work as regularly as is practicable. It is not possible to measure quantitatively the effect upon the decasualisation problem of the various steps taken, but in the aggregate it is probable that the results have been far from negligible.

#### PORT TRANSPORT INDUSTRY

Apart from the port transport or docks industry and the coal mining industry—to the latter of which special considerations apply and in which there is not in fact any significant amount of casual employment—systematic and deliberately designed action has not in general been taken, either under statute or otherwise, to decasualise or regularise employment in particular industries. In the case of the port transport industry, however, in which employment is mainly or almost entirely of a casual type, the industry itself, with the co-operation and assistance of the Ministry of Labour, has taken certain steps to regularise employment and to promote decasualisation.

The method adopted, which is in accord with the generally accepted view as to the most promising way of attacking the problem of decasualisation generally, has been to attempt to relate the numbers of



persons permitted to obtain employment in the industry to the amount of work likely to be available. In view of the nature of the work, which is subject to violent fluctuations as regards volume and must be performed immediately it becomes available, it is clear that any attempt to regulate employment on a national basis would be quite impracticable, and, accordingly, the problem has been attacked on a local basis. In a number of ports registration schemes have been established and are administered by Committees composed of representatives of employers adhering to the scheme and of organisations of workpeople engaged in port transport work. The Ministry of Labour assists the Committees by providing a secretary (if desired), accommodation for meetings, stationery, and by keeping records and supplying information. In most cases the Secretary to the Committee is an officer of the Department—generally the Manager of the appropriate Employment Exchange—but in a number of cases the Committees have preferred to provide their own secretary. In London the Secretary of the Port Registration Committee, who is an officer of the Ministry of Labour, gives his whole time to the work of the Committee. The first Committee was set up in Liverpool in 1912, and this was followed by the establishment of a Committee at Bristol in 1916. Practically all the important ports in Great Britain, with the notable exception of Glasgow, now have registration schemes for port workers, the present number of such schemes being thirty-one. Most schemes are of a general nature and embrace all types of port transport workers in the port.

There is compiled under the direction of each Registration Committee a register of workers in the area in question who are eligible and qualified for employment in the port transport industry. Any person whose name is included in the register is issued a token of identification, and employers adhering to the scheme, who in most cases comprise all the important employers in the port, undertake to give preference of employment to registered workers. The token of identification differs for different schemes. The majority of Committees have now adopted the individual employment record book, in which the employer or employers record day by day in spaces provided for the purpose the employment obtained by the holder. In Liverpool the token consists merely of a brass tally stamped with the holder's registered number. In London the token consists of a cover for the holder's unemployment book. In a few cases, of which London and Bristol are the chief, the system has been adopted of dividing the registered men into "priority" classes, with distinguishing tokens for the various classes, and employers are expected to engage workers in order according to the class to which they belong.

It is inevitable that on the first compilation of the register it should

include the great majority of, if not all, workers who have been known to follow port transport work for a livelihood, irrespective of the amount of employment actually obtained immediately prior to the establishment of the scheme, and, therefore, that the numbers on the register should, at the commencement, be largely in excess of the actual requirements of the port. Provision is made for periodic reviews of the register with the object of bringing the number of registered work-people more into accord with the probable demand for labour in the port.

These reviews may take place at regular intervals or at such times as the appropriate Committee may decide. In deciding the question of the re-issue of tokens of registration, Committees take into consideration the employment record of each individual, and any worker with a poor record of employment over a period has to give an explanation to the Committee before his token is renewed. Where the system of employment record books is in operation the record of employment is easily obtainable from this source. In the case of Liverpool, where the tally system operates, the wages of all registered workers are paid centrally on behalf of the employers through the Clearing House organisation of the Ministry of Labour<sup>1</sup> and the record of earnings serves the same purpose as the record of employment. Each Committee is completely autonomous and decides finally on all new applications for admission to the register as well as making necessary adjustments to the register. At some time they will necessarily be faced with the question of recruitment to the industry, but this has not arisen in a serious form up to the present, as the problem so far has been one of reduction rather than of increase in the registers.

Any attempt to estimate accurately the labour requirements of a port presents serious difficulties. The total volume of employment, which is dependent not only upon arrivals and sailings of vessels, but also upon such fortuitous factors as tides and weather, fluctuates considerably. Moreover in any large port where the docks cover a considerable area there are further difficulties. Most jobs are of very short duration and are in the majority of cases for not more than a day. Engagements of labour take place generally twice a day, at 7:45 a. m. and 12:45 p. m., except on Saturday when normally only one engagement takes place at 7:45 a. m. Engagements are made not through any centralised agency such as the Employment Exchanges but direct between individual employers and workpeople and take place at points, designated call stands, set apart for this purpose. The call stands of different employers are located at different points in or adjacent to the docks; calls may often take place at the ship's side. The existence

<sup>1</sup> See pp. 168-69.

of a large number of call stands complicates materially the problem of regularising employment in the industry and of adjusting the register to the needs of the port. The needs of particular employers for labour fluctuate considerably and can seldom be accurately gauged in advance; in deciding what stand to attend at a particular call time, men may be influenced either by the better chance of obtaining work at one stand rather than at another or by the fact they have been accustomed to work for a particular employer; accordingly, if the register is too strictly cut down, the possibility is always present of a shortage of registered men at some stands concurrently with surpluses at other stands. Before a registration scheme can be really effective for the purpose in view it is clearly necessary to attempt to overcome this difficulty by taking steps to increase the mobility of labour. The methods which have proved most effective for this purpose are the establishment of central and surplus stands. The central stand system is based on the principle of having a single call stand for a docks area or group of docks at which all employers engage their labour. It has been adopted with considerable success at Avonmouth, Grimsby, Tilbury and other places, but is probably only appropriate where there is a compact and concentrated group of docks in which all the working points are fairly easily accessible from the central call stand. Under the surplus stand system workers failing to obtain employment at an employer's stand proceed to selected points (the so-called surplus stands) which are connected by telephone or are easily accessible from the employers' stands. A shortage of labour at the stand of a particular employer is reported to the surplus stand, from which his requirements can be met. In some cases the special port workers' offices<sup>2</sup> at which workpeople attend to prove unemployment at the conclusion of morning and afternoon calls are used as surplus stands, proof of unemployment not being accepted at these offices until it has been confirmed that the requirements of all connected employers have been satisfied. The surplus stand system has been adopted at Bristol and Plymouth and is about to be put into operation in the group of Royal Docks in the Port of London. The system has been tried in Liverpool but has not proved successful there.

The task of adjusting the size of the register to the demands of the port while at the same time ensuring that a sufficiency of labour is available at call for individual employers, is thus seen to be formidable. The personnel of the industry was largely swollen during the War as the result of the considerable activity in the ports during that period, and the first registers were inevitably larger than the needs of the ports warranted. During the general depression of recent

<sup>2</sup> See p. 203.

years Committees have been naturally reluctant to remove from the registers persons with poor records of employment, since by so doing they might be depriving such persons of all chance of obtaining employment of any kind. Nevertheless a considerable amount of progress has been achieved, and it is significant that since 1925 the register in the Port of London has been reduced by 36.4 per cent.; in Liverpool, by 13.2 per cent.; in Hull, by 34.2 per cent.; in Bristol, by about 18 per cent.; in Manchester, by 19.2 per cent. (since 1929); and in Southampton, by 15.3 per cent.; with similar or even greater reductions in other smaller ports.

There has naturally been a great diversity of practice and method on the part of different Committees, and in 1931, following a departmental enquiry,<sup>2</sup> the industry decided to establish a Standing Advisory Committee representative of employers' and workpeople's organisations to co-ordinate nationally the efforts of existing Committees and to stimulate the establishment of registration schemes in those ports where such schemes were not in operation. The Secretary to the Committee is an officer of the Ministry of Labour, which also provides clerical assistance, stationery services and accommodation for meetings. The Committee's functions are purely advisory and it has no executive authority over the Local Registration Committees; but, by the influence which it has been able to exercise, it has already succeeded in bringing a measure of uniformity into the activities of the Local Committees, and has moreover promoted the establishment of a new Registration Committee for the important group of ports on the Rivers Tyne and Wear, and other Committees at Bromborough and Penzance.

Much remains to be done in the matter of regularising port employment, but the results already achieved in very difficult circumstances are a notable example of what can be done by voluntary effort on the part of representatives of an industry with the co-operation and assistance of the Central Government to promote decasualisation.

#### LIVERPOOL AND BIRKENHEAD CENTRALISED SCHEME FOR STAMPING OF BOOKS AND PAYMENT OF WAGES

The arrangements regarding dock workers in Liverpool and Birkenhead possess certain additional features which can conveniently be mentioned at this point. Many port workers, especially in a large port, work for more than one employer during the course of a week; this is liable to cause difficulties, firstly, as regards payment of national insurance contributions since, under the National Health and Unemployment Insurance Acts, the first employer in a calendar week is

<sup>2</sup>The Port Labour Enquiry conducted by a Committee set up by the Minister of Labour. The Report of the Committee was published in 1931.

liable to pay the contribution for the week, and, secondly, as regards payment of wages, since the worker may at the end of the week be put to the necessity of collecting his wages from two or more different employers, possibly with offices at considerable distances from each other—a procedure which may clearly involve some hardship. This position has been met in the Liverpool and Birkenhead area by arranging for the books of registered dock workers to be stamped\* and for their wages to be paid through the machinery of the Ministry of Labour Clearing Houses, the name by which the dock workers' Exchanges in that area are known.

The health and unemployment insurance books of registered dock workers are retained for stamping at the Clearing Houses to which the workers are respectively attached; the proper deductions in respect of the workmen's share of the contributions are made from the wages due and the cost of the employers' contributions is calculated and charged to the employers according to an agreed allocation.

For the purpose of the payment of wages, all employers adhering to the registration scheme forward to the Central Clearing House (the office which co-ordinates the work of the other Clearing Houses) every Friday evening particulars of the wages earned up to and including that day by all registered workers who have worked for them during the week. The information so supplied is collated at the Central Clearing House by a special staff engaged for the purpose and the total amount due to each man from the various employers for whom he has worked during the week is computed, together with the net amount due after the necessary insurance contributions and any other deductions have been made. These particulars, together with the money necessary for payment, are despatched early on Saturday morning to the appropriate individual Clearing Houses and the men attend and are paid at the Clearing Houses later in the morning. The Department receives from the employers the amount of the wages paid and the expenditure involved in administering the scheme.

#### COAL MINING INDUSTRY

Coal mining is not a casual industry, although there has been a great deal of short-time working in recent years, and the action which has been taken towards regularising employment in that industry was adopted for reasons different from those which led to the establishment of registration schemes in the port transport industry. But the ultimate

\*The arrangements under which unemployment books and health and pension cards are stamped at Employment Exchanges at the cost of the employers concerned are authorised by Section 31 of the Unemployment Insurance Act, 1920. The only other arrangements made under this Section are in connection with badge porters at Liverpool and the ship-repairing industry in South Wales.

object in the two cases is broadly the same, namely, to relate the numbers permitted to take employment in the industry to the amount of work available, and the restrictions which have been imposed on employment in the coal mining industry may appropriately be mentioned at this point.

It became evident in about 1926 that for various reasons—for instance, the necessity of closing down the less remunerative pits of a group in order to reduce the costs of production—the coal mining industry was unlikely in future to be able to provide full-time employment for all the workers nominally attached to the industry at that time. It was felt that such opportunities of employment as the industry would afford should be reserved for those workers who, having remained continuously attached to the industry for a period of years, had little chance of obtaining alternative employment. Accordingly, the Minister of Labour was given power by Section 18 of the Mining Industry Act, 1926, to make regulations for the purpose of securing that in the recruitment of persons over the age of eighteen years for certain kinds of coal mining employment preference should be given to persons who were employed in such employment during the week ended the 30th April, 1926; or whose last regular employment before that date was of the kind specified.\*

After consultation with representatives of the industry, the Minister decided not to make regulations, but to accept instead a formal undertaking by the principal employers<sup>6</sup> in the industry to carry out the intention of the Section.

This undertaking which came into operation on 1st August, 1927, provides that recruitment to any of a number of specified coal mining occupations (covering the great bulk of the workpeople in the industry) shall be restricted to eligible persons, who are defined variously as (1) persons under eighteen years of age; (2) disabled ex-service men in receipt of disability pensions; (3) mining students, and (4) persons who were employed in any of the specified occupations during the week ended 30th April, 1926, or whose last regular employment before that date was in any of the specified occupations.

\*The main operative part of Section 18 of the Mining Industry Act, 1926, reads as follows:

The Minister of Labour may, after consultation with Associations representing respectively employers and persons employed in the coal mining industry, make regulations for the purpose of securing that in the recruitment of persons over the age of 18 years for employment to which this section applies, preference is given, while this section is in force, to persons who were employed in such employment during the period of seven days ending on the thirtieth day of April 1926, or when last before that date in regular employment. . . .

This section applies to any employment in or about a coal mine in the getting, handling, hauling, preparation and despatch of coal. . . .

<sup>6</sup>The undertaking covers all members of the Mining Association of Great Britain, all non-federated associations and the more important non-associated collieries.

Other persons, generally described as new entrants, may not be engaged unless particulars of the vacancies have been notified by the employer to the nearest Local Office of the Ministry of Labour, and either fourteen days have elapsed after such notifications have been received without the submission of suitable eligible persons or the Local Office has given notice to the employer before the expiration of fourteen days that such persons cannot be submitted.

Section 18 of the Mining Industry Act, 1926, was enacted to remain in operation until the 31st December, 1929, only. It has, however, been extended each year for successive periods of twelve months and is still in operation, and it has been agreed with the representatives of the industry to retain the restrictions on recruitment until further notice.

It is the duty of the Employment Exchange in co-operation with the colliery management to take such steps as it can to secure that only eligible persons are employed in the scheduled occupations. The management of a colliery should not employ in such occupations any persons about whose eligibility there is any doubt, without first obtaining a decision on this point from the Exchange. If the management omits to do this the Exchange may still pick up the case in one of a number of ways.

The undertaking which has already been referred to provides for information to be furnished by colliery companies to the appropriate Local Office of the Ministry of Labour shewing (1) the names, addresses and other particulars of any new entrants engaged by them, and (2) the number of new entrants and the number of eligible persons engaged by them each month. If this information is furnished promptly and accurately it enables the Exchange to keep in touch with the position at each colliery and to investigate any case where a new entrant appears to have been improperly engaged. It may happen, however, in particular cases that the Exchange is not informed of the engagement of an ineligible person, either because the management has erroneously come to the conclusion that the person is eligible or for some other reason. But all cases will at some time or other come under the notice of the Exchange. If the person has not previously been employed in an insurable occupation, he must obtain an unemployment book from the local Exchange when taking up insured employment. If he is already an insured person and prior to obtaining colliery employment has been unemployed, his unemployment book is lodged with the Exchange and he should obtain the book from the Exchange when he takes up his employment. In exceptional cases it might happen that the man was himself holding his unemployment book at the time of obtaining coal mining employment (for example, he might have come direct from other insured employment) or, if the book is lodged with the Exchange,

he might omit to withdraw it for some time after obtaining employment. The first type of case will come under the notice of the Exchange if at any subsequent time within the insurance year the worker is unemployed and wishes to claim benefit; and the second when the employer requires the worker to produce his book for stamping purposes. Any cases which do not come to the notice of the Exchange in one or other of these ways will normally be discovered at the annual exchange of unemployment books when all transfers to the coal mining industry are scrutinized in order to see whether the persons concerned are eligible or not.

Ordinarily the local Exchange is able to give a decision on the eligibility of any person for employment in the scheduled occupations. Cases of doubt are referred to the Divisional Office and if necessary to the Headquarters of the Ministry of Labour. Where it appears that an ineligible person is being employed, the management of the colliery is informed of the fact and, in appropriate cases, is requested to substitute an eligible person for the ineligible worker. This action is taken by the local Exchange and it is very seldom that it becomes necessary for the Divisional Office to intervene in the matter.

Experience gained in the administration of the restrictions over a period of six years indicates that the method of procedure by way of the undertaking given by the coal mining employers has proved successful in carrying out the intention of Parliament as laid down in Section 18 of the Mining Industry Act, 1926, that is, to preserve for those miners who had remained continuously attached to the coal mining industry prior to the stoppage of 1926, any opportunities for adult employment which the industry has been able to offer. It may be added, quoting the words of an article in the *Ministry of Labour Gazette*, "this object has been achieved, moreover, on the one hand without in general inflicting hardship on other individuals, and on the other hand without imposing an economic burden upon the industry."<sup>1</sup>

<sup>1</sup> January, 1931, p. 295.



## CHAPTER XI

### REVIEW OF PLACING WORK

The eleven years 1922 to 1932 witnessed a remarkable expansion in the work of the Employment Exchanges as employment agencies. Though it is difficult, if not impossible, to discern any direct connection between the level of unemployment throughout a period and the number of engagements of workpeople in the same period, it is worthy of note that during the eleven years under review, as shewn in Table 16, the

TABLE 16

AVERAGE ANNUAL NUMBER OF WORKERS REGISTERED AS UNEMPLOYED  
AT EMPLOYMENT EXCHANGES, CLASSIFIED BY SEX, GREAT BRITAIN, 1922-32

| Year <sup>a</sup> | Men       | Women   | Boys   | Girls  | Total     |
|-------------------|-----------|---------|--------|--------|-----------|
| 1922              | 1,240,305 | 222,280 | 51,490 | 33,531 | 1,552,606 |
| 1923              | 979,301   | 229,456 | 42,533 | 33,286 | 1,289,576 |
| 1924              | 848,436   | 215,211 | 34,951 | 32,381 | 1,130,979 |
| 1925              | 967,059   | 206,770 | 35,450 | 30,358 | 1,239,637 |
| 1926              | 1,071,924 | 251,253 | 38,840 | 39,874 | 1,401,891 |
| 1927              | 887,024   | 160,986 | 32,088 | 31,673 | 1,111,771 |
| 1928              | 975,814   | 186,762 | 36,139 | 32,394 | 1,231,109 |
| 1929              | 954,854   | 208,293 | 35,251 | 31,766 | 1,230,164 |
| 1930              | 1,378,898 | 438,616 | 50,732 | 46,992 | 1,915,238 |
| 1931              | 1,959,247 | 565,401 | 69,840 | 55,972 | 2,650,460 |
| 1932              | 2,209,880 | 410,702 | 72,578 | 51,629 | 2,744,789 |

<sup>a</sup> Calendar year.

average number of workers registered as unemployed in each twelve months has never fallen below one million and in 1932 rose as high as 2,744,789.

The significance of the continued high level of unemployment from the placing point of view is the strain imposed by it upon the Exchange machinery as a whole, and it is a matter for congratulation that in spite of the inevitable pre-occupation with the payment of benefit which was involved, the development of the primary function of the Exchange system went steadily forward.

#### VACANCIES NOTIFIED

Table 17 shews the number of vacancies notified annually throughout the period. It will be seen by comparing this table with the previous

one that the increase in the number of vacancies notified in 1923 and 1924 corresponded with a decrease in the average number of workers registered as unemployed (the live register) in each of those years, and that the smaller increase in vacancies notified in 1925 corresponded with an increase in the average live register for that year. The general strike took place in 1926, and the event is reflected in a sharp drop in the number of vacancies notified as well as an increase in recorded unemployment. There was a recovery in trade in the following year, with a consequent decline in the live register and an increase in the number of vacancies notified. In 1928 unemployment again began to rise, but so also did the number of vacancies notified, though to a smaller extent than in the previous year. In that year certain changes were made in the organisation of the work, the Intensive Clearing system which had been inaugurated in the previous year began to function effectively, and greater attention was paid to the development of placing work at Headquarters and in the Divisional Offices. Though it would be dangerous to attribute the results wholly to these factors, it will be observed that the number of vacancies notified continued to increase year by year, in spite of mounting unemployment until in 1932 there was a sharp setback due to the abandonment by the Government of the policy of State-assisted schemes for the relief of unemployment, vacancies on which were almost wholly filled through the Exchanges. Since then, however, the loss of relief work vacancies has been more than made good by an expansion in the notification of ordinary industrial vacancies, as is shewn by the following tabulation, comparing the number of vacancies notified and filled in the first six months of 1933 with the number notified and filled in the corresponding six months of the previous year:

| Item                                  | 1932    | 1933      |
|---------------------------------------|---------|-----------|
| Vacancies notified <sup>a</sup> ..... | 930,557 | 1,178,800 |
| Vacancies filled <sup>a</sup> .....   | 848,466 | 1,070,316 |

<sup>a</sup> January to June of each year.

#### VACANCIES FILLED

The total number of vacancies filled in the eleven years under review is given in Table 17. The figures follow very closely those for vacancies notified, and the gap between the two sets of figures is relatively small. That is to say, the Exchanges succeed in filling all but a small proportion of vacancies notified to them. In fact, this proportion

is tending to grow smaller as the Exchanges increase their turnover and improve their technique, as is indicated by the following figures:

| Year      | Percentage of<br>Vacancies Filled |
|-----------|-----------------------------------|
| 1922..... | 83.3                              |
| 1923..... | 84.9                              |
| 1924..... | 85.2                              |
| 1925..... | 86.5                              |
| 1926..... | 87.3                              |
| 1927..... | 87.2                              |
| 1928..... | 87.8                              |
| 1929..... | 87.3                              |
| 1930..... | 89.6                              |
| 1931..... | 91.9                              |
| 1932..... | 92.0                              |

Table 27 (pages 234-35) shows the number of vacancies filled by men and women in certain trade groups for each of the years 1922 to 1932. The effect of the cessation of the relief works policy in 1932 is well illustrated by the decrease of over 50 per cent. in the number of men's vacancies filled on works of construction in 1932 compared with 1931, and to a less extent by the decrease in vacancies filled in the building trade, and in the number of general labourers' vacancies filled. The chief interest of the table lies, however, in the way in which the number of vacancies filled has increased in the skilled trades such as engineering, iron and steel production, the manufacture of electrical apparatus, and the textile trades. No analysis of vacancies is made on the basis of the relative degree of skill involved; the Exchanges deal with workers of all types and varieties of skill and occupation, and it is reasonable to assume that the relative proportions of the different grades as represented in the total number of vacancies filled do not differ substantially from the relative demands for their services. Indeed there is a good deal of evidence to shew that the Exchanges have been successful in filling vacancies involving a high degree of specialised skill when other means of filling them failed.

Each Exchange and Branch Office keeps a running monthly record of vacancies filled in the form indicated in Table 28 (pages 236-39) and Table 29 (pages 240-41) which give the totals for Intensive Clearing Areas (except in the case of juveniles), other Exchange Areas, and Branch Offices, separately by Divisions for the half-year ended 26th December, 1932.<sup>1</sup> Copies of these tables are submitted by the Exchanges and Branch Offices each month to the appropriate Divisional Office and the Divisional totals are likewise transmitted to Headquarters. This

<sup>1</sup> Corresponding data for the entire year 1932 are not available but totals are given in footnotes to Table 28 (pages 236-39) and Table 29 (pages 240-41).

## EXCHANGE SERVICE OF GREAT BRITAIN

material forms the basis upon which Headquarters and the Divisional Offices keep a general watch upon the development of placing work.

The last eight columns of Table 28 (pages 236-39) and the last four columns of Table 29 (pages 240-41) are particularly interesting. Refer-

TABLE 17

ANNUAL NUMBER OF VACANCIES NOTIFIED AND OF VACANCIES FILLED, AND INCREASE OR DECREASE COMPARED WITH PREVIOUS YEAR, CLASSIFIED BY SEX, GREAT BRITAIN, 1922-32

| Year <sup>a</sup>  | Men       | Women   | Boys    | Girls   | Total     | Increase or Decrease Compared with Previous Year |
|--------------------|-----------|---------|---------|---------|-----------|--|
| VACANCIES NOTIFIED |           |         |         |         |           |  |
| 1922               | 458,393   | 271,158 | 55,922  | 75,548  | 861,021   | ...  |
| 1923               | 627,603   | 286,731 | 84,385  | 86,795  | 1,085,514 | +224,493   |
| 1924               | 768,718   | 359,262 | 133,802 | 116,685 | 1,378,467 | +292,953   |
| 1925               | 816,781   | 411,556 | 156,454 | 136,135 | 1,520,926 | +142,459   |
| 1926               | 659,250   | 362,951 | 139,679 | 126,342 | 1,288,222 | -232,704   |
| 1927               | 723,126   | 393,000 | 168,009 | 150,097 | 1,434,322 | +146,100   |
| 1928               | 761,800   | 408,296 | 180,114 | 160,301 | 1,510,511 | +78,189  |
| 1929               | 944,603   | 454,169 | 204,228 | 178,272 | 1,781,272 | +270,761   |
| 1930               | 1,083,189 | 476,587 | 195,010 | 176,694 | 1,931,480 | +150,208   |
| 1931               | 1,257,962 | 510,851 | 178,572 | 175,863 | 2,123,248 | +191,768   |
| 1932               | 1,122,671 | 524,503 | 177,498 | 191,196 | 2,015,868 | -107,380   |
| VACANCIES FILLED   |           |         |         |         |           |  |
| 1922               | 420,794   | 183,086 | 49,936  | 63,734  | 717,550   | ...  |
| 1923               | 568,348   | 204,224 | 74,792  | 74,815  | 922,179   | +204,629   |
| 1924               | 699,261   | 268,705 | 111,761 | 95,460  | 1,175,187 | +253,008   |
| 1925               | 754,648   | 325,166 | 126,521 | 110,286 | 1,316,621 | +141,434   |
| 1926               | 612,029   | 291,384 | 114,872 | 105,353 | 1,123,638 | -192,983   |
| 1927               | 670,431   | 316,418 | 140,066 | 124,596 | 1,251,511 | +127,873   |
| 1928               | 715,863   | 329,871 | 148,924 | 132,648 | 1,327,306 | +75,795  |
| 1929               | 884,058   | 362,469 | 164,932 | 144,812 | 1,556,271 | +228,965   |
| 1930               | 1,034,431 | 388,759 | 162,182 | 146,772 | 1,732,144 | +175,873   |
| 1931               | 1,216,509 | 428,727 | 155,486 | 151,335 | 1,952,057 | +219,913   |
| 1932               | 1,086,189 | 448,593 | 157,587 | 163,472 | 1,855,841 | -96,216  |

<sup>a</sup> Calendar year.

ence has already been made to the method of calculating the placing indices, which are of the greatest value as a means of assessing the efficiency of each Local Office and of the Exchange system as a whole from the placing point of view.<sup>2</sup>

<sup>2</sup> Placing indices were first introduced in 1926, but owing to frequent changes in the method of presenting the figures, it is not possible to produce comparative figures for the intervening years. Making allowance for all the factors involved, however, there has been a slow but steady increase in the gross index for the country as a whole, for adults and juveniles combined, since that date, from about 18 to 23.2.

It is beyond the scope of this study to enter into a detailed discussion of the reasons which may be advanced for the differences between one area and another. We shall confine ourselves, therefore, to broad generalisations, and in doing so shall pay particular attention to the placing indices relating to placings with "new" employers—for it is in putting an employer in touch with a suitable worker of whose existence he does not know that the Exchange Service is rendering the most immediately valuable service.

Taking the figures for men, the first point that leaps to the eye is the low placing index for workpeople placed in other districts with new employers in the Intensive Clearing Areas compared with the similar index for other Exchange Areas. It must be remembered that these areas are densely populated industrial areas of limited extent (except in the case of London) within which the means of communication are highly developed so that workers in search of employment for themselves are able to move quickly from point to point. Moreover news that a particular factory is taking on hands is rapidly disseminated. There is here clearly a field for the development of a special technique of rapid intercommunication between Exchanges, a problem in the solution of which the Department is experimenting with the most modern methods. A closer examination of the figures shews that the problem is pre-eminently a London one. More than half the total number of wholly unemployed workpeople engaged by new employers in the Intensive Clearing Areas are to be found in the London area, a figure which is nearly six times as large as the corresponding figure for all the Local Offices in the rest of the South Eastern Division put together.

Generally the placing index relating to placings with new employers in other districts is low compared with that for placings with new employers locally. This is probably accounted for largely by the movement of people finding work for themselves in contiguous Local Office areas and not to any great extent by long distance transfers. So far as engagements of wholly unemployed workpeople are concerned in the areas of the Local Offices at which they are registered, it will be seen that the Exchange Service is responsible for placing nearly a third.

Turning now to the figures for women, one is immediately struck by the fact that the placing indices are considerably higher than for men. The placing index for women placed with new employers in other districts in the Intensive Clearing Areas is nearly four times as big as the corresponding index for men, while for the country as a whole it is between three and a half and four times as big. There is still a disparity between the indices for local placings and for those in other districts, as in the case of men, but the difference is much smaller.

For instance for the country as a whole for women the one index figure is just over half as big as the other, whereas for men it is about three and a half times as big as the other. The main reason for the greater share of placing work obtained by the Exchanges in the case of women is probably that women on the whole are less mobile than men and do not tend to travel about in the same way looking for work.

So far as juveniles are concerned the placings are not analysed to shew whether they are with old or new employers, for the reason that these distinctions are not of such importance in their case as they tend to move more rapidly from one employment to another. But the gross placing indices exhibit differences similar to those exhibited by the adult indices, their general level corresponding more closely to that of the indices for women.

The number of juveniles placed in employment by Employment Exchanges and Juvenile Employment Bureaux during the year 1932 was 321,059 (157,587 boys; 163,472 girls). This figure represents approximately three times the number placed in 1922, since when the numbers placed have been steadily increasing. At a rough estimate one in four of all engagements of juvenile labour is effected through the official organisations.

First placings in employment after leaving school have been recorded only since 1930 and increased from 92,542 in 1931 to 97,789 in 1932, on a standard figure of nearly seven hundred thousand juveniles leaving school each year. This represents (eliminating about 19 per cent. of girls staying at home and, say, 2.5 per cent. of boys going into family trades or businesses) one official placing for every six and one-half initial engagements or 15.6 per cent.

Statistics from Employment Exchanges and Juvenile Employment Bureaux shew that they were responsible for placing 38.7 per cent. of the total number of insured juveniles engaged for insurable work during the year 1932.

Reports from 270 out of 290 Juvenile Committees shew that about 68 per cent. of all school leavers in their areas are advised as to their choice of employment. The national total of juveniles individually advised is, in round figures, nearly a quarter of a million.

No complete statistics are available in respect of secondary school children but the Headmasters' and Headmistresses' Employment Committees in London place about one thousand each and advise some three thousand new applicants each (from 220 schools each) per annum.

#### VACANCY CLEARING

Special statistical returns are made in respect of vacancy clearing on the lines of Table 30 (pages 242-44) which gives detailed figures for

the last quarter of 1932 and totals for the whole year. It will be observed that this table shews the results of the circulation of vacancies within Intensive Clearing Areas and within Divisions as a whole, the latter being subdivided to indicate whether the vacancies originated in Exchanges within Intensive Clearing Areas or in other Exchanges in the Division. Corresponding figures for the year 1932 shew that of a total of 113,312 vacancies circulated, 85,617, or roughly 75 per cent. were filled, while the remaining 27,695 lapsed because they could not be filled or were cancelled because the employer either ceased to require labour or filled the vacancy by other means. Of the 85,617 vacancies filled, 57,830 or roughly 66 per cent. were filled from other Local Offices, the remainder being filled by the office of origin after they had been circulated.

It will be observed that the figures in the tables include only vacancies circulated in Intensive Clearing Areas and divisionally; they do not include the results of ordinary telephone clearing between Local Offices nor of national circulation in the *National Clearing House Gazette*. The total number of vacancies filled from districts other than those in which the work was situated was 310,789, and the number of vacancies which received national circulation was nearly four thousand.

#### GENERAL CONCLUSION

That the Exchanges have justified their existence as employment agencies is amply proved by the records of their achievements given above. In the words of the Majority Report of the Royal Commission on Unemployment Insurance, 1932, "they constitute a national service, organically whole and not necessarily dependent for its performance on the existence of an unemployment insurance scheme or any other form of provision for unemployed workers." At the same time, it is probably true to say that the Exchange system could not have developed so rapidly as a placing agency without the assistance provided by the unemployment insurance scheme, which made it compulsory for every unemployed insured worker to register for employment if he desired to receive unemployment benefit; nor could the insurance scheme, itself have been successfully administered without the agency of an organisation designed to put unemployed workpeople into suitable employment with the minimum of delay.

The Majority Report of the Royal Commission expresses the view that "the Employment Exchange Service, if administered efficiently, must tend to the better ordering of the national labour market," and goes on in the following words:

We think it may justly be claimed that the Exchanges (1) reduce the actual amount of unemployment by decreasing periods of waiting between jobs and by filling marginal vacancies which, but for the existence of a national clearing system, would probably remain unfilled; (2) increase the efficiency of labour by the careful selection of the employees to be submitted to employers who notify vacancies and by offering employers a wider choice of labour than they would otherwise obtain; (3) link together the supply of and demand for labour over the whole country in such a way as to increase the fluidity of labour. Apart from long-distance placing work, the seasonal work of the Exchanges is an excellent example of the successful operation of this function; (4) provide an opportunity for the decasualisation of labour—such as dock registration schemes—although the extent to which decasualisation actually takes place is a matter largely outside the control of the Exchanges.

After referring to the growth in the number of vacancies filled, the Report says:

Functions of this nature and magnitude are, in our view, of advantage to the individual workers, to industry and to the community as a whole on broad social and industrial grounds, and should be encouraged. They are, moreover, beneficial from a narrower point of view that, in so far as they minimise avoidable unemployment, the burden of distress from unemployment is diminished and avoidable claims for unemployment benefit or other forms of relief are restricted.

As we have seen, the Exchange system has been developed entirely by the voluntary use made of it by employers. From time to time the question of making it compulsory upon employers to notify all their vacancies to the Exchanges has been raised, and further it has been suggested that employers should be compelled to engage their labour through the Exchanges. Both these suggestions have their origin in the belief that they would tend to the better administration of the unemployment insurance scheme. Apart, however, from the practical difficulty of securing, except at quite disproportionate cost, the observance of any measure of compulsion, the Department has always taken the view, in which it is fortified by the observations of the Majority Report of the Royal Commission, that as "it would be industrially disastrous to place in employment unsuitable or unwilling workers, the compulsory use of the Exchanges by employers would not solve the problem of excluding the small proportion of malingerers from the benefits of the unemployment insurance scheme."

As a corollary to their voluntary use by employers, it is essential that the Exchanges should adhere firmly to the principle of submitting to employers only those applicants who are best industrially qualified



to undertake the jobs offered. It follows that offers of work through the Exchanges cannot and should not be used primarily as a test of the genuineness of claims for benefit, and that any help which the Exchanges are able to render the administration of unemployment insurance in this direction can only be incidental to their primary function as placing agencies.

In conclusion, it may be said that the principles upon which the Exchange Service is based have stood the test of time, that experience has shewn the general suitability of the organisation for the work it has to perform, and that the best hope of effective and healthy development lies in continuing on existing lines towards the evolution of a more perfect technique, in competition and often in co-operation with other methods of engaging workpeople.

**PART III**  
**UNEMPLOYMENT INSURANCE PROCEDURE**

## CHAPTER XII

### UNEMPLOYMENT BOOKS AND CONTRIBUTIONS <sup>1</sup>

We have described in the preceding chapters the manner in which an Employment Exchange functions as an employment agency. In our description we touched from time to time upon matters affecting the administration of the unemployment insurance scheme where the latter impinges upon the placing work of the Exchange. In this and the following chapters we propose to give an outline of the functions of an Exchange as a Local Office for the administration of unemployment insurance.

Reference has already been made to the unemployment book <sup>2</sup> which is issued on application, by his local Exchange (or Branch Office) to every worker upon entering insurable employment and to which stamps of the appropriate value are affixed in respect of calendar weeks in which insurable work is performed.

When an insured contributor applies for an unemployment book he signs a form of application upon which are entered his surname and Christian names in full, the date of his birth (verified by the production of his birth certificate), his occupation, the name, address and business of his employer, the department of the business in which he is employed, the date of commencement of the employment, his private address, and the name of the Local Office and the serial number of the book issued to him. At the same time the applicant signs a small flimsy slip, which, after identifying particulars have been entered on it, is filed in an alphabetical index at Kew.<sup>3</sup>

Upon completion the form of application is sent to Kew, and becomes the applicant's ledger account, spaces on the form being used to record the contributions and benefit paid. The record of contributions is posted annually after the exchange of books, while the amount of benefit paid on each individual claim is posted at the end of each individual claimant's benefit year, when his claim is closed.

As the value of the insurance stamp varies according to the age and sex of the worker, and in order to facilitate sorting for statistical and other purposes, six different types of "regular" books, distinguished

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> See footnote 33, p. 99.

<sup>3</sup> The purpose of this index, which at present contains some twenty-five million names, is to facilitate the tracing of documents.

by differences in the colour of the paper and the ink employed in printing, are at present used for the following six categories of insured workpeople: men aged 21 but under 65; women aged 21 but under 65; young men aged 18 but under 21; young women aged 18 but under 21; boys under 18; girls under 18.

In addition the following special types of book are also in use:

1. Unemployment (Emergency) Book, containing spaces for four weeks' contributions, for use when the worker's regular book has been lost or is otherwise not available at the proper time for stamping. The use of this book gives the insured worker time to search for his regular book or to apply for a new one.

2. Unemployment (Arrears) Book, for use in cases where contributions have not been paid in respect of past employment which by enquiry or otherwise has been shewn to be insurable.\*

3. Unemployment Book (Exempt Person), for use by persons who hold a certificate of exemption<sup>5</sup> from unemployment insurance.\*

4. Temporary Unemployment Book (Mercantile Marine), for use where the seaman's regular book is not available at the time of engagement or where the currency of the regular book expires during the voyage.

5. A card for the payment of contributions under both the Widows', Orphans' and Old Age Contributory Pensions Acts and the Unemployment Insurance Acts in respect of persons aged sixty-five and over. In the case of such persons the employer's share of the contribution only is payable and the card provides space for fixing health and pensions insurance stamps and unemployment insurance stamps separately.

On each book are provided spaces for entering the following information: (1) the book number, consisting of the name of the Local Office and a serial number, that is allotted when the insured person is first provided with a book on entering insured employment and remains unchanged thereafter; (2) the insured person's surname and

\*An employer who fails to stamp an unemployment book at the proper time forfeits his right to recover the worker's share from the employee concerned. Arrears books are, accordingly, issued to employers only.

<sup>5</sup>The following persons may apply for a certificate of exemption during the currency of which they are not liable to be insured: (1) Persons in receipt of a pension or income of the annual value of at least £26 not dependent upon their personal exertions; (2) Persons ordinarily or mainly dependent for their livelihood on some other person; (3) Persons ordinarily or mainly dependent for their livelihood on earnings in an uninsurable occupation; and (4) Persons who are employed in a seasonal occupation not usually extending over more than eighteen weeks in a year and who are not ordinarily employed in any other insurable occupation. The employers of exempt persons are required to pay the employers' share of the insurance contribution, the Exchequer paying a contribution equal to one-half the employers' contribution.

<sup>6</sup>Exempt persons' books are issued only by the Exemptions Branch of the Ministry in London and are exchanged annually by that branch.

Christian names in full, and his address; (3) the occupational classification number of his usual occupation; (4) the industry letters<sup>7</sup> of the industry in which he is usually employed; (5) the date of issue of the book;<sup>8</sup> (6) the date of surrender of the book; and (7) the date of commencement of the holder's benefit year, should he make a claim for benefit. The holder is required to sign the book with his usual signature.

The employers' and workers' shares of the weekly contributions to the Unemployment Fund are paid by means of stamps, purchasable only at Post Offices, affixed to the unemployment book in respect of each week (or portion of a week) of employment. The employer is liable in the first instance for the payment of the joint contribution, and he may recover the worker's share by deduction from wages payable in respect of the period of employment for which the contribution has been paid. Only one contribution is payable in respect of each calendar week, whatever the amount of employment within that week, and where a worker works for a number of different employers in the course of a week, the first employer in the week is, in general, liable for the weekly contribution.<sup>9</sup> Stamps must be date-cancelled by the employer at the time they are affixed to the book.

In order to minimise the labour involved in stamping considerable numbers of books, special arrangements may be made by an employer, with the consent of the Department, for stamping the books of his regular employees at quarterly or half-yearly intervals. Any employer who elects to adopt this method is required to deposit with the Department, either in one sum or by instalments, a sum sufficient to cover the contributions for the quarter or half-year in respect of the maximum number of employees affected by the arrangement. For the purpose of arrangements of this kind special high value stamps are available representing the joint contribution payable in respect of one worker for a number of weeks. If, for any reason, contributions are not payable for an employee covered by the arrangement, the fact is indicated by fixing the label bearing the words "No contribution payable" in the appropriate space for each week in which that condition obtains.

Arrangements are also in force whereby employers may, under permit from the Department, use machines for impressing stamps upon unemployment books by means of metallic dies. The machines are not

<sup>7</sup> Each Local Office is provided with a classified list of industries to which distinguishing letters have been allotted.

<sup>8</sup> Spaces relating to "5" and "6" are not completed unless the book has been issued or surrendered otherwise than at the annual exchange of books.

<sup>9</sup> Application may be made by an employer or an employee (on forms prescribed in either case) for the refund of contributions paid in error, for example, in respect of employment not in fact insurable, or at a rate for a period in excess of that required.

supplied by the Department, but are obtainable from firms engaged in their manufacture or distribution. They consist of a stamping mechanism including one or more dies for different values of stamps and a meter to indicate the number of impressions made. Only machines and dies of patterns approved by the Department may be used, and the arrangement applies only to regular employees. An employer who makes use of a machine is required to pay a fee to the Department, varying with the number of employees affected and the number of dies used. The meters which are sealed, are set or re-set periodically by Post Office officials and the amount of contributions payable as indicated must be paid at the time. An unemployment book bearing impressed stamps may not be handed to an employed person, but on the termination of his employment must be sent direct to the Employment Exchange named in the permit mentioned above. A new book is issued in exchange for any such book and must be handed to the worker by the employer.

No record, other than the stamped unemployment book, is required to be kept by an employer of his own and his workers' contributions to the Unemployment Fund. The method by which the number and amount of contributions paid in respect of each employed person is credited to his account with the Unemployment Fund has been briefly described in Chapter VI.<sup>10</sup> Reference is also made there to the way in which the amount of benefit paid to each beneficiary is debited to his account.

<sup>10</sup> See pp. 98-100.

## CHAPTER XIII

### MAKING A CLAIM<sup>1</sup>

A claim for benefit must be made by the claimant in person, unless he lives more than six miles away from the nearest Local Office.<sup>2</sup>

#### TYPES OF CLAIM

A claim may be either direct or indirect. A direct claim is one on which the claimant wishes to have benefit paid to him direct by the Local Office. An indirect claim is one on which the claimant desires to receive payment through an association having an arrangement under Section 17 of the Unemployment Insurance Act, 1920.<sup>3</sup>

A claim may also be either a fresh claim or a renewal claim. A fresh claim is one made by a claimant for whom a benefit year<sup>4</sup> is not already running. A renewal claim is one made by a claimant for whom a benefit year is already running by virtue of his having made an effective fresh claim within the preceding twelve months.

#### LODGING OF UNEMPLOYMENT BOOK BY CLAIMANT

Whatever the type of claim a claimant wishes to make, the procedure is briefly as follows. He is required to hand in his unemployment book upon which the date of lodging is entered and for which he is given a receipt card upon which are entered identifying particulars and the days (and times) on which he is required to attend at the Local Office during the currency of his claim to give proof of his continued unemployment and fulfilment of the conditions for the receipt of benefit.<sup>5</sup>

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> For the procedure for postal claimants see pp. 198-99.

<sup>3</sup> See pp. 105-06.

<sup>4</sup> See footnote 35, p. 99. The entries in the record of benefit year dates in the claimant's unemployment book give the necessary indication.

<sup>5</sup> Claimants in certain specified casual occupations (such as dockers) may, if they wish, retain their books so as to have them immediately available for presentation to their next employer. In such cases the date of claim is entered in the record of dates of lodging in the book, followed by symbols to indicate the special treatment accorded.

Where a "mill scheme" is in operation or in the case of employers who are authorised to use machines for impressing stamps, arrangements are usually made for claimants' books to be lodged on the employers' premises during spells of unemployment. A mill scheme is an arrangement whereby, in cases where the pressure upon the Local Office by reason of heavy unemployment is already severe, workpeople who are employed on short

It sometimes happens that a claimant cannot produce his book because either it has not been handed to him by his employer or he has lost it. In the first case he is instructed to apply to his employer for it. If he fails to get it he is required to fill in a form explaining why he cannot lodge his book. The Local Officer may then make direct application to the employer for it. If the case is not cleared in three days, the form together with the claim form is referred to the supervisor (a senior officer) who may, if he is satisfied with the explanation given, allow the claim to date from a specified date, or if he is not satisfied, may refer the claim to the Insurance Officer on the ground that the claim has not been made in the manner prescribed by the regulations. One of the reasons commonly advanced for failure to lodge a book is that it is being retained by the employer with a view to the claimant's re-engagement.

In the second case mentioned above, the claimant is permitted to apply for a new book on a special application form. Credit for contributions represented by stamps affixed to the lost book may be given at the Minister's discretion and subject to the production of satisfactory proof by the claimant that he was, in fact, employed and that contributions have been paid.

#### DIRECT FRESH CLAIM

The claimant is then given a leaflet setting out in simple language the conditions he is required to fulfil in order to receive benefit, and he is required to sign a receipt for the leaflet on the back of the claim form. The date of application (current date),\* the claimant's name, his book number and the hour and day when the form is to be returned are entered upon the claim form which is handed to the claimant for completion. The form, which is signed by the claimant, contains a declaration that: (1) he is unemployed and capable of and available for work; (2) he is not in receipt of sickness or disablement benefit under national insurance; and (3) he is the rightful holder of the unemployment book, the number of which is noted on the form, and that the stamps on it have been affixed only by his employer or employers in respect of his employment. There are spaces for the name and address of his last employer, the capacity in which he was employed, the date upon which

time or temporarily unemployed as a result of such circumstances as a breakdown in machinery or a fire, may prove unemployment (See Chapter XIV) and receive payment of benefit upon their employers' premises.

\* Where a claimant is able to shew good reason for not having made a claim on the first day of unemployment he may make application on a special form to have his claim ante-dated. The decision whether a claim may be ante-dated is a matter for the Insurance Officer.



the employment began and ended, the claimant's marital state and his age last birthday.<sup>7</sup>

The first two declarations above are accepted as prima facie evidence that the conditions for the receipt of benefit to which they relate are satisfied by the claimant, and no attempt, apart from reference to the last employer (see below), is made to check them unless the Local Officer has reason to suspect (for example, from the claimant's physical appearance) that they are false.

If the claimant wishes to make a claim for dependant's benefit, a separate application form is given to him to complete. This form contains twenty-one questions some or all of which have to be answered by the claimant.

Pending the claimant's return with his completed claim form his claim unit (see below) is prepared for the further action which is necessary.

The benefit year dates entered on the unemployment book normally shew whether a previous claim unit is in existence, and (if a claim has been made within the currency of the book) the lodging entries shew at which Local Office the claim was made and thus the location of the claim unit. If the claim is being made at the same Local Office the claim unit is extracted from the dormant file.<sup>8</sup> If the claim is being made at a different Local Office, the previous Local Office is asked to transfer the claim unit, a skeleton temporary unit meanwhile being brought into use. If the unemployment book does not shew at what Local Office the last claim was made, the claimant is questioned. In the final resort, if the unemployment book shews that a claim unit is in existence but its location cannot be ascertained locally, reliance is placed on the central record kept at the Claims and Record Office. If it appears that the claimant has not previously made a claim, a new claim unit is of course prepared for him.

#### CLAIM UNIT

A claim unit normally consists of the following documents:

1. Reference Sheet. This forms the top document of the unit and is made with a pouch on the left hand side, on the front of which are spaces for the following items of information: claimant's surname and

<sup>7</sup>Where time permits, or in the case of illiterate claimants, the information is obtained by questioning the applicant and entered by the Exchange Clerk, the applicant being required only to sign the form, or to make his mark, which is witnessed by two Exchange Officers.

<sup>8</sup>The dormant file (of which there is one for each department of the Local Office) consists of: (1) index envelopes containing records, relating to claims on the "live" files, which cannot conveniently be kept in the claim unit (e.g., references, out of date records, reports, etc.); (2) claim units, with their index envelopes, which are no longer live.

initials; his book number; his claim number; the numbers of the weeks in which he came on and went off the live register; a specimen of his signature; and his address. These items are so placed as to be readily available for reference and identification.

The right hand side of the form contains spaces for recording the date of interviews in connection with the claim, and for recording industrial qualifications in cases, for example, casuals and short-time workers, in which "B" cards (see below) are not normally used.<sup>10</sup>

On the back of the sheet are spaces for general notes, a record of submissions to employers (for use in cases where no "B" card is used) and of investigation of benefit queries.

2. Weekly Unemployed Register Slip. On the left of this form are spaces for the entry of the amount of benefit due on pay-day, and a form of receipt for the money to be signed by the claimant. On the right is the unemployed register which is signed by the applicant on each day on which he attends to prove unemployment.<sup>11</sup> Spaces are provided for each day of the week.<sup>12</sup> The slip slides into the pouch on the left of the reference sheet so that only the right side is exposed.

3. "B" Card. Upon this card are entered certain identifying particulars such as the claimant's name and address and his book number, and particulars in summarised form of his industrial qualifications, together with the classification number of his usual occupation.<sup>13</sup> The card slides into the pouch of the reference sheet, underneath the unemployed register slip, in such a way that the occupational classification and summary of qualifications are visible to the right of the slip. On the back of the "B" card are spaces for recording particulars of submissions to employers and the results.

4. Employment Record. On this form are entered the claimant's name and his book number (for purposes of identification) and particulars of each of his employments on the lines of those on the claim form. In addition space is provided for details of the exact nature of the work performed in each case, in which entries are made whenever the trade name of the job (such as labourer) does not sufficiently indicate what the claimant actually did. The form contains sufficient space for the entry of particulars of eight employments and additional forms are inserted as required, so that a continuous record may be built up.

<sup>10</sup> The series of week-numbers at present in use began on 5th March, 1929, since when the calendar weeks have been numbered serially in unbroken sequence. A calendar showing the week-numbers throughout the year is issued annually to each Local Office.

<sup>11</sup> See p. 103.

<sup>12</sup> See p. 200.

<sup>13</sup> The normal pay-week ends on Wednesday, but for use in areas of heavy unemployment where more than one pay-week may be in operation, a number of versions of the slip with different week-ending days are provided.

<sup>14</sup> See p. 104.

5. Rating Sheet. In addition to identifying and other particulars, this sheet is used to record information as to the weekly and daily rates of ordinary and dependant's benefit to be paid to the claimant, or the weekly rate of transitional payments to which he is entitled, together with the deductions to be made, in the latter case, in respect of each day of employment.

6. Computation Sheet. Upon this sheet are calculated the weekly amounts of benefit or of transitional payments actually due to the claimant.

7. Record Sheet. This sheet provides space for entering the date of commencement of the claimant's benefit year, the number of days of benefit paid, and certain particulars required for establishing whether the claimant's unemployment is continuous.<sup>14</sup>

8. Kew Certificates. These are forms issued by the Central Claims and Record Office shewing the claimant's contribution position.<sup>15</sup>

9. Dependant's Benefit Application Forms; Forms of Report to the Statutory Authorities on questions for decision by them; and the lodged unemployment book.

The documents (with the exception of the unemployed register slip and the "B" card) are of a uniform size and, supported by a stout manilla board, are bound together at the left hand edge by an elastic band of special design so arranged that all the documents are firmly held together, but any one can easily be withdrawn or a new one added.

#### ACTION ON COMPLETION OF CLAIM FORM

If the claimant has filled in his own claim form, it is examined by an officer experienced in registration work and any imperfections are remedied. If the form has been completed in the Local Office, this examination is, of course, not necessary. In all cases, however, the signature on the claim form is compared with the signature on the book, and the statement of the duration of the last employment on the form is compared with the number of stamps on the book. These steps are taken to check unintentional mistakes or deliberate fraud. For example the comparison may shew that the claimant has been handed the wrong book by his employer; or it may indicate an omission to stamp the book for periods when contributions were due; or again it may shew that a claimant has himself put stamps on the book in respect of work performed on his own account (either in error or with intention to commit a fraud).

The stamps are themselves also examined to ensure that they are genuine (that is, not forgeries or not previously affixed to another book) and that they are of the right value.

<sup>14</sup> See pp. 209-10.

<sup>15</sup> See pp. 98-100.

The date of application for benefit is entered on the front of the book as the date of commencement of the claimant's benefit year.

If the claimant is a married woman she is required to state the date of her marriage, which is entered in red ink on the claim form and on the reference sheet.

The claimant is not required to sign the unemployed register for the day on which the claim is made, as the necessary declaration of unemployment, etc., is on the claim form. The officer who is taking the claim, however, is required to enter "461" in the appropriate daily space on the unemployed register and to initial the entry. Should the claim form be returned on the day after the date of application, the claimant is required to sign the unemployed register for that day, the entry being initialled by the officer taking the claim.

The next step is to take the registration for employment on the lines described in Chapter VII. The particulars of the last spell of employment are copied from the claim form on to the employment record, together with particulars of any earlier spells not previously recorded if they are of sufficient importance. The claimant is not required to sign these entries, but appropriate symbols are inserted in the signature space on the form to indicate that the details were taken from the claim form or were entered for registration purposes only.

At this stage the appropriate occupational classification number<sup>16</sup> is allotted to the claim and entered on all the documents, and on the receipt card which the claimant is required to produce for this purpose. This occupational number need not be the same as is shewn on the unemployment book, if there has been a change in the occupational status of the claimant.

A claimant is not regarded as unemployed on any day on which he is following any remunerative or profitable occupation unless that occupation is one that could ordinarily have been followed by him in addition to his usual employment and outside the ordinary working hours of that employment and he does not receive more than 3s. 4d. a day by following the subsidiary occupation. If the claimant's answers on the claim form indicate that he follows some occupation or takes part in some business in addition to his ordinary employment, the statutory position is explained to him and he is required to furnish a full description of the facts, which are reported on a special form to the Insurance Officer for decision.

As a period of sickness or uninsurable work may affect the length of the period within which the qualifying number of contributions must be paid for insurance benefit or transitional payments,<sup>17</sup> and may

<sup>16</sup> See p. 104.

<sup>17</sup> The present law requires the payment of not less than thirty contributions in the two years immediately preceding the date of application for benefit. The period of two

also affect "continuity of unemployment"<sup>18</sup> note is made upon the employment record of any gaps in the claimant's history of insurable employment which are due to sickness or to uninsurable work.

At this stage a claim number is allotted to the claim and is entered in the claim number register and on the claim form, including the dependant's benefit form (if any), the reference sheet, the unemployed register, the rating and computation sheets. The claim number register is a running record kept at each Local Office of the fresh claims, direct and indirect, made at that office in each department.

The claim number itself is in three parts; first a three letter code designation of the Local Office; next a two letter prefix (to distinguish the type of claim and the department to which it belongs); and finally a serial number.

The next important step in the sequence of operations is to make enquiry of the last employer as to the circumstances in which the claimant's employment with him terminated in order to ensure that the claimant is not disqualified for the receipt of benefit. This enquiry is made on a form<sup>19</sup> on which are entered the claimant's identification particulars (that is, name, industrial classification, book number) and the details of his last employment shewn on his claim form. The employer is asked to confirm these details and to state whether further employment with him was available for the claimant, whether wages or any payment by way of compensation for loss of employment have been paid in addition to wages due up to the date of termination of employment, and the reasons for the termination of employment.

The employer's attention is drawn to the fact that an insured contributor is not entitled to receive benefit if,

1. He has voluntarily left employment without just cause;
2. He has lost his employment by reason of misconduct, that is, breaches of discipline or works rules, or conduct which is inconsistent with the fulfilment of the conditions of service or renders the worker incapable of performing his work efficiently;
3. He has without just cause failed to apply for or accept suitable employment notified to him;
4. He is not capable of or available for work;
5. He has lost work by reason of a stoppage of work due to a trade dispute at the factory, workshop or other premises at which he was employed; or

years may be extended by any period of sickness or of uninsurable work occurring within them. The corresponding contribution condition for transitional payments is eight contributions in the last two years or thirty contributions at any time.

<sup>18</sup> See pp. 209-10.

<sup>19</sup> In order to save clerical labour a special type of form is used in the case of bulk discharges by one employer. The date of despatch of either type of the form is noted on the employment record(s) of the claimant(s).

6. Having lost employment, he continues to receive wages or any payment by way of compensation for the loss of, and substantially equivalent to, the remuneration he would have received if the employment had not terminated.

The employer is also informed that if his reply seems to indicate a ground for disallowance of the claim, it will be communicated to the claimant and may be communicated to his trade union; it will also be submitted, together with any counter-statement made by the claimant (or his trade union) to the statutory authorities whose function it is to adjudicate in such matters. Carbon copies are kept of all the forms sent to employers, and reminders are issued as necessary.<sup>20</sup>

The final action in the taking of a direct fresh claim is to enter upon the claim form the number of contributions in the lodged unemployment book, the number of the week of the insurance year (as printed on the book) in which the last stamp was affixed, the date of the 156th day of benefit on any previous claim as shewn on the rating sheet and a statement whether or not ten contributions have been paid since the 156th day of benefit in the claimant's last previous benefit year. If there is a previous claim by the claimant (which, as we are dealing with a fresh claim, will be a claim which has been closed<sup>21</sup>), the fact that the old documents have been linked up with the new ones or are being obtained for that purpose from another Local Office, is noted on the form. If alternatively there is no trace of a previous claim that fact is noted. Finally, the claim form is signed by the officer taking the claim and is despatched by post to the Central Claims and Record Office at Kew for the issue of a certificate shewing whether the claimant is entitled to benefit or whether the claim is to be treated as one for transitional payments.

If the Kew certificate shews that the claimant does not satisfy the conditions relating to contributions, and it appears likely that any periods of sickness or uninsurable employment might enable the claimant to satisfy them, enquiry is made of the Central Claims and Record Office on a special form as to whether a further Kew certificate could be furnished if the periods were taken into account. The reply from Kew may indicate either that a further certificate could be issued subject to satisfactory evidence of sickness or uninsurable employment or that no certificate could be issued unless the periods were of a certain number of weeks' duration.

In the first case, if sickness is in question, the claimant is required to produce evidence in the form of a certificate from the secretary of

<sup>20</sup> The action which is taken on the employers' reply is described later in the discussion of adjudication procedure on pp. 222-24.

<sup>21</sup> See p. 199.

the Approved Society (or Branch thereof) to which he belongs, or, failing this, alternative evidence of an acceptable nature. If uninsurable work is in question confirmation is obtained from the employer.

In the second case no action is taken unless the number of weeks indicated by Kew corresponds closely to the period mentioned by the claimant. If this is so, he is informed and given the opportunity if he desires of pursuing the matter and providing evidence.

The evidence obtained is considered by the Insurance Officer who enters upon the reverse of the form received from Kew the periods of sickness or uninsurable work which have been accepted as valid, and the form is returned to Kew for the issue of a further Kew certificate.

#### DIRECT RENEWAL CLAIM

If the claimant desires to make a renewal claim, his claim unit will usually be in the dormant file at the Local Office. If he last claimed at some other Local Office, the claim unit is requisitioned from that office as above, a temporary unit being brought into use meanwhile.

The taking of the claim involves merely the entry of particulars of the last spell of employment upon the employment record.<sup>22</sup> The claimant is required to sign this entry, which constitutes his claim for benefit, and is also required to sign the unemployed register for the day of claim. Particulars of any other spells of employment which are of sufficient importance for the purpose of assessing the claimant's industrial qualifications and have not previously been recorded, are also entered but the claimant is not required to sign these entries, a symbol being inserted as before in the signature space to indicate that they have been recorded for registration purposes. The entries on the "B" card are brought up to date in the light of the claimant's experience since his last registration.

If the claimant has previously claimed and received dependant's benefit, his previous application form will be in the claim unit, and it is necessary only to ask him to confirm the entries in it and if so to sign the renewal of declaration on the first page of the form. If the position has changed, or he did not claim dependant's benefit before and wishes to do so now, he must complete a fresh application form.

The question of a subsidiary occupation, or of the effect of a period of sickness is dealt with in the same way as in the case of a fresh claim.

No reference to the Central Claims and Record Office is normally necessary, as the original Kew certificate will be in the claim unit. If,

<sup>22</sup> This may be done while the claimant is in attendance—or he may be given a claim form to complete, the entries being later transcribed on to the employment record. The claim form in such cases is not sent to Kew, but filed locally for reference.

however, the duration of the certificate has expired (although the benefit year is still current) further reference to Kew on a special form is necessary to see whether a further certificate can be issued, unless the claimant has already exhausted his right to benefit by reason of having received 156 days' benefit in the current benefit year.<sup>23</sup>

The claimant is required to sign the unemployed register<sup>24</sup> for the day upon which he makes his claim and the signature is initialled by the clerk taking the claim, after comparison with the signature on the employment record, the specimen signature on the reference sheet, and the signature on the lodged book.

#### INDIRECT CLAIMS—FRESH AND RENEWAL

The general principles governing arrangements made for the payment of State unemployment insurance benefit by trade unions under Section 17 of the Unemployment Insurance Act, 1920, have already been described.<sup>25</sup>

Each Local Office is supplied with a list of trade unions with whom arrangements have been made and the first step in taking an indirect claim is to verify, by reference to this list, that the claimant's trade union has an arrangement.

Thereafter the procedure for taking the claim is the same as for direct claims, except that a special claim form is used for indirect fresh claims, upon which is entered a code number relating to the claimant's trade union.

#### POSTAL CLAIMANTS

A special claim form and a special employment record are used for claimants who, because of the distance they live away from the nearest Local Office, are allowed to claim benefit by post. In this case the claim form is a simple application for benefit, containing only the information necessary for the identification of the claimant and the certification of the claim. The declaration already referred to<sup>26</sup> is printed on the employment record so that it, together with the particulars of the claimant's last employment, may be attested by a responsible person (such as a Justice of the Peace, solicitor, doctor, or minister of religion) to whom the claimant is known. Provision is also made upon the form for the claimant to give such additional information as is necessary to register

<sup>23</sup> This is a statutory limitation. See pp. 207-09.

<sup>24</sup> This signature, like the signature on the claim form in the case of a fresh claim enables Kew, for checking purposes, to have the claimant's signature for the first day of any period of unemployment for which a claim is made.

<sup>25</sup> See pp. 105-06.

<sup>26</sup> See pp. 190-91.



him for employment. The claim form and employment record are posted to the claimant on application with a covering printed letter explaining what he is required to do.

#### CHANGE-OVER CLAIMS

As the payment of benefit to each claimant is based, under the law as it stands at present, upon his individual benefit year, it is necessary to observe the formality of taking a fresh claim from each claimant who at the end of his benefit year desires to continue to claim in a new benefit year. The previous claim is "closed" and certain documents (see below) from it are sent to Kew.

#### CLOSING OF CLAIMS

The closing of a claim involves the following operations: (1) entry on the record sheet of the date the claimant's benefit year began, the total number of days of benefit paid and particulars to enable continuity of unemployment (see below) to be ascertained; (2) the extraction from the unit of computation sheets and Kew certificates and their despatch to Kew. This process is performed upon all claims for which the benefit year has expired whether upon the live register or in the dormant file. The claim number register is used for tracing those which are in the dormant file, and the clerks who take proof of unemployment are responsible for action on those which are on the live register.

## CHAPTER XIV

### PROOF OF UNEMPLOYMENT<sup>1</sup>

#### GENERAL PROCEDURE

The general requirements governing proof of unemployment and their relation to placing work have been described in a preceding chapter.<sup>2</sup>

When the claimant attends to prove unemployment he goes to the clerk at the counter in charge of the box<sup>3</sup> in which his claim unit is filed and presents the receipt for his unemployment book. The time<sup>4</sup> at which each claimant is to attend the Local Office and the days upon which he is to attend are marked on the receipt. The distinguishing letter or number of the box is also entered upon the receipt. At each signing station a notice is prominently displayed calling the attention of claimants to the necessity of declaring any work they have done since they last attended. The notice is so worded as to provoke a spontaneous declaration from the claimant without the clerk's having to question him. Having traced the claim in the box by reference to the claimant's name and occupational classification shown on the receipt for his unemployment book, and having ascertained that the claimant has done no work since he last signed,<sup>5</sup> the clerk stamps the word "Unemployed" in the spaces on the unemployed register corresponding to the intervening days, and requests the claimant to sign in the space relating to the day of attendance.<sup>6</sup> It will be remembered that the arrangement of the documents in the claim unit permits rapid comparison between signatures on the unemployed register with the specimen signature made by the claimant on the reference sheet when he first made his claim. It is true that this specimen signature is before the claimant when he signs, but as he signs under the eye of the clerk and with a queue of his workmates waiting their turn behind, forgery is out of the question to anyone but a phenomenally clever practitioner.

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> See pp. 105-07.

<sup>3</sup> See p. 107.

<sup>4</sup> Failure to attend punctually is a matter which requires explanation as it gives rise to the suspicion that the claimant may not be unemployed.

<sup>5</sup> A claimant who has been employed for more than three days is required to make a renewal claim.

<sup>6</sup> In order to avoid making the claimant sign twice on pay-day, he is required to sign the receipt portion only of the unemployed register on that day, the word "Unemployed" being stamped in the appropriate daily space.

If the claimant has worked on any of the days of non-attendance, the appropriate spaces on the unemployed register are blocked out. If it is not clear that the claimant was in fact unemployed, but he insists on signing the register, the case is referred to the statutory authorities for adjudication.

If a claimant states that he has worked on any of the days for which he has already signed the unemployed register (or had it stamped "Unemployed"), and there is no suspicion of fraud or misrepresentation, the entry on the register is cancelled and marked to indicate the facts by the signature clerk, who initials the alteration. If there is any suspicious element in the case, it is referred to the supervisor for investigation.

It frequently happens that a claimant who is due to sign the register on a particular day is required in the Employment Section because a job has been notified for which he is suitable. In such cases it is usual to place a slip, directing the signature clerk to send the claimant to the Employment Section, in the pouch of the reference sheet.<sup>7</sup> The claimant is allowed to sign the register, and if evidence of placing<sup>8</sup> is subsequently received, the entry is cancelled. If he fails to report to the Vacancy Officer he is deemed to have "failed to apply for suitable employment" and his claim is referred to the statutory authorities.

After the termination of the hours of attendance, the daily spaces on the unemployed registers of all claimants who have not attended are blocked out not only for the day of attendance but for all days back to the last signature. Retrospective proof of unemployment is permitted to claimants who do not attend on the proper day, and is normally obtained on a special form of unemployed register, the claimant's declaration on which must be confirmed by two householders. All such cases are considered by a supervisor before the evidence is accepted.

If a claimant who, though unemployed, was prevented from attending at the proper time by sickness desires to give proof of unemployment for the days of sickness for the purpose of preserving the continuity of his unemployment,<sup>9</sup> but not of course for the purpose of receiving benefit, he is required to sign a form of declaration of sickness which must be confirmed by the signatures of two householders, or two adults in the same occupation as the claimant but not themselves applicants for benefit or transitional payments, or the secretary of the Approved Society (or branch thereof) to which the claimant belongs.

It may be mentioned in passing, that as a protection against irregularities means are taken to identify the clerks responsible for making

<sup>7</sup> A blank introduction card is often used for the purpose.

<sup>8</sup> See pp. 125-26.

<sup>9</sup> See pp. 209-10.

or supervising the entries on the unemployed register, by requiring them either to initial the entries or to stamp them with special numbered stamps issued one to each clerk during the hours of attendance of claimants.

Claimants whose claims have been disallowed for any reason which does not make them ineligible to receive benefit again after expiry of the period of disallowance, are not regarded during that period as non-claimants. Their claims remain in the claimants' file, they are advised to continue to prove unemployment as before, and proof is taken in the same way but upon a form of unemployed register which provides spaces for six weeks,<sup>10</sup> and contains no receipt for benefit.

#### POSTAL CLAIMANTS

Postal claimants prove unemployment on a special form, the declaration on which has to be witnessed by two persons who are familiar with the claimant's circumstances and must be either householders in the district, or adults in the same occupation as the claimant and not themselves applying for benefit or transitional payments. After the receipt of seventy-two days' benefit, the claimant is required to have the declaration of unemployment witnessed in the same manner as his original claim.<sup>11</sup>

#### DOCKERS

Owing to special conditions, the normal arrangements are not suitable for dockers, whose employment is normally of a casual nature and often by the half-day. Engagements of dockers are usually made by the calling-on of the required number of men from among those presenting themselves for employment at morning and afternoon calls held at a number of recognised calling-on places in the docks area.

Signature of the unemployed register once daily would clearly not constitute sufficient proof of unemployment in the case of dockers as a man might sign as unemployed in the morning and obtain work at the afternoon call or vice versa. On the other hand, engagement of labour between calls ordinarily arises only if there is a shortage of men at a particular calling-on place and this is unusual.<sup>12</sup> It can, therefore, generally be assumed that a man who has not been engaged at the call he attended will not secure employment on the docks before the next

<sup>10</sup> This is the maximum period of disallowance under the existing law, except, of course, in the case of a trade dispute, where benefit ceases to be payable during the whole period of the dispute.

<sup>11</sup> See pp. 198-99.

<sup>12</sup> In most cases local agreements provide that men should only be engaged at the stated "call" times.

calling-on time. Further, dockers failing to present themselves at a call may be held to be not available for work within the meaning of the Unemployment Insurance Acts. It is therefore convenient and practicable to take proof of unemployment immediately after the conclusion of a call while the men who attended the call but were not taken on are still concentrated together. At most ports special offices known as Port Workers' Offices functioning under the control of the main Exchange for the port have therefore been set up adjacent to the calling-on places and persons not taken on are required to attend after the call to prove unemployment at these offices for the morning or afternoon or both as the case may be.

In the case of a port with more than one calling-on place (and in ports of any size there are generally several) an individual docker may decide to attend different calling-on places on different days, for example, according to what he considers to be his relative chances of securing employment at them. It would therefore not be practicable to compel dockers to sign an unemployed register held at a particular office, as the docker would ordinarily attend at different places on different days. Further, the number of unemployed men to be dealt with after the conclusion of a call is often considerable and it is desirable in the interests of all parties (and especially those of the men, as shelter from inclement weather is ordinarily not available), that they should be enabled to give proof of unemployment as quickly as possible. A special procedure has therefore been introduced under which dockers carry with them attendance cards, current for one week, which contain identification particulars and spaces in which proof of unemployment for the week can be recorded—generally in respect of the morning and afternoon of Monday to Friday and the morning of Saturday; attendance on a Saturday afternoon is not required as there is usually no Saturday afternoon call. The first card is issued to a docker at the time he lodges his formal claim for benefit (this is done at his home Exchange and the claim then obtained is current for a year, it being retained at the home Exchange) and later cards are issued weekly, the old card being withdrawn on the last day of the week in respect of which unemployment benefit is payable (generally Tuesday) and a new one issued in substitution for it.

On attending to prove unemployment a docker is not required, as in the case of ordinary claimants, to sign in the appropriate day space but instead a metal stamp is impressed by the clerk at the Port Workers' Office in the morning or afternoon space as appropriate. All blank spaces preceding the one proper to the claimant's attendance are at the same time marked with a "not signed" stamp as an indication that the claimant has not proved unemployment in respect of those periods. The

attendance cards withdrawn at the end of the pay week are returned to the home Exchange where they are associated with the relevant claims and the amount of benefit due is computed from the evidence of unemployment available on the attendance cards.

#### VACANT TICKET PROCEDURE

The vacant ticket procedure has been described elsewhere.<sup>12</sup> To enable the Central Claims and Record Office to check the payments made on vacant tickets, a claimant who presents such a ticket at a Local Office is required to sign a special unemployed register kept at the Local Office for the purpose. The signature on this register is compared with that on the ticket, to establish identity, before action is taken on the ticket to enable the applicant to use it at the next office at which he proposes to call. The special unemployed registers are despatched to Kew quarterly.

#### NON-CLAIMANTS

Non-claimants are not required to prove unemployment. They maintain registration in the Employment Section by personal call or by post as described on page 103.

#### INDIRECT CLAIMANTS

As has been explained<sup>14</sup> indirect claimants may prove unemployment by signing (1) a vacant book at the offices of the trade union (or branch) to which they belong,<sup>15</sup> (2) a special unemployed register at the Department's Local Office, or (3) a vacant ticket.<sup>16</sup>

#### CLAIMANTS STARTING WORK

A claimant who is starting work normally removes his unemployment book from the Local Office either before or soon after starting. To do this he enters on the receipt card the date of starting work, the nature of the work, the employer's name, business and address (and the name and address to which the book is to be sent if different from that of the employer). He then either takes the card himself to the Local Office and receives his book, or he posts it to the Local Office and the book is sent to him. The date of removal of the book is entered on

<sup>12</sup> See pp. 106-07.

<sup>14</sup> See pp. 105-06.

<sup>15</sup> In some cases the vacant book is kept at the Local Office. If so, it is forwarded to the trade union each week for the compilation of the necessary statement of unemployment of each member concerned.

<sup>16</sup> See pp. 106-07.

it before re-issue. If the date on which application is made for the book is later than the contribution week in which the work started, a label is inserted in the appropriate weekly space on the book to indicate the date from which the book should be stamped.

As soon as a receipt card is presented or received in this way, the relevant claim is extracted from the live files—if the claimant has already failed to prove unemployment for three days it will, of course, already have been extracted—and the week number<sup>17</sup> of the week in which the claimant found work is entered on the reference sheet. If there is any benefit due to be paid on the claim, the claim unit is put aside in an interim file for computation of the amount. If not, it is passed to the dormant file.

Note is made on the receipt card of the action taken, and the card is passed to the Employment Section, where it is classified in accordance with the procedure described on pages 125-26.

#### WEEKLY EXAMINATION OF CLAIMS

It is the duty of the clerks who take proof of unemployment and who are in charge of the claims on the live register to examine all the claim documents in their care at least once during each benefit week in order to (1) prepare claims reaching the end of a benefit year for the taking of fresh claims; (2) throw out for action claims reaching terminal dates;<sup>18</sup> and (3) ensure removal of claims no longer live.

In addition once a month detailed statistical returns as to the composition of the live register are prepared.

<sup>17</sup> See p. 192.

<sup>18</sup> See p. 207.

## CHAPTER XV

### RATING, COMPUTATION AND PAYMENT OF BENEFIT AND TRANSITIONAL PAYMENTS<sup>1</sup>

By the rating of a claim is meant the entry upon the rating sheet in the claim unit of the particulars necessary for the computation of insurance benefit or transitional payments.<sup>2</sup> In the case of insurance benefit the necessary particulars are obtained from information supplied by the Central Claims and Record Office (Kew certificates) as to the claimant's contribution and benefit record, and from his claim for dependant's benefit, if any. In the case of transitional payments (see below) the particulars are obtained from the form of determination completed by the Local Public Assistance Authority.

#### RATING OF CLAIMS FOR BENEFIT

Where it is clear from the documents that the claimant satisfies the contribution condition for the receipt of benefit, that there are no questions of doubt remaining to be cleared up and that there is no disallowance recorded, the rating entries are as follows:

1. The date of commencement of the claimant's benefit year, in the case of fresh claims;
2. The weekly rate of benefit which the claimant is entitled to receive in virtue of his age and his dependants, if any, subdivided into the weekly rate for himself and the weekly rate or rates for his dependants, adult or juvenile as the case may be;
3. The equivalent daily rate of benefit;
4. The date beyond which benefit may not be computed on the claim, that is, the earliest of the following dates:
  - a. The date indicated on the Kew certificate as the end of the period for which the contribution condition for benefit is fulfilled;
  - b. The date of the day before which the claimant, by reason of his age, qualifies for a higher rate of benefit or ceases to be entitled to benefit on reaching the age of sixty-five;
  - c. The date to which his claim for dependant's benefit has been admitted;

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

<sup>2</sup> The transitional payments scheme is described on pp. 281-82.



d. The date beyond which his claim for dependant's benefit should not be allowed to run without renewal of his declaration (six months from the last declaration);

e. The date to which a change-over claim may be provisionally rated, pending receipt from Kew of a fresh certificate;

f. The date to which a married woman's claim may be rated;<sup>3</sup>

g. The date of the end of the "season" in the case of seasonal workers.<sup>4</sup>

5. In order that the reason for the terminal date may be readily apparent on the claim unit, the entry of the date is followed by an appropriate symbol.

6. The rating sheet is signed by the rating clerk. In practice the work of rating is usually divided between two clerks, so as to provide an internal check upon the work, the first rating clerk making the entries under "1" "3" and "4" above and the second rating clerk those under "2" "5" and "6" above in addition to checking the entries made by the first clerk.

Claims in which the terminal dates have been or are on the point of being reached, are removed from the boxes of live claims at each weekly examination,<sup>5</sup> and are then referred, if necessary, to the rating clerks for re-rating, an operation which may in some cases mean a further reference to Kew.

#### RATING OF CLAIMS FOR TRANSITIONAL PAYMENTS<sup>6</sup>

Where it appears from the Kew certificate that the claimant cannot satisfy the contribution condition for benefit, or where the claimant has drawn or is approaching the point at which he will have drawn 156 days of benefit in his current benefit year, or has drawn 156 days' benefit in a previous benefit year, and has not paid sufficient additional contributions to enable him to draw benefit in a new benefit year, the rating clerk prepares a form of application for transitional payments, puts it in the claim unit and passes the unit back to the signature clerk, so that upon the claimant's next attendance he may be asked if he wishes to apply for transitional payments. The form is accompanied by an explanatory leaflet explaining briefly the conditions governing transitional payments and the procedure followed to ascertain the extent of the applicant's need of assistance. The date of issue is noted on the rating sheet.

<sup>3</sup> Married women are, under the Anomalies Regulations, required to fulfil additional contribution conditions. See pp. 220-21.

<sup>4</sup> Under the Anomalies Regulations, seasonal workers are required to satisfy special conditions in order to be entitled to benefit in the "off-season." See pp. 218-19.

<sup>5</sup> See p. 205.

<sup>6</sup> For a general outline of the transitional payments scheme see pp. 281-82.

Upon the return of the form signed by the applicant<sup>7</sup> the signature clerk enters the date of its receipt upon the rating sheet, and completes the form by entering the period<sup>8</sup> for which a determination<sup>9</sup> is required from the Public Assistance Authority, together with details of the applicant's age, marital status, occupation (main and subsidiary, if any), dependants (within the meaning of the Unemployment Insurance Acts), service in H.M. Forces during the War, disability pension, and a statement shewing whether and from when a waiting period would be necessary for benefit purposes, and the weekly rates of benefit which would be appropriate to the applicant both for himself or in respect of his dependants.<sup>10</sup>

The form is then passed with the claim unit to the supervisor to consider whether the applicant, according to his industrial history and the prospects of his employment in his own or any other suitable occupation, is "normally employed in insurable employment and will normally seek his livelihood by means of insurable employment."<sup>11</sup> If there is any doubt as to the satisfaction of the condition, the case is referred to the Insurance Officer.

If the condition is held to be satisfied the claim unit is passed to the rating clerk, for the insertion of a "notional" rating, that is, the entry (in red ink) on the rating sheet of the weekly rate of benefit to which the applicant would be entitled, both in respect of himself and his dependants, if he were qualified,<sup>12</sup> and the terminal date<sup>13</sup> and symbol.

The application form is then given a serial number, entered upon a daily record sheet, and despatched to the Public Assistance Authority.

Upon receipt of the form of determination from the Public Assistance Authority, the first rating clerk proceeds as follows:

1. Enters the reference particulars of the Public Assistance Committee which considered the application on the rating sheet;
2. Compares the weekly rates<sup>14</sup> shewn on the form of determination

<sup>7</sup> Applicants for transitional payments are so called to distinguish them from claimants for benefit. See footnote 3, p. 103.

<sup>8</sup> The period may be a current period or may be a past period, due for example to the retrospective disallowance of a claim which has been under consideration by the statutory authorities.

<sup>9</sup> A determination normally operates for eight weeks, at the end of which time the application must be reviewed by the Public Assistance Authority and the determination confirmed or revised.

<sup>10</sup> Transitional payments may in no case exceed the amount which would have been payable by way of insurance benefit.

<sup>11</sup> See pp. 217-18.

<sup>12</sup> This procedure repeats and acts as a check upon the entry made by the signature clerk on the application form.

<sup>13</sup> In transitional payment cases, the terminal date is the end of the current benefit quarter or any earlier date which would have been applicable if the claim had been one for insurance benefit. This is to ensure review of the "normally" condition at least quarterly.

<sup>14</sup> The determination is in two parts. Part A is in respect of the current period and shews separately (1) the weekly amount to be paid retrospectively while the case was

with the "notional" rating on the rating sheet (if the former exceeds the latter the case is referred to a supervisor to be taken up with the Authority);

3. Enters upon the rating sheet: the lump sum due for any past period; the weekly rates due for the current period; the amount to be deducted from the rate due for the current period for any days of work (such deduction not being less than one-sixth of the corresponding weekly rate); and the dates from and to which the above entries apply.<sup>15</sup>

The second rating clerk checks the above entries, places the form of determination on a file for despatch to Kew,<sup>16</sup> prepares a form of notification to the applicant, which is placed in the claim unit for issue to the applicant on his next attendance or to be posted to him.

The date of receipt of each form of determination is noted on the record sheet against the appropriate entry made at the time of despatch of the form of application. A return is sent to Kew each month shewing the number of applications dealt with, sub-divided into those in which "nil" determinations were received; those in which the amount granted was the same as the amount of benefit which would have been payable, and those in which the amount was less than the amount of benefit. In the latter case the total weekly amounts which would have been payable as benefit and which were paid as transitional payments are also shewn. Record sheets upon which action is complete are filed in the Local Office for reference.

#### COMPUTATION AND PAYMENT OF UNEMPLOYMENT BENEFIT AND TRANSITIONAL PAYMENTS

Upon first making a claim for benefit a claimant is required to serve a waiting period of six days of "continuous" unemployment in respect of which no benefit is paid. Thereafter he is entitled to benefit in respect of each day of proved unemployment in a continuous period of unemployment. A continuous period of unemployment is defined as any three days of unemployment in a period of six consecutive days (excluding Sundays) and any two such periods may be linked together and regarded as continuous if they are separated by not more than ten weeks of employment.

Benefit is calculated and paid weekly. For the purpose of calculation

being considered by the P.A.C. and (2) the weekly amount to be paid for the next eight weeks. Part B is in respect of a past period, and the payment to be made is indicated as a lump sum.

<sup>15</sup> Where the Public Assistance Committee decides that the applicant is not in need of assistance a "nil" entry is made.

<sup>16</sup> Forms of determination are despatched to Kew weekly after being roughly sorted into thousands according to the claim numbers on the forms.

in the normal case the pay-week runs from Thursday to Wednesday inclusive and benefit is paid on the following Friday.<sup>17</sup>

The actual calculation or computation is made in the following way, which it will be observed automatically introduces a triangular check. The first computer takes the claim unit and transcribes the days of employment and unemployment in the form of symbols (O for employment and X for unemployment) upon the computation sheet which forms part of the claim unit and contains spaces for several weeks. He then applies the rules for continuity mentioned above and multiplies the number of effective days of unemployment by the daily rate of benefit as shewn on the rating sheet. Having thus obtained the amount to be paid to the claimant, the first computer enters the claim number and the amount upon a pay-sheet, and the number of the sheet and of the line of the entry upon the unemployed register. Each sheet provides for the entry of fifty such composite items, and is signed by the first computer. When completed the sheets are counter-signed by the Insurance Officer and handed to a supervisor and by him are put under lock and key until the pay-day.

The second computer receives the claim unit from the first computer checks the transcription of the unemployed register upon the computation sheet, applies the rules for continuity, and having calculated the amount of benefit, in the same manner as did the first computer, enters upon the receipt portion of the unemployed register the daily rate, the total amount of benefit due and the number and description of the claimant's dependants (that is whether adult or juvenile). He also enters upon the computation sheet the number of days of benefit due, the cumulative total of the number of days of benefit paid (including those due), and the amount due. It should be noted that the second computer has no access to the pay-sheets prepared by the first computer. The computed claim units are then returned to the boxes.

On the pay-day two clerks are posted at each pay-station. One is called the entering clerk and to him are given the schedules of the payments to be made at his station during the day. The other, the pay-clerk, is given the amount of cash, in suitable units, corresponding to the total amount shewn on the schedules of his entering clerk.

When the claimant comes for his benefit he goes first to the clerk in charge of the box in which his claim is filed. He is there handed his unemployed register, the receipt portion of which he signs.<sup>18</sup>

<sup>17</sup> In some cases where the register is abnormally high, two pay-weeks may be instituted, in which case one usually ends on Tuesday and the other on Wednesday, payments being made on the following Thursday and Friday respectively. In very exceptional cases more than two pay-weeks may be instituted.

<sup>18</sup> The signature of the receipt serves a threefold purpose; it serves as (1) a receipt for the amount of benefit indicated upon it; (2) a declaration that the whole record of unemployment upon which benefit has been calculated is true and correct; and (3) a

He then takes the form to the pay-station allotted to his particular occupation and hands it to the pay-clerk. The pay-clerk reads out the sheet and line number entered upon the form by the first computer, the entering clerk identifies the item on his pay-sheet and reads out the amount due. If that amount corresponds with the amount entered on the receipt, the pay-clerk makes the payment and hands the receipt to the entering clerk who enters the amount paid in the appropriate pay-session (morning, afternoon, or evening) column on the pay-sheet. Should there be any discrepancy, however, payment is withheld and the claimant referred to the supervisor whose duty it is to examine the claim unit and schedule and rectify the error. The number of cases in which such action is necessary is very small.

At the end of pay the receipts and cash in hand are checked against the paid items on the pay-sheet and thereafter the pay-sheets and receipts are forwarded to Kew.

The computation and payment of transitional payments follow similar lines, except that the calculation is based on the weekly amount payable as determined by the Public Assistance Authority subject to a deduction in respect of each day of employment.

The cash required for the payment of benefit and transitional payments each week is obtained from the local bank upon the authority of the Local Accountant at the Divisional Office, upon a document called an "imprest." The amount of the imprest is calculated in advance by the Local Officer upon the basis of past experience of the needs of the live register he has to pay. The cash is obtained from the bank the day before pay-day and is counted on the Local Office premises by the pay-clerks into the sums required by each. Errors are rectified with the bank and the counted cash is placed in bags, sealed and returned to the bank for safe custody overnight.

For postal claimants the processes of computation are the same, but payment is made by means of postal drafts.

In the case of indirect claimants who are proving unemployment at the Local Office, either by signing the unemployed register or by signing a vacant book at the Local Office, computation is performed in the same way as for direct claimants, except that in addition a statement of each individual claimant's unemployment and the amount due to him by way of benefit or transitional payments is entered on a special pay-sheet which is forwarded to the secretary of the trade union (or branch) and is his authority to pay his members. If the indirect claimants are proving unemployment by signing the vacant book at the trade union declaration that the claimant is unemployed on the pay-day and the previous day, if that was a day upon which signature of the register was not required. If the claimant was not unemployed on the day preceding the pay-day he is required to declare the fact and an appropriate entry is made on the unemployed register for that day.

office, the trade union (branch) secretary begins the action by entering upon the pay-sheet the days of employment and unemployment of each member for the week, and then sends the pay-sheet to the Local Office for computation. Receipts are not required to be taken from each individual claimant, but the trade union (branch) secretary signs a declaration that he has paid the amounts due to each member. After pay the pay-sheets are returned to the Local Office for transmission to Kew where certain checks are applied and the amounts paid are repaid to the trade union, together with the administrative grant.<sup>19</sup>

<sup>19</sup> See pp. 105-06.

## CHAPTER XVI

### CASES IN WHICH STATUTORY CONDITIONS FOR RECEIPT OF BENEFIT ARE NOT SATISFIED<sup>1</sup>

It is not possible within the scope of a brief survey of administrative procedure such as this to deal fully with all the cases of doubt which may arise. We shall accordingly content ourselves with indicating the treatment accorded to the more important questions of this kind.

The method by which information is obtained from Kew as to whether a claimant satisfies the contribution conditions has already been explained in connection with the taking of the claim. Of the other statutory conditions, the following are perhaps of the greatest general importance:

1. The claimant must be capable of and available for work—in particular he must not be in receipt of sickness or disablement benefit;
2. He must not have lost employment because of misconduct or leaving voluntarily without just cause;
3. His loss of employment must not be due to a trade dispute;
4. He must not have refused an offer of or failed to apply for suitable employment;
5. An applicant for transitional payments must, in addition, shew that he is normally employed in insurable employment and will normally seek his livelihood by means of insurable employment.

Seasonal workers and married women have also to fulfil certain additional conditions, which will be indicated later.

The treatment of cases of doubt arising under each of the above conditions in the order named is considered in the following sections.

#### CAPABLE OF WORK

It will be remembered that in making his claim to benefit a claimant signs a declaration that, amongst other things, he is capable of work. This declaration is taken as *prima facie* evidence of the fact, unless reason to doubt it is shewn by the claimant's physical appearance or the employer's reply to the form of enquiry sent to him.

If the clerk who is dealing with the claim has cause to doubt the claimant's capability of work for either of the above reasons when the

<sup>1</sup> An annotated list of forms in their order of reference is given on pp. 261-67.

claim is first made or at any time in the course of the claimant's attendances at the Local Office, the case is at once referred to a supervisor, by whom the claimant is questioned to elicit the facts. He is asked whether he is or has been under medical treatment. If he is under medical treatment, he is asked to state the nature of his ailment. If it is one which appears to incapacitate him for work, the facts are reported to the Insurance Officer on a form. If he is not, but has been under medical treatment he is asked if he can produce: (1) a medical certificate shewing that he is capable of work, or (2) a "final certificate" signed by his health insurance doctor shewing that as from a given date he has recovered and is fit to resume work, or (3) a note from his Approved Society stating that a "final certificate" has been received and that he is no longer in receipt of health insurance, sickness or disablement benefit. If he can supply evidence of this kind, the claim is admitted without reference to the Insurance Officer, and a note is made on the reference sheet that medical evidence of fitness has been produced.

If the claimant is not under treatment and does not produce evidence of the above character, but there is still doubt of his capability of work, he is not required to apply for medical evidence (which might involve him in the payment of a fee) but he is asked to give the information necessary to enable the Local Officer to get in touch with the appropriate health insurance authorities, to whom a form of enquiry is sent. If the reply indicates that the claimant was medically declared fit for work on a given date, note of the fact is made on the reference sheet and the claim is normally admitted. If, however, the reply indicates that the claimant is still in receipt of health insurance benefit, or is still returning medical certificates of incapacity, the claim is suspended and the case is treated as one of suspected fraud, and remitted for further detailed investigation.

#### AVAILABILITY FOR WORK

As in the case of capability of work, the signature of the declaration on the claim form is taken as prima facie evidence that the condition is fulfilled. A claimant is not regarded as satisfying the condition if, for example, owing to some disability, which does not render him incapable of work, he can work only at home or under special conditions which no employer is likely to provide; or if he is willing to work only at times or under conditions to which no employer is likely to agree; or if he is not ready and equipped (in cases where it is customary in his trade or occupation for a workman to provide his own tools) to take suitable employment when offered on proper terms and conditions. Cases in which there is doubt whether the condition is satisfied are reported on a form



to the Insurance Officer for decision. The following examples give an indication of the kind of information which is put before the Insurance Officer:

1. Domestic or other circumstances of a personal nature which may restrict the claimant's sphere of employment; for example, to part-time employment, or to employment at particular times only or in a particular district. The most common case is that of a woman with family ties. In such a case the report must shew the claimant's personal circumstances; the hours during which she is available or not; if she has children, what arrangements can be made for their care; if she has to get home at midday each day, or is available for part-time work each day, or only at certain periods of the day, or on a limited number of days in the week, the detailed record of her employment as evidence whether such restrictions do in fact make her unavailable for work.

2. Temporary absence of the claimant from his own district. The report covers the object of the journey; the circumstances when the destination was reached and the object fulfilled; the steps the claimant took to ensure that any opportunity of employment would be brought to his notice (such as, applying for a vacant ticket before starting, calling at the Local Office at his destination, informing his own Local Office before starting, and leaving his address so that he could be sent for if required for a job).

3. Claimants having extraneous interests or obligations, such as (1) students and persons in training and (2) persons with public duties to perform (for example, holding office as Mayor). The report for the first group shews whether, in order to take employment, the claimant is prepared to interrupt his studies, or to abandon the course of instruction, or to confine his studies to the evening or his spare time; whether he has paid a premium or fee and if so, how much; how long the course of training will last; during what hours training is given. For the latter group the report covers the nature of the office or duties and particulars of the time taken in discharge of them.

#### MISCONDUCT OR LEAVING VOLUNTARILY

Doubt as to whether this condition is fulfilled usually arises only on the employer's reply to the form of enquiry sent to him. On occasion, however, information comes to the Department's knowledge in other ways, as by anonymous letters. If this happens, it is usually necessary to undertake a special investigation to obtain the necessary evidence.

Where the employer's reply indicates that loss of employment was due to misconduct or leaving voluntarily, an exact copy of the enquiry sent to him and of his replies is made upon a form which is sent to the

claimant, requesting him to furnish any observations he may wish to make within three days, so that his claim, the employer's statement and his own observations may be put before the statutory authorities. The claimant is warned that, if necessary, his observations will be submitted to his late employer for further comment.

If the claim is an indirect claim, the copy of the employer's reply is sent on a form to the secretary of the claimant's trade union (or branch), in order that the claimant's observations may be obtained.

When the evidence has thus been collected, it is referred together with the claim, to the Insurance Officer.

#### TRADE DISPUTES

Information as to the existence of a stoppage of work due to a trade dispute at the factory or workshop where the claimant was last employed may come to the Local Office in a number of ways, namely: from the employer's reply to the enquiry sent to him (on a form); from the claimant himself; from the Conciliation Officer; by means of a statutory notification of a dispute received from an employer's association or trade union; from the daily press. As soon as the existence of a stoppage of work due to a trade dispute is known, the claims of all persons who were last employed at the premises affected are withdrawn from the live register and referred to the Insurance Officer, with a full report of the facts (on a form). Where a large number of workpeople are involved, typical cases are selected for report as test cases.

When the dispute comes to an end, the workpeople normally return to their employment, but it sometimes happens that, although the dispute is settled, the stoppage of work continues because, for example, of damage done to the works. In cases of this kind, or where the claimant has not returned to work at the same time as his fellows, the claims are referred to the Insurance Officer with a further report upon the facts.

It may happen that the stoppage of work comes to an end because the employer succeeds in obtaining the services of sufficient workpeople on the terms and conditions he is offering to enable him to resume substantially normal operations. If so the facts are reported to the Insurance Officer for his decision as to whether the stoppage of work due to the trade dispute has come to an end, and if his decision is in the affirmative, the claims of workpeople originally thrown out of work by the dispute and still unemployed may be admitted for benefit.

#### REFUSAL OF AN OFFER OF OR FAILURE TO APPLY FOR SUITABLE EMPLOYMENT

The statutory conditions governing suitability of employment and the considerations involved from the placing point of view have already been

discussed.<sup>3</sup> For benefit purposes a claimant is regarded as having, *prima facie*, refused or failed to apply for suitable employment if, e.g., he has (1) imposed impracticable conditions on acceptance of a situation; or (2) refused to furnish references or to consent to references being taken up; or (3) so delayed his acceptance that the vacancy has meantime been filled; or (4) failed to obtain employment because he has not notified a change of address to the Local Office; or (5) so acted as to be rejected through avoidable causes within his own control, appearing intoxicated before a prospective employer, or refusing to comply with conditions of re-employment reasonably imposed are among the avoidable causes.

If a claimant has refused or failed to apply for suitable employment, the full facts of the case are reported to the Insurance Officer on a special form including information on the following points: (1) the capacity in which the claimant was previously employed; (2) the nature of the employment offered, and the length of time it was expected to last; (3) the distance from the claimant's home to the job, including, if necessary, particulars as to lodgings or housing accommodation available; (4) whether the claimant has had previous experience of such employment—if not, particulars of any similar employment which appears to make him suitable; (5) the rate of wages and conditions offered; (6) for comparison, the rate agreed, if any, between associations of employers and workpeople for the class of work offered, as well as the rate generally recognised by good employers for that work in the district, which may or may not be the same as the agreed rate; (7) the claimant's reason for refusal of or failure to apply for the work; (8) the opinion of the officer who made the offer, or who is aware of the refusal or failure, as to the unreasonableness of the claimant's attitude.

#### NORMALLY EMPLOYED IN INSURABLE EMPLOYMENT

The question whether a claimant is normally employed in insurable employment and will normally seek his livelihood by means of insurable employment comes up for consideration when he first applies for transitional payments and at quarterly intervals thereafter. Claims which are due for consideration are thrown out at the weekly examination of claims.

The necessary information as to the claimant's contribution position is obtained by applying to Kew, or from information already supplied by Kew together with information contained in the lodged book. The further information necessary to decide whether the claimant satisfies the "normally" condition is obtained from his record of employment

<sup>3</sup> See pp. 117-18.

supplemented if necessary by questioning him at an interview arranged for the purpose. Cases in which, after examination and enquiry on these lines, it is doubtful whether the condition is satisfied are referred to the Insurance Officer for decision. When a case is referred to the Insurance Officer, the report, on the regular form, covers, among others, the following points: (1) the claimant's record of employment during the previous five years—in the case of casual workers this entry takes the form of a general statement of the average number of weeks of casual work in each of the five years; (2) the nature of the claimant's normal occupation before the five-year period; (3) the contribution record for the five years and a statement whether this accords with the record of employment; (4) a record of substantial periods of sickness or unemployment during the five years; (5) a note of any disability likely to handicap the claimant in his search for work; (6) if the claimant has not consistently maintained registration for insurable employment, his reasons for failure to do so; (7) any reasons he can advance for having a worse record of insurable employment than others of his age-group and occupation;<sup>8</sup> (8) if work in his occupation is obtained to any appreciable extent otherwise than through the Exchange Service, the extent to which he has made use of the methods usually adopted; (9) if he has been in uninsurable employment or in business on his own account, evidence indicating whether he has abandoned such work in favour of insurable employment in the future.

### SPECIAL CONDITIONS

#### SEASONAL WORKERS

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" is not entitled to receive benefit or transitional payments unless in addition to satisfying the other requirements of the Acts he also proves:

1. Either that, within each year of the period of two years preceding the beginning of the period of off-season current at the date of his application for benefit or transitional payments, he has been employed in insurable employment in the off-season to a substantial extent; or that he has been employed in insurable employment to a substantial extent during the off-season within one of the two years just mentioned and also that he has been so employed during the current period of off-season to an extent which is substantial<sup>4</sup> in relation to the whole period of the off-season; and

<sup>8</sup> Periodical analyses are made by each Local Office of the employment experience of claimants by age-groups and occupations.

<sup>4</sup> In practice not less than 25 per cent.

2. That, having regard to all the circumstances of his case and particularly to his industrial experience and to the industrial circumstances of the district in which he is residing, he can reasonably expect to obtain insurable employment in that district during a substantial period of the off-season.

These additional conditions apply only to persons engaged in occupations of a seasonal nature in which during a considerable part of the year no substantial amount of employment is normally available in the district in which they are engaged, or at a holiday or health resort in which employment is to a substantial extent dependent on the presence of visitors during the holiday season.

In order to enable the claims of seasonal workers to be dealt with, each Local Office is required to maintain seasonal occupations records in respect of each seasonal occupation in the district, shewing in particular the beginning and end of the season. Information for these records may be obtained from associations of employers or trade unions, representative individual employers, railway or transport companies, Post Offices, and at holiday or health resorts from the Local Authorities, publicity bureaux, or hotel managers. Information may also be obtained from the rise and fall of the live register. Where leading decisions have been given by the statutory authorities these are taken as definitely fixing the date in question.

If a claimant has been engaged in an apparently seasonal occupation in the area of another Local Office, a copy of the seasonal occupations record for that occupation is obtained from the Local Office where he formerly was registered.

Claims made by seasonal workers during the season are admitted if they are otherwise in order, but at the rating stage the end of the season is entered as the terminal date.

If it is doubtful whether a claim made by a seasonal worker during the off-season is in order, the facts are reported to the Insurance Officer on a form which gives information on the following points: (1) particulars of the precise occupation which is considered to be seasonal and normally followed by the claimant, and the district or districts in which he has followed it; (2) if the claimant's former occupation was not seasonal, his reasons for taking up seasonal work; (3) information about the occupation from the seasonal occupations records; (4) if the employment was at a holiday resort, information to shew to what extent it is dependent upon the influx of visitors; (5) the claimant's employment record over the previous five years; (6) any insurable employment in the district the claimant could reasonably expect to get in the off-season, having regard to his qualifications and the existing supplies of labour.

**TWO-DAYS-A-WEEK WORKERS**

Workers whose normal employment is in an occupation in which their services are not required for more than two days in the week, or who owing to personal circumstances, are not employed more than two days in the week, are not entitled to benefit or transitional payments for any day of the week except the specific days on which they are normally employed.

Cases of this kind come to light in the course of proof of unemployment, or by means of information received independently by the Local Office, as, for example, by anonymous letters. All such cases are reported to the Insurance Officer with information to indicate whether the work is the claimant's normal work, the claimant's employment record, a statement shewing the period of restricted employment and the actual days of work, and a statement of the circumstances in which the restricted employment was accepted.

**MARRIED WOMEN**

A married woman who, whether she has been married more than six months or not, has not paid fifteen contributions since marriage, or a married woman who, if she has been married more than six months has not paid eight contributions in the three months preceding the current benefit quarter, is not entitled to benefit or transitional payments unless, in addition to satisfying the other requirements of the Acts, she can also prove that she is normally employed in insurable employment and will normally seek to obtain her livelihood by means of insurable employment, and that, having regard to the circumstances of her case and particularly to her industrial experience and the industrial circumstances of the district in which she resides, either she can reasonably expect to obtain insurable employment in that district or her expectation of obtaining insurable employment in her usual occupation is not less than it would otherwise be by reason of the fact that she is married.

These conditions do not, however, apply in the case of a married woman whose husband is incapacitated from work or who is unemployed and not in receipt of benefit or transitional payments, or a married woman who has been deserted by or is permanently separated from her husband.

It will be remembered that in taking the claim of a married woman a special note is made on the claim form shewing the date of marriage. The purpose of this entry is to enable Kew to say how many contributions have been paid since marriage. This information taken together with that obtained from the lodged book, enables the Local Officer to decide whether the conditions relating to contributions are satisfied. If

they are, the rest of the special conditions do not apply and the claim is admitted for benefit provided the ordinary conditions are satisfied.

If the special contributions conditions are not satisfied, the claimant may still qualify for benefit without having to fulfil the rest of the special conditions if her husband's circumstances are covered by the proviso mentioned above.

If the claimant states that her husband is incapacitated, her statement is accepted unless there are grounds for suspicion, in which case the claim is set aside for investigation, the result of which may be not only disallowance of the claim but prosecution for attempted fraud if the return has been false.

If the claimant states that her husband is unemployed, she is asked to say whether and where he has made a claim and whether he is receiving benefit or transitional payments. Her statements are checked by reference to the records at the Local Office where the husband's claim is filed, usually the Local Office at which the wife is claiming. Should the husband's claim unit shew that his claim has been disallowed or that a "nil" determination has been received from the Public Assistance Committee, a note is made on the rating sheet that his wife is claiming benefit, giving the number of her claim. By this means review of the wife's claim is secured as soon as the husband's claim for benefit or transitional payments becomes effective.

A married woman whose claim has been admitted on either of the above grounds is required to sign a form of declaration each week that her husband remains incapacitated from work, or has been unemployed throughout the week and has not received benefit or transitional payments.

All cases of alleged desertion or permanent separation (save those in which documentary proof of legal separation is produced) are referred to the Insurance Officer.

We now come to the case of a married woman who can neither satisfy the contributions conditions nor qualify for benefit because of her husband's circumstances. It will be observed that the first of the special conditions applying to such cases is the same as the "normally" condition which applies to applicants for transitional payments, and, in cases of doubt, the report to the Insurance Officer must be based upon similar information. In addition evidence is required upon the prospects of employment in the district in the claimant's occupation, having regard to the local practice of the trade in regard to the employment of married women. For this purpose each Local Office is required to keep records of employment of married women containing all available information on this matter, occupation by occupation, with notes of leading decisions by the statutory authorities.

## ADJUDICATION PROCEDURE

Whenever a claim is referred to the Insurance Officer for his decision and he is unable to allow it, he suspends payment of benefit or transitional payments, except where the question at issue is the refusal of suitable employment and the claimant has been in receipt of benefit or transitional payments for the previous pay-week. The Insurance Officer may allow a disputed claim; if he is not prepared to allow it, he cannot disallow it (except in trade dispute cases) but must refer it at once to the Court of Referees.<sup>5</sup>

A decision of the Court of Referees in favour of the claimant becomes operative forthwith, even though the Insurance Officer may decide to appeal to the Umpire, and benefit is paid pending consideration of the appeal by the Umpire.

In the case of a trade dispute, however, a decision by the Court to allow benefit does not become operative if the Insurance Officer decides to appeal to the Umpire, provided the Insurance Officer lodges his appeal within twenty-one days of the Court's decision.

If the Insurance Officer decides that he can allow a claim, he records his decision on the form of report which has been submitted to him and on the rating sheet in the relevant claim unit and files the form of report therein.

If he decides to refer the case to the Court of Referees, he records this decision on the form of report. If the case is one in which benefit is payable pending decision, he notes that fact and the reference to the Court on the back of the rating sheet. If benefit is not payable, he terminates the current rating entry by inserting as a new terminal date the last day in respect of which there was no doubt of the claimant's title to benefit, and by writing below this a direction to suspend benefit from that date pending the Court's decision. By this device computation on the claim is prevented. The case papers are then referred, with a form known as the doubtful claim action sheet, to the officer who acts as clerk to the Court, with directions as to the preparation of the case for the Court (upon a form for the purpose), the summoning of the claimant and of witnesses, and the notification of the secretary of the trade union (or branch) in the case of indirect claims, or in the case of direct claims where the claimant has so requested. Where the claim of juvenile claimants are in question the Juvenile Advisory (or Employment) Committee is invited to send a representative to the hearing. Subject to consideration of the question of cost,<sup>6</sup> the employer is usually

<sup>5</sup> Reports by the Insurance Officer to the Court of Referees are made upon a special set of forms.

<sup>6</sup> The Department pays the travelling expenses of claimants and witnesses.



summoned as a witness where it is alleged that the conditions of employment are less favourable than those operative under a local agreement or offered by good employers in the district; or where in connection with a dismissal there may be a question of his legal liability or there is conflicting evidence as to the reason for the termination of employment; or where there is reason to believe that the claimant adopted a manner or advanced objections before a prospective employer with a view to being considered unsuitable.

Cases referred to the Court of Referees are entered upon a cause list which forms a running record of the cases considered, the date of consideration and the result. After the hearing, particulars of the claims disallowed are entered on a separate form which is passed at once to the Insurance Officer, to enable him to take immediate action to record the decision on the rating sheets in the relevant claim units.

In every case the decision of the Court, together with a transcription of the chairman's notes and a record of any dissenting views expressed by members of the Court, are entered upon the form of report presented to the Court, and the form is signed by the chairman. The decision of the Court is the decision of the majority, but where, owing to the absence of a member, the opinion of the Court is divided, the chairman has a second or casting vote. A record is also made as to whether the Court has given an individual claimant leave to appeal directly to the Umpire.<sup>7</sup>

It is the duty of the Insurance Officer to examine every case in which the Court has given a decision. If he accepts the Court's decision he signs the form of report received back from the clerk to the Court and passes it to the supervisor for the necessary action on the relevant claim. If he does not accept the Court's decision, he does not sign the form, but passes it to the Supervisor, so that effect may be given to the decision pending consideration of an appeal to the Umpire.

In practice the decision whether to appeal to the Umpire is taken by the Divisional Insurance Officer, to whom a copy of the report, together with the case-papers, is sent with a statement of the Insurance Officer's reasons for differing from the Court. If the Divisional Insurance Officer decides to accept the Court's decision he notes the report accordingly and returns it to the Local Office for the necessary action on the claim. If, however, he decides to appeal to the Umpire, he forwards to the Local Office for transmission to the claimant (and if necessary to the claimant's trade union) a formal notification to that effect.

Appeals by individual applicants, or by trade unions on their behalf,

<sup>7</sup> A direct claimant may himself appeal to the Umpire if leave is granted, or if the decision of the Court is not unanimous. A trade union may appeal to the Umpire on behalf of one of its members, whether he be a direct or an indirect claimant, without leave of the Court.

are lodged in the first instance at the Local Office and are forwarded to the Umpire through the Divisional Insurance Officer.

In general the Umpire reaches his decision upon the appeals made to him on the basis of facts as reported in the case papers, but where important issues are involved, or the parties ask to be heard in person, he may summon them to attend before him. Decisions of the Umpire are forwarded to the applicant through the Divisional Insurance Officer and the Local Office and are recorded in the same way as decisions by the Insurance Officer and Courts of Referees.

## **APPENDIX I**

**TABLE 18**  
**NUMBER OF GAINFULLY OCCUPIED PERSONS,**  
**CLASSIFIED BY OCCUPATION AND BY SEX, GREAT BRITAIN, 1921**

| Occupational Group  | Gainfully Occupied Persons <sup>a</sup> |                  |                   |
|---|---|------------------|-------------------|
|   | Males                                   | Females          | Total             |
| Agricultural occupations.....   | 1,341,282                               | 107,369          | 1,448,651         |
| Brick, pottery and glass makers.....  | 100,087                                 | 44,935           | 145,022           |
| Builders, bricklayers, stone and slate workers,<br>and contractors.....                             | 568,758                                 | 1,856            | 570,614           |
| Chemical processes, workers in <sup>b</sup> .....   | 68,848                                  | 17,918           | 86,766            |
| Clerks and draughtsmen, <sup>c</sup> typists.....   | 627,521                                 | 497,661          | 1,125,182         |
| Commerce, finance and insurance, persons in <sup>d</sup> .....                                      | 1,179,580                               | 579,167          | 1,758,747         |
| Electrical apparatus makers and fitters, <sup>e</sup> and<br>electricians.....                      | 159,809                                 | 20,718           | 180,527           |
| Entertainments and sport, persons employed in....   | 73,601                                  | 29,854           | 103,455           |
| Fishermen.....  | 51,325                                  | 213              | 51,538            |
| Food, drink and tobacco makers.....   | 227,842                                 | 122,693          | 350,535           |
| Gas, water and electricity undertakings, <sup>g</sup> persons<br>employed in.....                   | 56,835                                  | 490              | 57,325            |
| Metal workers <sup>f</sup> .....  | 1,820,445                               | 115,611          | 1,936,056         |
| Mining and quarrying occupations.....   | 1,213,633                               | 6,732            | 1,220,365         |
| Mixed or undefined materials, workers in.....   | 124,435                                 | 25,866           | 150,301           |
| Non-metalliferous mine and quarry products, <sup>g</sup><br>workers in the treatment of.....        | 26,776                                  | 1,985            | 28,761            |
| Painters and decorators <sup>h</sup> .....  | 222,833                                 | 3,125            | 225,958           |
| Paper, makers of and workers in <sup>i</sup> .....  | 188,478                                 | 126,566          | 315,044           |
| Personal service, <sup>j</sup> persons engaged in.....  | 371,682                                 | 1,844,574        | 2,216,256         |
| Precious metals and electroplate, workers in.....   | 30,495                                  | 15,433           | 45,928            |
| Professional occupations <sup>k</sup> .....   | 349,208                                 | 404,952          | 754,160           |
| Public administration and defence, persons em-<br>ployed in <sup>l</sup> .....                      | 482,410                                 | 77,948           | 560,358           |
| Skins and leather workers, and makers of leather<br>and leather substitute goods <sup>l</sup> ..... | 60,430                                  | 22,545           | 82,975            |
| Stationary engine drivers, dynamo and motor<br>attendants.....                                      | 180,203                                 | 99               | 180,302           |
| Textile goods and articles of dress, makers of.....   | 314,732                                 | 601,980          | 916,712           |
| Textile workers.....  | 408,530                                 | 701,371          | 1,109,901         |
| Transport and communication, persons employed in  | 1,590,505                               | 74,627           | 1,665,132         |
| Warehousemen, storekeepers and packers.....   | 243,448                                 | 141,434          | 384,882           |
| Watch, clock and scientific instrument makers.....  | 27,322                                  | 2,534            | 29,856            |
| Wood and furniture workers.....   | 577,665                                 | 31,116           | 608,781           |
| Miscellaneous materials, workers in.....  | 38,653                                  | 28,416           | 67,069            |
| Other and undefined workers <sup>m</sup> .....  | 928,524                                 | 51,636           | 980,160           |
| <b>Total.....</b>   | <b>13,655,895</b>                       | <b>5,701,424</b> | <b>19,357,319</b> |

<sup>a</sup> Includes employers, employees, and workers on own account.

<sup>b</sup> Makers of paints, oils, and allied products.

<sup>c</sup> Excludes civil service or local authority.

<sup>d</sup> Excludes clerks.

<sup>e</sup> Not enumerated elsewhere.

<sup>f</sup> Excludes electroplate and precious metals.

<sup>g</sup> Excludes workers in gas works.

<sup>h</sup> Excludes pottery.

<sup>i</sup> Includes printers, bookbinders, photographers.

<sup>j</sup> Includes institutions, clubs, hotels.

<sup>k</sup> Excludes professional men and typists.

<sup>l</sup> Excludes boots and shoes.

<sup>m</sup> Includes general labourers.

TABLE 19  
NUMBER OF PERSONS INSURED UNDER THE UNEMPLOYMENT INSURANCE ACTS,  
CLASSIFIED BY INDUSTRY AND BY SEX, GREAT BRITAIN, 1923 AND 1932

| Industry  | Insured Persons, July, 1923 <sup>a</sup> |                  |                   | Insured Persons, July, 1932 <sup>b</sup> |                  |                   |
|---|--|------------------|-------------------|--|------------------|-------------------|
|   | Males                                    | Females          | Total             | Males                                    | Females          | Total             |
| Ammunition, explosives, chemicals and allied products . . . . . | 159,030                                  | 53,740           | 212,770           | 159,560                                  | 55,900           | 215,460           |
| Brick, tile and allied products . . . . .                       | 52,700                                   | 7,470            | 60,170            | 80,110                                   | 6,460            | 86,570            |
| Building and construction works . . . . .                       | 817,670                                  | 9,210            | 826,880           | 1,111,890                                | 11,130           | 1,123,020         |
| Clothing trades . . . . .                                       | 198,280                                  | 353,810          | 552,090           | 193,450                                  | 385,910          | 579,360           |
| Construction and repair of vehicles . . . . .                   | 245,420                                  | 23,180           | 268,600           | 287,200                                  | 29,520           | 316,720           |
| Engineering trades . . . . .                                    | 749,930                                  | 52,530           | 802,460           | 646,470                                  | 66,230           | 712,700           |
| Food, drink, and tobacco trades . . . . .                       | 288,670                                  | 199,350          | 488,020           | 304,100                                  | 219,800          | 523,900           |
| Glass trades . . . . .  | 37,070                                   | 6,610            | 43,680            | 37,410                                   | 8,250            | 45,660            |
| Leather and leather goods . . . . .                             | 49,140                                   | 20,960           | 70,100            | 43,730                                   | 23,910           | 67,640            |
| Metal manufacture . . . . .                                     | 341,640                                  | 18,330           | 359,970           | 288,660                                  | 16,260           | 304,920           |
| Metal trades . . . . .  | 333,810                                  | 144,360          | 478,170           | 391,120                                  | 182,180          | 573,300           |
| Non-metalliferous mining products . . . . .                     | 40,060                                   | 1,460            | 41,520            | 47,220                                   | 2,490            | 49,710            |
| Pottery, earthenware, and allied products . . . . .             | 35,570                                   | 36,400           | 71,970            | 36,010                                   | 38,730           | 74,740            |
| Printing and paper trades . . . . .                             | 210,290                                  | 132,980          | 343,270           | 257,020                                  | 155,840          | 412,860           |
| Sawmilling, furniture and woodwork . . . . .                    | 159,240                                  | 29,740           | 188,980           | 192,410                                  | 33,190           | 225,600           |
| Shipbuilding and ship-repairing . . . . .                       | 241,810                                  | 3,720            | 245,530           | 168,800                                  | 2,640            | 171,440           |
| Textile trades . . . . .  | 492,550                                  | 736,900          | 1,229,450         | 465,940                                  | 723,730          | 1,189,670         |
| Other manufacturing industries . . . . .                        | 81,310                                   | 45,650           | 126,960           | 98,130                                   | 55,680           | 153,810           |
| Commerce, banking, insurance and finance . . . . .              | 144,800                                  | 79,180           | 223,980           | 163,650                                  | 77,410           | 241,060           |
| Distributive trades . . . . .                                   | 737,600                                  | 497,150          | 1,234,750         | 1,176,750                                | 736,330          | 1,913,080         |
| Fishing . . . . .   | 23,910                                   | 540              | 24,450            | 29,910                                   | 1,040            | 30,950            |
| Gas, water and electricity supply . . . . .                     | 162,770                                  | 6,710            | 169,480           | 164,570                                  | 7,210            | 171,780           |
| Mining . . . . .  | 1,334,970                                | 10,320           | 1,345,290         | 1,139,850                                | 7,160            | 1,147,010         |
| Transport and communication . . . . .                           | 748,860                                  | 29,530           | 778,390           | 824,850                                  | 33,420           | 858,270           |
| Miscellaneous trades and services . . . . .                     | 648,100                                  | 396,950          | 1,045,050         | 830,490                                  | 523,280          | 1,353,770         |
| <b>Total . . . . .</b>  | <b>8,335,200</b>                         | <b>2,896,780</b> | <b>11,231,980</b> | <b>9,139,300</b>                         | <b>3,403,700</b> | <b>12,543,000</b> |

<sup>a</sup> Persons aged sixteen years and over.

<sup>b</sup> Persons aged sixteen to sixty-four years.

TABLE 20

ESTIMATED NUMBER OF WORKERS NOT INSURED UNDER THE UNEMPLOYMENT INSURANCE ACTS, CLASSIFIED BY BASIS OF EXCLUSION, GREAT BRITAIN, 1932  
(In Thousands)

| Age or Occupational Group <sup>a</sup>  | Number             |
|---|--------------------|
| Excluded because of age   |                    |
| Aged 14-16 years  |                    |
| In insured industries.....  | 600                |
| In other industries.....  | 150                |
| Aged 65 years and over  |                    |
| In insured industries.....  | 270                |
| In other industries.....  | 130                |
| Excluded because of occupation  |                    |
| Agriculture including horticulture and forestry.....  | 700                |
| Domestic service, private.....  | 1,350 <sup>b</sup> |
| Employment in His Majesty's forces.....   | 295                |
| Established civil servants.....   | 180                |
| Outworkers.....   | 100                |
| Police.....   | 60                 |
| Professional nurses, female.....  | 100                |
| Share fishermen.....  | 12                 |
| Sub-contractors.....  | 20                 |
| Teachers.....   | 115                |
| Workers in "excepted" employment <sup>c</sup>   |                    |
| Unestablished civil servants <sup>d</sup> .....   | 11                 |
| Local government employees.....   | 123                |
| Railway employees <sup>e</sup> .....  | 382                |
| Public utility service employees.....   | 12                 |
| Persons entitled to rights in a superannuation fund having statutory force, not included above..... | 1                  |
| Workers insured under special schemes <sup>f</sup>  |                    |
| Insurance industry.....   | 100                |
| Banking industry.....   | 41                 |

<sup>a</sup> The following groups are not included here: non-manual workers earning over £250 per annum; agents; persons engaged in employment of a casual nature otherwise than for the purpose of the employers' trade or business; persons employed in the service of the husband or wife of the employed person; and subsidiary employment specified by special order, in respect of none of which is information available.

<sup>b</sup> Including about 1,150,000 full-time employees, one hundred thousand part-time and casual workers, and one hundred thousand gardeners in private service.

<sup>c</sup> Excepted by certificates of the Minister of Labour from insurance under the Unemployment Insurance Acts.

<sup>d</sup> Non-industrial.

<sup>e</sup> Conciliation grades, etc.

<sup>f</sup> Unemployment insurance schemes organised by individual industries which contracted out of the State scheme under Section 18 of the Unemployment Insurance Act, 1920. They are described on pp. 285-87.

TABLE 21

NUMBER OF INSURED JUVENILES AND PERCENTAGE CHANGE,  
CLASSIFIED BY INDUSTRY AND BY SEX, GREAT BRITAIN, 1923 AND 1932

| Industry  | Number         |                | Per Cent     | Percentage Change from 1923 to 1932 |
|---|----------------|----------------|--------------|-------------------------------------|
|   | 1923           | 1932           | 1932         |                                     |
| <b>Boys</b>   |                |                |              |                                     |
| Building . . . . .  | 23,800         | 35,900         | 6.4          | +24.7                               |
| Coal mining . . . . .   | 76,900         | 53,900         | 9.7          | -29.9                               |
| Commerce, banking, etc. . . . .   | 11,900         | 9,100          | 1.6          | -23.5                               |
| Construction and repair of motor vehicles, cycles, and aircraft . . . . . | 13,400         | 15,600         | 2.8          | +16.4                               |
| Distributive trades . . . . .   | 91,800         | 143,600        | 25.7         | +56.4                               |
| Engineering, general . . . . .  | 35,700         | 28,200         | 5.1          | -21.0                               |
| Furniture making, upholstering, etc. . . . .                              | 7,500          | 11,500         | 2.1          | +53.3                               |
| Metal industries, miscellaneous . . . . .                                 | 9,000          | 11,000         | 2.0          | +22.2                               |
| Printing, publishing and bookbinding . . . . .                            | 14,300         | 15,900         | 2.9          | +11.2                               |
| Railway service . . . . .   | 11,500         | 7,000          | 1.3          | -39.1                               |
| Shipbuilding and ship-repairing . . . . .                                 | 10,500         | 6,100          | 1.1          | -41.9                               |
| Textile trades  |                |                |              |                                     |
| Cotton . . . . .  | 18,900         | 9,900          | 1.8          | -47.6                               |
| Woolen and worsted . . . . .  | 10,200         | 5,800          | 1.0          | -43.1                               |
| All other industries and services . . . . .                               | 199,600        | 203,500        | 36.5         | +2.0                                |
| <b>Total . . . . .</b>  | <b>540,000</b> | <b>557,000</b> | <b>100.0</b> | <b>+3.1</b>                         |
| <b>GIRLS</b>  |                |                |              |                                     |
| Blouses, shirts, collars, underclothing, etc. . . . .                     | 6,100          | 10,100         | 2.4          | +65.6                               |
| Bread, biscuit, cake, etc., making of . . . . .                           | 8,600          | 10,200         | 2.4          | +18.6                               |
| Cocoa, chocolate and confectionery making . . . . .                       | 10,300         | 8,600          | 2.0          | -16.5                               |
| Distributive trades . . . . .   | 74,100         | 111,500        | 26.2         | +50.5                               |
| Dress and millinery work . . . . .  | 18,800         | 12,700         | 3.0          | -32.4                               |
| Electric cable, apparatus, lamps, etc. . . . .                            | 4,100          | 8,100          | 1.9          | +97.6                               |
| Hosiery . . . . .   | 11,400         | 11,400         | 2.7          | ...                                 |
| Hotel, boarding-house, club service . . . . .                             | 10,300         | 16,800         | 3.9          | +63.1                               |
| Laundries, dyeing and dry cleaning . . . . .                              | 10,700         | 16,900         | 4.0          | +57.9                               |
| Metal industries, miscellaneous . . . . .                                 | 10,100         | 12,200         | 2.9          | +20.8                               |
| Printing, publishing and bookbinding . . . . .                            | 13,200         | 15,100         | 3.5          | +14.4                               |
| Tailoring . . . . .   | 15,400         | 18,100         | 4.2          | +17.5                               |
| Textile trades  |                |                |              |                                     |
| Cotton . . . . .  | 36,900         | 23,100         | 5.4          | -37.4                               |
| Woolen and worsted . . . . .  | 18,400         | 10,600         | 2.5          | -42.4                               |
| All other industries and services . . . . .                               | 131,600        | 140,600        | 33.0         | +6.8                                |
| <b>Total . . . . .</b>  | <b>380,000</b> | <b>426,000</b> | <b>100.0</b> | <b>+12.1</b>                        |

**TABLE 22**  
MEMBERSHIP OF TRADE UNIONS, CLASSIFIED BY  
INDUSTRY, GREAT BRITAIN AND NORTHERN IRELAND, 1920, 1924, 1932

| Groups of Unions  | Membership <sup>a</sup><br>(In Thousands) |              |                   |
|---|---|--------------|-------------------|
|   | 1920                                      | 1924         | 1932 <sup>b</sup> |
| Agriculture, horticulture, etc.....   | 210                                       | 61           | 33                |
| Building, * public works contracting, etc.....  | 563                                       | 332          | 275               |
| Clothing.....   | 236                                       | 166          | 154               |
| Metals, machines, conveyances, etc.   |   |              |                   |
| Engineering, ironfounding, shipbuilding, other metal work-<br>ing and vehicle building..... | 1,003                                     | 610          | 472               |
| Iron, steel, tinplate manufacture, etc.....   | 168                                       | 94           | 54                |
| Mining and quarrying  |   |              |                   |
| Coal mining.....  | 1,115                                     | 943          | 554               |
| Other mining and quarrying.....   | 43  | 27           | 9                 |
| Paper, printing and allied trades.....  | 227                                       | 194          | 184               |
| Textile trades  |   |              |                   |
| Bleaching, dyeing, finishing, etc.....  | 118                                       | 80           | 58                |
| Cotton.....   | 461                                       | 370          | 319               |
| Wool, worsted and shoddy.....   | 124                                       | 79           | 53                |
| Other textiles.....   | 131                                       | 88           | 62                |
| Woodworking and furniture manufacture.....  | 87  | 66           | 54                |
| Other manufacturing industries <sup>d</sup> .....   | 140                                       | 84           | 73                |
| Commerce, distribution and finance.....   | 400                                       | 219          | 261               |
| Entertainments, sports and miscellaneous.....   | 153                                       | 81           | 66                |
| National and local government <sup>e</sup> .....  | 470                                       | 323          | 391               |
| Teaching.....   | 200                                       | 195          | 232               |
| Transport and general labour <sup>f</sup>   |   |              |                   |
| Railway service.....  | 618                                       | 507          | 396               |
| Water transport.....  | 194                                       | 94           | 77                |
| Other transport <sup>g</sup> and general labour.....  | 1,685                                     | 922          | 666               |
| <b>Total<sup>h</sup>.....</b>   | <b>8,346</b>                              | <b>5,535</b> | <b>4,441</b>      |

<sup>a</sup> The total membership of each union is included in the group with which the majority of the members are believed to be connected.

<sup>b</sup> The figures for this year are provisional.      <sup>c</sup> Includes carpenters and joiners.

<sup>d</sup> Includes pottery and glass, food, drink and tobacco, leather, chemicals, rubber, brushes, musical instruments and others.

<sup>e</sup> Excludes teachers', tramway workers' and general unions which are included under "Teaching" and "Transport and general labour," respectively.

<sup>f</sup> Includes members of the Transport and General Workers' Union and the National Union of General and Municipal Workers.      <sup>g</sup> Includes road, dock and allied work.

<sup>h</sup> Includes members in the Irish Free State and in overseas branches, numbering about 55,000 in 1931

**TABLE 23**  
ANNUAL PERCENTAGE<sup>a</sup> OF UNEMPLOYMENT AMONG MEMBERS OF CERTAIN  
TRADE UNIONS, UNITED KINGDOM, 1881-1914

| Year | Per Cent | Year | Per Cent | Year | Per Cent | Year | Per Cent | Year | Per Cent |
|------|----------|------|----------|------|----------|------|----------|------|----------|
| 1881 | 3.5      | 1888 | 4.9      | 1895 | 5.8      | 1902 | 4.0      | 1909 | 7.7      |
| 1882 | 2.3      | 1889 | 2.1      | 1896 | 3.3      | 1903 | 4.7      | 1910 | 4.7      |
| 1883 | 2.6      | 1890 | 2.1      | 1897 | 3.3      | 1904 | 6.0      | 1911 | 3.0      |
| 1884 | 8.1      | 1891 | 3.5      | 1898 | 2.8      | 1905 | 5.0      | 1912 | 3.2      |
| 1885 | 9.3      | 1892 | 6.3      | 1899 | 2.0      | 1906 | 3.6      | 1913 | 2.1      |
| 1886 | 10.2     | 1893 | 7.5      | 1900 | 2.5      | 1907 | 3.7      | 1914 | 3.3      |
| 1887 | 7.6      | 1894 | 6.9      | 1901 | 3.3      | 1908 | 7.8      | ...  | ...      |

<sup>a</sup> The annual percentage is the average of the percentage at the end of each month.



TABLE 24  
 NUMBER AND PERCENTAGE OF INSURED PERSONS  
 RECORDED AS UNEMPLOYED EACH MONTH, GREAT BRITAIN, 1921-33  
 (In Thousands)

| Year | January |          | February |          | March     |          | April   |          | May      |          | June     |          |
|------|---------|----------|----------|----------|-----------|----------|---------|----------|----------|----------|----------|----------|
|      | Number  | Per Cent | Number   | Per Cent | Number    | Per Cent | Number  | Per Cent | Number   | Per Cent | Number   | Per Cent |
| 1921 | 1,213   | 11.0     | 1,420    | 12.9     | 1,662     | 15.0     | 2,197   | 19.9     | 2,549    | 23.0     | 2,429    | 21.9     |
| 1922 | 1,948   | 17.5     | 1,883    | 16.9     | 1,764     | 15.8     | 1,745   | 15.6     | 1,606    | 14.4     | 1,504    | 13.5     |
| 1923 | 1,469   | 13.1     | 1,367    | 12.2     | 1,286     | 11.5     | 1,269   | 11.3     | 1,248    | 11.1     | 1,256    | 11.2     |
| 1924 | 1,334   | 11.8     | 1,190    | 10.5     | 1,102     | 9.7      | 1,080   | 9.5      | 1,046    | 9.2      | 1,044    | 9.2      |
| 1925 | 1,273   | 11.1     | 1,279    | 11.1     | 1,252     | 10.8     | 1,227   | 10.6     | 1,227    | 10.6     | 1,341    | 11.6     |
| 1926 | 1,252   | 10.7     | 1,184    | 10.1     | 1,108     | 9.5      | 1,035   | 8.8      | 1,653    | 14.1     | 1,683    | 14.3     |
| 1927 | 1,400   | 11.8     | 1,271    | 10.7     | 1,149     | 9.7      | 1,098   | 9.3      | 1,026    | 8.6      | 1,039    | 8.8      |
| 1928 | 1,227   | 10.6     | 1,195    | 10.3     | 1,096     | 9.4      | 1,093   | 9.4      | 1,124    | 9.7      | 1,225    | 10.5     |
| 1929 | 1,422   | 12.1     | 1,413    | 12.0     | 1,165     | 9.9      | 1,144   | 9.7      | 1,142    | 9.7      | 1,128    | 9.5      |
| 1930 | 1,476   | 12.3     | 1,538    | 12.8     | 1,641     | 13.6     | 1,704   | 14.1     | 1,797    | 14.8     | 1,851    | 15.2     |
| 1931 | 2,581   | 21.3     | 2,617    | 21.6     | 2,587     | 21.3     | 2,515   | 20.7     | 2,502    | 20.6     | 2,633    | 21.1     |
| 1932 | 2,784   | 22.3     | 2,742    | 21.9     | 2,595     | 20.8     | 2,661   | 21.3     | 2,754    | 22.0     | 2,770    | 22.1     |
| 1933 | 2,877   | 22.9     | 2,836    | 22.6     | 2,744     | 21.9     | 2,661   | 21.2     | 2,553    | 20.4     | 2,429    | 19.4     |
| Year | July    |          | August   |          | September |          | October |          | November |          | December |          |
|      | Number  | Per Cent | Number   | Per Cent | Number    | Per Cent | Number  | Per Cent | Number   | Per Cent | Number   | Per Cent |
| 1921 | 1,928   | 17.4     | 1,676    | 15.1     | 1,539     | 13.9     | 1,583   | 14.3     | 1,878    | 16.9     | 1,967    | 17.7     |
| 1922 | 1,444   | 12.9     | 1,413    | 12.6     | 1,397     | 12.5     | 1,389   | 12.4     | 1,430    | 12.8     | 1,409    | 12.6     |
| 1923 | 1,282   | 11.4     | 1,313    | 11.7     | 1,302     | 11.6     | 1,305   | 11.6     | 1,284    | 11.4     | 1,188    | 10.5     |
| 1924 | 1,094   | 9.6      | 1,178    | 10.3     | 1,196     | 10.5     | 1,235   | 10.8     | 1,230    | 10.7     | 1,217    | 10.6     |
| 1925 | 1,261   | 10.8     | 1,379    | 11.9     | 1,360     | 11.7     | 1,288   | 11.1     | 1,245    | 10.7     | 1,175    | 10.1     |
| 1926 | 1,672   | 14.2     | 1,621    | 13.8     | 1,589     | 13.5     | 1,577   | 13.4     | 1,573    | 13.3     | 1,379    | 11.7     |
| 1927 | 1,083   | 9.1      | 1,098    | 9.2      | 1,098     | 9.2      | 1,130   | 9.5      | 1,182    | 9.9      | 1,165    | 9.8      |
| 1928 | 1,323   | 11.3     | 1,324    | 11.3     | 1,304     | 11.1     | 1,356   | 11.6     | 1,408    | 12.0     | 1,290    | 11.0     |
| 1929 | 1,141   | 9.6      | 1,161    | 9.8      | 1,166     | 9.8      | 1,216   | 10.2     | 1,286    | 10.8     | 1,305    | 10.9     |
| 1930 | 2,002   | 16.5     | 2,050    | 16.9     | 2,117     | 17.4     | 2,246   | 18.5     | 2,294    | 18.9     | 2,411    | 19.9     |
| 1931 | 2,732   | 21.9     | 2,738    | 21.9     | 2,804     | 22.4     | 2,722   | 21.8     | 2,667    | 21.3     | 2,602    | 20.8     |
| 1932 | 2,839   | 22.6     | 2,866    | 22.9     | 2,849     | 22.7     | 2,737   | 21.8     | 2,774    | 22.1     | 2,700    | 21.5     |

TABLE 25  
 AVERAGE EMPLOYMENT SERVICE STAFF, AND SALARY  
 EXPENDITURES, CLASSIFIED BY DEPARTMENT, GREAT BRITAIN, 1931

| Department   | Average Staff | Salaries <sup>a</sup> |           |           |
|--|---------------|-----------------------|-----------|-----------|
|  |               | Permanent             | Temporary | Total     |
| Headquarters   |               | £                     | £         | £         |
| Minister, secretary, etc.....                              | 4             | 8,771                 | ...       | 8,771     |
| Unemployment insurance and transi-<br>tional payments..... | 161           | 68,244                | 1,104     | 69,348    |
| Employment and training.....                               | 177           | 57,668                | 4,502     | 62,170    |
| General  |               |                       |           |           |
| Industrial relations.....                                  | 13            | 9,655                 | 207       | 9,862     |
| International labour division.....                         | 3             | 1,890                 | ...       | 1,890     |
| Trade boards.....  | 59            | 23,592                | 1,402     | 24,994    |
| Statistics.....  | 184           | 42,310                | 10,947    | 53,257    |
| Services and establishments                                |               |                       |           |           |
| Staff administration.....                                  | 153           | 68,099                | 2,001     | 70,100    |
| Registries.....  | 137           | 17,946                | 9,098     | 27,044    |
| Typists.....   | 174           | 19,396                | 5,180     | 24,576    |
| Messengers, cleaners, etc.....                             | 159           | 2,388                 | 16,162    | 18,550    |
| Finance.....   | 196           | 72,797                | 1,604     | 74,401    |
| Solicitors.....  | 22            | 16,044                | 54        | 16,098    |
| Total.....   | 1,442         | 408,800               | 52,261    | 461,061   |
| Claims and Record Office, Kew (Finance<br>Department)..... | 3,094         | 361,484               | 219,693   | 581,177   |
| Outstations  |               |                       |           |           |
| Divisional offices, employment ex-<br>changes, etc.....    | 20,625        | 1,790,582             | 2,195,725 | 3,986,307 |
| General  |               |                       |           |           |
| Industrial relations.....                                  | 24            | 9,390                 | 950       | 10,340    |
| Trade boards.....  | 113           | 38,465                | 1,708     | 40,173    |
| Finance.....   | 178           | 55,083                | 2,712     | 57,795    |
| Total.....   | 20,940        | 1,893,520             | 2,201,095 | 4,094,615 |
| Office of the Umpire.....                                  | 34            | 17,969                | 1,970     | 19,939    |
| Industrial court.....                                      | 11            | 9,186                 | 278       | 9,464     |
| Grand total.....   | 25,521        | 2,690,959             | 2,475,297 | 5,166,256 |

<sup>a</sup> Includes bonus.

TABLE 26  
NUMBER IN EMPLOYMENT SERVICE STAFF\* AND ANNUAL SCALES OF PAY,  
CLASSIFIED BY GRADE AND BY SEX, GREAT BRITAIN, AS OF 1ST APRIL, 1933

| Grade                                    | Number in —        |       |                      |       | Annual Scales of Pay <sup>b</sup> |       |         |       |
|--|--------------------|-------|----------------------|-------|-----------------------------------|-------|---------|-------|
|  | Divisional Offices |       | Employment Exchanges |       | Minimum                           |       | Maximum |       |
|  | Men                | Women | Men                  | Women | Men                               | Women | Men     | Women |
| Divisional controller.....               | 7                  | ...   | ...                  | ...   | £                                 | £     | £       | £     |
| Deputy controller.....                   | 8                  | 1     | ...                  | ...   | 700                               | 550   | 1,000   | 650   |
| First class officer.....                 | 29                 | 6     | 33                   | 2     | 600                               | 475   | 700     | 550   |
| Second class officer.....                | 52                 | 10    | 106                  | 7     | 400                               | 300   | 550     | 440   |
| Third class officer.....                 | 153                | 31    | 503                  | 72    | 200                               | 200   | 400     | 300   |
| Employment officer.....                  | 108                | 26    | 1,312                | 422   | 200                               | 170   | 250     | 220   |
| Employment clerk.....                    | 125                | 21    | 2,442                | 1,363 | 75                                | 75    | 180     | 150   |
| Subsidiary clerical classes <sup>c</sup> |                    |       |                      |       |                                   |       |         |       |
| Grade I.....                             | 3                  | ...   | 14                   | 2     | 156                               | 114   | 201     | 133   |
| Grade II.....                            | 36                 | 2     | 1,904                | 120   | 138                               | 107   | 183     | 133   |
| Grade III <sup>d</sup> .....             | 149                | 18    | 7,499                | 1,300 | 135                               | 93    | 171     | 124   |

\* Excluding typing staff, messengers and cleaners.

<sup>b</sup> These rates are exclusive of the cost of living bonus at present payable.

<sup>c</sup> The rates for this group are inclusive; that is, no cost of living bonus is added. The London rates for the group are slightly higher and those for small provincial towns are somewhat lower than the rates quoted.

<sup>d</sup> There are in addition seven officers graded lower than Grade III on grounds of age (under twenty-one).

TABLE 27

ANNUAL NUMBER OF VACANCIES FILLED, CLASSIFIED BY OCCUPATIONAL GROUP AND BY SEX,<sup>a</sup> GREAT BRITAIN, 1922-32<sup>b</sup>

| Occupational Group                      | 1922    | 1923    | 1924    | 1925    | 1926    | 1927   | 1928    | 1929    | 1930    | 1931                | 1932 <sup>c</sup> |
|---|---------|---------|---------|---------|---------|--------|---------|---------|---------|---------------------|-------------------|
| MEN                                     |         |         |         |         |         |        |         |         |         |                     |                   |
| Agriculture.....                        | 12,675  | 22,007  | 20,757  | 21,590  | 18,453  | 21,818 | 21,247  | 26,636  | 29,534  | 27,678              | 19,869            |
| Building.....                           | 62,762  | 87,490  | 78,292  | 75,850  | 65,899  | 92,870 | 117,691 | 145,848 | 154,676 | 157,971             | 149,711           |
| Clothing.....                           | 1,330   | 1,693   | 2,677   | 3,606   | 3,022   | 3,270  | 3,103   | 4,027   | 4,740   | 6,031               | 6,864             |
| Commercial occupations.....             | 16,411  | 18,112  | 21,149  | 20,002  | 15,472  | 17,827 | 27,813  | 39,205  | 33,730  | 64,759 <sup>d</sup> | 32,202            |
| Works of construction.....              | 102,777 | 118,205 | 156,938 | 175,161 | 107,923 | 65,450 | 52,282  | 91,103  | 185,526 | 227,869             | 113,989           |
| Domestic service <sup>e</sup> .....     | 4,713   | 6,932   | 10,544  | 12,238  | 10,675  | 13,904 | 15,835  | 22,196  | 23,837  | 29,096              | 33,005            |
| Drink, tobacco, etc. <sup>f</sup> ..... | ...     | ...     | ...     | ...     | ...     | 521    | 414     | 648     | 656     | 687                 | 1,042             |
| Electrical apparatus, etc.....          | 356     | 946     | 1,317   | 1,087   | 1,138   | 1,436  | 1,502   | 1,941   | 2,232   | 2,116               | 4,030             |
| Engineering.....                        | 20,173  | 41,976  | 59,243  | 54,033  | 51,352  | 66,366 | 73,151  | 87,452  | 75,143  | 95,293              | 111,801           |
| Food.....                               | 1,628   | 2,708   | 4,893   | 6,079   | 5,546   | 5,656  | 7,509   | 7,814   | 8,637   | 10,699              | 10,778            |
| Gas, water, etc.....                    | 10,517  | 18,730  | 22,428  | 19,142  | 8,951   | 5,573  | 10,952  | 22,196  | 24,149  | 25,968              | 16,314            |
| General labourers.....                  | 72,974  | 94,700  | 109,815 | 114,226 | 84,913  | 73,977 | 84,550  | 122,268 | 164,688 | 182,331             | 118,665           |
| Government and professional.....        | 7,067   | 11,048  | 13,022  | 10,354  | 10,148  | 13,895 | 14,071  | 26,541  | 15,893  | 27,772 <sup>d</sup> | 16,602            |
| Iron, steel and other metals.....       | 1,480   | 8,804   | 16,236  | 20,833  | 18,755  | 39,192 | 33,210  | 18,375  | 17,479  | 25,796              | 38,183            |
| Mining.....                             | 9,149   | 9,447   | 10,799  | 13,352  | 9,097   | 18,299 | 16,856  | 28,781  | 25,747  | 31,708              | 23,692            |
| Rubber.....                             | 179     | 1,269   | 1,861   | 1,725   | 718     | 1,132  | 1,554   | 1,401   | 1,632   | 2,021               | 1,849             |
| Shop assistants <sup>g</sup> .....      | ...     | ...     | ...     | ...     | ...     | ...    | ...     | ...     | ...     | ...                 | 7,102             |
| Textiles                                |         |         |         |         |         |        |         |         |         |                     |                   |
| Cotton.....                             | 1,965   | 3,262   | 6,560   | 6,582   | 10,405  | 21,578 | 16,966  | 13,938  | 14,996  | 21,026              | 20,857            |
| Wool.....                               | 426     | 873     | 2,037   | 2,887   | 2,654   | 4,780  | 7,199   | 10,760  | 9,419   | 9,209               | 7,460             |
| Other textiles.....                     | 598     | 1,243   | 2,592   | 3,459   | 7,160   | 5,749  | 6,221   | 7,381   | 7,305   | 10,211              | 10,600            |
| Transport <sup>h</sup>                  |         |         |         |         |         |        |         |         |         |                     |                   |
| Railway.....                            | 13,510  | 22,609  | 31,978  | 36,696  | 63,171  | 8,797  | 6,429   | 14,211  | 13,736  | 13,990              | 6,827             |
| Road and water.....                     | ...     | ...     | ...     | ...     | ...     | 65,462 | 60,194  | 73,746  | 78,429  | 83,315              | 69,370            |

WOMEN

|   |         |         |         |         |         |         |         |         |         |         |         |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Agriculture.....                        | 3,783   | 4,308   | 4,711   | 4,407   | 3,051   | 3,341   | 3,323   | 3,438   | 4,812   | 5,287   | 5,188   |
| Building.....                           | 71      | 127     | 100     | 56      | 88      | 183     | 83      | 93      | 345     | 133     | 138     |
| Clothing.....                           | 12,756  | 15,553  | 22,309  | 35,631  | 29,758  | 26,036  | 26,557  | 28,509  | 35,729  | 45,227  | 45,006  |
| Commercial occupations.....             | 9,222   | 10,926  | 11,717  | 11,930  | 12,086  | 15,581  | 17,265  | 21,447  | 23,242  | 23,835  | 24,989  |
| Works of construction.....              | 1       | ...     | ...     | ...     | 5       | ...     | 1       | ...     | 129     | ...     | ...     |
| Domestic service <sup>a</sup> .....     | 112,076 | 111,470 | 124,284 | 129,847 | 112,034 | 129,350 | 130,976 | 152,847 | 153,325 | 161,609 | 115,998 |
| Drink, tobacco, etc. <sup>d</sup> ..... | ...     | ...     | ...     | ...     | ...     | 1,160   | 1,349   | 1,949   | 1,804   | 1,453   | 2,533   |
| Electrical apparatus, etc.....          | 702     | 1,118   | 2,604   | 1,972   | 2,311   | 2,405   | 3,042   | 3,801   | 3,948   | 5,551   | 8,307   |
| Engineering.....                        | 3,050   | 4,922   | 5,796   | 5,454   | 3,943   | 5,039   | 5,729   | 7,565   | 6,315   | 6,562   | 7,139   |
| Food.....                               | 3,606   | 5,547   | 8,958   | 15,863  | 14,497  | 8,288   | 10,587  | 11,935  | 13,124  | 13,588  | 17,121  |
| Gas, water, etc.....                    | 11      | 2       | 5       | 9       | 2       | 1       | 13      | 6       | 5       | 12      | 9       |
| General labourers.....                  | 2,194   | 2,037   | 1,919   | 3,275   | 2,485   | 3,392   | 3,635   | 4,815   | 3,580   | 4,046   | 5,712   |
| Government and professional.....        | 1,339   | 1,509   | 1,820   | 1,495   | 1,429   | 1,617   | 1,964   | 2,229   | 2,582   | 2,995   | 3,793   |
| Iron, steel and other metals.....       | 150     | 196     | 169     | 321     | 294     | 469     | 449     | 341     | 223     | 408     | 335     |
| Mining.....                             | 6       | 21      | 48      | 13      | 46      | 40      | 93      | 161     | 160     | 131     | 113     |
| Rubber.....                             | 994     | 1,532   | 2,035   | 1,947   | 1,380   | 1,974   | 2,467   | 2,268   | 2,771   | 3,797   | 5,643   |
| Shop assistants <sup>e</sup> .....      | ...     | ...     | ...     | ...     | ...     | ...     | ...     | ...     | ...     | ...     | 38,758  |
| Textiles                                |         |         |         |         |         |         |         |         |         |         |         |
| Cotton.....                             | 5,872   | 10,403  | 21,133  | 24,185  | 31,064  | 45,729  | 40,826  | 39,691  | 43,034  | 46,649  | 42,476  |
| Wool.....                               | 2,624   | 3,254   | 6,145   | 7,035   | 9,702   | 9,166   | 7,216   | 8,145   | 7,453   | 11,670  | 9,294   |
| Other textiles.....                     | 4,924   | 6,459   | 11,115  | 21,605  | 21,627  | 15,920  | 16,082  | 19,398  | 22,780  | 28,188  | 31,827  |
| Transport <sup>h</sup>                  |         |         |         |         |         |         |         |         |         |         |         |
| Railway.....                            | 1,751   | 2,112   | 2,935   | 3,495   | 4,925   | 39      | 45      | 85      | 88      | 71      | 42      |
| Road and water.....                     | ...     | ...     | ...     | ...     | ...     | 4,943   | 5,498   | 6,968   | 6,222   | 5,750   | 6,175   |

<sup>a</sup> Vacancies filled are not available by occupational group for boys and girls.

<sup>b</sup> Calendar years.

<sup>c</sup> Beginning June 28, 1932, figures for this year do not include "casual" and "relief work" vacancies. Certain types of vacancies in agriculture are classed as "casual."

<sup>d</sup> Census and General Election.

<sup>e</sup> This group includes resident servants in hotels, boarding houses, etc.; resident

servants in private houses, colleges, institutions, etc.; non-resident domestic servants, waitresses, laundry workers, charwomen, etc.

<sup>f</sup> Classified under "Food" before 1927.

<sup>g</sup> Not classified before 1932.

<sup>h</sup> The figures for "Railway Transport" and "Road and Water Transport" were included under the general heading "Transport" before 1927.

TABLE

ANALYSIS OF VACANCIES NOTIFIED AND FILLED, AND OF PLACINGS OF WHOLE AND BY SEX, GREAT BRITAIN, 1932

| Division                         | Local Vacancies |                       |                |                |               |               |              | Total          |
|----------------------------------|-----------------|-----------------------|----------------|----------------|---------------|---------------|--------------|----------------|
|                                  | Notified        | Filled                |                |                |               |               |              |                |
|                                  |                 | Ordinary <sup>a</sup> |                | Casual         |               | Relief Work   |              |                |
|                                  |                 | Class A               | Class B        | Class A        | Class B       | Class A       | Class B      |                |
| (1)                              | (2)             | (3)                   | (4)            | (5)            | (6)           | (7)           | (8)          |                |
| MEN                              |                 |                       |                |                |               |               |              |                |
| <b>Intensive clearing areas</b>  |                 |                       |                |                |               |               |              |                |
| London.....                      | 89,476          | 51,215                | 6,166          | 20,951         | 2,099         | 3,900         | 83           | 84,311         |
| Birmingham.....                  | 17,850          | 7,911                 | 3,921          | 2,783          | 17            | 2,263         | 145          | 17,046         |
| Manchester.....                  | 13,809          | 5,100                 | 4,762          | 2,436          | 12            | 526           | 33           | 12,869         |
| Merseyside.....                  | 18,791          | 4,370                 | 2,234          | 10,483         | 197           | 1,182         | 87           | 18,555         |
| Tyneside.....                    | 20,719          | 4,657                 | 13,704         | 899            | 1,088         | 190           | 15           | 20,555         |
| Tees-side.....                   | 8,923           | 2,205                 | 4,684          | 788            | 36            | 853           | 154          | 8,723          |
| Clydeside.....                   | 23,608          | 6,300                 | 13,510         | 2,207          | 519           | 383           | 62           | 22,998         |
| <b>Total.....</b>                | <b>192,776</b>  | <b>81,758</b>         | <b>48,981</b>  | <b>40,547</b>  | <b>3,968</b>  | <b>9,197</b>  | <b>578</b>   | <b>185,021</b> |
| <b>Remainder of exchanges</b>    |                 |                       |                |                |               |               |              |                |
| South Eastern.....               | 31,228          | 17,722                | 5,005          | 5,571          | 274           | 1,417         | 65           | 30,065         |
| South Western.....               | 46,170          | 25,577                | 6,832          | 10,623         | 481           | 1,352         | 266          | 45,133         |
| Midlands.....                    | 39,846          | 20,588                | 8,021          | 7,296          | 354           | 1,961         | 155          | 38,371         |
| North Eastern.....               | 62,214          | 28,168                | 18,798         | 9,086          | 2,201         | 2,379         | 259          | 60,891         |
| North Western.....               | 57,974          | 16,587                | 26,229         | 7,398          | 1,658         | 3,241         | 372          | 55,491         |
| Scotland.....                    | 33,844          | 10,402                | 13,698         | 5,735          | 773           | 3,372         | 109          | 33,091         |
| Wales.....                       | 22,870          | 7,179                 | 7,794          | 3,041          | 877           | 2,892         | 383          | 22,101         |
| <b>Total.....</b>                | <b>294,146</b>  | <b>126,223</b>        | <b>86,377</b>  | <b>48,750</b>  | <b>6,618</b>  | <b>15,614</b> | <b>1,609</b> | <b>285,191</b> |
| <b>Branch offices</b>            |                 |                       |                |                |               |               |              |                |
| South Eastern.....               | 33,925          | 23,625                | 4,442          | 3,415          | 209           | 897           | 38           | 32,621         |
| South Western.....               | 27,879          | 19,843                | 2,642          | 3,475          | 441           | 755           | 59           | 27,211         |
| Midlands.....                    | 13,100          | 6,307                 | 4,538          | 821            | 230           | 357           | 94           | 12,841         |
| North Eastern.....               | 19,650          | 11,444                | 4,395          | 2,069          | 176           | 1,043         | 54           | 19,181         |
| North Western.....               | 7,689           | 4,249                 | 2,070          | 731            | 81            | 379           | 41           | 7,561          |
| Scotland.....                    | 15,003          | 5,487                 | 2,840          | 2,727          | 219           | 3,209         | 145          | 14,621         |
| Wales.....                       | 10,299          | 6,296                 | 2,170          | 664            | 43            | 871           | 58           | 10,101         |
| <b>Total.....</b>                | <b>127,345</b>  | <b>77,751</b>         | <b>23,097</b>  | <b>13,902</b>  | <b>1,399</b>  | <b>7,511</b>  | <b>489</b>   | <b>124,141</b> |
| <b>Grand totals of divisions</b> |                 |                       |                |                |               |               |              |                |
| South Eastern.....               | 154,829         | 92,562                | 15,613         | 29,937         | 2,582         | 6,114         | 186          | 146,994        |
| South Western.....               | 73,849          | 45,420                | 9,474          | 14,098         | 922           | 2,107         | 325          | 72,341         |
| Midlands.....                    | 70,596          | 35,306                | 16,480         | 10,900         | 601           | 4,581         | 394          | 68,261         |
| North Eastern.....               | 111,506         | 46,474                | 41,581         | 12,842         | 3,501         | 4,465         | 482          | 109,341        |
| North Western.....               | 98,063          | 30,306                | 35,295         | 21,048         | 1,948         | 5,328         | 532          | 94,451         |
| Scotland.....                    | 72,455          | 22,189                | 30,048         | 10,669         | 1,511         | 5,964         | 316          | 70,691         |
| Wales.....                       | 33,169          | 13,475                | 9,964          | 3,705          | 920           | 3,763         | 441          | 32,261         |
| <b>All divisions.....</b>        | <b>614,267</b>  | <b>285,732</b>        | <b>158,455</b> | <b>103,199</b> | <b>11,985</b> | <b>32,322</b> | <b>2,676</b> | <b>594,361</b> |

<sup>a</sup> Corresponding data for the first six months of 1932 are not available but the following are total for the year 1932, and include men and women: vacancies notified, 1,647,174; local vacancies filled, class A 1,119,966, class B, 414,636, total, 1,534,602; local vacancies cancelled, 107,401; casual vacancies filled 265,179 (included in "Total"); relief work vacancies filled, 99,116 (included in "Total"); local vacancies

UNEMPLOYED ADULT CLAIMANTS, CLASSIFIED BY ADMINISTRATIVE DIVISIONS  
MONTHS ENDED 26TH DECEMBER, 1932<sup>a</sup>

| Local Vacancies  |   | Analysis of U I 40 Cards <sup>b</sup> Received (W U <sup>c</sup> Claimants only) |                          |                    |                          |                             |                          |                    |                          |
|------------------|---|--|--------------------------|--------------------|--------------------------|-----------------------------|--------------------------|--------------------|--------------------------|
| Cancelled<br>(9) | Filled<br>F O D <sup>e</sup><br>(incl.<br>in<br>Col. 8)<br>(10) | Employment Obtained I O D <sup>f</sup>   |                          |                    |                          | Employment Obtained Locally |                          |                    |                          |
|                  |   | O <sup>g</sup>   |                          | N <sup>h</sup>     |                          | O <sup>g</sup>              |                          | N <sup>h</sup>     |                          |
|                  |   | F + P <sup>i</sup>   | Placing<br>Index<br>(12) | F + P <sup>i</sup> | Placing<br>Index<br>(14) | F + P <sup>i</sup>          | Placing<br>Index<br>(16) | F + P <sup>i</sup> | Placing<br>Index<br>(18) |

MEN

|        |        |         |      |         |      |         |      |         |      |
|--------|--------|---------|------|---------|------|---------|------|---------|------|
| 4,928  | 20,272 | 92,491  | 1.8  | 179,696 | 7.3  | 74,059  | 11.0 | 131,441 | 26.4 |
| 509    | 4,990  | 10,243  | 6.6  | 18,599  | 13.7 | 11,784  | 12.0 | 18,555  | 35.0 |
| 734    | 3,094  | 9,086   | 5.8  | 11,059  | 8.1  | 13,075  | 10.7 | 15,274  | 27.9 |
| 268    | 2,745  | 19,201  | 2.6  | 10,116  | 5.8  | 30,911  | 6.8  | 15,906  | 19.1 |
| 288    | 5,702  | 9,882   | 15.8 | 8,046   | 13.9 | 16,553  | 21.2 | 8,383   | 25.8 |
| 218    | 1,181  | 2,647   | 13.9 | 1,310   | 14.3 | 12,175  | 14.7 | 5,659   | 33.8 |
| 493    | 8,943  | 20,724  | 14.9 | 14,050  | 9.1  | 14,794  | 29.7 | 7,634   | 32.2 |
| 7,438  | 46,927 | 164,274 | 5.1  | 242,876 | 8.2  | 173,351 | 13.1 | 202,852 | 27.1 |
| 1,086  | 1,923  | 1,932   | 8.5  | 5,881   | 19.2 | 25,078  | 18.0 | 50,981  | 30.9 |
| 1,062  | 4,480  | 8,490   | 8.8  | 14,119  | 16.8 | 37,478  | 18.1 | 58,754  | 37.6 |
| 661    | 2,634  | 6,654   | 10.6 | 12,500  | 13.8 | 28,254  | 19.8 | 51,570  | 36.1 |
| 1,191  | 6,047  | 12,019  | 9.8  | 12,289  | 16.0 | 61,044  | 16.9 | 56,345  | 31.8 |
| 1,355  | 5,440  | 9,310   | 9.2  | 12,192  | 11.5 | 49,006  | 12.8 | 46,771  | 30.9 |
| 810    | 3,959  | 7,777   | 11.8 | 8,677   | 12.3 | 37,546  | 17.4 | 30,531  | 26.6 |
| 498    | 1,179  | 2,939   | 8.0  | 4,352   | 18.2 | 24,836  | 16.8 | 23,755  | 31.7 |
| 6,663  | 25,662 | 49,121  | 9.8  | 70,010  | 14.9 | 263,242 | 16.8 | 318,707 | 32.8 |
| 1,337  | 3,649  | 6,980   | 5.0  | 21,930  | 7.3  | 24,293  | 19.9 | 57,236  | 30.5 |
| 535    | 1,934  | 4,475   | 8.9  | 9,685   | 12.0 | 17,021  | 27.3 | 34,247  | 42.3 |
| 267    | 815    | 3,241   | 4.1  | 4,136   | 10.1 | 11,086  | 15.9 | 15,316  | 36.0 |
| 483    | 1,719  | 4,440   | 7.7  | 6,204   | 10.5 | 17,740  | 21.8 | 18,168  | 42.5 |
| 154    | 1,146  | 2,619   | 9.8  | 3,551   | 12.0 | 9,330   | 16.4 | 9,532   | 32.1 |
| 387    | 1,380  | 5,083   | 5.1  | 5,916   | 7.4  | 26,933  | 12.4 | 18,233  | 28.7 |
| 197    | 418    | 2,748   | 5.1  | 3,135   | 13.5 | 17,204  | 22.4 | 15,107  | 33.8 |
| 3,360  | 11,061 | 29,586  | 6.4  | 54,557  | 9.4  | 123,607 | 19.3 | 167,839 | 34.9 |
| 7,351  | 25,844 | 101,403 | 2.1  | 207,507 | 7.7  | 123,430 | 14.2 | 239,658 | 28.3 |
| 1,597  | 6,414  | 12,965  | 8.8  | 23,804  | 14.9 | 54,499  | 21.0 | 93,001  | 39.3 |
| 1,437  | 8,439  | 20,138  | 7.5  | 35,235  | 13.3 | 51,124  | 17.2 | 85,441  | 35.8 |
| 2,180  | 14,649 | 28,988  | 11.9 | 27,849  | 14.1 | 107,512 | 18.1 | 88,555  | 33.6 |
| 2,511  | 12,425 | 40,216  | 5.3  | 36,918  | 8.9  | 102,322 | 11.1 | 87,483  | 28.4 |
| 1,690  | 14,282 | 33,584  | 12.7 | 28,643  | 9.7  | 79,273  | 18.0 | 56,398  | 28.0 |
| 695    | 1,597  | 5,687   | 6.6  | 7,487   | 16.3 | 42,040  | 19.1 | 38,862  | 32.5 |
| 17,461 | 83,850 | 242,981 | 6.2  | 367,443 | 9.6  | 560,200 | 16.2 | 689,398 | 31.6 |

filled from other districts, 267,509 (included in "Total"). Employment obtained for wholly unemployed claimants in other districts, 1,410,495, placing index, 10.8; employment obtained for wholly unemployed claimants locally, 2,874,436, placing index, 25.7.

Footnotes continued on next page.

TABLE 28

| Division                         | Local Vacancies |                       |               |               |              |             |         | Total          |
|----------------------------------|-----------------|-----------------------|---------------|---------------|--------------|-------------|---------|----------------|
|                                  | Notified        | Filled                |               |               |              |             |         |                |
|                                  |                 | Ordinary <sup>d</sup> |               | Casual        |              | Relief Work |         |                |
|                                  |                 | Class A               | Class B       | Class A       | Class B      | Class A     | Class B |                |
| (1)                              | (2)             | (3)                   | (4)           | (5)           | (6)          | (7)         | (8)     |                |
| <b>WOMEN</b>                     |                 |                       |               |               |              |             |         |                |
| <b>Intensive clearing areas</b>  |                 |                       |               |               |              |             |         |                |
| London .....                     | 69,758          | 38,832                | 915           | 14,492        | 842          | ...         | ...     | 55,081         |
| Birmingham .....                 | 8,577           | 6,603                 | 260           | 848           | 14           | ...         | ...     | 7,725          |
| Manchester .....                 | 11,538          | 5,778                 | 2,825         | 1,188         | 64           | ...         | ...     | 9,855          |
| Merseyside .....                 | 10,011          | 5,894                 | 1,901         | 1,393         | 87           | ...         | ...     | 9,245          |
| Tyneside .....                   | 3,002           | 1,660                 | 395           | 620           | 12           | ...         | ...     | 2,687          |
| Tees-side .....                  | 1,598           | 823                   | 161           | 301           | 89           | ...         | ...     | 1,374          |
| Clydeside .....                  | 7,629           | 3,351                 | 1,402         | 1,928         | 245          | ...         | ...     | 6,926          |
| <b>Total .....</b>               | <b>112,113</b>  | <b>62,911</b>         | <b>7,859</b>  | <b>20,770</b> | <b>1,353</b> | ...         | ...     | <b>92,893</b>  |
| <b>Remainder of exchanges</b>    |                 |                       |               |               |              |             |         |                |
| South Eastern .....              | 13,760          | 6,482                 | 1,084         | 4,002         | 404          | ...         | ...     | 11,972         |
| South Western .....              | 16,313          | 7,324                 | 1,789         | 4,191         | 109          | ...         | ...     | 13,413         |
| Midlands .....                   | 17,881          | 11,372                | 4,143         | 1,289         | 206          | ...         | ...     | 16,990         |
| North Eastern .....              | 30,859          | 16,160                | 5,104         | 6,624         | 151          | ...         | ...     | 29,039         |
| North Western .....              | 36,802          | 8,692                 | 24,235        | 2,297         | 74           | ...         | ...     | 35,298         |
| Scotland .....                   | 16,004          | 5,829                 | 6,086         | 2,688         | 220          | ...         | ...     | 14,823         |
| Wales .....                      | 4,192           | 2,164                 | 389           | 822           | 211          | ...         | ...     | 3,586          |
| <b>Total .....</b>               | <b>135,811</b>  | <b>58,023</b>         | <b>42,830</b> | <b>21,893</b> | <b>1,375</b> | ...         | ...     | <b>124,121</b> |
| <b>Branch offices</b>            |                 |                       |               |               |              |             |         |                |
| South Eastern .....              | 8,061           | 5,266                 | 1,599         | 862           | 10           | ...         | ...     | 7,737          |
| South Western .....              | 4,478           | 1,684                 | 1,830         | 291           | 10           | ...         | ...     | 3,815          |
| Midlands .....                   | 3,562           | 1,902                 | 1,391         | 67            | 7            | ...         | ...     | 3,367          |
| North Eastern .....              | 4,541           | 3,047                 | 535           | 382           | 41           | ...         | ...     | 4,005          |
| North Western .....              | 2,940           | 1,323                 | 1,176         | 154           | 4            | ...         | ...     | 2,657          |
| Scotland .....                   | 4,968           | 2,507                 | 2,004         | 209           | 5            | ...         | ...     | 4,725          |
| Wales .....                      | 2,752           | 2,216                 | 35            | 239           | 27           | ...         | ...     | 2,517          |
| <b>Total .....</b>               | <b>31,302</b>   | <b>17,945</b>         | <b>8,570</b>  | <b>2,204</b>  | <b>104</b>   | ...         | ...     | <b>28,823</b>  |
| <b>Grand totals of divisions</b> |                 |                       |               |               |              |             |         |                |
| South Eastern .....              | 91,579          | 50,580                | 3,598         | 19,356        | 1,256        | ...         | ...     | 74,790         |
| South Western .....              | 20,791          | 9,008                 | 3,619         | 4,482         | 119          | ...         | ...     | 17,228         |
| Midlands .....                   | 30,020          | 19,877                | 5,794         | 2,184         | 227          | ...         | ...     | 28,082         |
| North Eastern .....              | 40,000          | 21,690                | 6,195         | 7,927         | 293          | ...         | ...     | 36,105         |
| North Western .....              | 61,291          | 21,657                | 30,137        | 5,032         | 229          | ...         | ...     | 57,055         |
| Scotland .....                   | 28,601          | 11,687                | 9,492         | 4,825         | 470          | ...         | ...     | 26,474         |
| Wales .....                      | 6,944           | 4,380                 | 424           | 1,061         | 238          | ...         | ...     | 6,103          |
| <b>All divisions .....</b>       | <b>279,226</b>  | <b>138,879</b>        | <b>59,259</b> | <b>44,867</b> | <b>2,832</b> | ...         | ...     | <b>245,837</b> |

<sup>b</sup> U I 40 cards are the receipt cards for unemployment books lodged at Local Offices.

<sup>c</sup> W U : Wholly unemployed.

<sup>d</sup> Excludes vacancies filled in casual and relief work given in columns 4-7.

<sup>e</sup> F O D : From other districts.



—Continued

| Local Vacancies  |   | Analysis of U I 40 Cards <sup>b</sup> Received (W U <sup>c</sup> Claimants only) |                          |                    |                          |                             |                          |                    |                          |
|------------------|---|--|--------------------------|--------------------|--------------------------|-----------------------------|--------------------------|--------------------|--------------------------|
| Cancelled<br>(9) | Filled<br>F O D <sup>d</sup><br>(incl.<br>in<br>Col. 8)<br>(10) | Employment Obtained I O D <sup>f</sup>   |                          |                    |                          | Employment Obtained Locally |                          |                    |                          |
|                  |   | O <sup>e</sup>   |                          | N <sup>h</sup>     |                          | O <sup>e</sup>              |                          | N <sup>h</sup>     |                          |
|                  |   | F + P <sup>i</sup>   | Placing<br>Index<br>(12) | F + P <sup>i</sup> | Placing<br>Index<br>(14) | F + P <sup>i</sup>          | Placing<br>Index<br>(16) | F + P <sup>i</sup> | Placing<br>Index<br>(18) |
| <b>WOMEN</b>     |   |  |                          |                    |                          |                             |                          |                    |                          |
| 15,223           | 22,529  | 10,488   | 5.8                      | 41,163             | 31.6                     | 9,761                       | 11.8                     | 31,548             | 54.2                     |
| 847              | 1,610   | 1,312  | 6.6                      | 3,311              | 28.0                     | 1,932                       | 18.0                     | 5,818              | 64.5                     |
| 1,811            | 2,721   | 1,614  | 16.2                     | 2,789              | 35.2                     | 3,240                       | 15.6                     | 5,147              | 53.4                     |
| 1,028            | 1,188   | 2,099  | 25.9                     | 2,091              | 28.5                     | 9,037                       | 34.2                     | 4,164              | 38.6                     |
| 341              | 680   | 1,107  | 10.8                     | 1,500              | 47.2                     | 1,049                       | 15.3                     | 1,123              | 57.0                     |
| 209              | 144   | 143  | 29.4                     | 449                | 60.4                     | 769                         | 17.2                     | 699                | 58.8                     |
| 748              | 2,761   | 3,031  | 13.0                     | 4,318              | 31.7                     | 2,380                       | 15.3                     | 2,118              | 44.6                     |
| 20,207           | 31,633  | 19,794   | 10.4                     | 55,621             | 32.1                     | 28,168                      | 20.4                     | 50,617             | 53.8                     |
| 2,168            | 2,020   | 128  | 28.1                     | 682                | 51.9                     | 2,251                       | 17.1                     | 6,030              | 61.3                     |
| 3,025            | 1,529   | 529  | 16.1                     | 1,591              | 39.5                     | 3,265                       | 19.2                     | 7,049              | 61.5                     |
| 1,020            | 1,805   | 1,146  | 9.9                      | 2,802              | 47.2                     | 5,878                       | 14.2                     | 10,268             | 63.0                     |
| 3,295            | 3,119   | 1,356  | 12.1                     | 2,657              | 50.7                     | 9,022                       | 12.1                     | 11,463             | 55.2                     |
| 2,058            | 5,517   | 2,148  | 17.1                     | 3,235              | 35.3                     | 17,861                      | 8.1                      | 12,200             | 40.5                     |
| 1,352            | 1,375   | 1,410  | 8.2                      | 1,770              | 33.7                     | 5,241                       | 17.3                     | 5,990              | 44.7                     |
| 645              | 435   | 232  | 26.3                     | 1,022              | 51.7                     | 1,608                       | 15.6                     | 2,179              | 49.5                     |
| 13,563           | 15,800  | 6,949  | 13.6                     | 13,759             | 43.0                     | 45,126                      | 12.3                     | 55,179             | 53.5                     |
| 938              | 2,636   | 596  | 14.6                     | 1,848              | 32.8                     | 1,666                       | 39.8                     | 2,757              | 55.7                     |
| 847              | 816   | 238  | 12.2                     | 480                | 24.6                     | 685                         | 46.6                     | 859                | 52.0                     |
| 197              | 896   | 459  | 15.9                     | 799                | 39.5                     | 1,307                       | 21.8                     | 1,493              | 51.8                     |
| 706              | 1,612   | 539  | 10.9                     | 974                | 40.0                     | 1,409                       | 21.3                     | 1,362              | 55.7                     |
| 251              | 1,068   | 493  | 21.5                     | 524                | 35.3                     | 1,293                       | 19.9                     | 917                | 42.0                     |
| 263              | 1,236   | 880  | 5.0                      | 944                | 16.8                     | 2,948                       | 14.8                     | 1,941              | 40.1                     |
| 371              | 1,267   | 126  | 18.3                     | 351                | 43.9                     | 506                         | 9.5                      | 598                | 58.5                     |
| 3,573            | 9,531   | 3,331  | 12.6                     | 5,920              | 32.6                     | 9,814                       | 23.5                     | 9,927              | 50.7                     |
| 18,329           | 27,185  | 11,212   | 6.5                      | 43,693             | 32.0                     | 13,678                      | 16.1                     | 40,335             | 55.4                     |
| 3,872            | 2,345   | 767  | 14.9                     | 2,071              | 36.0                     | 3,950                       | 23.9                     | 7,908              | 60.5                     |
| 2,064            | 4,311   | 2,917  | 9.4                      | 6,912              | 37.1                     | 9,117                       | 18.1                     | 17,579             | 62.5                     |
| 4,551            | 5,555   | 3,145  | 12.2                     | 5,580              | 43.7                     | 12,249                      | 13.8                     | 14,647             | 55.5                     |
| 5,148            | 10,494  | 6,354  | 20.1                     | 8,639              | 33.6                     | 31,431                      | 16.9                     | 22,428             | 43.2                     |
| 2,363            | 5,372   | 5,321  | 10.4                     | 7,032              | 30.2                     | 10,569                      | 16.2                     | 10,049             | 43.8                     |
| 1,016            | 1,702   | 358  | 23.5                     | 1,373              | 49.7                     | 2,114                       | 14.1                     | 2,777              | 51.4                     |
| 37,343           | 56,964  | 30,074   | 11.4                     | 75,300             | 34.1                     | 83,108                      | 16.4                     | 115,723            | 53.4                     |

<sup>f</sup> I O D: In other districts.  
<sup>e</sup> O: Employed by old (last) employer.  
<sup>h</sup> N: Employed by new (other than last) employer.  
<sup>i</sup> F: Found work by own efforts; P: Placed by Local Office.

**TABLE**

**ANALYSIS OF VACANCIES NOTIFIED AND FILLED, AND OF PLACINGS\* OF WHOLLY GREAT BRITAIN, SIX MONTHS**

| Division                         | Local Vacancies |                            |                             |                |                  | Filled F O D* Involving Living Away from Home (Included in Column 4) (8) |
|----------------------------------|-----------------|----------------------------|-----------------------------|----------------|------------------|--|
|                                  | Notified<br>(1) | Filled                     |                             |                | Cancelled<br>(5) |  |
|                                  |                 | By Local Applicants<br>(2) | By Applicants F O D*<br>(3) | Total<br>(4)   |                  |  |
| <b>Local exchanges</b>           |                 |                            |                             |                |                  |  |
| South Eastern.....               | 53,969          | 30,223                     | 15,339                      | 45,562         | 8,608            | 777  |
| South Western.....               | 5,857           | 4,763                      | 248                         | 5,011          | 905              | 162  |
| Midlands.....                    | 7,308           | 6,588                      | 459                         | 7,047          | 234              | 57   |
| North Eastern.....               | 19,054          | 18,009                     | 358                         | 18,367         | 719              | 87   |
| North Western.....               | 8,847           | 7,596                      | 534                         | 8,130          | 731              | 174  |
| Scotland.....                    | 13,597          | 10,865                     | 1,325                       | 12,190         | 1,449            | 114  |
| Wales.....                       | 1,715           | 1,532                      | 73                          | 1,605          | 174              | 51   |
| <b>Great Britain.....</b>        | <b>110,347</b>  | <b>79,576</b>              | <b>18,336</b>               | <b>97,912</b>  | <b>12,820</b>    | <b>1,422</b>   |
| <b>Branch offices</b>            |                 |                            |                             |                |                  |  |
| South Eastern.....               | 1,017           | 751                        | 103                         | 854            | 143              | 29   |
| South Western.....               | 939             | 546                        | 288                         | 834            | 142              | 159  |
| Midlands.....                    | 1,225           | 939                        | 200                         | 1,139          | 88               | 22   |
| North Eastern.....               | 1,169           | 731                        | 274                         | 1,005          | 159              | 127  |
| North Western.....               | 608             | 333                        | 252                         | 585            | 19               | 56   |
| Scotland.....                    | 453             | 355                        | 78                          | 433            | 18               | 28   |
| Wales.....                       | 323             | 160                        | 120                         | 280            | 53               | 76   |
| <b>Great Britain.....</b>        | <b>5,734</b>    | <b>3,815</b>               | <b>1,315</b>                | <b>5,130</b>   | <b>622</b>       | <b>497</b>   |
| <b>Grand totals of divisions</b> |                 |                            |                             |                |                  |  |
| South Eastern.....               | 54,986          | 30,974                     | 15,442                      | 46,416         | 8,751            | 806  |
| South Western.....               | 6,796           | 5,309                      | 536                         | 5,845          | 1,047            | 321  |
| Midlands.....                    | 8,533           | 7,527                      | 659                         | 8,186          | 322              | 79   |
| North Eastern.....               | 20,223          | 18,740                     | 632                         | 19,372         | 878              | 214  |
| North Western.....               | 9,455           | 7,929                      | 786                         | 8,715          | 750              | 230  |
| Scotland.....                    | 14,050          | 11,220                     | 1,403                       | 12,623         | 1,467            | 142  |
| Wales.....                       | 2,038           | 1,692                      | 193                         | 1,885          | 227              | 127  |
| <b>All divisions.....</b>        | <b>116,081</b>  | <b>83,391</b>              | <b>19,651</b>               | <b>103,042</b> | <b>13,442</b>    | <b>1,919</b>   |

\* The figures do not include the work done by the juvenile employment bureaux established by Local Education Authorities.

<sup>b</sup> Corresponding data for the first six months of 1932 are not available but the following totals are for the year 1932 and include males and females: local vacancies notified, 214,727; vacancies filled locally 152,547, filled from other districts, 37,515 (those involving living away from home, 4,194), total, 190,062 local vacancies cancelled, 24,229; placements in first situation since leaving school, 49,279. Employment obtained for wholly unemployed claimants in other districts, 33,611, placing index, 29.9; employment obtained for wholly unemployed claimants locally, 82,071, placing index, 42.5.

29

UNEMPLOYED JUVENILE CLAIMANTS, CLASSIFIED BY ADMINISTRATIVE DIVISIONS,  
ENDED 26TH DECEMBER, 1932<sup>b</sup>

| Placed in<br>First<br>Situation<br>Since<br>Leaving<br>School<br><br>(7) | Analysis of U I 40 Cards <sup>c</sup> Received (W U <sup>d</sup> Claimants Only) |                             |                                |                              |
|--|--|-----------------------------|--------------------------------|------------------------------|
|  | Employment Obtained I O D <sup>e</sup>   |                             | Employment Obtained Locally    |                              |
|  | F + P <sup>f</sup><br><br>(8)  | Placing<br>Index<br><br>(9) | F + P <sup>g</sup><br><br>(10) | Placing<br>Index<br><br>(11) |
| 10,618   | 10,777   | 40.6                        | 16,200                         | 57.5                         |
| 1,404  | 235  | 20.4                        | 2,566                          | 39.4                         |
| 3,068  | 774  | 30.5                        | 2,175                          | 54.0                         |
| 3,678  | 691  | 18.7                        | 5,905                          | 35.8                         |
| 2,551  | 947  | 21.4                        | 3,083                          | 35.8                         |
| 3,969  | 2,290  | 12.6                        | 6,300                          | 29.4                         |
| 571  | 229  | 23.1                        | 1,153                          | 22.6                         |
| 25,859   | 15,943   | 33.4                        | 37,382                         | 45.0                         |
| 36   | 352  | 33.5                        | 1,086                          | 41.4                         |
| 29   | 116  | 19.8                        | 560                            | 46.4                         |
| 203  | 231  | 20.8                        | 762                            | 36.4                         |
| 226  | 169  | 11.2                        | 607                            | 40.4                         |
| 39   | 172  | 22.1                        | 444                            | 39.0                         |
| 15   | 249  | 8.8                         | 1,058                          | 18.0                         |
| 29   | 57   | 24.6                        | 289                            | 15.2                         |
| 577  | 1,346  | 21.0                        | 4,806                          | 34.1                         |
| 10,654   | 11,129   | 40.4                        | 17,286                         | 56.5                         |
| 1,433  | 351  | 20.2                        | 3,126                          | 40.6                         |
| 3,271  | 1,005  | 28.3                        | 2,937                          | 49.4                         |
| 3,904  | 860  | 17.2                        | 6,512                          | 36.2                         |
| 2,590  | 1,119  | 21.5                        | 3,527                          | 36.2                         |
| 3,984  | 2,539  | 12.2                        | 7,358                          | 27.8                         |
| 600  | 286  | 23.4                        | 1,442                          | 21.2                         |
| 26,436   | 17,289   | 32.5                        | 42,188                         | 43.8                         |

<sup>c</sup> U I 40 cards are the receipt cards for unemployment books lodged at Local Offices.<sup>d</sup> W U: Wholly unemployed.<sup>e</sup> F O D: From other districts.<sup>f</sup> I O D: In other districts.<sup>g</sup> F: Found work by own efforts; P: Placed by Local Office.

**TABLE 30**  
**ANALYSIS OF RESULTS OF CLEARING VACANCIES WITHDRAWN FROM CIRCULATION, CLASSIFIED BY CLEARING AREAS AND BY SEX, GREAT BRITAIN, THREE MONTHS \* ENDED 26th DECEMBER, 1932, AND TOTALS FOR TWELVE MONTHS ENDED 26th DECEMBER, 1932**

| Clearing Areas                              | Vacancies Circulated on Behalf of Local Offices Included in an Intensive Clearing Area |         |   |     |   |                |         |   |  |                                 | Number of Vacancies Circulated by Divisional Clearing House on Behalf of Other Local Offices |                |        |         |  |                                 |
|---|--|---------|---|-----|---|----------------|---------|---|--|---------------------------------|--|----------------|--------|---------|--|---------------------------------|
|   | Number of Vacancies Circulated in Home Intensive Clearing Area Only                    |         |   |     | Number of Vacancies Circulated Both Within and Outside an Intensive Clearing Area Through Divisional Clearing House |                |         |   |  |                                 |  |                |        |         |  |                                 |
|   | With-<br>drawn   | Filled  |   |     | Can-<br>celled<br>or<br>Lapsed  | With-<br>drawn | Filled  |   |  |                                 | Can-<br>celled<br>or<br>Lapsed   | With-<br>drawn | Filled |         |  |                                 |
|   |  | Locally | From Other<br>Local Offices<br>in Home<br>Intensive<br>Clearing<br>Area |     |   |                | Locally | From<br>Within<br>Home<br>Intensive<br>Clearing<br>Area | From<br>Other<br>Local<br>Offices<br>in Division | From<br>Other<br>Divi-<br>sions |  |                |        | Locally | From<br>Other<br>Local<br>Offices<br>in Division | From<br>Other<br>Divi-<br>sions |
| (1)   | (2)  | (3)     | (4)   | (5) | (6)   | (7)            | (8)     | (9)   | (10)   | (11)                            | (12)   | (13)           | (14)   | (15)    | (16)   |                                 |
| <b>Men</b>                                  |  |         |   |     |   |                |         |   |  |                                 |  |                |        |         |  |                                 |
| London intensive clearing area.....         | 1,637  | 366     | 938   | 333 | 1,032   | 180            | 550     | 81  | 128  | 93                              | ...  | ...            | ...    | ...     | ...  |                                 |
| South Eastern divisional clearing area      | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 118  | 14             | 57     | 18      | 20   |                                 |
| (a) Exchanges other than (b) and (c)...     | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 323  | 1              | 256    | 18      | 48   |                                 |
| (b) Hotel and catering trades.....          | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 637  | 75             | 523    | ...     | 40   |                                 |
| (c) London building trades.....             | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 269  | 57             | 66     | 102     | 44   |                                 |
| South Western divisional clearing area..... | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | ...  | ...            | ...    | ...     | ...  |                                 |
| Birmingham intensive clearing area.....     | 533  | 192     | 244   | 97  | 251   | 53             | 104     | 64  | 7  | 34                              | ...  | ...            | ...    | ...     | ...  |                                 |
| Midlands divisional clearing area.....      | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 166  | 35             | 59     | 34      | 38   |                                 |
| North Eastern                               | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | ...  | ...            | ...    | ...     | ...  |                                 |
| Tyneside intensive clearing area.....       | 220  | 57      | 140   | 23  | 9   | 1              | 1       | 2   | ...  | 5                               | ...  | ...            | ...    | ...     | ...  |                                 |
| Teesside intensive clearing area.....       | 9  | ...     | 9   | ... | 3   | ...            | ...     | ...   | ...  | 3                               | ...  | ...            | ...    | ...     | ...  |                                 |
| Divisional clearing area.....               | ...  | ...     | ...   | ... | ...   | ...            | ...     | ...   | ...  | ...                             | 106  | 13             | 38     | 9       | 47   |                                 |

|   |       |       |       |     |       |     |     |     |     |     |       |     |       |     |     |
|---|-------|-------|-------|-----|-------|-----|-----|-----|-----|-----|-------|-----|-------|-----|-----|
| North Western                           |       |       |       |     |       |     |     |     |     |     |       |     |       |     |     |
| Merseyside intensive clearing area..... | 549   | 304   | 220   | 25  | 24    | 2   | 3   | 4   | 1   | 14  | ...   | ... | ...   | ... | ... |
| Manchester intensive clearing area..... | 260   | 41    | 161   | 58  | 175   | 31  | 52  | 26  | 7   | 59  | ...   | ... | ...   | ... | ... |
| Divisional clearing area.....           | ...   | ...   | ...   | ... | ...   | ... | ... | ... | ... | ... | 138   | 13  | 72    | 16  | 37  |
| Scotland                                |       |       |       |     |       |     |     |     |     |     |       |     |       |     |     |
| Clydeside intensive clearing area.....  | 234   | 55    | 106   | 73  | 49    | 2   | 16  | 6   | 1   | 24  | ...   | ... | ...   | ... | ... |
| Divisional clearing area.....           | ...   | ...   | ...   | ... | ...   | ... | ... | ... | ... | ... | 381   | 13  | 323   | 14  | 32  |
| Glasgow                                 |       |       |       |     |       |     |     |     |     |     |       |     |       |     |     |
| Hotel service.....                      | ...   | ...   | ...   | ... | ...   | ... | ... | ... | ... | ... | 29    | 1   | 24    | 1   | 3   |
| Private domestic service.....           | ...   | ...   | ...   | ... | ...   | ... | ... | ... | ... | ... | 1     | ... | ...   | ... | 1   |
| Wales divisional clearing area.....     | ...   | ...   | ...   | ... | ...   | ... | ... | ... | ... | ... | 30    | 3   | 7     | 4   | 16  |
| All clearing areas.....                 | 3,442 | 1,015 | 1,818 | 609 | 1,543 | 268 | 726 | 183 | 145 | 221 | 2,198 | 224 | 1,423 | 216 | 335 |

WOMEN

|   |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
|---|-------|-------|-------|-------|-------|-------|-------|-----|-----|-------|-------|-----|-------|-----|-------|
| London intensive clearing area.....         | 4,944 | 961   | 3,019 | 964   | 5,752 | 1,532 | 2,644 | 18  | 46  | 1,512 | ...   | ... | ...   | ... | ...   |
| South Eastern divisional clearing area      |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
| (a) Exchanges other than (b).....           | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 162   | 8   | 34    | 14  | 106   |
| (b) Hotel and catering trades.....          | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 423   | 97  | 105   | 9   | 212   |
| South Western divisional clearing area..... | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 382   | 52  | 28    | 42  | 260   |
| Birmingham intensive clearing area.....     | 583   | 298   | 133   | 152   | 399   | 159   | 59    | 48  | 4   | 129   | ...   | ... | ...   | ... | ...   |
| Midlands divisional clearing area.....      | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 171   | 30  | 43    | 11  | 87    |
| North Eastern                               |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
| Tyne-side intensive clearing area.....      | 510   | 178   | 228   | 104   | 2     | ...   | 1     | ... | ... | 1     | ...   | ... | ...   | ... | ...   |
| Tees-side intensive clearing area.....      | 39    | 6     | 15    | 18    | 29    | 3     | 3     | 3   | ... | 20    | ...   | ... | ...   | ... | ...   |
| Divisional clearing area.....               | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 514   | 76  | 189   | 6   | 243   |
| North Western                               |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
| Merseyside intensive clearing area.....     | 1,387 | 876   | 377   | 134   | 50    | 17    | 2     | 2   | 1   | 28    | ...   | ... | ...   | ... | ...   |
| Manchester intensive clearing area.....     | 552   | 223   | 236   | 93    | 1,224 | 417   | 229   | 99  | 2   | 477   | ...   | ... | ...   | ... | ...   |
| Divisional clearing area.....               | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 455   | 61  | 150   | 8   | 236   |
| Scotland                                    |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
| Clydeside intensive clearing area.....      | 822   | 196   | 447   | 179   | 243   | 40    | 95    | 35  | ... | 73    | ...   | ... | ...   | ... | ...   |
| Scotland divisional clearing area.....      | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 254   | 102 | 53    | ... | 99    |
| Glasgow                                     |       |       |       |       |       |       |       |     |     |       |       |     |       |     |       |
| Hotel service.....                          | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 430   | 20  | 356   | ... | 54    |
| Private domestic service.....               | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 482   | 70  | 269   | 1   | 142   |
| Wales divisional clearing area.....         | ...   | ...   | ...   | ...   | ...   | ...   | ...   | ... | ... | ...   | 63    | 11  | 12    | 6   | 34    |
| All clearing areas.....                     | 8,837 | 2,738 | 4,455 | 1,644 | 7,699 | 2,168 | 3,033 | 205 | 53  | 2,240 | 3,336 | 527 | 1,239 | 97  | 1,473 |

TABLE 30—Continued

| Clearing Areas<br><br>(1)                  | Vacancies Circulated on Behalf of Local Offices Included in an Intensive Clearing Area |                |   |                            |   |                   |                |   |   |                              | Number of Vacancies Circulated by Divisional Clearing House on Behalf of Other Local Offices |                    |                             |                 |  |                              |
|--|--|----------------|---|----------------------------|---|-------------------|----------------|---|---|------------------------------|--|--------------------|-----------------------------|-----------------|--|------------------------------|
|  | Number of Vacancies Circulated in Home Intensive Clearing Area Only                    |                |   |                            | Number of Vacancies Circulated Both Within and Outside an Intensive Clearing Area Through Divisional Clearing House |                   |                |   |   |                              |  |                    |                             |                 |  |                              |
|  | With-drawn<br>(2)  | Filled         |   |                            | Cancelled or Lapsed<br>(5)  | With-drawn<br>(6) | Filled         |   |   |                              | Cancelled or Lapsed<br>(11)  | With-drawn<br>(12) | Filled                      |                 |  |                              |
|  |  | Locally<br>(3) | From Other Local Offices in Home Intensive Clearing Area<br>(4) | Cancelled or Lapsed<br>(5) |   |                   | Locally<br>(7) | From Within Home Intensive Clearing Area<br>(8) | From Other Local Offices in Division<br>(9) | From Other Divisions<br>(10) |  |                    | Cancelled or Lapsed<br>(11) | Locally<br>(13) | From Other Local Offices in Division<br>(14) | From Other Divisions<br>(15) |
| JUVENILES <sup>b</sup>                     |  |                |   |                            |   |                   |                |   |   |                              |  |                    |                             |                 |  |                              |
| London intensive clearing area.....        | 3,501  | 854            | 2,059   | 588                        | ...   | ...               | ...            | ...   | ...   | ...                          | 45   | 15                 | 11                          | ...             | 19   |                              |
| South Eastern hotel and catering trades... | ...  | ...            | ...   | ...                        | ...   | ...               | ...            | ...   | ...   | ...                          | 21   | 6                  | 2                           | ...             | 5  |                              |
| South Western divisional clearing area...  | ...  | ...            | ...   | ...                        | ...   | ...               | ...            | ...   | ...   | ...                          | 5  | 2                  | 1                           | ...             | 2  |                              |
| Manchester divisional clearing area.....   | ...  | ...            | ...   | ...                        | ...   | ...               | ...            | ...   | ...   | ...                          | ...  | ...                | ...                         | ...             | ...  |                              |
| Clydeside intensive clearing area.....     | 524  | 135            | 273   | 116                        | 106   | 26                | 19             | 39  | ...   | 22                           | ...  | ...                | ...                         | ...             | ...  |                              |
| Scotland divisional clearing area.....     | ...  | ...            | ...   | ...                        | ...   | ...               | ...            | ...   | ...   | ...                          | 30   | 2                  | 26                          | ...             | 2  |                              |
| Wales divisional clearing area.....        | ...  | ...            | ...   | ...                        | ...   | ...               | ...            | ...   | ...   | ...                          | 2  | ...                | ...                         | ...             | 2  |                              |
| All clearing areas.....                    | 4,025  | 989            | 2,332   | 704                        | 106   | 26                | 19             | 39  | ...   | 22                           | 104  | 25                 | 40                          | 2               | 31   |                              |
| Grand total, three months.....             | 16,304   | 4,742          | 8,905   | 2,957                      | 9,348   | 2,462             | 2,778          | 427   | 198   | 2,483                        | 5,638  | 776                | 2,702                       | 321             | 1,539  |                              |
| Grand total, twelve months.....            | 57,770   | 17,894         | 29,816  | 10,060                     | 27,652  | 6,663             | 9,590          | 1,544   | 1,067                                       | 8,788                        | 27,290   | 3,230              | 14,401                      | 1,412           | 8,547  |                              |

<sup>b</sup> No vacancies were circulated by the South Eastern, Midlands, North Eastern, and North Western Divisional Clearing Houses during the period covered by this return.

TABLE  
COMPARATIVE STATEMENT OF THE ANNUAL COST OF THE

| Financial Year | Borne on Ministry of Labour Vote <sup>a</sup>                                |                          |  |                         |  |                           |  |                      |
|----------------|--|--------------------------|--|-------------------------|--|---------------------------|--|----------------------|
|                | Head-quarters and "Common Services" of the Ministry, including Local Finance | Claims and Record Office | Divisional Offices, Employment Exchanges, etc. | Total (Columns 2, 3, 4) | Appropriations in Aid Excluding Amount Transferred from Unemployment Fund <sup>b</sup> | Net Total (Columns 5 - 6) | Grants for Administration to Associations and Local Authorities and General Expenditure <sup>c</sup> | Total (Columns 7, 8) |
| (1)            | (2)  | (3)                      | (4)  | (5)                     | (6)  | (7)                       | (8)  | (9)                  |
|                | £  | £                        | £  | £                       | £  | £                         | £  | £                    |
| 1922           | 313,045  | 672,668                  | 2,690,004                                      | 3,675,717               | 41,979   | 3,633,738                 | 184,546  | 3,818,284            |
| 1923           | 281,146  | 536,255                  | 2,355,918                                      | 3,173,319               | 19,062   | 3,154,257                 | 99,708   | 3,253,965            |
| 1924           | 279,549  | 595,148                  | 2,434,926                                      | 3,309,623               | 20,155   | 3,289,468                 | 116,055  | 3,405,523            |
| 1925           | 323,018  | 576,748                  | 2,635,414                                      | 3,535,180               | 16,706   | 3,518,474                 | 162,639  | 3,681,113            |
| 1926           | 329,243  | 555,404                  | 2,819,753                                      | 3,704,400               | 21,618   | 3,682,782                 | 188,341  | 3,871,123            |
| 1927           | 350,196  | 531,629                  | 2,705,716                                      | 3,587,541               | 18,397   | 3,569,144                 | 116,247  | 3,685,391            |
| 1928           | 358,014  | 520,512                  | 3,022,215                                      | 3,900,741               | 16,684   | 3,884,057                 | 196,330  | 4,080,387            |
| 1929           | 398,358  | 532,094                  | 3,064,992                                      | 3,995,444               | 18,922   | 3,976,522                 | 218,453  | 4,194,975            |
| 1930           | 397,391  | 603,775                  | 3,777,522                                      | 4,778,688               | 18,843   | 4,759,845                 | 333,491  | 5,093,336            |
| 1931           | 385,683  | 580,711                  | 4,068,989                                      | 5,035,383               | 17,986   | 5,017,397                 | 436,288  | 5,453,685            |

<sup>a</sup> Formerly Board of Trade.

<sup>b</sup> Include repayments by employers under the Liverpool Dock Scheme; payments by employers under Section 31 of the Unemployment Insurance Act, 1920, in respect of the cost of stamping Health Insurance Cards and unemployment books at Employment Exchanges (three schemes); miscellaneous, including Law Costs recovered and the repayment of salaries of officers loaned to other Departments.

<sup>c</sup> Includes the cost of the Office of the Umpire and of the Courts of Referees and Grants toward the additional administrative expenses incurred by Public Assistance Authorities in connection with transitional benefit payments; by Local Education Authorities in connection with the administration of unemployment insurance for juveniles and the choice of employment of juveniles; and by associations of work-people having arrangements under Section 17 of the Unemployment Insurance Act, 1920.

<sup>d</sup> Work performed on behalf of the Ministry of Labour in respect of the provision and maintenance of buildings, furniture, fuel, light, etc.; and the administrative expenses incidental thereto.

<sup>e</sup> Work performed on behalf of the Ministry of Labour for printing, stationery and office supplies.

<sup>f</sup> Work performed on behalf of the Ministry of Labour for postal services including the inward and outward post and franked forms, but excluding telegrams and telephone messages (the cost of telegrams was transferred to the Ministry's Vote as from 1st April, 1922, and of telephones as from 1st April, 1923);

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## EMPLOYMENT EXCHANGE SERVICE, GREAT BRITAIN, 1922-31

| Borne on Votes of Other Departments |                                |                                  |   |                                | Accruing Liability for Superannuation | Total Cost (Columns 9, 14, 15) | Total Cost of Administering the Unemployment Insurance Acts (Included in Column 16) | Contributions from the Unemployment Fund towards Cost of Administering the Unemployment Insurance Acts |
|-------------------------------------|--------------------------------|----------------------------------|---|--------------------------------|---------------------------------------|--------------------------------|---|--|
| Office of Works <sup>d</sup>        | Stationery Office <sup>e</sup> | General Post Office <sup>f</sup> | Other Government Departments <sup>g</sup> | Total (Columns 10, 11, 12, 13) |                                       |                                |   |  |
| (10)                                | (11)                           | (12)                             | (13)                                      | (14)                           | (15)                                  | (16)                           | (17)  | (18)   |
| £                                   | £                              | £                                | £   | £                              | £                                     | £                              | £   | £  |
| 403,618                             | 58,373                         | 353,614                          | 226,590                                   | 1,042,195                      | ....                                  | 4,860,479                      | 4,685,488   | 4,685,488  |
| 336,314                             | 56,846                         | 290,402                          | 217,440                                   | 901,002                        | ....                                  | 4,154,967                      | 4,018,171   | 4,018,171  |
| 390,665                             | 55,665                         | 299,228                          | 255,976                                   | 1,001,534                      | 157,956                               | 4,565,013                      | 4,494,760   | 4,494,760  |
| 412,418                             | 53,336                         | 332,145                          | 200,758                                   | 998,657                        | 241,970                               | 4,921,740                      | 4,822,536   | 4,822,536  |
| 411,815                             | 59,079                         | 293,669                          | 230,293                                   | 994,856                        | 260,185                               | 5,126,164                      | 5,039,488   | 4,765,012  |
| 430,470                             | 59,327                         | 298,611                          | 248,711                                   | 1,037,119                      | 280,480                               | 5,002,990                      | 4,913,576   | 4,913,576  |
| 438,702                             | 91,117                         | 298,955                          | 261,488                                   | 1,090,262                      | 286,092                               | 5,456,741                      | 5,325,319   | 5,071,926  |
| 496,580                             | 71,399                         | 304,350                          | 275,628                                   | 1,147,967                      | 302,075                               | 5,645,007                      | 5,462,513   | 5,462,513  |
| 698,296                             | 98,057                         | 329,567                          | 288,552                                   | 1,414,472                      | 314,693                               | 6,822,501                      | 6,671,391   | 6,319,293  |
| 659,703                             | 90,547                         | 340,362                          | 284,343                                   | 1,374,955                      | 316,337                               | 7,144,977                      | 6,996,882   | 6,996,882  |

for the sale of unemployment insurance stamps; and in respect of commission on postal drafts issued by the Ministry.

<sup>h</sup> Work performed on behalf of the Ministry of Labour by the (1) Exchequer and Audit Department for auditing the Ministry's Votes and the Unemployment Fund Accounts; (2) Rating of Government Property Department (a sub-department of the Treasury). Local rates, as such, are not paid on Government property, but instead a contribution in lieu of rates is paid by the Treasury of approximately the same amount as would be paid in rates; (3) Government Actuary for actuarial advice; (4) Inland Revenue for the printing of certain unemployment insurance stamps; (5) Royal Mint for the supply of dies for printing stamps; (6) Ministry of Pensions for the custody of and meeting requisitions for old records relating to unemployment insurance, and other matters; (7) Registrar General's Offices for verifying date of birth of claimants for benefit and other data; (8) Paymaster General for expenditure during the year in respect of pensions, gratuities, and other payments for retired or deceased officers of the Ministry; (9) Ministry of Health and Department of Health for Scotland since 1921, for inspection to ensure compliance with the provisions of Unemployment Insurance Acts relating to the stamping of Unemployment Books; prosecution for non-compliance; scrutiny of applications for certificates of exemption from unemployment insurance.



## **APPENDIX II**

## LABOUR EXCHANGES ACT, 1909<sup>1</sup>

An Act to provide for the establishment of Labour Exchanges and for other purposes incidental thereto. (20th September, 1909)

Be it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:

### POWER OF BOARD OF TRADE TO ESTABLISH LABOUR EXCHANGES AND TO COLLECT AND FURNISH INFORMATION

1. (1) The Board of Trade<sup>2</sup> may establish and maintain, in such places as they think fit, labour exchanges, and may assist any labour exchanges maintained by any other authorities or persons, and in the exercise of those powers may, if they think fit, co-operate with any other authorities or persons having powers for the purpose.

(2) The Board of Trade may also, by such other means as they think fit, collect and furnish information as to employers requiring workpeople and workpeople seeking engagement or employment.

(3) The Board of Trade may take over any labour exchange (whether established before or after the passing of this Act) by agreement with the Authority or person by whom the labour exchange is maintained, and any such authority or person shall have power to transfer it to the Board of Trade for the purposes of this Act.

(4) The powers of any central body or distress committee, and the powers of any council through a special committee, to establish or maintain, under the Unemployed Workmen Act, 1905, a labour exchange or employment register shall, after the expiration of one year from the commencement of this Act, not be exercised except with the sanction of, and subject to any conditions imposed by, the Local Government Board for England, Scotland, or Ireland, as the case may require, and that sanction shall not be given except after consultation with the Board of Trade.

<sup>1</sup> 9 Edw. 7, Ch. 7.

<sup>2</sup> In accordance with the New Ministries and Secretaries Act, 1916, and the Ministry of Labour (Transfer of Powers) Order, 1917 (S.R.O. No. 46 of 1917), the powers and duties of the Board of Trade under the Labour Exchanges Act, 1909 (amongst others) were transferred to the Minister of Labour as from 10th January, 1917.

## REGULATIONS AND MANAGEMENT

2. (1) The Board of Trade may make general regulations with respect to the management of labour exchanges established or assisted under this Act, and otherwise with respect to the exercise of their powers under this Act, and such regulations may, subject to the approval of the Treasury, authorise advances to be made by way of loan towards meeting the expenses of workpeople travelling to places where employment has been found for them through a labour exchange.

(2) The regulations shall provide that no person shall suffer any disqualification or be otherwise prejudiced on account of refusing to accept employment found for him through a labour exchange where the ground of refusal is that a trade dispute which affects his trade exists, or that the wages offered are lower than those current in the trade in the district where the employment is found.

(3) Any general regulations made under this section shall have effect as if enacted in this Act, but shall be laid before both Houses of Parliament as soon as may be after they are made, and, if either House of Parliament within the next forty days during the session of Parliament after any regulations have been so laid before that House resolves that the regulations or any of them ought to be annulled, the regulations or those to which the resolution applies shall, after the date of such resolution, be of no effect, without prejudice to the validity of anything done in the meantime under the regulations or to the making of any new regulations.

(4) Subject to any such regulations, the powers of the Board of Trade under this Act shall be exercised in such manner as the Board of Trade may direct.

(5) The Board of Trade may, in such cases as they think fit, establish advisory committees for the purpose of giving the Board advice and assistance in connexion with the management of any labour exchange.

## PENALTIES FOR MAKING FALSE STATEMENTS, ETC.

3. If any person knowingly makes any false statement or false representation to any officer of a labour exchange established under this Act, or to any person acting for or for the purposes of any such labour exchange, for the purpose of obtaining employment or procuring workpeople, that person shall be liable in respect of each offence on summary conviction to a fine not exceeding ten pounds.

## EXPENSES OF THE BOARD OF TRADE

4. The Board of Trade may appoint such officers and servants for the purposes of this Act as the Board may, with the sanction of the Treasury, determine, and there shall be paid out of moneys provided by Parliament to such officers and servants such salaries or remuneration as the Treasury may determine, and any expenses incurred by the Board of Trade in carrying this Act into effect, including the payment of travelling and other allowances to members of advisory committees and other expenses in connexion therewith, to such amount as may be sanctioned by the Treasury, shall be defrayed out of moneys provided by Parliament.

## INTERPRETATION

5. In this Act the expression "labour exchange"<sup>3</sup> means any office or place used for the purpose of collecting and furnishing information, either by the keeping of registers or otherwise, respecting employers who desire to engage workpeople and workpeople who seek engagement or employment.

## SHORT TITLE

6. This Act may be cited as the Labour Exchanges Act, 1909.

<sup>3</sup>In accordance with a decision of the President of the Board of Trade, the title "Labour Exchange" was altered to "Employment Exchange" as from 16th October, 1916.

## GENERAL REGULATIONS

Dated January 28, 1910, made by the Board of Trade in pursuance of Section 2 of the Labour Exchanges Act, 1909, for Labour Exchanges managed by the Board of Trade (S.R.O. No. 800 of 1910).

## REGISTRATION OF APPLICANTS FOR EMPLOYMENT

I. (1) Applicants for employment through a labour exchange shall register and shall renew their registration there in person, if they reside within three miles of the exchange or within such other distance as the Board of Trade may direct from time to time, either generally or as regards any specified district or class of applicants.

(2) In the case of applicants not residing within the above limit of distance, the officer in charge of the labour exchange may accept registration or renewal of registration through the post.

(3) Applicants shall register upon a form containing the particulars set forth in the First Schedule hereto, subject to such modifications as may be made by the Board of Trade from time to time, either generally or as regards any specified district or trade or class of applicants.

(4) The above regulations shall not apply to juvenile applicants.

## PERIOD OF REGISTRATION

II. Registration of applications for employment shall hold good for seven days from the date of registration or for such other period as the Board of Trade may from time to time direct either generally or as regards any specified district or trade or class of applicants, but may be renewed within that period for a like period and so on from time to time.

## STRIKES AND LOCK-OUTS

III. (1) Any association of employers or workmen may file at a labour exchange a statement with regard to the existence of a strike or lock-out affecting their trade in the district. Any such statement shall be in the form set out in the Second Schedule hereto, and shall be signed by a person authorised by the association for the purpose. Such statement shall be confidential except as hereinafter provided, and shall only be in force for seven days from the date of filing, but may be renewed within that period for a like period and so on from time to time.

(2) If any employer who appears to be affected by a statement so filed notifies to a labour exchange a vacancy or vacancies for workmen

of the class affected, the officer in charge shall inform him of the statement that has been filed, and give him an opportunity of making a written statement thereon. The officer in charge in notifying any such vacancies to any applicant for employment shall also inform him of the statements that have been received.

#### WAGES AND CONDITIONS

IV. (1) The officer in charge of a labour exchange in notifying applications for employment and vacancies to employers and applicants respectively shall undertake no responsibility with regard to wages or other conditions, beyond supplying the employer or applicant as the case may be, with any information in his possession as to the rate of wages desired or offered.

(2) Copies or summaries of any agreements mutually arranged between associations of employers and workmen for the regulation of wages or other conditions of labour in any trade may, with the consent of the various parties to such agreements, be filed at a labour exchange, and any published rules made by public authorities with regard to like matters may also be filed. Documents so filed shall be open to inspection on application.

(3) No person shall suffer any disqualification or be otherwise prejudiced on account of refusing to accept employment found for him through a labour exchange where the ground of refusal is that a trade dispute which affects his trade exists or that the wages offered are lower than those current in the trade in the district where the employment is found.

#### ADVANCE OF TRAVELLING EXPENSES

V. (1) Where an applicant for employment has been engaged through a labour exchange at which he is registered to take up employment at any place removed from the exchange or from his ordinary residence by more than five miles by the quickest route, or by such other distance as the Board of Trade may direct from time to time, either generally or as regards any specified district, the officer in charge may, at his discretion, make an advance to the applicant towards meeting the expenses of travelling to the place of employment.

(2) The advance may be made at the request either of the employer or of the applicant. The person at whose request the advance is made shall give such undertaking with respect to the repayment of the advance as the Board of Trade, with the consent of the Treasury, may from time to time prescribe either generally or as regards any specified district or class of applicants.

(3) No advance shall be made where the officer in charge has reason to believe that the employment falls within the terms of Regulation IV (3) hereof.

(4) In making advances care shall be taken to avoid unduly encouraging rural labourers to migrate from the country to the towns or between Great Britain and Ireland.

(5) The advance shall not exceed the amount required to defray the applicant's fare to the place of employment, and will be made by the provision of a ticket or pass, or, in exceptional circumstances, in cash.

#### EMPLOYMENT OUTSIDE THE BRITISH ISLES

VI. The officer in charge of a labour exchange shall consult the central office<sup>1</sup> in London before notifying to applicants for employment vacancies at any place outside the British Isles.

VII. (This Regulation is now repealed).

#### GRANT OF ACCOMMODATION WITHIN THE PREMISES OF A LABOUR EXCHANGE

VIII. (1) (This Regulation is now repealed).

(2) In the case of labour exchanges which were in operation before the passing of the Labour Exchanges Act, 1909, existing arrangements with regard to accommodation may be allowed to continue except in so far as they may be modified or cancelled hereafter.

#### JUVENILE EMPLOYMENT

IX. Subject to these regulations, special rules may be made from time to time by the Board of Trade, after consulting the Board of Education so far as regards England and Wales and the Scottish Education Department so far as regards Scotland, and the Lord Lieutenant of Ireland so far as regards Ireland, with respect to the registration of juvenile applicants for employment; that is to say, applicants under the age of 17 or such other limit as the Board may fix,<sup>2</sup> either generally or as regards any specified district or trade or class of applicants.

The Board of Trade make these regulations by virtue of the power conferred upon them by section 2, sub-section 1, of the Labour Exchanges Act, 1909.

Dated this 28th day of January, 1910.

H. Llewellyn Smith,  
Secretary.

Board of Trade,  
Whitehall Gardens, S.W.

<sup>1</sup> i.e., the Oversea Employment Branch (See Paras. G291 and 308 of Code)

<sup>2</sup> A "juvenile applicant" is now an applicant under the age of 18.

*First Schedule*

Particulars to be included on the Form<sup>3</sup> for Registration of Adult Applicants for Employment.

(N.B.—Applicants are not compelled to furnish all the particulars specified.)

Surname.....Other names.....Age.....  
 Address .....  
 Work desired .....  
 Last employer and previous employer in }  
 that class of work, with address and }  
 period and date of employment. }  
 Qualifications for desired employment.....  
 Also willing to take work as.....  
 Whether willing to take work at a distance.....  
 When free to begin work.....

*Second Schedule*

Form<sup>4</sup> of Statement referred to in Regulation III. (1).

I, the undersigned, being duly authorised by (give the name of the Association), beg to notify that the above Association has a trade dispute, involving (insert "a strike" or "a lock-out," as the case may be), with (give the names of the firms or class of firms or the name of the Association).

Dated this                      day of                      19 .

Signature

Address

<sup>3</sup> For serial numbers of printed forms for registration, see Paras. B8-10 of Code.

<sup>4</sup> This form is printed as E. D. 55 (See para. G 514 of Code).



## **APPENDIX III**

## LIST OF FORMS

| Reference<br>Number or<br>Name   | Description and Purpose   | Pages on Which<br>Forms Are<br>Discussed    |
|--|---|---|
| U. I. 15M.<br>U. I. 15F.<br>U. I. 18M.<br>U. I. 18F.<br>U. I. 16M.<br>U. I. 16F. | Unemployment book:<br>Man (aged 21 but under 65).<br>Woman (aged 21 but under 65).<br>Young man (aged 18 but under 21).<br>Young woman (aged 18 but under 21).<br>Boy (aged 16 but under 18).<br>Girl (aged 16 but under 18).<br>( <i>These are known as "regular books."</i> ) | 99, 185-86, 187,<br>189-90                  |
| E. D. 24.  | Registration card given to non-claimant (in place of U. I. 40. given to claimant) indicating manner in which his registration should be renewed.  | 103   |
| U. I. 461.   | Claim form—direct claim   | 103, 190, 192, 194,<br>197, 198, 220        |
| U. I. 461A.  | Claim form—indirect claim.  | 198   |
| U. I. 461K.  | Claim form—postal claim.<br>( <i>The series of three preceding forms is used for taking a claim for benefit.</i> )  | 198   |
| U. I. 580.   | Form letter to postal claimants covering U. I. 461K., U. I. 80P., U. I. 534A. or U. I. 534B.  | Not specifically referred to in this report |
| Claim unit:<br>E. D. 3A.   | Record of registration and renewal dates—non-claimants.   | 104, 130, 191-93<br>103                     |
| U. I. 80M.   | Employment record.  | 104, 192, 195, 197,<br>198, 217-18          |
| E. D. 3.   | Registration card for recording industrial qualifications, etc., of applicant for employment.<br>( <i>Commonly known as "B" card.</i> )   | 104, 125, 192                               |
| U. I. 80B.   | Unemployed register and receipt for benefit—direct claimant.  | 105, 192, 198, 200,<br>201, 210             |
| U. I. 591.   | Application for antedating of claim.  | 190   |
| U. I. 534A.  | Application for dependants' benefit—where claim is in respect of wife and other dependants (if any).  | 191, 193, 197                               |
| U. I. 534B.  | Application for dependants' benefit—where claim is in respect of housekeeper and other dependants (if any).   | 191, 193, 197                               |
| U. I. 80A:   | Reference sheet.<br>( <i>With pouch.</i> )  | 191-92, 194, 198,<br>200, 201, 214          |
| U. I. 80R.   | Rating sheet.   | 193, 196, 206, 207,<br>208, 210, 221        |
| U. I. 80E.   | Computation sheet.  | 193, 210                                    |
| U. I. 80L.   | Record sheet.   | 193, 199                                    |
| U. I. 461X/W, etc.   | Key certificate.  | 193   |
| U. I. 567D.  | Report on particulars of subsidiary occupation.   | 194   |

## EXCHANGE SERVICE OF GREAT BRITAIN

| Reference Number or Name                    | Description and Purpose  | Pages on Which Forms Are Discussed |
|---|--|------------------------------------|
| Claim unit<br>(Cont'd):                     |  |                                    |
| U. I. 80P.                                  | Employment record—postal claimant.   | 198                                |
| U. I. 88.                                   | Declaration of unemployment.   | 201                                |
| U. I. 221.                                  | Form of application to be excused on account of sickness for having failed to sign the unemployed register.  | 201                                |
| U. I. 80J.                                  | Unemployed register—disallowed claimants.  | 202                                |
| U. I. 88P.                                  | Unemployed register—postal claimant.   | 202                                |
| U. I. 92B.                                  | Unemployed register — indirect claimant proving unemployment at Local Office.  | 204, 211                           |
| U. I. 567B.                                 | Report on title to benefit.  | 214, 220                           |
| U. I. 567T.D.                               | Report on claim made by claimant who has lost employment by reason of a trade dispute.   | 216                                |
| U. I. 195.                                  | Report on refusal to accept offer of or failure to apply for suitable situation.   | 217                                |
| U. I. 567C.                                 | Report on fulfilment of "normally" condition.  | 218                                |
| U. I. 567S.W.                               | Report on fulfilment of special conditions applying to seasonal workers.   | 219                                |
| U. I. 567M.W.                               | Report on fulfilment of special conditions applying to married women.  | 221                                |
| <hr/>                                       |  |                                    |
| E. D. 526.                                  | List of classified occupations used for allocating an occupational reference number to each registration.<br>(At present [May, 1934] under revision.)  | 104                                |
| U. I. 90.                                   | Vacant ticket—direct claim. For use for proof of unemployment by claimants travelling in search of employment.   | 106, 204                           |
| E. D. 88. }<br>E. D. 88A. }<br>E. D. 88B. } | Order cards—used by the Exchanges for recording particulars of labour required by an employer.<br>(E. D. 88. is used in Exchanges; E. D. 88A. is used by Branch Employment Offices, flimsy copies of orders being sent to parent Exchange; E. D. 88B. is a special order card for domestic service vacancies.) | 108, 125                           |
| U. I. 40.                                   | Receipt for unemployment book lodged by claimant.  | 110, 189, 194, 204, 205            |
| E. D. 20.                                   | Employers' register card for recording particulars of business, etc., of local employers.  | 110-11                             |
| E. D. 21.                                   | Employers' analysis card for recording and analysing vacancy transactions with local employers and engagements made by them as shewn by returned cards U. I. 40.   | 110-11                             |
| N. C. H. 3a.                                | Return of applicants registered in certain occupations, for use in Intensive Clearing Areas.   | 115                                |

## APPENDIX III

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| Reference Number or Name                 | Description and Purpose  | Pages on Which Forms Are Discussed |
|--|--|------------------------------------|
| Intensive Clearing Area Vacancy List     | Stencilled lists of unfilled vacancies circulated daily to all Exchanges in an Intensive Clearing Area.  | 115                                |
| Surplus Labour Returns                   | Return of applicants registered in certain occupations rendered by all Exchanges in a Division.  | 115                                |
| Divisional Vacancy List                  | Printed list of unfilled vacancies issued weekly to all Exchanges in a Division, cancellations and additions being issued daily in stencilled lists.   | 116                                |
| National Clearing House Gazette          | List of unfilled vacancies, printed fortnightly and issued to all offices in the country. Cancellations and additions issued daily in printed sheets.<br><i>(Names of employers, etc., are given in key lists not publicly exhibited.)</i> | 116                                |
| E. D. 11.                                | Form for submitting particulars of applicant to distant Vacancy Exchange.  | 116                                |
| E. D. 12.                                | Introduction card.   | 117, 125                           |
| A/cs. 36.                                | Advance of travelling expenses—form of receipt and undertaking to repay, etc.  | 120                                |
| E. D. 88C.                               | Foreign order card for recording particulars of action taken on orders originating in other Local Offices.   | 125                                |
| E. D. S. 31.                             | Chronological record of vacancies filled, etc.   | 125                                |
| E. D. S. 12.                             | Statistical card for keeping running record of vacancy work.   | 126                                |
| E. D. S. 68V.                            | Monthly record of placings analysed by occupational groups.<br><i>(Obtained from records kept on E. D. S. 12.)</i>   | 126                                |
| E. D. 210.                               | Confidential report card for juveniles.<br><i>(Commonly called "school leaving card." E. D. 210X is an experimental variety of the form, which may be adopted in future.)</i>  | 127-26                             |
| E. D. 16. }<br>E. D. 17. }<br>S. 1300. } | Forms for registration of ex-regular soldiers, airmen and sailors.   | 131                                |
| E. D. 55.                                | Form of statement for the notification of a strike or lock-out.  | 131                                |
| E. D. 305.                               | Notification of a trade dispute sent by Local Office to (1) Divisional Office; (2) Statistics Branch at Headquarters; (3) Conciliation Officer; (4) Headquarters Insurance Officer.  | 132                                |
| U. I. 3.                                 | First application for unemployment book.<br><i>(Becomes insured contributor's ledger account.)</i>   | 185                                |

| Reference Number or Name | Description and Purpose  | Pages on Which Forms Are Discussed          |
|--------------------------|--|---|
| U. I. 69.                | Form for obtaining signature of applicant for book for index purposes.<br>(Attached to U. I. 5.)   | 185   |
| U. I. 39.                | Unemployment (emergency) book.<br>(For use pending application for or discovery of regular book.)  | 186   |
| U. I. 393.               | Unemployment (arrears) book.<br>(Issued to employers only for payment of arrears of contributions.)  | 186   |
| U. I. 472.               | Unemployment book—exempt person.<br>(For the payment of contributions by employers of exempt persons.)   | 186   |
| U. I. 475                | Temporary unemployment book (mercantile marine).<br>(For use when the seaman's regular book expires during a voyage or is not available when he is engaged.)                                       | 186   |
| Class P(A).              | Half-yearly contribution card for the joint payment of pensions and insurance contributions by the employer only of a man 65 or over.  | 186   |
| Class P(E).              | Half-yearly contribution card for the joint payment of pensions and insurance contributions by the employer.<br>(Cards, similar to the two preceding, are provided for use in Scotland and Wales.) | 186   |
| U. I. L. 32.             | Memo on half-yearly or quarterly stamping of unemployment books.   | 187   |
| Memo 325X.               | Memo for the guidance of employers on impressed stamping.  | 187   |
| X. 715.                  | Application for permission to use stamping machines, etc.  | 187-88                                      |
| U. I. 54.                | Application by employer for the return of contributions paid in error.   | 187   |
| U. I. 56.                | Application by employee for the return of contributions paid in error.   | 187   |
| U. I. 111.               | Form of explanation used by claimant unable to lodge unemployment book.  | 190   |
| U. I. 3L.B.              | Application for an unemployment book where previous book has been lost.  | 190   |
| C. R. O. 182.            | Application for credit in respect of contributions on lost book.   | 190   |
| U. I. L. 18.             | Notice to claimants.<br>(Issued to fresh claimants.)   | 190   |
| U. I. L. 8.              | Memorandum explanatory of Unemployment Insurance Acts, 1920 to 1931.<br>(Issued to claimants on request.)  | Not specifically referred to in this report |

## APPENDIX III

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| Reference Number or Name | Description and Purpose  | Pages on Which Forms Are Discussed          |
|--------------------------|--|---|
| U. I. 80K.               | Index envelope.  | 191   |
| U. I. 85.                | Form of enquiry to employer for confirmation of claimant's statements.   | 195, 213, 215, 216                          |
| U. I. 85A.               | Form of enquiry to employer for use where a number of claimants are discharged by one employer.  | 195   |
| U. I. 621.               | Form of further enquiry addressed to employer.   | Not specifically referred to in this report |
| Kew certificates:        |  |   |
| U. I. 461C.              | Used in connection with applications for extension of two years' contribution period.  | 196   |
| U. I. 461Y.              | Supplementary certificate.<br><i>(The application portion of this form is completed by Local Officer whenever supplementary information on claimant's contribution position is required.)</i>  | 198   |
| U. I. 461X.              | Not less than 30 contributions in two years preceding date of claim.   |   |
| U. I. 461W.              | Claimants aged 18 or over: less than 30 contributions in two preceding years, but 30 contributions in all or 8 in two preceding years.   |   |
| U. I. 461V.              | Either (1) claimants under 18: less than 30 contributions in preceding two years; or (2) claimants aged 18 or over: less than 8 contributions in preceding two years, and less than 30 at any time.<br><i>(U. I. 461X. and U. I. 461W. are printed as one form. U. I. 461X/W. and U. I. 461V. are issued by Kew in response to U. I. 461., U. I. 461A. or U. I. 461K.)</i> | Not specifically referred to in this report |
| U. I. 461E.              | Revised certificate in cases where claim has been antedated.<br><i>(The application portion is completed by Local Officer.)</i>  | Not specifically referred to in this report |
| U. I. 461D.              | Supplementary certificate.<br><i>(Issued by Kew revising previous certificate on receipt of fresh information.)</i>  | Not specifically referred to in this report |
| U. I. 461Z.              | Amended certificate.   | Not specifically referred to in this report |
| U. I. 461B.              | Notification to Kew that (1) benefit year has not commenced owing to "normally" disallowance, or (2) benefit year has commenced, "normally" disallowance having been reversed.   | Not specifically referred to in this report |
| U. I. 461F.              | Notification to Kew of contributions deemed by statutory authorities to have been paid.  | Not specifically referred to in this report |
| U. I. 461P.              | Notification to Kew of satisfaction of 10 contributions position.  | Not specifically referred to in this report |
| U. I. 461S.              | Amendment of record of previous claim—issued by Kew.   | Not specifically referred to in this report |

| Reference Number or Name  | Description and Purpose   | Pages on Which Forms Are Discussed |
|---|---|------------------------------------|
| U. I. P4.   | Notice exhibited at each signing station.   | 200                                |
| E. D. 12.   | Introduction card.<br>(Given to applicant selected for notified vacancy, to present to employer.)                   | 201                                |
| U. I. 543.  | Port workers' attendance card.  | 203                                |
| U. I. 91.   | Unemployed register for claimants presenting vacant tickets.  | 204                                |
| T. P. 1A. }<br>T. P. 1B. }<br>T. P. 1C. }   | Forms of application for transitional payments.   | 207                                |
| T. P. 4.  | Request for further determination.  | 207                                |
| T. P. L. 18.  | Notice to applicants for transitional payments.<br>(Issued with application from T. P. 1A., T. P. 1B. or T. P. 1C.) | 207                                |
| T. P. 5.  | Transitional payments register of cases referred to Public Assistance Committee.                                    | 208, 209                           |
| T. P. 2.  | Form of determination completed by Public Assistance Committee in respect of application for transitional payments. | 208, 209                           |
| T. P. 3.  | Notification to applicant of determination—where applicant has been judged to be in need.                           | 209                                |
| T. P. 3A.   | Notification to applicant of determination—where applicant has been judged not to be in need.                       | 209                                |
| A/cs. 325.  | Pay sheet—direct claims.  | 210                                |
| U. I. 75.   | Pay sheet—indirect claims.  | 211                                |
| U. I. 566.  | Enquiry of approved society, etc., re sickness benefit, etc.  | 214                                |
| U. I. 86.   | Copy of employers' reply on U. I. 85 sent to claimant.  | 215-16                             |
| U. I. 87.   | Copy of employers' reply on U. I. 85 sent to claimants' trade union.  | 216                                |
| U. I. 624.  | General form of report to Court of Referees.  | 222, 223                           |
| U. I. 624A. }<br>U. I. 624B. }<br>U. I. 624C. }<br>U. I. 624D. }<br>U. I. 624M.W. }<br>U. I. 624S.W. }<br>U. I. 624T.D. } | Forms of report to Court of Referees on special questions.  | 222, 223                           |
| U. I. 620.  | Doubtful claim action sheet.<br>(Prepared by insurance officer and sent to clerk of Court of Referees.)             | 222                                |

## APPENDIX III

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| Reference Number or Name | Description and Purpose  | Pages on Which Forms Are Discussed          |
|--------------------------|--|---|
| U. I. 623.               | Cause list—claims referred to Court of Referees.   | 223   |
| U. I. 631.               | Notification to Local Offices of claims disallowed by Court of Referees.   | 223   |
| Memo 380X.               | Leaflet for the information of employed persons aged 65 and upwards.   | Not specifically referred to in this report |
| U. I. 470S.              | Claim number register.   | Not specifically referred to in this report |
| U. I. 332.               | Application for transfer from one Local Office to another.   | Not specifically referred to in this report |
| E. D. 210.               | Confidential report card—juvenile.   | Not specifically referred to in this report |
| E. D. 527.               | Index envelope—juvenile.   | Not specifically referred to in this report |
| T. P. 4A.                | Notification to Public Assistance Committee that applicant is still attending at Local Office and applying for transitional payments.<br>( <i>Monthly notification that applicant is still attending.</i> )                      | Not specifically referred to in this report |
| T. P. 6.                 | Notification to claimant that either (1) he has received 156 days' benefit in the current benefit year; or (2) he has received 156 days' benefit in a previous benefit year and less than 10 contributions have since been paid. | Not specifically referred to in this report |
| C. C. 41c.               | Specimen of school leaving form used by London County Council.   | Not specifically referred to in this report |
| U. I. 85R.               | Form of reminder.  | Not specifically referred to in this report |
| U. I. 633A.              | Form of appeal by Insurance Officer to Umpire.   | Not specifically referred to in this report |
| U. I. 635.               | Notification to claimant of Insurance Officer's intention to appeal to Umpire.   | Not specifically referred to in this report |
| U. I. 636.               | Notification to claimant's trade union of Insurance Officer's appeal to Umpire.  | Not specifically referred to in this report |
| U. I. 585.               | Form letter sent to postal claimant after 72 days' benefit.  | Not specifically referred to in this report |



## **APPENDIX IV**

## DESCRIPTION OF THE PRINCIPAL RETURNS AND REPORTS

The Employment Exchanges furnish to the Divisional Offices and Headquarters of the Ministry of Labour a large number of periodical statistical returns and narrative reports. Some of these are for the purpose of supplying the Government with information, for instance regarding employment and unemployment in different industries and occupations and in different parts of the country, while others form part of the Department's machinery for the performance of certain of its functions. Others, again, are control returns. The principal returns and reports are described below:

### A. ANNUAL COUNT OF INSURED PERSONS

Unemployment books are current for a period of twelve months, that is, an insurance year, and are withdrawn in July of each year and exchanged through the Local Offices for books proper to the new insurance year. Returns are rendered shewing the numbers of books exchanged and subdivided into books held by men, young men (eighteen to twenty), women, young women (eighteen to twenty), boys and girls, and, according to industry code letters on the book, into 102 different industry groups according to the business of the holder's actual or last employer. Combining these returns from all Local Offices, it is possible, once a year, to obtain the total insured population of the country and its composition by sex, by adults and juveniles, and by industries.

### B. RETURNS OF NUMBER OF PERSONS UNEMPLOYED AND THEIR CLASSIFICATION INTO VARIOUS CATEGORIES

#### 1. COUNT OF THE LIVE REGISTER

On a Monday toward the end of every month, each Local Office renders a return shewing the number of persons on its live register, that is, the number of unemployed persons registered at the Exchange for employment (including both claimants and non-claimants). Separate figures are given in respect of persons wholly unemployed, persons temporarily stopped (that is, working short time or suspended from work on the understanding that they were shortly to return to their former employment) and persons normally employed in casual employment.

This return and another, taken together, enable the register to be

divided also into claimants for unemployment benefit, with claims allowed, under consideration, or disallowed respectively, and persons not claiming benefit: separate figures are given for persons disqualified for the receipt of benefit owing to participation or interest in a trade dispute. In each category, separate figures are given for men and women, aged eighteen to twenty and twenty-one and over, and for boys and girls.

It should be noted that this count includes persons not insured under the Unemployment Insurance Acts as well as insured persons.

## 2. INDUSTRIAL ANALYSIS OF INSURED PERSONS RECORDED AS UNEMPLOYED

On the same date as that on which the count of the live register is taken, a return is rendered shewing the number of insured persons in each of the industrial groups referred to under "A" above recorded as unemployed. The number for each industry is subdivided by men, young men (eighteen to twenty), women, young women (eighteen to twenty), boys and girls, and within these groups, into wholly unemployed, temporarily stopped and persons normally in casual employment. As a result, there is available, for one date in every month, the number of insured persons unemployed in Great Britain in 102 separate industry groups, subdivided into the categories mentioned above.

## 3. ANALYSIS OF THE LIVE REGISTER SHEWING DURATION OF UNEMPLOYMENT

A monthly return is furnished analysing the wholly unemployed claimants on the live register at the date of the count in each month according to the date on which they last came on the register. From these returns, it is possible to ascertain, every month, the number of persons who have been continuously unemployed for varying periods, that is, less than one month, one to two months, two to three months, three to six months, nine to twelve months, and over twelve months.

## 4. ANALYSIS OF THE LIVE REGISTER BY OCCUPATIONS

All Local Offices furnish quarterly an analysis by occupations—as distinct from the analysis by industries referred to in "2" above—of the wholly unemployed persons on the live register. In the case of certain industries a similar analysis, but including persons temporarily stopped as well as those wholly unemployed, is furnished monthly.

## 5. SPECIAL ANALYSES BY PLACE OF RESIDENCE

Special analyses of unemployed persons according to place of residence are furnished quarterly for use in connection with the allocation between Local Authorities of grant from the Exchequer in respect of certain services administered by them.

## 6. NARRATIVE REPORTS ON THE EMPLOYMENT SITUATION

Managers of Employment Exchanges forward every month to their Divisional Offices and to the Headquarters of the Ministry narrative reports on the employment situation in the areas covered by their Exchanges, which include information as to the position and prospects in the principal local industries. The information contained in these reports, together with such other relevant facts as are within the knowledge of the Divisional Offices, forms the basis of appreciations of the industrial position within their several Divisions which Divisional Offices furnish to Headquarters monthly. These, in turn, are used in connection with a report on the general industrial position which is prepared at Headquarters every month.

### C. RETURNS RELATING TO PLACING WORK

#### 1. GENERAL PLACING WORK

*a. Returns of Vacancies Notified and Filled:* Monthly, half-yearly and yearly returns, in the form shewn in Table 28 (pages 236-39) and Table 29 (pages 240-41), are rendered in respect of men, women, boys and girls respectively, giving the number of vacancies notified and filled in the period covered by the return and the number of vacancies cancelled by the employer who originally notified them.

*b. Return of Vacancies Filled by Occupations:* All Local Offices furnish monthly progress returns shewing, by broad occupational groups and for all occupations together, the number of vacancies notified and filled in the preceding month. Separate returns are furnished in respect of each of the different departments, that is, men, women and juveniles.

*c. Analysis of Vacancy Clearing:* In connection with the arrangements for clearing vacancies monthly analyses are furnished in the form shewn in Table 30 (pages 242-44).

*d. Narrative Reports:* Half-yearly and yearly narrative reports are furnished by Divisional Controllers on the progress of placing work within their Divisions.

Yearly narrative reports are furnished by Divisional Controllers on the progress of placing work in seasonal industries generally. In addition special narrative reports are rendered at the end of the season by the Divisional Controllers principally concerned, on the arrangements made for meeting the seasonal demand for labour for certain industries such as, fruit picking, sugar beet lifting or seasonal work at holiday resorts.

## 2. REPORTS IN CONNECTION WITH JUVENILE WORK

In connection with the work of Juvenile Advisory Committee monthly statistical reports are prepared in the form shown in Table 2 (pages 240-41); separate information is given with regard to children leaving secondary schools. Information is also included as to the number of children invited to attend for advice on choice of employment or for industrial supervision, and the results obtained. An analysis by occupations of the vacancies filled during the month is also given. Monthly returns of a similar character are rendered by Juvenile Employment Bureaux of local Education Authorities exercising choice of employment powers.

All Exchanges prepare and bring up to date every half-year a survey, in narrative form, of the local occupations in which considerable numbers of juveniles are employed, together with information as to the chief features of and prospects in the several occupations. The survey is submitted to the Juvenile Advisory Committee and forms the basis of the information with regard to prospects of juvenile employment in the various occupations on which, in turn, the advice of the Committee on choice of employment is largely based.

Chairmen of Juvenile Advisory Committees submit to the Headquarters of the Ministry an annual narrative report on the work of their Committees.

## D. REPORTS IN CONNECTION WITH INDUSTRIAL TRANSFERENCE

Returns showing the number and types of men becoming available for other employment on the termination of State-assisted relief schemes are forwarded by Local Offices to Divisional Offices as occasion arises a summary of these is prepared daily at Divisional Offices and forwarded to the Central Transfer Clearing House in order that efforts may be made to place these persons in employment on other schemes. Similar reports are rendered in respect of men transferred from depressed areas who have lost employment of a pick and shovel type (not on State-assisted relief schemes) either within three months of their transfer or on termination of their first employment after transfer.

Local Offices in non-depressed areas furnish quarterly returns analysing by Local Office of origin the persons from depressed areas placed in employment in their areas. Divisional Offices render to the Central Transfer Clearing House a weekly return of vacancies filled by men transferred from depressed areas, the men being analysed according to their origin (for example, whether they came direct from a depressed area or were available on termination of other employment) and to

the type of work on which they were placed (such as, heavy pick and shovel work or lighter labouring work, and whether on State-assisted schemes or otherwise).

#### E. RETURNS OF NUMBERS OF MEN EMPLOYED ON CERTAIN TYPES OF WORKS

Local Offices in whose areas certain works receiving State financial assistance (such as Unemployment Grants Committee schemes and certain road and bridge schemes assisted by the Ministry of Transport) are being carried on obtain monthly from the authorities concerned information as to the number of men directly employed on the works and forward this to Headquarters. In cases where the employment of a number of men from depressed areas is a condition of grant, returns are secured to enable the Local Office to check the continued fulfilment of the conditions.

#### F. REPORTS IN CONNECTION WITH TRAINING SCHEMES

In connection with Government Training and Instructional Centres weekly reports on the progress of recruitment are forwarded by Local Offices in recruiting areas; similar reports are obtained in connection with recruitment for Women's Training Centres. Managers of centres furnish weekly records of men admitted to and leaving the centres, the latter being analysed to shew the reason for termination of training (for example, whether the man withdrew from the course, and if so, on what grounds, whether he was placed in employment or had found work on his own account). Cases of men placed in employment or who have found work are also analysed in another weekly return rendered by Government Training Centres to shew, in the case of each course of instruction given, the class of work obtained (such as, labourer or semi-skilled and in what occupation) and in what district. A quarterly return is also furnished by Government Training Centres, analysing the terminations in each course during the preceding quarter according to the age of the trainee, the length of his course of instruction and the wage obtained.

Managers of Instructional Centres furnish a monthly narrative report on the work of their centres.

#### G. TRANSFER OF AND INSTRUCTIONAL CENTRES FOR JUVENILES

Divisional Offices render monthly a return giving particulars regarding juveniles transferred into their Divisions from depressed areas.

In connection with instructional courses for juveniles, local Education Authorities who have organised juvenile instructional centres or classes furnish weekly returns giving particulars of the number of hours instruction available during the preceding week and the number of juveniles in attendance and for how many hours. Similar returns are rendered monthly by the local Education Authorities or Local Office concerned in respect of individual unemployed juveniles attending other instructional courses.

A report is furnished by Divisional Offices to Headquarters quarterly on the prospects of instituting instructional courses in areas where they do not, at the time of the report, exist.

#### H. REPORTS REGARDING WELFARE WORK FOR THE UNEMPLOYED

Local Offices furnish to Divisional Offices and to Headquarters every month a report on such welfare schemes as are in operation in the areas, giving particulars in the case of each separate scheme, of the number of men and women enrolled under the scheme and the average number of each attending daily. These form the basis of narrative reports on voluntary schemes for the provision of occupation or recreation for the unemployed forwarded by Divisional Offices to Headquarters monthly.

#### I. RETURNS IN CONNECTION WITH THE ADMINISTRATION OF THE UNEMPLOYMENT INSURANCE AND TRANSITIONAL PAYMENTS SCHEMES

A large number of reports are rendered in connection with unemployment insurance, of which the following are among the most important:

1. A weekly return shewing the number of fresh and renewal claims to benefit made during the week.

2. A monthly return shewing the number of claims to benefit investigated and the results obtained.

3. A monthly report on local work of adjudication on claims, shewing the number of doubtful cases referred to the Local Insurance Office for decision, the number of cases referred to the Court of Referees, the number of sittings of the Court held and the results of the cases considered.

4. A monthly report on the number of claimants interviewed with regard to title to benefit under various statutory conditions and the number of doubtful cases referred to the Local Insurance Officer for decision.

5. A monthly return shewing action with regard to eligibility for

benefit taken in the case of persons who have left or been dismissed from Government Training Centres.

6. A monthly analysis of applications for transitional payments referred to the local Public Assistance Committee and of the determinations received.

7. A quarterly return of current claims to benefit upon which payment is authorised in respect to adult dependants and children dependants.

In addition to these returns, Local Officers render to the Headquarters of the Finance Department of the Ministry weekly accounts of payments of unemployment benefit and transitional payments. Regular accounts of other receipts and disbursements of official moneys are, of course, also rendered to the Headquarters of the Finance Department.

#### J. STAFF AND ESTABLISHMENT RETURNS

All Local Officers render regular returns to shew their staffing position in relation to the work to be performed, and with regard to a number of other establishment matters. Among these are the following:

1. A weekly return from all Exchanges shewing the volume of each of a number of specified items of work performed at the Local Office in the preceding week, the staff in post and the amount of overtime (if any) worked. Details are given of the staff expected to be in post during the current and next succeeding weeks (that is, allowing for sick and annual leave, etc.) and of any expected variations in the volume of work, and the Manager is expected to state whether he wishes to have sanction for the engagement of additional staff or the dismissal of existing staff working on a temporary basis.

2. Returns shewing the volume of work performed are also furnished by Branch Employment Offices through their parent Exchanges.

3. Regular returns are rendered of overtime worked, sick or special leave taken and of staff becoming due for salary changes.

4. Divisional Offices render to Headquarters monthly reports on the position in their Divisions with regard to buildings.

In addition to these returns, there are a number of periodic returns regarding use of motor transport by Exchange officers, safes and strong rooms, stocks of stationery, typewriters and office equipment, etc.

#### K. MISCELLANEOUS RETURNS AND REPORTS

##### 1. RETAIL PRICES OF FOOD

Local Offices obtain from selected retailers, and furnish to Headquarters monthly, particulars regarding the general retail prices within



their areas of certain specified articles of food of a kind usually bought by the working classes. These reports are used in connection with the compilation of the Ministry of Labour's index-number of the cost of living, which is of considerable importance and enters into a large number of wage agreements, covering not less than 1,250,000 work people.

#### 2. MOVEMENT OF LABOUR BETWEEN THE COAL MINING AND OTHER INDUSTRIES AND RESTRICTION ON THE RECRUITMENT OF COLLIERY LABOUR

During the period of the exchange of unemployment books, monthly returns are rendered to Headquarters shewing the number of persons found to have transferred from the coal mining industry to other industries and vice versa. In the case of the latter, the transfers are analysed according to the eligibility or ineligibility of the workmen to take up scheduled colliery employment; where the workpeople are ineligible, information is forwarded to Divisional Offices to shew the results of action taken to secure their dismissal. Summaries of the reports are prepared at Divisional Offices and forwarded to Headquarters.

Local Offices forward to Divisional Offices, and Divisional Offices to Headquarters, monthly summaries of the returns of engagements of new entrants and eligible persons rendered by colliery companies within their areas in accordance with the terms of the undertaking.

#### 3. PORT REGISTRATION SCHEMES

Local Offices in whose areas port registration schemes are in operation furnish monthly reports on the progress of the schemes and the work of the local Port Registration Committee.

#### 4. THE KING'S ROLL SCHEME FOR THE EMPLOYMENT OF DISABLED EX-SERVICE MEN

Divisional Offices render to Headquarters monthly particulars of enrolment on or removal from the Roll, within their Division, of firms holding the Royal Warrant. Employment Exchanges render quarterly a list of firms on the Roll in their areas.

#### 5. RECOVERY OF ADVANCES TO WORKPEOPLE

Exchanges render to Divisional Offices and Divisional Offices to Headquarters, monthly progress returns on the recovery of travelling fares advanced to applicants in order to enable them to take up employment at a distance from their homes.

## **APPENDIX V**

## TRANSITIONAL PAYMENTS SCHEME

Reference has already been made<sup>1</sup> to the statutory criteria for determining whether a claimant is qualified to claim insurance benefit or to apply for transitional payments, and the procedure for referring applications for such payments to the Public Assistance Authorities for the assessment of need has been described.<sup>2</sup>

The duty of examining applications for transitional payments, conducting such enquiries as may be necessary to ascertain the applicant's resources and assess his need and determining the amount which should be paid to him, devolves by statute upon the Public Assistance Committees of County Councils or County Borough Councils, or Sub-Committees of those Committees. In assessing need, the Committees are directed to consider each case as if it were an application for outdoor relief, under the Poor Law, to be paid in money. No attempt has been made to lay down scales of payment, but the amount which may be determined must not exceed what would otherwise have been payable to the applicant by way of insurance benefit (including dependant's benefit) if he were entitled to it. On the other hand, in the assessment of need, Committees are required by statute:

1. To disregard one-half of any amount payable to an applicant by way of war wounds or disability pension or workmen's compensation;

2. To disregard money and investments treated as capital assets which do not in the aggregate exceed £25, but to regard all such money and investments exceeding that amount, up to £300, as equivalent to a weekly income of one shilling for each complete £25;

3. To take into account the value to the applicant of any interest in the house in which he lives, but to disregard any amount which he might obtain by selling that interest or borrowing upon it as security.

The Minister of Labour has power to supersede any Committee which is not carrying out its duties under the scheme satisfactorily and to arrange for those duties to be performed by persons appointed by him; but he has no power to interfere in the case of any individual applicant by way of altering or referring back any determination made by a Committee (unless it be in excess of the benefit limitation mentioned above).

In order to maintain the distinction between applicants for transitional payments and applicants for poor relief proper, it is laid down

<sup>1</sup> See pp. 206-07.

<sup>2</sup> See pp. 207-09.

that the former may not be dealt with upon the premises of any Poor Law Institution without the Minister's express sanction. The Public Assistance Authorities may apply to the Minister for reimbursement of all reasonable expenses incurred by them in carrying out their share in the administration of the scheme. These expenses, together with the cost of the transitional payments themselves, and the salaries of any persons appointed by the Minister to carry out the duties of Committees, are charged to the Unemployment Fund, in a separate account, into which the Exchequer pays an equivalent contribution.

The general oversight of the work of the Authorities in connection with the scheme is entrusted to the General Inspectors of the Ministry of Health, and the accounts of their expenditure for the same purpose are likewise subject to audit by the Ministry of Health auditors.

## **APPENDIX VI**

## SPECIAL SCHEMES

As is well known, certain industries and occupations—agriculture and private domestic service are the most important—are specifically excluded from the scope of the State unemployment insurance scheme. In addition, the original conception of the scheme allowed for the possibility of other industries, that would otherwise be included, being excepted from the general scheme and permitted to operate schemes of their own, if it appeared that in this way the industry in question could be more satisfactorily provided with insurance against unemployment than under the general scheme. Accordingly, Section 18 of the Unemployment Insurance Act, 1920, gave the Minister of Labour power to approve or make a scheme for any industry in regard to which he was satisfied that the condition just mentioned was fulfilled.

This power to approve or make special schemes was suspended in 1921 and again in 1924, and was finally abolished by the Unemployment Insurance Act, 1927; schemes in being at the commencement of the latter Act were, however, permitted to continue in operation. It was originally provided that a contribution should be made from the Exchequer in aid of any special scheme, but this provision was abolished in 1924.

Only two schemes have been approved under these provisions—those for the banking industry (confined to England and Wales) and for the insurance industry respectively. Broadly speaking, the schemes cover all persons within the industries named who would otherwise be insurable under the general scheme. They are administered in each case by a Board consisting of representatives of employers and insured persons within the industry; members of the Board are elected by electoral bodies which are established in accordance with regulations approved by the Minister of Labour. Provisions as to contributions (in each case contributions are payable only by employers) and conditions for the receipt of benefit, which are very similar to those obtaining under the general scheme, are included in the schemes approved by the Minister.

The method of determining claims to benefit is adapted, with unimportant modifications, from the method laid down for claims under the general scheme. Under the Banking Industry Scheme a claim can only be disallowed by a Claims Committee and under the Insurance Industry Scheme by an Appeal Committee, both of which are representative of

the workers and the employers. Where however the trade dispute disqualification applies the Insurance Industry Scheme permits an officer of the Board to disallow a claim subject to an unrestricted right of appeal to the Committee. The decisions of the Insurance Scheme's Committee are given after the claim has been reported on by local Referees representing both sides, and the decisions of the Banking Scheme's Committee are subject to appeal to a local Court of Referees similarly constituted.

The decisions of the Appeal Committee in the case of the Insurance Industry Scheme and the Court of Referees in the case of the Banking Industry Scheme are in general final, but an appeal may be made to the Umpire appointed under the Unemployment Insurance Act (1) by the Board; (2) by the Minister of Labour, in cases in which, in his opinion, a point of general importance is involved, or where some special circumstances exist; (3) by a claimant to whom the Appeal Committee (or in the case of the Banking Industry the Court of Referees) has given leave to appeal, or in any case in which the decision of the Committee or Court is not unanimous; (4) by an association of employed workers of which the claimant is a member. The decision of the Umpire is final.

The day-to-day administration of the schemes, including for example the arrangements for the payment of benefit, is entirely in the hands of the respective Boards, but the Minister of Labour is charged with general responsibility and, by virtue of his power to approve amendments of the schemes, is enabled to exercise strict control over the general provisions of the schemes which, as already indicated, include the conditions for the receipt, and the rates of benefit, the constitution of the Boards, and other matters.

Before approving the schemes, the Minister had to satisfy himself that they provided for benefits not less favourable on the whole than those provided under the general unemployment insurance scheme. The schemes have been amended from time to time, in order to bring them into accord with subsequent unemployment insurance legislation in so far as the latter has improved the position of the insured worker. In practice, the schemes have closely followed the provisions of the various Unemployment Insurance Acts and in some respects have been more favourable than the latter—for example, their rates of benefit have been, in most cases, higher than under the general scheme, and the Banking Industry has not adopted a needs test for transitional payments.

The Minister of Labour has further powers of control; the Boards must give effect to any general direction which he may give after consultation with them; all rules made by the Boards must be approved

by him; questions relating to the scope of the schemes are to be decided by the Minister, subject to appeal to the High Court as provided by Section 10 of the Unemployment Insurance Act, 1920; the Minister may at any time terminate the schemes.

In addition, the Minister exercises a general oversight over the financial aspects of the schemes. He has at all times access to the accounts of the Boards. These accounts must be audited by an auditor approved by the Minister and presented to him by the Boards, and the latter must comply with any directions which the Minister issues regarding the publication of the accounts and the auditor's reports. If he thinks it necessary, the Minister may issue directions, which must be carried out by the Boards, for certain specified steps to be taken to secure the solvency of the insurance funds. He has power to determine the amount which may be applied to the working expenses of the schemes. The Boards may only borrow with his consent and subject to such conditions as he may impose.

One final condition attaching to the schemes should be mentioned. In each case the Board is under obligation to maintain an organisation for placing in employment workpeople insured under the scheme and persons formerly employed in or connected with the industry.



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## LIST OF OFFICIAL DOCUMENTS CITED<sup>1</sup>

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