

HULL COMMUNITY COUNCIL

Social Survey Committee

UNEMPLOYMENT
IN
HULL

*A Survey prepared for the
"Getting a Living" Sub-Committee
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♁SIXPENCE

UNEMPLOYMENT IN HULL

1923 - 1931

1. The Problem of Unemployment.

The problem of unemployment has been with us for the last ten years and even the most apathetic are now conscious of the serious menace to the social good which heavy unemployment involves. At the present time rather more than a quarter of the people in Hull who desire to work in order to obtain an income are unable to obtain work of any kind, and are consequently suffering. The total number of persons upon whom this burden falls is about 50,000 or one-sixth of the population of Hull. Indirectly all citizens suffer from the call of the public authorities for rates and taxes to relieve the worst evils which accrue to the families of the unemployed.

The problem is many-sided and the present survey makes no claim to full treatment. The trends of industry in Hull in so far as they can be gauged from the statistics of the Ministry of Labour are set forth, and the graphs will be found useful in giving a bird's-eye view of developments. Some consideration is given to the special problem of dock labour. Information is given about unemployment pay, and a comparison made with the estimated requirements for subsistence, for such knowledge is by no means as common as could be desired. Finally mention is made of other activities designed to ameliorate, if only to a small extent, the suffering imposed by unemployment. If this survey arouses the interest of citizens so that a more effective study is made of the problem it will have served its purpose.

PART I. NUMBERS OF INSURED WORKPEOPLE.*

2. TABLE I.
ESTIMATED NUMBER OF INSURED WORKPEOPLE IN HULL IN
JULY OF EACH YEAR.

	Men.	Women.	Total.	% Men.	% Women.
1923	68,690	17,750	86,440	79.5	20.5
1924	67,230	18,240	85,470	78.6	21.4
1925	67,650	18,450	86,100	78.6	21.4
1926	69,790	18,700	88,490	78.9	21.1
1927	69,900	18,770	88,670	78.9	21.1
1928	67,900	18,220	86,120	78.9	21.1
1929	68,520	19,040	87,560	78.3	21.7
1930	69,560	19,490	89,050	78.1	21.9

* Only about two-thirds of the total number of persons gainfully occupied are insured—in 1921 Census this total was given as 124,933. In the Ministry of Labour statistics for 1923—the nearest available to the date of the Census—the number of insured persons was 86,440. Domestic Servants numbering 5,597 in 1921, are the chief omission from the total, apart from those excluded by high incomes.

It will be seen that during the eight years there was an increase of 2,610 in the number of insured persons. The figures, however, are not strictly comparable as there were administrative changes in 1927. After that year only persons aged 18 to 64 were recorded by the Ministry of Labour, whilst the earlier figures include men and women of 65 and over. This change involved a fall of 2,550 in 1928, divided proportionately between men and women. It is not possible to estimate the actual difference which the administrative changes made—1928 might have shown an increase of 1,000 or a decrease of 500 if no change had been made—and our argument takes the figures as they are given, but readers should keep in mind these causes of error. It will be seen that, apart from this fall in the totals, there was a gradual increase year by year, except in 1924, when the number of men in insured trades declined considerably. Most of this decline was due to a large decrease in the number engaged in shipbuilding and ship-repairing. Taking the 1923 totals and comparing them with those of 1930, it will be seen that the increase is mainly an increase of women workers. There were 1,740 more women workers insured in 1930 than in 1923, and only 870 men. The rate of increase among the former was 9·8 per cent, whilst the number of men in 1930 was only 1·2 per cent more than in 1923.

3.

TABLE 2.

INDUSTRIES IN WHICH THE NUMBER OF INSURED PERSONS HAS INCREASED.

	1923		1930		Increase.	
	No.	% of Total Insured Persons	No.	% of Total Insured Persons	No.	%
Building Industry	3,560	4·1	4,300	4·8	740	20·8
General and Marine Engineering	2,650	3·05	3,420	3·85	770	29·0
Heating and Ventilating Apparatus	1,110	1·3	1,660	1·85	550	49·8
Fishing	3,400	3·95	3,990	4·5	590	17·3
Paint, Varnish, etc.	1,350	1·5	1,460	1·6	110	8·1
Distributive Trades	11,630	13·5	17,770	19·8	6,140	52·8
Saw Milling and Machined Woodwork	870	1·0	1,280	1·4	410	47·1
	24,570	28·4	33,880	37·8	9,310	37·9

The graphs at the end of the survey show the yearly fluctuations. If growth in these trades is compared with the growth of population (9 per cent between 1921 and 1931) it will be seen that most of them were growing at a much more rapid rate than was population. The Building Industry was mainly affected by the Government's housing policy, and the peak was reached in 1927 when 2,024 houses were built, of which the Municipality was

responsible for 1,428. The Engineering Trade appears to have coped successfully with the post-war situation, although General Engineering had 200 fewer insured persons in 1930 than in 1923 and Marine Engineering fluctuated considerably. Fishing made great strides, and Hull now rivals Grimsby as a fishing centre. The increase in the number of insured persons in the industry has been steady, except for the years 1929 and 1930, when there was a slight decline. The most remarkable feature is the very great increase in the number of distributive workers. That 6,000 more people should be engaged in this trade in 1930 than there were in 1923 appears astonishing. This tendency is not confined to Hull but affects the nation as a whole, but as Hull is mainly a distributive centre the increase is more pronounced here. The matter is referred to elsewhere,* but it should be noted that contrary to popular opinion, the number of men in the trade has increased more rapidly than the number of women. Men increased by 57 per cent, women by 46·5 per cent.

TABLE 3.

ESTIMATED NUMBER OF INSURED PERSONS IN HULL IN THE DISTRIBUTIVE TRADES.

	1923	1924	1925	1926	1927	1928	1929	1930
Men	7,170	8,010	9,110	9,480	10,100	10,300	10,800	11,240
Women	4,460	4,590	5,240	5,670	5,760	5,730	6,240	6,530
Total	11,630	12,600	14,350	15,150	15,860	16,030	17,040	17,770
% of all Insured Persons	13·5	14·7	16·6	17·1	17·9	18·6	19·5	19·8

The Distributive Trades include all persons engaged in whole-sale and retail trading such as shop assistants, van delivery men and clerical staffs of such businesses. Men engaged on the Fish Dock in connection with the selling of fish are also included.

4.

TABLE 4.

HULL INDUSTRIES IN WHICH THE NUMBER OF INSURED PERSONS HAS DECREASED.

	1923		1930		Decrease:	
	No.	% of Total Insured	No.	% of Total Insured	No.	%
Dock, River, Harbour and Canal Service	10,100	11·5	8,060	9·0	2,040	20·2
Railways	5,300	6·1	3,590	4·0	1,710	32·3
Shipping	4,450	5·1	3,280	3·7	1,170	23·6
Shipbuilding and Ship-repairing	4,270	4·9	2,760	3·0	1,510	35·2
	24,120	27·6	17,690	19·7	6,430	26·6
Oil, Soap, Blue	8,190	9·4	6,190	6·9	2,000	25·0
	32,310	37·0	23,880	26·6	8,430	26·1

* See Appendix.

The four industries which are given first are grouped together because they are concerned with the activities of Hull as a port, and a decline in the employment of persons in these industries is an indication of a reduction of the trade of the port as such. And, in fact, the statistics published by the Board of Trade show that the net tonnage of British and Foreign ships entering the port with cargoes or in ballast was 5,925,515 in 1923, and 5,286,170 in 1930. Outward vessels were of 5,298,503 tonnage in 1923 and 4,509,902 in 1930. It should be noted that the national figures show an increase and that the increase in the case of Liverpool is over 10 per cent. It is evident that the impoverishment of Europe is showing itself in East Coast ports. Besides this shrinkage of trade the mechanisation of some of the work of loading and unloading ships has resulted in a reduction in the number of men required. The railways have undoubtedly lost some trade to road transport, which is now being undertaken by the importing firms. Many wool merchants from Leeds and Bradford send direct to the docks for their supplies, and, in some cases inland haulage contractors undertake the work. The export trade has fallen off more than import trade and, until world trade recovers, this particular group of industries providing incomes and homes for more than a quarter of the people cannot look forward to much improvement. Oil-seed crushing has been affected by general world conditions and to some extent by amalgamation and processes of rationalisation.

PART II.—NUMBERS OF UNEMPLOYED WORKPEOPLE.

5.

TABLE 5.

PERCENTAGE OF INSURED PERSONS UNEMPLOYED IN HULL, 1923-30.

	1923	1924	1925	1926	1927	1928	1929	1930
Men	13.4	12.6	14.4	15.5	14.6	16.0	16.1	19.6
Women	5.9	6.4	5.9	6.4	5.4	5.6	6.9	10.5
Total	11.8	11.2	12.6	13.6	12.7	13.8	14.1	17.7

It will be seen that the percentage of insured persons without employment increased over the period. The total increased from 10,279 in 1923 to over 15,000 in 1930. Except for a decrease of 600 in 1924 and a larger increase in 1926 than in other years, there is little variation in the rate of increase, and statistics for male unemployment vary less than those for female workers. The world depression of 1930 caused a big increase. This depression in business and commercial activity is far more severe than the world has experienced previously. A heavy fall in the prices of raw materials, the hindrance of trade through tariff barriers,

and a restriction of foreign lending by America and France with a consequent accumulation of gold in those countries, are closely associated with this shrinkage of world trade. All countries have suffered from it, but the loss in this country has not been so severe as that of some other countries—partly because our industry was less active at the beginning of the depression. The measure of its intensity here is that the number of unemployed in the country increased from 1,281,000 in October-December, 1929, to 2,297,000 in October-December, 1930. The highest number recorded was 2,896,987 in September, 1931. Below are given the national percentages of unemployment for comparison with those of Hull.

TABLE 6.
PERCENTAGE OF INSURED PERSONS UNEMPLOYED IN
GREAT BRITAIN, 1923-30.

	1923	1924	1925	1926	1927	1928	1929	1930
Men	12.1	10.7	12.4	13.4	10.7	12.1	11.3	17.1
Women	9.5	8.3	8.3	9.7	5.7	7.0	7.1	15.2
Total	11.1	10.1	11.3	12.5	9.4	10.7	10.1	16.7

It will be seen that Hull had more unemployment than the country as a whole but considerably less unemployment among women than was general. This may be due to the fact that in towns where it is normal for women to continue in employment after marriage, industries do not shed their surplus workers so quickly as in towns such as Hull where this practice does not prevail. It is, for instance, notable that the Oil, Soap and Blue industry lost by the year 1930 nearly one-third of the female workers insured in it in 1923. This is probably to be accounted for by the fact that losses of labour due to marriage were not replaced by new recruits owing to the depressed conditions of the trade. There was a big increase of unemployed women workers in 1930.

6. Unemployment in Separate Trades in Hull—

TABLE 7.
PERCENTAGE OF INSURED PERSONS UNEMPLOYED IN
VARIOUS INDUSTRIES IN HULL, 1923-30.

	1923	1924	1925	1926	1927	1928	1929	1930
Dockers	24.4	28.2	41.6	39.2	38.6	47.3	49.5	46.3
Ship- building	38.2	39.6	34.0	33.7	31.5	34.6	30.5	43.5
Engineering	22.6	13.4	9.7	21.0	15.2	10.2	9.3	17.6
Shipping	10.9	12.7	15.5	12.8	12.5	14.0	16.2	28.8
Oil, Soap, - Blue	14.0	9.3	11.0	17.0	18.8	13.8	16.2	14.7
Building....	12.5	6.1	6.0	5.1	9.3	13.8	11.4	17.0
Fishing	8.3	6.9	9.4	12.8	9.9	10.8	9.3	10.0

As we have seen, the total amount of unemployment increased during the eight years, but the trend varied from industry to industry.

7. Unemployment among Dockers.

At the beginning of the period under review Dock, River, Harbour and Canal Service engaged 10 per cent of the insured workers of Hull; at the end of the period 5.9 per cent only. These figures refer to dockers under the registration scheme. There are probably 2,000 workers who obtain dock work, but are registered in other categories, e.g., general labourers.

TABLE 8.

EMPLOYMENT AND UNEMPLOYMENT IN DOCK, RIVER,
HARBOUR AND CANAL SERVICES.

	1923	1924	1925	1926	1927	1928	1929	1930
Insured	10,100	10,320	9,560	9,190	8,960	8,430	7,960	8,060
At work	7,642	7,416	5,572	5,580	5,507	4,538	4,018	4,327
Proportion								
Unemployed	24.4	28.2	41.6	39.2	38.6	47.3	49.5	46.3

This is a terrible record. More than one-third and often nearly one half were consistently unemployed. Although there is a registration scheme which has been in operation since 1925, casual employment is more pronounced than ever. In the recent "Port Labour Enquiry Report" issued by the Ministry of Labour it is recorded of Hull that the master stevedores only partially support the scheme and that there are practically no permanent men. It is also recorded that "statistics are not complete owing to non-compliance with the rules of the scheme. The system of engagement is at the ship's side. Certain telephone facilities are available for labour distribution but are not used."

In the Report, the Commission, of which Sir Donald Maclean was Chairman, state ". . . we are in a position to confirm the generally accepted opinion that it is more in the public interest to provide regular employment for a selected body of workers than to allow the work to be shared indiscriminately by an overstocked and unregulated pool, so that it can only afford the skeleton of a living to all and sundry. It is obvious that such control of the aggregate labour supply has diminished the serious social and economic evils which arose from an almost chaotic uncertainty and we see no reason why improved regulation and distribution with the object of obtaining greater efficiency and good order in port operation, should not eventually lead to a wider avenue of regular employment for labour of a high standard. Such an achievement would undoubtedly react to the advantage of the whole community."

In a recent Hull survey of persons disallowed unemployment benefit it was noticeable that such persons tended to drift towards dock labour rather than towards any other kind of work. Unless entrance to this service is strictly controlled in the interests of genuine dock labourers, a large pool of comparatively inefficient labour collects and picks up half a living from the docks, to the detriment of genuine dockers without obtaining any real benefit itself. Even in these days of excessive unemployment no useful purpose is served by allowing men to be attracted to what has always been casual employment. What is needed rather is drastic re-organisation in order to reduce the casual nature of the employment to the lowest possible limits.

The scheme which appears to work most effectively is the preference system of the Port of London Authority. The first group of men called upon are the "A" men who constitute the regular body of permanent dockers, and until all "A" men who offer themselves are engaged no others are taken on. Second preference men are the "B" grade. They are semi-permanent and are taken on when all "A" men have been selected. "C" grade consists of the casuals who have to be taken on in a sudden rush of work. For the "A" men there is thus regular work: they get used to their jobs and become more efficient. Naturally the lower grades desire to become "A" men and selected men are transferred to the "A" group as necessary.

Greater mobility among workers is also necessary if casual conditions are to be overcome. In some ports central call offices are established where men are engaged, and if there is a shortage of labour at one point, telephonic communication is made with the other call offices to see if they have any surplus. It is evident that if the preference system is to be made successful co-ordination of this kind would be necessary.

The problem presents itself for solution more urgently than ever now that so many dockers are being moved from slum clearance areas in the centre of the city and being rehoused on the outskirts. The regulations compel a docker, if unemployed, to sign on twice a day and it is not feasible for them to walk 3 or 4 miles each way for this purpose. On the other hand tram fares cannot be spared out of unemployment benefit. In these circumstances there will inevitably be a drift back to overcrowded houses in the centre of the city and much of the work of slum clearance will be wasted.

No social problem in Hull calls more urgently for treatment than this of dock labour. At the same time one must recognise the grave difficulties of which the chief is the open dock system. When any man can walk on the docks without a docker's book, restriction of work to genuine dockers is very difficult. Central stands for engaging labour on the other hand raise further difficulties. But with goodwill the problem might be solved.

8. Other Industries.

The various industries dependent on the Port also suffered from severe unemployment: Shipbuilding and Ship Repairing, Shipping and Engineering, part of which is Marine Engineering. The percentage of unemployment in Shipbuilding was in every year more than twice the average percentage and in some years more than three times the average percentage for Hull. In the years 1925, 1928 and 1929, Engineering suffered less unemployment than the average, and in 1923, 1926 and 1927, Shipping had fewer unemployed than was general. Presumably the stoppage in the coal industry afforded more work in the transport of coal from abroad in 1926 and 1927. Of the other three industries in the table, Fishing was consistently carrying a smaller percentage of unemployed than the average, whilst the Building Trade percentage exceeded the average only in the year 1923. In 1924, 1925 and 1926, probably as a result of the Government housing policy, the percentage of unemployment in the Building Trade fell almost to a pre-war level. There was a heavy increase in 1930, but still the figure remained below the average for the year. The Oil, Soap and Blue industry was above the average except in 1924 and 1925. There were considerable fluctuations—the lowest percentages being 9·3 in 1924 and the highest 18·8 in 1927, although in the latter year 600 fewer insured persons were recorded as being in the industry.

9. Distribution of Unemployment.

TABLE 9.
UNEMPLOYMENT IN THE VARIOUS INDUSTRIES, 1923-1930.

	1923		1930	
	Workers Unemployed	% of total Unemployed	Workers Unemployed	% of total Unemployed
Dock, River, Harbour, Canal Service	2,458	23·7	3,733	23·7
Shipbuilding and Ship- repairing	1,637	15·9	1,214	7·65
Engineering....	597	5·8	604	3·8
Shipping	486	4·7	942	6·0
Oil, Soap, Blue	895	8·7	720	4·6
Building	374	3·6	731	4·65
Fishing	281	2·7	397	2·5
Railway Service	177	1·7	398	2·5
Sawmilling and Mach- ined Woodwork	137	1·3	180	1·2
Heating and Ventila- ting Apparatus	31	·3	140	·9
Paint, Varnish	14	·1	89	·6
Distributive Trades	658	6·4	1,892	12·1
Other Industries	2,534	25·1	4,698	29·8
Total	10,279	100	15,738	100

From the above table it will be seen that half the total of unemployed persons were in 1923 in the first four industries tabulated; in 1930 these industries were responsible for two-fifths of the unemployed in Hull. The distributive trades were responsible for one-eighth—double the proportion of 1923 and three times as many persons. Other industries carried heavier burdens of unemployment than in 1923, but in the main it was industries connected with Hull as a port and distributing centre which accounted for the bulk of the unemployment both in 1923 and 1930.

10. Unemployment in 1931.

The number of insured persons increased by 4,170 between July, 1930, and July, 1931. The increase was made up of 3,180 men and 990 women. The number of people recorded as employed, however, had only increased by 2,054, of whom 1,385 were men and 669 women. Unemployment increased to 19.1 per cent; in the case of men the percentage was 21.3 and in the case of women 11.1.

Several trades showed considerable improvement particularly Building and Fishing. In the former there was an increase of nearly 2,000 or over 40 per cent: in the latter, nearly 25 per cent. more persons were at work. The Distributive Trades showed an increase and for the first time the increase was greater among women workers than among men. The total engaged in distribution was 18,570. Dockers increased in numbers but fewer were at work—almost exactly half being recorded as unemployed. Oil milling and allied trades recorded more insured persons, but also more unemployment. The Paint trade showed a slight improvement, as did also Saw Milling and Shipping. On the other hand Engineering, Heating and Ventilating Apparatus, Railway Service, and Shipbuilding and Ship-repairing recorded decreases. In the case of shipbuilding the change was almost catastrophic, as out of 2,320 persons in the trade, 1,335 were unemployed.

The year produced some surprises. The general downward tendency was not accentuated as one might have anticipated. That Shipping should show an increase and Railway Service a decrease probably points to an expansion in road transport—much of which would not benefit Hull. The sudden and heavy rise in Building is partly due to municipal housing policies, but also to a considerable amount of speculative building. It should be noted, however, that in 1927 more houses were built, but fewer persons were recorded as employed. Possibly school building and other large scale contracts would account for this difference. The Fishing industry is obviously making strenuous efforts to expand.

PART III. MEETING THE PROBLEM OF UNEMPLOYMENT :

(i) UNEMPLOYMENT INSURANCE.

11. Unemployment Pay.

The most important means of meeting the evil of unemployment is the National Unemployment Insurance Scheme. The rates of benefit for unemployed persons are set out in the following table. Children's benefit is payable in respect of children under 16 years of age.

TABLE 10.

RATES OF BENEFIT FOR UNEMPLOYED PERSONS. .

	£	s	d
Man and Wife	1	3	3
Man, Wife and 1 Child	1	5	3
Man, Wife and 2 Children	1	7	3
Man, Wife and 3 Children	1	9	3
Man, Wife and 4 Children	1	11	3
Man, Wife and 5 Children	1	13	3
Single Man	0	15	3
Single Woman	0	13	3

*12. A Minimum Standard of Family Expenditure.

In 1913, Professor A. L. Bowley, using a previous estimate by Mr. B. S. Rowntree as a basis, calculated the amount of various kinds of foods, normally used in working-class families, sufficient to maintain a man in good health, and the same scale was used by him in 1924. Mr. Rowntree took as standard a diet yielding 3,500 calories daily and worked out the cost of the cheapest of the tables of rations authorised by the Local Government Board for use in workhouses. This was largely vegetarian and Professor Bowley altered it by adding 2lb. of butcher's meat per week, reducing a few of the other items correspondingly, and substituting bread for most of the flour on the assumption that people did not bake at home.

The table of equivalents used in 1924 is shown below :—

	Males	Females
Over 18 years	100	80
14 to 18 years	85	80
5 to 14 years	50	50
0 to 5 years	33	33
Over 70 years	60	60

* Extracted from "SOCIAL SERVICE REVIEW," December, 1932.

At the date of the surveys the amounts of the various items of food were given at the prices current in the towns covered by the investigation, and estimates for other items of family expenditure were made.

The cost of Professor Bowley's food scale at the present time, corrected for the change in the cost of living food index (a change from 170 in 1924 to 125 now), is as follows :—

FOOD SCALE.- ESTIMATED COST PER WEEK IN 1932.

	Males		Females	
	s	d	s	d
Over 18 years	5	6	4	5
14 to 18 years	3	8	4	5
5 to 14 years	2	9	2	9
0 to 5 years	1	10	1	10
Over 70 years	3	4	3	4

The cost of cleaning materials and light was estimated in 1924 at 3½d. per head per week and this figure may still be accepted.

The cost of fuel was estimated at 3s. per family per week in the case of Reading in 1924, with coal at 2s. 4d. per cwt. That cost could now be reduced to 2s. 9d. per family per week. In many northern towns the amount would be somewhat less, and in pit villages little or nothing would be spent on coal.

The estimate of the cost of clothing was 1s. 1½d. per week for a person over 18, and 11½d. per week for a person under 18, in 1924. The equivalent cost to-day would be 11½d. for an adult and 10d. for a person under 18.

Thus, to give an example, the minimum standard of weekly expenditure for a family composed of a man, his wife, two children (5-14 years) and one baby (under 5), would be :—

		£	s	d
Food	Man	0	5	6
	Wife	0	4	5
	2 Children (5-14)	0	5	6
	1 baby	0	1	10
Cleaning and Light	5 persons	0	1	5½
Fuel	Per family	0	2	9
Clothing	2 adults	0	1	11
	3 children	0	2	6
		<u>£1</u>	<u>5</u>	<u>10½</u>

To this figure should be added the cost of rent and rates, insurances and transport.

It should be noted that it is assumed :—

- (a) that two or more persons live together ;
- (b) that the families are town-dwellers ; and
- (c) that a reasonable amount of care is used in spending the family income, although the diet corresponds roughly with the usual items purchased by working-class families.

No allowance has been made for beer, tobacco, newspapers or recreation of any kind. A family at this standard would not enjoy life but would have sufficient to keep it normally healthy.

For very short periods, less than the estimated amount could be spent on food without harm, and for short periods the amount of clothing could be omitted.

It is interesting to note that a family similar in composition to that in the example would receive, if the man were out of work, 29s. 3d. per week in unemployment benefit. There would thus be an amount of 3s. 4½d. available for rent, rates and insurances—nothing at all for travelling or minor personal expenditure.*

It should be borne in mind that, as the Prime Minister has recently stated, unemployment benefit is not supposed to cover the cost of living, but is only conceived as an assistance to tide families over periods of unemployment.

13. Actual Budgets of the Unemployed.

During the summer months of 1931 a number of people in Hull were induced to keep accounts over a period of six weeks showing how they spent their weekly income. Some of these budgets were those of unemployed persons. The persons were visited week by week by voluntary helpers who instructed them how to detail the items of expenditure, and in the main these budgets constitute a reliable record of family income and expenditure. It would appear from these that rent usually takes about one quarter of the income, food two-fifths and clothes rather less than one-tenth, leaving one quarter for fuel, light, cleaning materials and sundries. So far as food is concerned this is very seriously below the amount which is required, some families of four persons, e.g., man, wife and two children, having only 11 or 12 shillings a week for food. Here are three weekly budgets of one such family :—

* Extracted from "SOCIAL SERVICE REVIEW," December, 1932.

	s	d		s	d		s	d
Flour	0	8	Flour	0	8	Flour	0	8
Yeast	0	1	Yeast	0	2	Yeast	0	1
Margarine	1	0	Meat	2	0	Margarine	0	11
Bacon	0	6	Margarine	0	8	Loaf	0	3
Milk (tin)	0	6	Tin Milk	0	6	Tin Milk	0	3
Milk, 4 pts.	1	0	Milk, 4 pts.	1	0	Milk, 4 pts.	1	0
Tea	0	6	Sugar	0	9	Tea	0	6
Sugar	0	9½	Tea	0	6	Cocoa	0	6
Lard	0	4½	Cocoa	0	6	Sugar	0	9
Jam	0	6	Bacon	0	8	Rice	0	3
Loaf	0	3	Lard	0	4½	Lard	0	4½
Meat	2	4	Salt	0	3	Jam	0	6
Pastry	1	2	Corned Beef	0	4	Pastry	0	8
Jelly	0	3	Pastry	0	10	Custard Pdr.	0	4½
Potatoes	1	0	Margarine	0	4	Potatoes	1	0
Greens	0	3	Potatoes	1	0	Greens	0	5
			Greens	0	2	Tomatoes	0	4
			Blue Peas	0	3	Meat	1	10½
	11	2						
				10	11½		10	8½
Rent	7	6	Rent	7	6	Rent	7	6
Clothing	2	0	Clothing	2	0	Clothing	2	0
Coal, Gas	4	0	Gas, etc.	2	7½	Coal, Gas	3	2
Cleaning	0	11	Cleaning	1	5	Cleaning	0	8½
Wallpaper	2	0	Club, etc.	2	11	Paint, etc.	1	3
Sundries	2	5	Sundries	2	5	Sundries	4	2
	30	0		29	10		29	6

The proportion of the income which was spent on food in this case was 37 per cent. In other cases it varied from 35 per cent to 46 per cent. Rent averaged 25 per cent. The regular 2s. spent on clothes indicates that these are purchased through a "packie" on credit. The sundries item includes such things as tobacco, papers and hardware. The diet shows a serious omission of nutritious food, especially for children and cannot but result in continuous ill-health. Per meal this budget works out at about 6½d. for the four people, if we reckon three meals a day.

14. (ii) OTHER STATUTORY ASSISTANCE.

The local authority is responsible for assisting poverty in general and in one way for dealing with unemployment direct. The Public Assistance Committee of the City Council, which has taken over the work previously carried on by the Boards of

Guardians, has the main responsibility for coming to the assistance of the poor and destitute. The Education Committee administers a scheme for the provision of meals for necessitous school children, and the Health Committee provides similarly for necessitous expectant and nursing mothers and also supplies milk and other nutritives. The City Council has organised certain public works as a means of relieving unemployment. The Government gives grants for approved schemes. Some account of these activities with statistical tables is given in the following pages.

15. Poor Relief.

It is not possible to give any precise figures showing the assistance to unemployed which has been afforded by the Boards of Guardians and Public Assistance Authorities. At the same time it is legitimate to assume that any increase in outdoor or domiciliary relief will be due to increasing unemployment. The statistics of these matters are not straightforward. The Sculcoates Board of Guardians and the Hull Incorporation for the Poor administered the Poor Laws until April 1st, 1930, and the former included areas outside the city boundary. The extension of the City boundaries in 1930 added a sum exceeding £30,000 to the Corporation's Public Assistance Expenditure.

TABLE 11.
POOR LAW ASSISTANCE.

	No. in Receipt of Poor Relief in the December of the financial year	Cost for year ending March 31st.	No. on Out- Door Relief in the December of the financial year	Cost of Out- Relief for year ending March 31st.
		£		£
1922-3		341,800		191,650
1923-4		333,300		201,566
1924-5		312,000		165,562
1925-6	14,975	360,619		193,339
1926-7	17,008	361,102		218,180
1927-8	19,196	369,621		229,157
1928-9	18,649	371,133		251,534
1929-30	18,676	385,390	16,214	256,256
1930-31	16,113	424,874	14,281	250,236
1931-32	17,974	460,036	16,202	286,626
		<u>£3,719,875</u>		<u>£2,244,106</u>

Seven-eighths of the expenditure of the Sculcoates Union is included here, being the amount estimated as occurring in the City's boundaries.

16. Provision of Meals.

TABLE 12.

NUMBER OF FREE MEALS PROVIDED FOR SCHOOL CHILDREN BY THE EDUCATION COMMITTEE, WITH COST.

	No. of Free Meals.	Cost per Annum		
		£	s.	d.
1922-3	413,072	9,225	7	2
1923-4	304,987	6,222	13	6
1924-5	257,897	5,896	0	0
1925-6	326,296	6,550	10	9
1926-7	571,462	9,004	15	5
1927-8	658,854	12,245	14	9
1928-9	702,200	12,034	2	3
1929-30	670,571	13,013	9	2
1930-1	569,780	12,092	8	3
1931-2	578,583	12,274	3	1

The amount of help to poor children has for the last five years remained at the high figure of over £12,000 a year. This is rather less than the amount of unemployment pay distributed in one week.

17. Dinners, Milk and Nutritives supplied to Expectant and Nursing Mothers.

TABLE 13.

FREE MEALS TO EXPECTANT AND NURSING MOTHERS.

	Number.	Cost.	
		£	
1923	45,291	Not given.	
1924	44,372	Not given.	
1925	41,018	1,196	
1926	46,718	1,362	
1927	52,195	1,522	
1928	61,188	1,529	
*1929	43,661	1,091	
1930	47,018	1,175	
	1,821 (toddlers)	30	
1931	42,377	1,059	
	3,942 (toddlers)	65	

The cost as shown above is the cost to the Corporation and does not include the Government grant. No deductions can be drawn as to the influence of unemployment on these figures.

* New regulations caused this reduction. It followed a reduction in the grant allowed by the Ministry of Health.

TABLE 14.
GRANTS OF DRIED MILK FREE AND MILK AT HALF PRICE.

	Free Numbers	Cost £	Half Price	Cost £
1923	5,904	434	—	—
1924	8,654	571	—	—
1925	5,632	412	—	—
1926	7,539	555	111	4
1927	15,506	1,067	161	6
1928	19,390	1,446	476	17
1929	18,598	1,388	587	21
1930	24,511	1,831	849	31
1931	32,087	2,400	814	34

The cost given above is the cost to the Corporation and apparently no conclusions as to the influence of unemployment can be drawn from these figures. It should be noted that the total sum of money spent by the Health Committee on these services is about the amount which would be received for a week's unemployment pay by 2,000 persons, i.e., would pay the unemployment benefit of one tenth of the unemployed for one week.

The two schemes, that of the Education Committee and that of the Health Committee, provide for poor persons one-fiftieth of the amount provided by the Unemployed Insurance Scheme for unemployed persons.

18. Unemployed Relief Work.

TABLE 15.
ANNUAL EXPENDITURE ON RELIEF WORK.
Statement Showing expenditure on Unemployment Relief Works, during the years ending 31st March, 1922, to 1932.

	Total £
1922	133,090
1923	76,390
1924	163,702
1925	270,481
1926	244,927
1927	175,184
1928	134,009
1929	13,554
1930	120,422
1931	246,426
1932	261,654
	<hr/>
	£1,839,839

It is almost impossible to say what this represents in work weeks. To make any estimate would need elaborate research in the municipal files of the past 11 years. It is, however, safe to say that the number of men engaged on relief schemes has never been more than a fraction of the total number of unemployed men. In Sheffield with a rather larger gross expenditure the greatest number employed at one time on relief work was 900.

No estimate is given of the cost to the Corporation. This similarly would entail elaborate investigation. It should be noted that as a result of these schemes the City has benefited by the building of roads and sewers and by many other improvements.

(iii) VOLUNTARY ASSISTANCE.

19. Allotments for Unemployed.

Two schemes of service to the unemployed have been organised in Hull. In November, 1930, was set up the Allotments for Unemployed Joint Committee. It arose out of the activities of some members of the Hull and East Riding Allotments Council, and was stimulated by the Annual Conference of the National Allotments Society held at the Guildhall in September, 1930. The Joint Committee consists of representatives from the Hull and East Riding Allotments Council, the Hull Corporation Allotments Committee and the Hull Community Council. The Corporation generously provided all allotments rent free; the Allotments Council provided supervision and practical guidance, and the Community Council, through the Secretary, gave administrative and secretarial assistance. Some 331 men applied for allotments and 275 were assisted by the free provision of seeds, and of spades on loan. Many persons assisted by generous donations of spades, seeds and money. The allotments were often far from the homes of the applicants and unfortunately the season was a wet one. Most of the men too had very heavy work in the first instance in breaking up new land or badly neglected plots. In spite of this the work went forward cheerfully, and many expressed great appreciation of the scheme. "It has been a godsend to me, sir," said more than one. "It is something in the day to look forward to," said others. On fine week-ends they took their families to the plots. Many men raised extraordinarily good crops, one man obtaining several prizes in local shows. Others had supplies of salads and greens from early summer, and potatoes in some instances till February or March. In other cases the heavy rain caused much damage, and this added to the difficulty of many men who were gardening for the first time in their lives. The Corporation renewed their generosity in the following year and over 500 were assisted. A scheme of contribution towards the cost of seeds was instituted, and nearly £80 was collected in this way, paying each man 3s., collected at 6d. per week. For the 3s., seeds, including two stones

of seed potatoes, were supplied. Lime and fertiliser were also supplied at a low additional cost. During the winter 1932-3, over 600 men were cultivating allotments under the scheme.

20. Unemployed Men's Clubs.

The provision of clubs for unemployed men was undertaken early last year by a committee representing the Rotary Club and the Community Council. The first club was opened at George Yard on March 15th, and is available five days a week from 9 a.m. till 12 noon. A similar club was opened at the Old Grammar School, South Church Side, on April 20th, and later a work-centre at the Braves' Hall, Roper Street. At the latter place facilities were provided for cobbling, woodwork and other handicrafts. Later in the year many more clubs were opened in all parts of the city and various activities arranged. Classes were arranged in First Aid and Gymnastics, and lectures on Local History, Health, Gardening and other subjects. Football teams have been organised and matches played practically every Saturday with other Clubs in Hull. One match was organised between the Hull Clubs and the Goole Unemployed Clubs in Hull on the Hull City Ground and also one at Goole. The Corporation have provided ground for a sport's field and the men have built themselves a pavilion there. At one centre soup from the Municipal Restaurant can be obtained at a penny per cup. Cheap facilities for the use of the Corporation Swimming Baths have also been arranged. Hair-cutting, tinkering, cycle repairing, mat-making and clothes repairing are among other activities while all centres are provided with papers, books and games.

The buildings have been provided largely by the various churches in the city and an appeal was made for funds to provide heating and lighting and other equipment. Each club has its own committee and the men pay a small subscription for membership. Over 2,000 men have joined the 18 centres now engaged in this work. A further scheme is the building of a hut on land at the University College to serve as an educational centre. The materials for this have been given and the main construction of it is being undertaken by unemployed men.

21. Unemployment among Juveniles.

As a result of an enquiry into juvenile employment undertaken by the Ministry of Labour in 1925, the following conclusions were reached. First "that industry, while it was ready to snap up each generation of school leavers, showed a serious lack of openings of an educative kind for young persons, and, secondly that an excessive amount of unemployment fell to their lot at the age of seventeen or eighteen." "It is through unemployment in the first years of manhood that the worst moral damage is done. These are the dangerous years for the boy who has been relegated

to blind alley employment as an adolescent, and these are the years which will decide whether he will sink to the lower levels of the labour market." "If his lot has been cast in the lower walks of industry it will be hard indeed to recognise in him the bright energetic boy who left his school at fourteen, full of high hope."

There are two types of public arrangement which exist in order to combat this evil—one under the Ministry of Labour, the other under the Education Authority. In Hull the Advisory Committee for Juvenile Employment at Spring Bank is associated with the Employment Exchange, and is under the supervision of a secretary, employed by the Ministry of Labour. The chief functions of the Committee are :—

- (a) To give advice to parents in the choice of employment for their boys and girls.
- (b) To assist in the finding of suitable employment for juveniles from the time of leaving school until 18 years of age.
- (c) To offer advice about attendance at Evening Classes, Juvenile Organisations, etc.
- (d) To exercise industrial supervision over those juveniles placed in positions by the Department.
- (e) To interview applicants in connection with the various schemes for Overseas Settlement and report upon them.

Representatives of the Education Committee, Employers, Workpeople and Head Teachers serve upon the Committee, and also others interested in juvenile welfare. Particulars of all boys and girls due to leave the Elementary Schools are forwarded by the Head Teachers. Parents are then invited to meet the Secretary and Committee, the children are registered for employment and the choice of a suitable career discussed. Arrangements are also made with the principals of the Higher Educational Institutions for the registration of boys and girls who have not obtained employment when free from school attendance. Close touch is kept with the various employers by means of canvassing and circularising. Some thousands of boys and girls are placed annually. The Secretary attends every Tuesday evening from 6-30 to 8-0 for the purpose of interviewing parents and others who require advice about the registration of candidates for the Post Office and other Civil Service Examinations.

At sixteen all boys and girls come under the scheme and remain under it until 18, when they are transferred to the Adult Register. During this period they are required as a condition of benefit to attend the Junior Instruction Centres which have been established at the Young People's Institute for boys and at Day Street for girls. Those of 14-16 are encouraged to attend. At the boys' centre the training consists of Carpentry, Motor Car

Engineering, English, Arithmetic, together with Physical Exercise, Swimming and Athletic Games. At the girls' centre English, Cookery, Home Nursing, Needlework, Typewriting and Commercial subjects, Physical Exercises, Swimming and Singing are included in the curriculum. Juveniles are required to attend 15 hours a week and must take the first suitable job available. This has the effect of making the scheme impermanent and discontinuous and detracts very considerably from the value of the training as under conditions of this kind the teacher cannot be expected to achieve very satisfactory results.

During the last five years unemployment amongst juveniles in Hull has varied from 975 in December, 1927, to 566 in December, 1931. The non-claimants' register (boys and girls of 14-16) shows seasonal fluctuations, being high in September of each year, and usually low in March and July. In the last two years the girls' register shows a peak in March. In March, 1931, there were more unemployed than in September, 1931. This is attributed to specially bad trade conditions. The boys' register is less regular, but usually peaks of unemployment are reached in September or December. Too much value must not be attached to these records as there is no compulsion to register and many undoubtedly do not. If annual averages of unemployment are obtained, the general tendency among boys is seen to be an increase in unemployment from 1926 to 1927, and thereafter a gradual decrease from 472 to 190 in 1931. The lower birth rate of the war years is sufficient to account for this. Yearly averages of the girls unemployed do not follow this trend. On the contrary there is an increase in 1929, whilst 1930 remains at the same level, and there is a fall in 1931. The supply of girls for domestic service tends to keep the figures steady. The Claimants' register shows less regular seasonal changes, but more definite trends. For the girls, the lowest average was reached in 1928 (41) and then the figure increases to 74, 86 and 79 in the following years. For the boys, 1929 (50) is the lowest average and the following years averaged 145 and 183.

22. Conclusion.

Two facts emerge from this survey :—

The unemployed are inadequately cared for by the community.

No real attempt is made to remedy the evil of unemployment.

With regard to the first point the income of the unemployed is undoubtedly below the requirements of a decent standard of living. Blood relationship still has its obligations and the family rallies to the help of those of its members who are unfortunate enough to lose their jobs. There is also undoubtedly a large amount

of neighbourly and friendly help which does not come to public notice. But for these and for charitable effort the damage to the community would be very much greater.

The efforts of the local community whether under voluntary bodies or under statutory authority are as inadequate as the Unemployment Insurance Scheme to deal with the problem. All the statutory efforts are designed to meet a problem of one-fifth the magnitude of the present one. Voluntary effort scarce copes with one-hundredth part of it.

With regard to the second point the causes are to be found mainly outside the bounds of any one community. When Britain became the workshop of the world, wealth increased greatly, but at the expense of a steadiness in the means to income. Hull obtains a large part of its income from world trade as do citizens of most of our larger cities and industrial areas. The solution therefore, when found, will be not only a solution of unemployment in Hull, but will apply to the country as a whole.

Social problems are capable of solution. They are the result of human action. They can be solved by human will.

APPENDIX.

THE DISTRIBUTIVE TRADES.

By Professor G. C. ALLEN.

The increase in the proportion of the insured population engaged in distribution has been referred to in the course of this survey, and it may be desirable to offer some explanation of this development. As already indicated, the growth in the importance of the distributive trades during the post-war period has not been limited to Hull, but is characteristic of Great Britain as a whole, and indeed of all advanced industrial countries. Between July, 1924, and July, 1930, there was no substantial alteration in the number of insured workers in the manufacturing and mining industries of Great Britain and Northern Ireland; but the number of insured workers in the distributive trades rose from 1,355,000 to 1,764,000.

The causes of this development are not difficult to discern. Although the numbers engaged in "production" in the narrow sense have not grown in the period under discussion, the volume of output has considerably increased, for the rise in the productive efficiency of industry, through mechanisation and improvements in organisation, have made it possible for many manufacturing industries to raise their output without adding to their labour force. In consequence, the distributive trades have had a larger volume of goods to handle than formerly, and this in itself might have been expected to lead to an expansion in the number of persons employed in them, since the methods which economise labour in the manufacturing trades are not open to the same extent to the distributive trades. Further, a large proportion of the goods of which the output has increased most rapidly since the war has consisted of consumption goods purchased through retailers, and many of them are such as require a large number of distributing points, for example, confectionery. Again, the number of goods of which the re-sale price is fixed by manufacturers has grown, and this development, especially as it has occurred in a period of falling wholesale prices, has made possible the appearance of numerous new distributing units. Price-fixing by manufacturers, moreover, by restricting price competition among retailers leads to competition among them in the provision of service, and this must clearly increase the numbers employed in distribution.

Changes in social habits have also been of some importance. The urban population has become more widely scattered than before the war, as a result of transport improvements and housing schemes, and this change has meant that more people are needed for the distribution of goods. Finally, it is clear that the rise in the scale of manufacture has increased the producer's need for a steady flow of orders and, for this reason, has caused him to devote an increasing part of his activities to marketing.

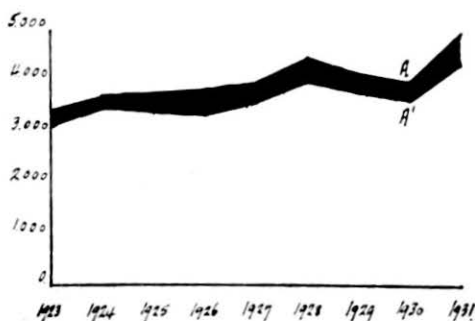
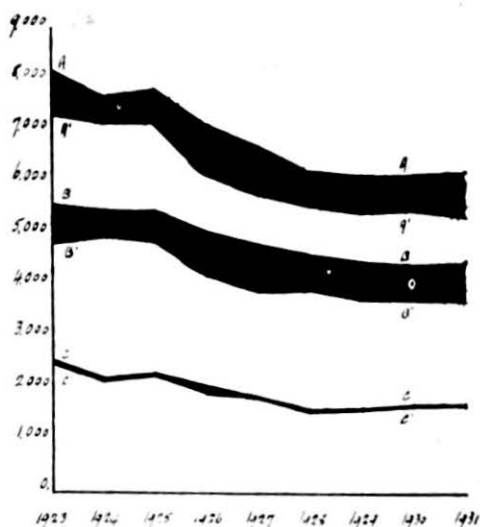
At first sight, it may appear surprising that, in a period in which the movement towards eliminating the wholesale merchant—a movement known as “direct selling”—has progressed so rapidly, there should have occurred a great increase in the proportion of the population engaged in distribution. But there is nothing surprising in the association of these two tendencies. “Direct selling” does not mean that the aggregate distributive effort is reduced, but merely that the functions of independent intermediaries are transferred to producers or, sometimes, to large retailers.

GRAPHS.

OIL, BLUE, SOAP.

Employment and Unemployment.

- A. Level of Insured Workers.
 B. " Male "
 C. " Female "
 A'. A. Total Unemployed.
 B'. B. Male "
 C'. C. Female "
 A'. Level of Employment.
 B'. " Male "
 C'. " Female "



FISHING—MEN.

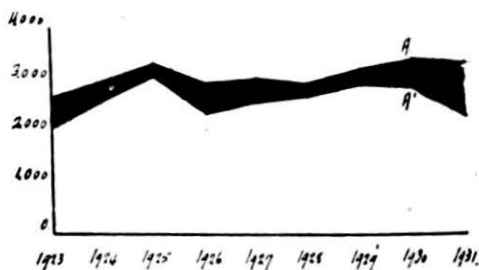
Employment and Unemployment.

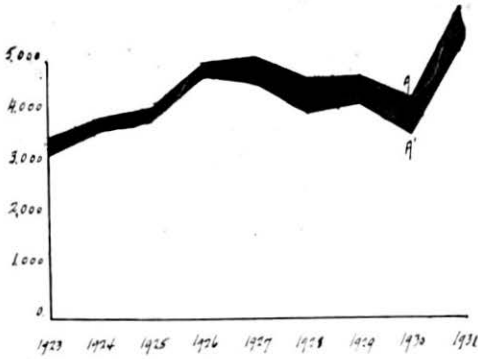
- A. Level of Insured Workers.
 A. A'. Unemployed.
 A'. Level of Employment.

GENERAL AND MARINE ENGINEERING.

Employment and Unemployment.

- A. Level of Insured Workers.
 A'. A. Unemployed.
 A'. Level of Employment.



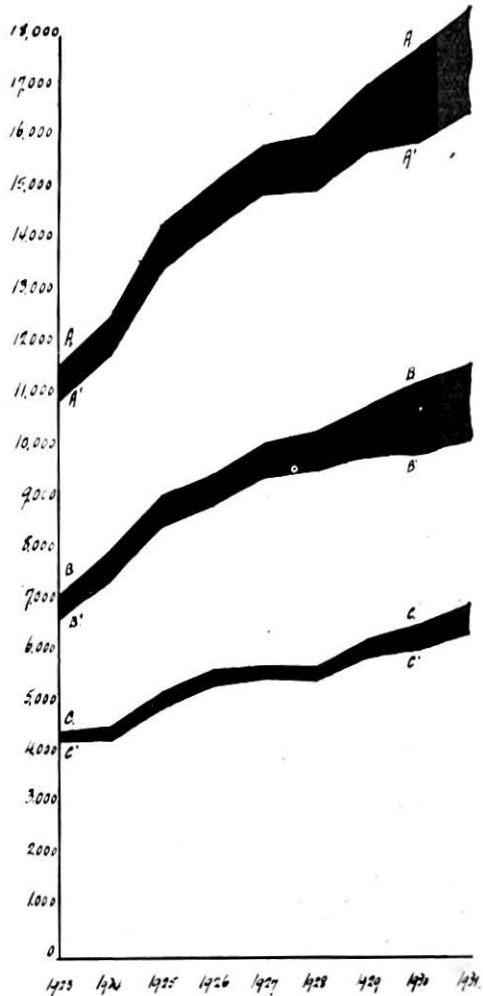


BUILDING TRADES—MEN.
Employment and Unemployment.

A. Level of Insured Workers.
A'. A. Unemployed.
A'. Level of Employment.

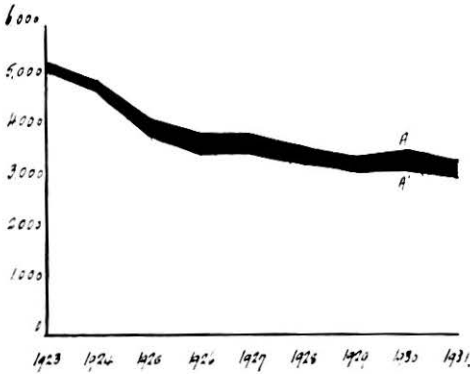
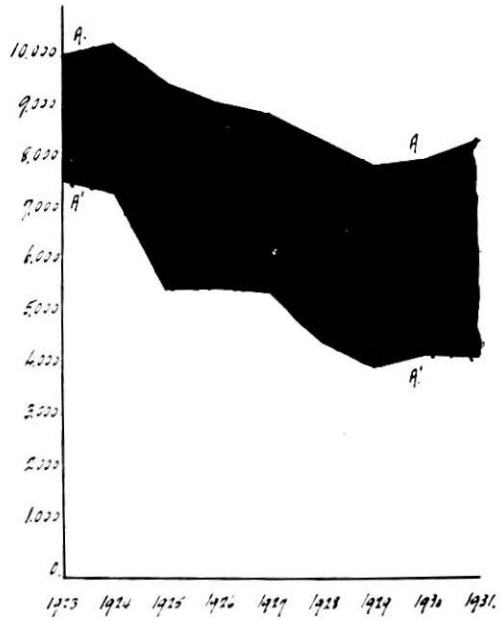
DISTRIBUTIVE TRADES.
Employment and Unemployment.

A. Level of Insured Workers.
B. " Male "
C. " Female "
A'. A. Unemployed
B'. B. " Male.
" Female.
A'. Level of Employment.
B'. " Male "
C'. " Female "



DOCK, HARBOUR, RIVER
AND CANAL SERVICE.
*Employment and
Unemployment.*

A. Level of Insured Workers.
A'. A. Unemployed.
A'. Level of Employment.

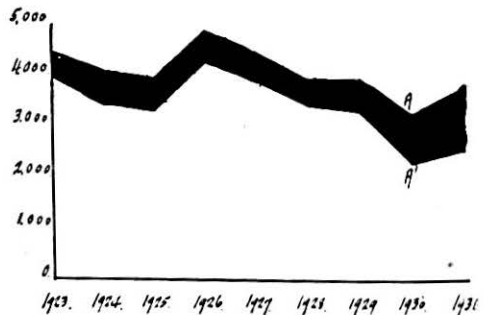


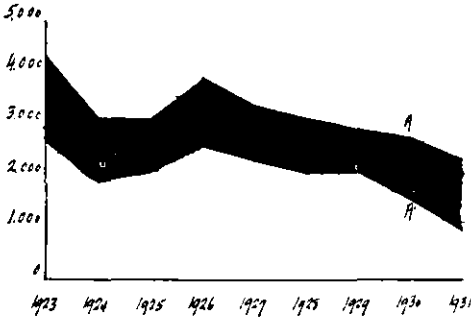
RAILWAY SERVICE—MEN.
*Employment and
Unemployment.*

A. Level of Insured Workers.
A'. A. Unemployed.
A'. Level of Employment.

SHIPPING SERVICE—MEN.
*Employment and
Unemployment.*

A. Level of Insured Workers.
A'. A. Unemployed.
A'. Level of Employment.





SHIP-BUILDING AND SHIP REPAIRING.

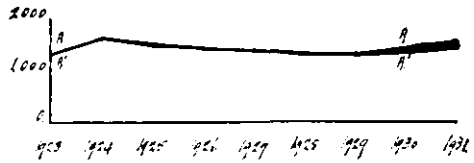
Employment and Unemployment.

- A. Level of Insured Workers.
- A'. Unemployed.
- A'. Level of Employment.

PAINT, VARNISH, RED AND WHITE LEAD TRADES—MEN.

Employment and Unemployment.

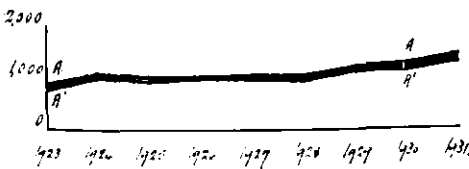
- A. Level of Insured Workers.
- A'. A. Unemployed.
- A'. Level of Employment.



HEATING AND VENTILATING APPARATUS.

Employment and Unemployment.

- A. Level of Insured Workers.
- A'. A. Unemployed.
- B. Level of Employment.



SAWMILLING AND MACHINED WOODWORK.

Employment and Unemployment.

- A. Level of Insured Workers.
- A'. A. Unemployed.
- A'. Level of Employment.