

JUVENILE UNEMPLOYMENT

by

JOHN JEWKES

&

ALLAN WINTERBOTTOM

The intensified industrial depression of the past three years has produced an acute problem of juvenile unemployment all the more dangerous because of the absence of complete information regarding it. This volume, after describing the results of special investigations carried out in Lancashire, points out the tremendous social and economic waste occurring, in consequence, in the depressed northern parts of the country and the chaos in the labour market which will undoubtedly persist in the future if some remedy is not adopted to deal with existing conditions. The discussion of possible remedies covers the raising of the school-leaving age, the lowering of the age of entry into unemployment insurance, and the development of facilities for education and recreation among unemployed juveniles. Finally, the issue is raised whether the whole task of providing vocational guidance and controlling the entry of children into employment should not be placed in the hands of the State.

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Mr. John Jewkes and Mr. Allan Winterbottom, the authors of this book, are attached to the Research Section of the Department of Commerce and Economics of the University of Manchester. They have been engaged, for the past two years, upon a detailed study of the social and economic implications of industrial depression in Lancashire and Cumberland.

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JUVENILE UNEMPLOYMENT

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AN INDUSTRIAL SURVEY OF THE LANCASHIRE
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Press)

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TABLE I
LANCASHIRE SURVEY REGION
PERCENTAGE UNEMPLOYMENT AMONG INSURED BOYS, GIRLS AND TOTAL JUVENILES
IN THIRTEEN SUB-AREAS. JUNE 1923, 1927 AND 1932

<i>Sub-Area</i>	<i>Boys</i>			<i>Girls</i>			<i>Total</i>		
	1923	1927	1932	1923	1927	1932	1923	1927	1932
Blackburn, Great Harwood, Darwen, Accrington, Clitheroe }	12.1	2.0	10.1	13.1	1.7	11.3	12.7	1.9	10.7
Bacup, Rawtenstall, Haslingden	4.4	2.7	10.8	5.7	4.0	12.8	5.1	3.3	11.8
Oldham, Mossley, Shaw, Chadderton, Royton, Middleton, Failsworth }	18.4	2.6	14.8	20.8	3.6	13.5	19.7	3.1	14.1
Littleborough, Bury, Ratcliffe, Heywood, Rochdale }	10.5	2.5	10.2	16.9	3.1	12.7	13.6	2.8	11.5
Stalybridge, Hyde, Glossop, New Mills, Stockport, Ashton-under-Lyne }	11.1	1.7	12.5	17.4	2.7	16.8	14.3	2.2	14.6
Bolton, Leigh, Farnworth, Pendlebury	4.2	2.8	13.8	9.6	1.3	8.9	6.7	2.1	11.2
Atherton and Tyldesley, Wigan, Horwich, Ashton-in-Makerfield, Hindley }	2.2	9.0	18.2	22.5	5.3	13.4	10.5	7.4	16.0
St. Helens, Runcorn, Widnes, Earlestown, Warrington }	1.8	3.7	15.4	4.4	4.5	9.1	2.7	4.0	12.9
Chorley, Preston	5.4	2.6	9.2	6.4	3.0	14.6	5.9	2.8	12.0
Trafford Park, Eccles, Salford, Altrincham	5.5	3.4	8.0	10.0	3.4	6.0	7.5	3.4	7.1
Lancaster, Blackpool, Fleetwood	2.0	1.3	3.2	2.0	0.9	5.5	2.0	1.1	4.3
Burnley, Nelson, Colne	9.8	1.6	7.7	16.2	1.2	10.0	12.9	1.4	8.8
Levenshulme, Manchester, Denton, Openshaw, Newton Heath, Reddish }	4.7	1.9	6.7	4.5	1.8	3.8	4.6	1.8	5.2

JUVENILE UNEMPLOYMENT

TABLE II
 QUARTERLY AVERAGE OF NUMBER OF JUVENILES REGISTERED AS UNEMPLOYED IN
 CERTAIN AREAS OF LANCASHIRE, 1924, 1927, 1929, 1930, 1931 AND 1932

	1924	1927	1929	1930	1931	1932
Accrington	131	104	204	653	537	389
Ashton-under-Lyne	140	171	269	811	620	424
Blackburn	251	228	276	1,106	920	549
Bolton	403	239	772	1,201	716	597
Burnley	200	123	134	403	514	384
Bury	175	124	145	343	278	153
Chorley	79	67	129	349	248	218
Manchester	1,501	1,246	1,192	2,398	2,560	2,450
Nelson	20	52	51	290	205	121
Oldham	1,058	380	366	1,332	1,105	891
Preston	146	163	286	478	295	403
Rochdale	468	111	90	569	584	390
St. Helens	143	252	203	337	465	514
Salford	827	716	539	1,076	947	750
Stockport	189	133	293	449	361	285
Warrington	140	278	281	458	610	471
Wigan	569	277	374	658	607	593

TABLE III

LANCASHIRE SURVEY REGION

NUMBER OF CHILDREN LEAVING SCHOOL IN THE SUMMER OF 1932 COVERED BY AN
INQUIRY INTO EMPLOYMENT AND UNEMPLOYMENT

<i>Type of School</i>	<i>Lancashire County Council</i>		<i>Autonomous Areas</i>		<i>Total</i>	
	<i>Boys</i>	<i>Girls</i>	<i>Boys</i>	<i>Girls</i>	<i>Boys</i>	<i>Girls</i>
Elementary	2,697	2,719	6,064	5,874	8,761	8,593
Secondary	863	677	747	792	1,610	1,469
Junior Technical	178	—	183	126	361	126
TOTAL	3,738	3,396	6,994	6,792	10,732	10,188

TABLE IV

LANCASHIRE SURVEY REGION

POSITION OF CHILDREN THREE MONTHS AFTER LEAVING ELEMENTARY, SECONDARY
AND JUNIOR TECHNICAL SCHOOLS IN THE SUMMER OF 1932

	Elementary		Secondary		Junior Technical		Total									
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls								
	Actual	%	Actual	%	Actual	%	Actual	%	Actual	%						
Employed	5,663	64.6	5,613	65.3	895	55.6	469	31.9	258	71.5	94	74.6	6,816	63.5	6,176	60.6
Unemployed but seeking work	1,480	16.9	1,127	13.1	316	19.6	187	12.7	77	21.3	18	14.3	1,873	17.5	1,332	13.1
"Staying at home"	56	0.6	564	6.6	10	0.6	173	11.8	—	—	4	3.2	66	0.6	741	7.3
Further education	1,362	17.8	1,289	15.0	389	24.2	640	43.6	26	7.2	10	7.9	1,977	18.4	1,939	19.0
TOTAL	8,761	100.0	8,593	100.0	1,610	100.0	1,469	100.0	361	100.0	126	100.0	10,732	100.0	10,188	100.0
Percentage unemployed to those seeking employment	20.7		16.7		26.1		28.5		23.0		16.1		21.6		17.7	

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TABLE V
LANCASHIRE SURVEY REGION BY DISTRICTS
ELEMENTARY SCHOOL-LEAVERS
PERCENTAGE INDUSTRIAL DISTRIBUTION OF CHILDREN FINDING EMPLOYMENT

District	BOYS										Total (to Industries)	Total (All Industries and Services)
	Cotton	Retail and Wholesale Trading	Agriculture	Coal Mining	Building	General Engineering	Iron and Steel	Woodworking	Food	Electrical Engineering		
Blackburn, Burnley, Accrington, Darwen, etc. }	15.8	21.1	9.2	3.5	3.3	2.3	2.5	2.9	3.9	0.8	65.2	100.0
Bacup, Rawtenstall, Haslingden	3.7	9.9	6.2	4.9	2.5	1.2	—	1.2	1.2	—	32.1	100.0
Oldham, Mossley, Chadderton, etc. }	31.2	15.5	2.4	1.5	3.8	4.0	3.1	1.8	2.9	2.4	68.6	100.0
Bury, Littleborough, Rochdale, etc. }	21.5	15.9	5.2	—	1.5	1.9	1.5	1.5	3.3	—	52.2	100.0
Bolton, Farnworth, Pendlebury	30.5	23.7	4.3	4.1	4.7	2.5	2.7	2.7	1.2	0.8	77.1	100.0
Atherton and Tyldesley, Wigan, etc. }	11.1	29.6	9.2	19.5	4.2	2.1	2.3	3.4	2.1	—	83.6	100.0
St. Helens, Widnes, Warring- ton, etc. }	1.0	28.1	9.9	6.8	4.6	2.7	6.1	1.9	1.9	3.8	66.7	100.0
Chorley, Preston	13.7	20.4	18.4	0.2	3.8	1.1	1.6	2.9	3.8	0.9	67.0	100.0
Trafford Park, Salford, Eccles	3.4	27.9	2.5	—	4.4	7.1	2.4	6.2	3.2	12.8	69.9	100.0
Lancaster, Blackpool, etc.	1.4	35.2	18.7	—	4.9	0.4	—	2.8	2.1	0.7	66.2	100.0
Nelson, Colne	42.5	20.0	7.5	—	1.3	1.3	1.3	3.7	2.5	1.3	81.3	100.0
Manchester, Denton, etc.	5.0	32.2	0.6	0.4	2.4	4.2	2.5	4.1	2.7	4.5	58.7	100.0

GIRLS

District	Cotton	Dress	Food	Retail and Wholesale Trading	Personal Service	Boots and Shoes	Paper	Printing and Publishing	Electrical Engineering	Chemicals	Total (to Industries)	Total (All Industries and Services)
Blackburn, Burnley, Accrington, Darwen, etc. }	47.4	3.8	7.7	9.9	6.1	11.1	1.1	2.9	0.2	0.2	90.5	100.0
Bacup, Rawtenstall, Haslingden	15.0	—	1.3	7.5	1.3	51.3	10.0	—	—	—	86.3	100.0
Oldham, Mossley, Chadderton, etc. }	35.4	18.9	6.5	6.1	1.3	—	1.6	0.6	5.7	0.4	76.4	100.0
Bury, Littleborough, Rochdale, etc. }	32.1	3.9	9.0	5.9	7.5	12.1	5.9	0.8	—	0.8	78.0	100.0
Bolton, Farnworth, Pendlebury	61.5	9.1	5.7	6.5	2.5	0.2	1.1	0.2	—	2.5	89.3	100.0
Atherton and Tyldesley, Wigan, etc. }	46.0	8.9	8.6	8.4	7.4	4.2	0.6	0.4	—	2.7	87.3	100.0
St. Helens, Widnes, Warrington, etc. }	12.7	16.5	3.4	9.7	23.4	—	3.6	3.4	3.0	—	75.8	100.0
Chorley, Preston	42.0	3.9	9.2	7.6	4.6	6.2	1.4	3.9	0.2	0.2	79.1	100.0
Trafford Park, Salford, Eccles	12.8	18.2	11.4	10.1	2.9	1.3	4.0	3.2	8.2	6.7	78.7	100.0
Lancaster, Blackpool, etc.	6.6	6.2	17.2	22.7	12.9	4.6	—	3.9	—	—	71.1	100.0
Nelson, Colne	57.9	5.3	8.8	7.0	3.5	1.7	—	—	—	—	84.2	100.0
Manchester, Denton, etc.	8.4	33.1	5.6	17.4	2.1	0.1	8.5	3.9	1.5	1.8	82.6	100.0

TABLE VI

LANCASHIRE SURVEY REGION

OCCUPATIONAL CLASSIFICATION OF BOY SCHOOL-LEAVERS ENTERING RETAIL TRADING
AND THE COTTON INDUSTRY

<i>Occupation</i>	RETAIL TRADING			
	<i>Elementary School-Leavers</i>		<i>Secondary School-Leavers</i>	
	<i>Number</i>	<i>Percentage</i>	<i>Number</i>	<i>Percentage</i>
Errand boy	928	68·8	2	1·3
Newspaper boy	62	4·6		
Shop assistant	283	21·0	88	55·7
Apprentice	39	2·9	—	—
Pharmaceutical chemist apprentice	—	—	39	24·7
Salesman	—	—	9	5·7
Apprentice salesman	5	0·4	—	—
Clerk	6	0·4	20	12·6
Office boy	9	0·7	—	—
Miscellaneous, (hawker, etc.)	16	1·2	—	—
TOTAL	1,348	100·0	158	100·0

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COTTON INDUSTRY

Little piecer	154	25.3	—	—
Warehouse boy	73	12.0	—	—
Tuber	62	10.2	—	—
Loom tenter	45	7.4	1	2.6
Reacher	34	5.6	—	—
Weaver and "learning to weave"	38	6.2	—	—
Spinner and apprentice spinner	30	4.9	—	—
Scavenger	23	3.8	1	2.6
Errand boy	21	3.5	—	—
Bobbin and weft carrier	20	3.3	—	—
General labourer, cleaner and sweeper	18	3.0	—	—
Doffer	16	2.6	—	—
Office boy	13	2.1	3	7.7
Clerk	4	0.7	24	61.5
Creeler	7	1.2	—	—
"Learning trade"	—	—	7	17.9
Miscellaneous	50	8.2	3	7.7
TOTAL	608	100.0	39	100.0

TABLE VII

LANCASHIRE SURVEY REGION

OCCUPATIONAL CLASSIFICATION OF GIRL SCHOOL-LEAVERS ENTERING THE DRESS INDUSTRY

<i>Occupation</i>	<i>Elementary School-Leavers</i>		<i>Secondary School-Leavers</i>	
	<i>Number</i>	<i>Percentage</i>	<i>Number</i>	<i>Percentage</i>
Machinist or apprentice machinist	289	38·8	18	42·9
Apprentice dressmaker and tailor	90	12·1	2	4·8
Milliner, hat bander and trimmer	71	9·5	6	14·3
Hand sewer, button and trimming sewer	52	7·0	1	2·4
Errand girl	46	6·2	—	—
Knitting machine tenter	37	5·0	—	—
Finisher and presser	31	4·1	—	—
Folder and packer	26	3·5	1	2·4
Clerk	19	2·5	10	23·8
Cutter	17	2·3	—	—
Embroiderer and tracer	17	2·3	—	—
"Learner"	15	2·0	1	2·4
Saleswoman	—	—	2	4·7
Miscellaneous	35	4·7	1	2·4
TOTAL	745	100·0	42	100·0

TABLE VIII

LANCASHIRE SURVEY REGION BY DISTRICTS

LIVE REGISTER OF UNEMPLOYED JUVENILES, MARCH 6, 1933

PERCENTAGE DISTRIBUTION OF JUVENILES ACCORDING TO THE LENGTH OF THEIR
LAST SPELL OF UNEMPLOYMENT

<i>District</i>	<i>Less than 1 Month</i>	<i>1 to 3 Months</i>	<i>3 to 6 Months</i>	<i>6 to 9 Months</i>	<i>9 to 12 Months</i>	<i>12 Months or Over</i>	<i>Total</i>
Burnley, Blackburn, Accrington, Great Har- wood, Darwen, Padiham	39.6	30.4	11.3	7.8	3.9	6.9	100.0
Bacup, Rawtenstall, Haslingden	64.2	30.0	4.7	0.8	0.4	—	100.0
Oldham, Mossley, Shaw, Chadderton, Royton, Middleton, Failsworth	57.2	25.1	10.2	4.4	1.0	2.0	100.0
Littleborough, Bury, Radcliffe, Heywood, Rochdale, Ramsbottom, Whitworth	53.9	25.4	9.2	6.4	2.9	2.2	100.0
Bolton, Farnworth, Pendlebury, Turton, West- houghton	59.2	21.4	8.8	7.1	1.6	1.9	100.0
Atherton and Tyldesley, Wigan, Horwich, Hindley, Standish, Ashton-in-Makerfield, Upholland	60.2	20.0	9.9	5.2	2.4	2.3	100.0
St. Helens, Widnes, Earlestown, Warrington, Prescot, Irlam	21.1	28.4	17.6	13.3	6.0	13.6	100.0
Chorley, Preston, Croston, Leyland, Longridge	51.3	32.2	9.0	4.8	1.8	0.9	100.0
Salford, Stretford, Eccles	36.8	32.0	25.1	5.2	0.6	0.3	100.0
Blackpool, Fleetwood, Lytham, St. Annes	20.7	39.3	30.0	7.0	1.3	1.7	100.0
Nelson, Colne	48.9	32.1	15.3	2.6	0.7	0.4	100.0
Manchester, Denton, Prestwich	37.6	37.1	16.2	6.7	1.2	1.2	100.0

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TABLE IX

FORTY LOCAL EDUCATION AUTHORITY AREAS IN INDUSTRIAL LANCASHIRE

AGE CLASSIFICATION OF LEAVERS FROM PUBLIC ELEMENTARY SCHOOLS, FOR REASONS OTHER THAN FURTHER EDUCATION, ON AND AFTER ATTAINING THE AGE OF EXEMPTION FROM COMPULSORY SCHOOL ATTENDANCE: YEARS ENDED MARCH 31, 1929, 1931 AND 1932

BOYS

<i>Age</i>	1929		1931		1932	
	<i>Numbers</i>	<i>Percentage</i>	<i>Numbers</i>	<i>Percentage</i>	<i>Numbers</i>	<i>Percentage</i>
Under 14½	26,945	90·8	20,780	88·4	18,697	85·4
14½ to 14½	1,762	5·9	1,219	5·2	1,360	6·2
14½ to 14¾			342	1·5	423	1·9
14¾ to 15			247	1·1	299	1·4
15 to 16			626	2·7	780	3·6
16 and over	964	3·2	294	1·3	337	1·5
Total—14½ and over	2,726	9·2	2,728	11·8	3,199	14·6
Total—All ages	29,671	100·0	23,508	100·0	21,896	100·0

GIRLS

Under 14½	27,668	91·6	20,926	89·5	19,354	87·7
14½ to 14½	1,728	5·7	1,049	4·5	1,038	4·7
14½ to 14½			272	1·2	343	1·6
14½ to 15			195	0·8	260	1·2
15 to 16	819	2·7	671	2·9	775	3·5
16 and over			272	1·2	306	1·4
<hr/>						
Total—14½ and over	2,547	8·4	2,459	10·6	2,722	12·4
<hr/>						
Total—All ages	30,215	100·0	23,385	100·0	22,076	100·0

APPENDIX

* The age-group "under 14½" contains the vast bulk of the children who left on reaching the statutory leaving age—i.e. the end of the term in which the fourteenth birthday was attained.

TABLE X
ENGLAND AND WALES
AGE CLASSIFICATION OF BOYS AND GIRLS LEAVING PUBLIC ELEMENTARY SCHOOLS
FOR EMPLOYMENT,¹ ON OR AFTER ATTAINING THE AGE OF EXEMPTION FROM
COMPULSORY SCHOOL ATTENDANCE.² YEARS ENDED MARCH 31, 1930 AND 1931

BOYS				
1930			1931	
<i>Age</i>	<i>Numbers</i>	<i>Percentage</i>	<i>Numbers</i>	<i>Percentage</i>
Under 14½	187,716	81·9	195,669	82·8
14½ to 15	31,645	13·8	30,509	12·9
15 to 16	8,237	3·6	8,357	3·5
16 and over	1,546	0·7	1,703	0·7
Total—14½ and over	41,428	18·1	40,569	17·2
Total—All ages	229,144	100·0	236,238	100·0
GIRLS				
Under 14½	187,224	83·5	196,776	83·7
14½ to 15	27,315	12·2	27,710	11·8
15 to 16	7,710	3·4	8,464	3·6
16 and over	1,985	0·9	2,229	0·9
Total—14½ and over	37,010	16·5	38,403	16·3
Total—All ages	224,234	100·0	235,179	100·0

¹ Whether they secured it immediately or not.

² See Note (1) to Appendix, Table IX.

TABLE XI
LOCAL EDUCATION AUTHORITY AREAS IN INDUSTRIAL LANCASHIRE WITH RELATIVELY
LOW PERCENTAGES OF BOYS REMAINING AT ELEMENTARY SCHOOLS VOLUNTARILY
BEYOND LEGAL LEAVING AGE, 1931-32

<i>Local Education Authority Area</i>	<i>Boy Leavers aged 14½ or over as Percentage of Total Boy Leavers (other than for Further Education)</i>	<i>Boy Leavers aged 15 or over as Percentage of Total Boy Leavers (other than for Further Education)</i>
Bolton County Borough	10.4	0.8
Burnley County Borough	12.3	4.9
Bury County Borough	9.4	0.0
Preston County Borough	11.9	2.2
Salford County Borough	5.1	1.5
Warrington County Borough	9.7	0.4
Wigan County Borough	5.0	0.5
Area under Lancashire County Council	11.2	1.8
Bacup Municipal Borough	2.1	0.0
Chorley Municipal Borough	5.7	0.5
Clitheroe Municipal Borough	8.3	0.0
Eccles Municipal Borough	5.8	0.0
Haslingden Municipal Borough	1.5	0.0
Leigh Municipal Borough	5.3	0.4
Middleton Municipal Borough	1.3	0.0
Rawtenstall Municipal Borough	2.2	0.7
Chadderton Urban District	1.1	0.0
Farnworth Urban District	7.1	1.3
Hindley Urban District	5.1	0.0
Ince-in-Makerfield Urban District	2.9	0.0
Radcliffe Urban District	0.0	0.0
Swinton and Pendlebury Urban District	8.9	0.0
Forty areas in industrial Lancashire	14.6	5.1

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PERCENTAGE OF BOYS REMAINING AT ELEMENTARY SCHOOLS VOLUNTARILY BEYOND
LEGAL LEAVING AGE, COMPARING INDUSTRIAL LANCASHIRE AND ENGLAND

<i>Local Education Authority Areas</i>	1926-27		1928-29	
	<i>Boy Leavers aged 14½ or over as Percentage of Total Boy Leavers (other than for Further Education)</i>	<i>Boy Leavers aged 15 or over as Percentage of Total Boy Leavers (other than for Further Education)</i>	<i>Boy Leavers aged 14½ or over as Percentage of Total Boy Leavers (other than for Further Education)</i>	<i>Boy Leavers aged 15 or over as Percentage of Total Boy Leavers (other than for Further Education)</i>
County Councils:—				
Lancashire	5·8	0·6	5·9	0·5
England—excepting London	11·2	1·5	14·2	1·8
London	15·3	5·5	14·7	6·3
Municipal Boroughs and Urban Districts:—				
Industrial Lancashire	5·6	1·1	5·3	0·9
England	17·1	4·5	17·8	4·5
County Boroughs:—				
Industrial Lancashire	8·7	4·3	11·8	5·1
England	14·1	3·5	15·7	3·9
Forty Areas—Industrial Lancashire	7·5	2·9	9·2	3·2
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