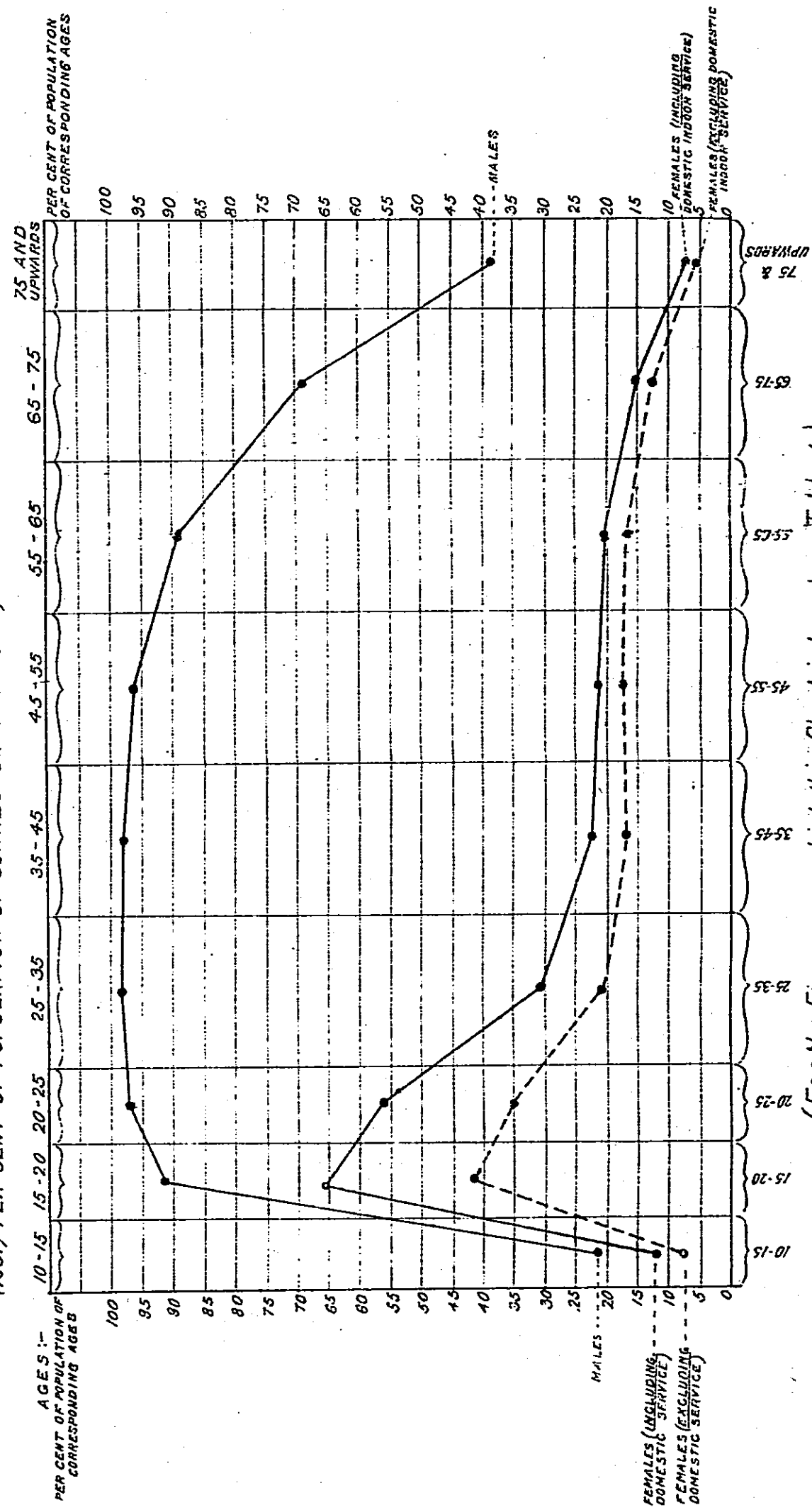


### SECTION III.—OCCUPATIONS, WAGES, AND UNEMPLOYMENT.

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[SECTION III.]

CHART I. OCCUPIED POPULATION AT VARIOUS AGES.  
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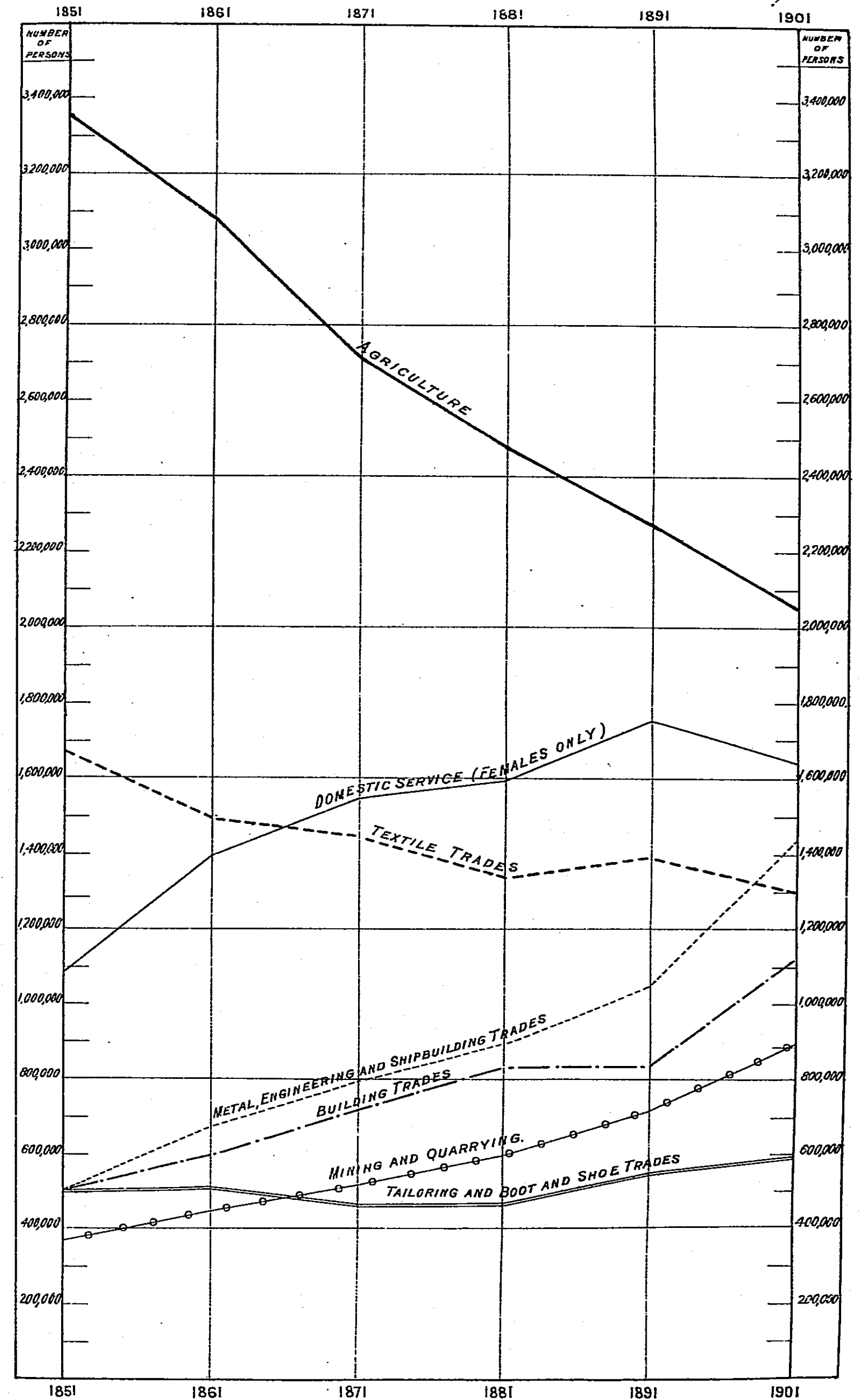


(For the Figures on which this Chart is based see Table I.)

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# CHART 2. OCCUPATIONS. [SECTION III] CHANGES IN NUMBERS OCCUPIED IN CERTAIN MANUAL LABOUR GROUPS OF TRADES IN UNITED KINGDOM, 1851-1901.

(BASED ON THE CENSUS REPORTS OF THE UNITED KINGDOM FOR 1851-1901)



(FOR THE FIGURES ON WHICH THIS CHART IS BASED SEE TABLE 2).

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To follow page 34.

## SECTION III.—OCCUPATIONS, WAGES, AND UNEMPLOYMENT.

### MEMORANDUM.

Section III illustrates briefly the principal facts as to the employment of the population, under three main aspects ; (a) the classes of occupation and the changes that have occurred in the numbers employed in the more important trades and occupations since 1851 ; (b) wages and the increase in their general level over the past half century ; and (c) unemployment.

#### Occupations.

1. Detailed information as to occupations is obtained in the census returns in regard to all persons over 10 years of age. The population of ages above 10 years was at the Census of 1901 about five-sixths of the total population, numbering 25,323,844 persons in England and Wales, and 32,335,350 in the United Kingdom. In England and Wales occupied males numbered 10,156,976 and formed 84 per cent. of the male population over 10 years of age. Females returned as definitely engaged in occupations numbered 4,171,751, or not more than 32 per cent. of the female population over 10 years of age, but this figure does not include a large number of women (daughters and wives) who are occupied in *e.g.*, farm work, without direct remuneration.

2. *The period of working life.*—Table 1, which is illustrated in Chart 1, shows the proportion of the population of England and Wales at various ages which was returned as occupied at the Census of 1901. If the occupied population is analysed into its component age groups at successive census dates, it is found that the proportion of young persons engaged in occupations on the one hand, and that of persons over 65 years of age on the other, are decreasing. In the case of young children there has been a persistent decrease in the numbers employed during the past half century, which may be attributed largely to the operation of the Factory Acts, and of the Education Acts, which have limited the age of employment of young children and have raised the age of compulsory school attendance. The decrease may be briefly illustrated by the following figures :—

Percentage of each sex occupied to total population of same age :—

	Boys.		Girls.	
	5-10 years.	10-15 years.	5-10 years.	10-15 years.
1851 ...	1.8	36.6	1.3	19.9
1901 ...	—	21.9	—	12.0

Comparable figures as to the occupied population at ages over 65 are not obtainable for the same period, but on the results of the last two censuses (1891 and 1901) it would appear that only 60.6 per cent. of the male population over 65 years of age was occupied in 1901 as compared with 64.8 in 1891.

3. *Principal occupations.*—Table 2 and Chart 2 show the principal manual occupations of the population of the United Kingdom and the changes in the number of persons engaged in these industries since 1851.\* It will be seen that the building, mining, and engineering trades show a marked increase over the whole period, while agriculture exhibits an equally marked decline. We may note certain features as regards agriculture, the building trade, and general or casual labour, which have a special importance from the standpoint of the present volume.

\* Owing to the numerous changes which have been found necessary from time to time, in the classification adopted for census purposes, no precise comparison can be drawn between 1851 and 1901, and the figures referred to here must be accepted as approximate only. See note to Table 2 as to these figures.

4. (i.) *Agricultural population.*—The following figures show the number of persons engaged in agricultural occupations in England and Wales since 1851 :—

AGRICULTURAL POPULATION, 1851–1901 (a).

Year.	Males.	Percentage of total males aged 10 years and upwards.	Females.	Percentage of total females aged 10 years and upwards.
1851(b)	1,544,087	23.5	168,652	2.4
1861(b)	1,539,965	21.2	115,213	1.5
1871(b)	1,371,304	16.8	85,667	1.0
1881	1,288,173	13.8	64,216	0.6
1891	1,233,936	11.6	51,045	0.4
1901	1,153,185	9.5	38,982	0.3

(a) See Table on page 101 of the General Report on the Census of 1901, Cd. 2174–1904.

(b) Figures for these years include persons who had retired from active agricultural labour.

The agricultural population as a whole appears, on the above figures, to have declined in the half century by over 30 per cent. and the aggregate number of labourers (male and female) as distinct from farmers and graziers, by as much as 64 per cent.—namely from 1,375,051 in 1851 to 727,140 in 1901. The area of arable land has also declined, while the area of pasture land has increased : but the decline in the former class of land has occurred at a slower rate than the decrease in the number of agricultural labourers and farm servants employed on it : in other words, an economy of labour has been effected, largely by means of labour-saving machinery, over and above the reduction of labour consequent on the decrease of land under cultivation. There is, however, some reason to believe that prior to 1870 a certain proportion of the agricultural population was actually superfluous, and that the amount of labour required in agriculture was insufficient to provide permanent employment for the existing agricultural population.\* Migration to the towns had set in many years earlier, but the process was to some extent impeded by restrictions on the acquisition of a new settlement for poor law purposes, which were only removed by the Union Chargeability Act of 1865. For these reasons it seems possible that the reduction of agricultural labour shown in Chart 2, must be accepted with qualification—apart from the fact that comparison with earlier years is vitiated by the inclusion in the Census returns for 1851, 1861, and 1871, of persons who had ceased to be actively occupied in agriculture.

Concurrently with the decline in agricultural labour, there has been a substantial rise in agricultural wages, as will be evident from the following figures compiled from returns obtained by the Board of Trade from a number of farms in England and Wales.†

Average rate of weekly wages on :—

	69 farms.	128 farms.		69 farms.	128 farms.
	s. d.	s. d.		s. d.	s. d.
1850 ...	9 3½	—	1890 ...	13 0½	13 6
1860 ...	10 11	—	1900 ...	14 5½	14 10
1870 ...	11 10½	—	1907 ...	14 6	15 0
1880 ...	13 2½	13 7½			

The comparative course of agricultural wages, year by year, since 1850 is shown in Chart 3. From the chart and from the foregoing figures it appears that agricultural wages were 42 per cent. higher in 1880 than in 1850, and that by 1907 they were as much as 56 per cent. higher than in 1850.

5. (ii.) *The Building Trade and Works of Construction.*—The building trade, which, with the allied trades grouped under that general term, is numerically among the largest occupations, comprising at the Census of 1901, 1,042,864 males or 8.6 per cent. of the male population of England and Wales above the age of 10 years, occupies a special place among trades. The building trade is the most widespread of occupations, contrasting in this respect with most other skilled trades, such as engineering, the cotton trade, the boot trade, and mining, which are very largely or entirely localized in certain centres. The trade is also, in a special degree, expansive, attracting in good times a large number of labourers belonging to the class of general or casual labour.

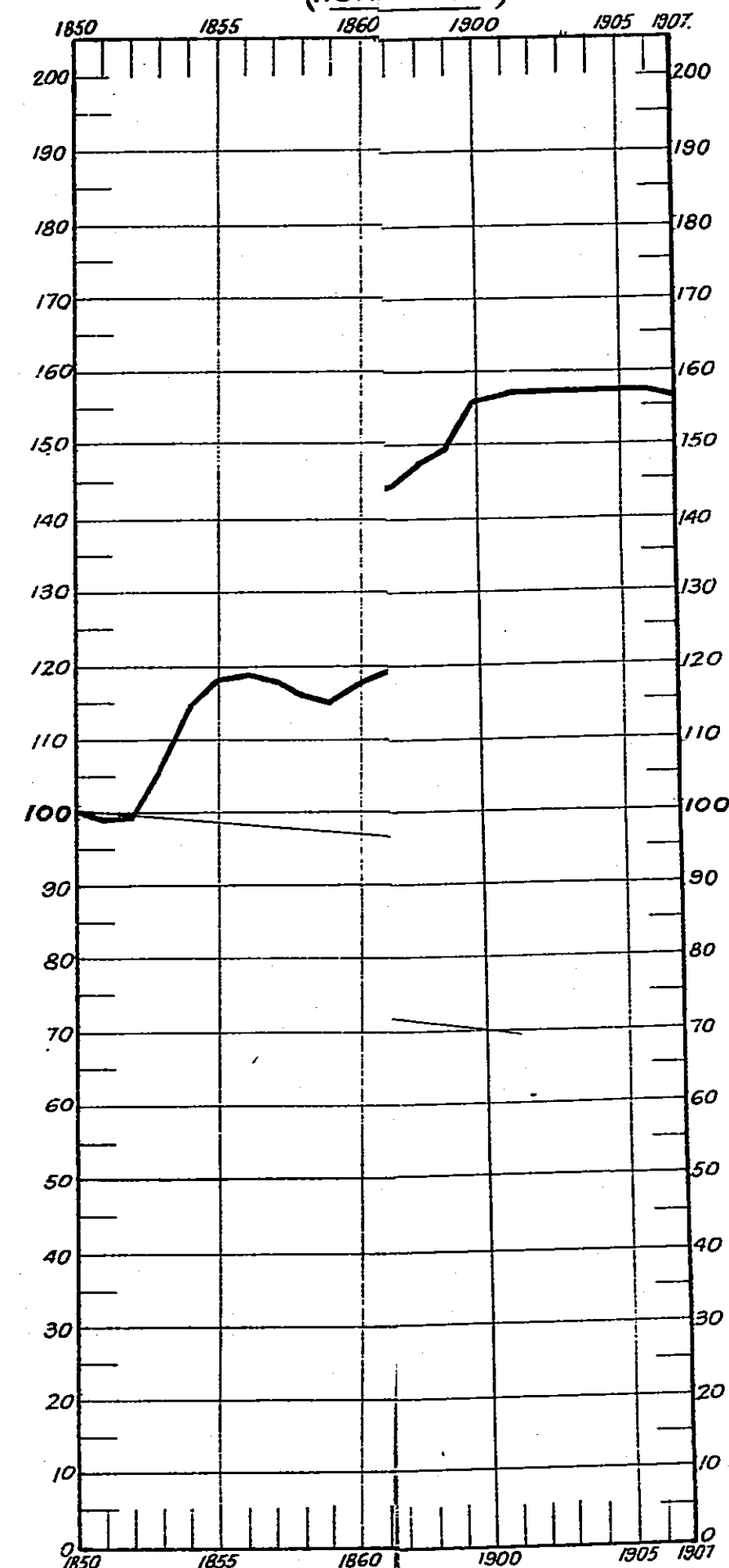
\* See generally Report on the Decline of the Agricultural population in Great Britain, Cd. 3273–1906.

† Twelfth Abstract of Labour Statistics of the United Kingdom, 1906–7, Cd. 4,413—Session 1908.

[SECTION III.]

(DECREASE RATE OF

(NUM) = 100.)



2543

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To follow page 36.

ing figures show the number of persons  
Wales since 1851 :—

1851-1901 (a).

Females.	Percentage of total females aged 10 years and upwards.
168,652	2.4
115,213	1.5
85,667	1.0
64,216	0.6
51,045	0.4
38,982	0.3

the Census of 1901, Cd. 2174-1904.  
retired from active agricultural labour.

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aggregate number of labourers (male  
by as much as 64 per cent.—namely  
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the decline in the former class of land  
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l labour, there has been a substantial  
the following figures compiled from  
ber of farms in England and Wales.†

	69 farms.	128 farms.
	s. d.	s. d.
1890 ...	13 0½	13 6
1900 ...	14 5½	14 10
1907 ...	14 6	15 0

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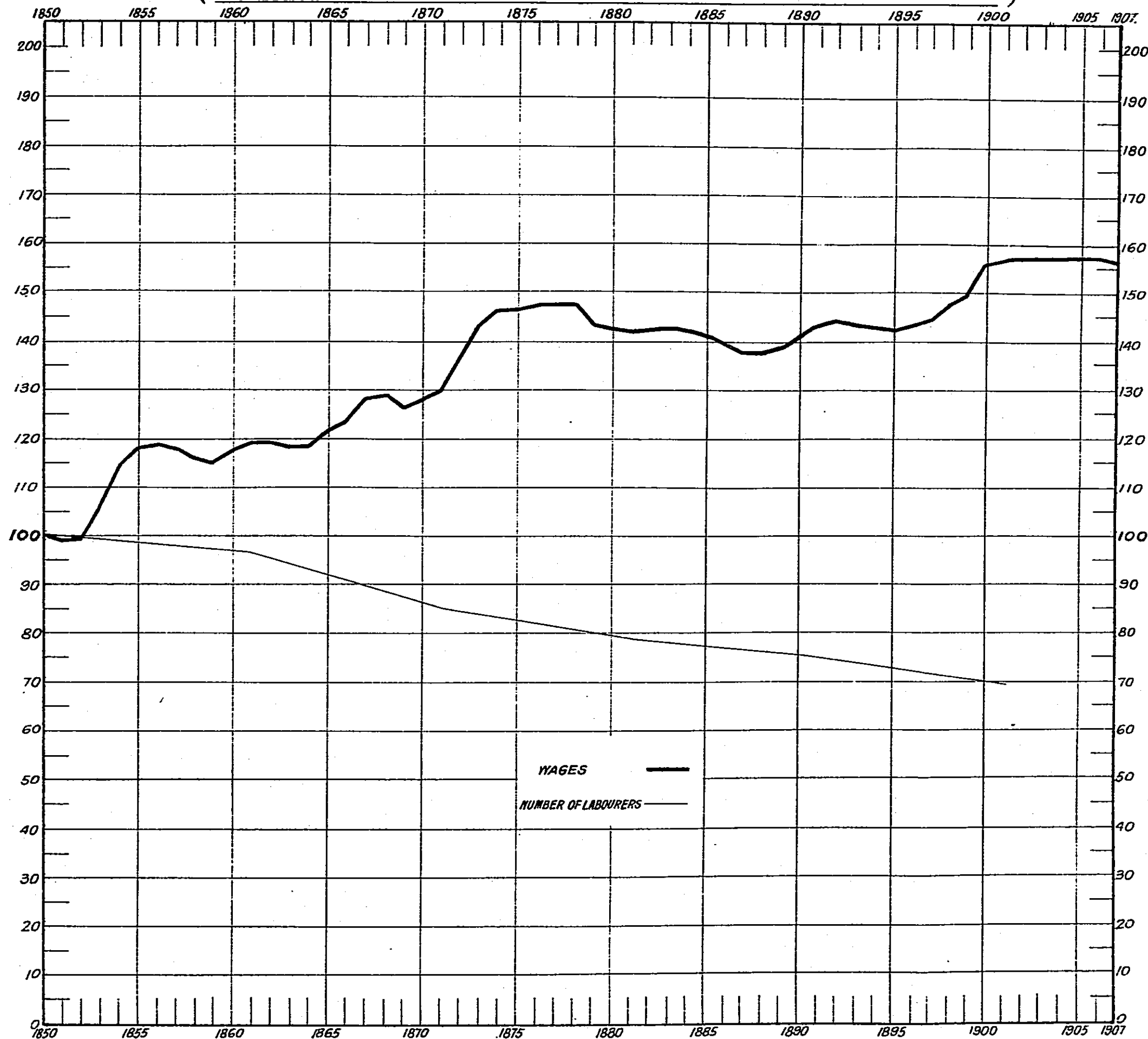
population in Great Britain, Cd. 3273-1906.  
ngdom, 1906-7, Cd. 4,413-Session 1908.

### CHART 3. AGRICULTURAL WAGES & LABOUR.

[SECTION III.]

(DECREASE OF AGRICULTURAL LABOUR, AND INCREASE OF AVERAGE RATE OF  
AGRICULTURAL WAGES 1850-1907).

(NUMBER OF AGRICULTURAL LABOURERS & RATE OF WAGES IN 1850 = 100.)



(For the Figures on which this Chart is based see Table 3.)

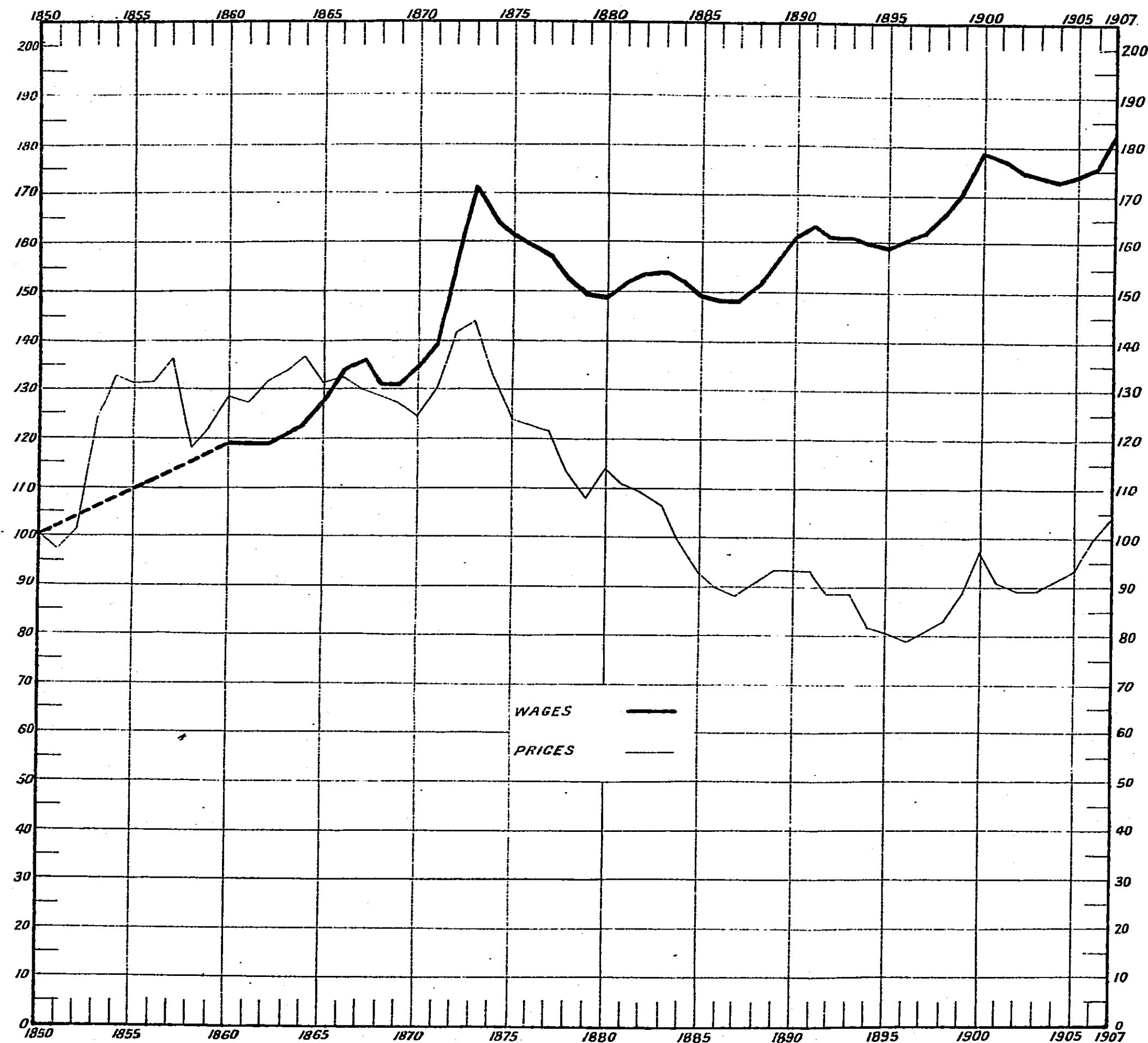
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To follow page 36.



# CHART 4. WAGES AND PRICES.

GENERAL AVERAGE RATES OF WAGES AND AVERAGE PRICES (WHOLESALE) OF PRINCIPAL ARTICLES. THE RATES AND PRICES IN 1850 BEING TAKEN AS 100 AND RATES AND PRICES FOR SUCCEEDING YEARS IN PERCENTAGES OF 1850 FIGURES.



2453.

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(For the Figures on which this Chart is based see Table 4.)

To follow page 36.

The following figures show approximately the growth of that portion of the building trade which is connected with house building and other allied occupations :—

MALES EMPLOYED IN HOUSE BUILDING AND ALLIED OCCUPATIONS  
(ENGLAND AND WALES).

Year.	Number of Males.	Increase per cent. in the number of buildings constructed or under construction.
1851 ... ..	463,491	10.0
1861 ... ..	472,103	14.3
1871 ... ..	581,903	15.4
1881 ... ..	685,112*	15.5
1891 ... ..	698,839*	11.3
1901 ... ..	952,093*	15.5

These figures may be affected to some extent by want of uniformity in the method of filling up the schedules at successive Censuses, but they suffice to show that the number of men occupied in the building trade increased very rapidly at certain periods, *e.g.*, in the decades 1861–71, 1871–81, and 1891–1901.

The trade is largely represented both in London and in "Outer" London, nearly one-fourth of the whole population engaged in this trade being returned as belonging to Greater London. Further evidence of this is to be found in the statistics of unemployment, to which reference will be made later.

6. (iii). *General and Casual Labour*.—The number of persons who should be assigned to this class, which, as will be seen, is of special importance in connexion with the question of unemployment, unfortunately, cannot be ascertained with accuracy. The census returns for England and Wales give the number of "general or undefined labourers" as 409,773; but this figure represents little more than the residuum of the occupied population who did not happen to define themselves more particularly. A more correct figure is obtained by adding to this number the persons classified as labourers attached to various trades that require unskilled manual labour, such as bricklayers' labourers, dock labourers, road labourers, porters and others. On this basis we obtain the following figures :—

GENERAL OR CASUAL LABOUR (EXCLUDING AGRICULTURAL LABOURERS) IN 1901.

England and Wales,	835,112	or 8 per cent.	of occupied male population.
London†	132,119	or 9 do.	do. do.

But it is probable that these figures under-estimate the extent of general or casual labour.

Wages.

7. Wages and their development in the course of the past half century may fittingly be noticed in connexion with the subject of employment. In all trades for which records are available the rate of wages shows a very material rise during the past half century. Agricultural wages have already been alluded to. From a comparison of Chart 3, which illustrates the advance in the rate of agricultural wages, with Chart 4, in which the course of general wages since 1850† is indicated, it will be apparent that, subject to periods of fluctuation, there has been a persistent tendency to increase in the remuneration of labour since 1850.

The net result of the successive changes in the rate of general wages, as shown in the chart, is an apparent increase of over 80 per cent. in the average rate between 1850 and 1907. But the comparison of single years cannot properly be pressed to support this inference. Comparison can only be drawn between averages calculated over a course of years, and on this basis it is found that the average rate of wages in 1900–07 was to the average rate in 1860–1867 as 140 to 100; in other words, wages have risen in the 40 years by, approximately, 40 per cent.

\* From page 113 of General Report of Census (England and Wales) 1901: the earlier figures, which include the retired, have been extracted from earlier reports.

† The census returns do not enable corresponding figures for Greater London to be obtained.

‡ As to the basis of the figures of general wages and prices see note to Table 1 on page 44.



8. In Chart 4 has been added also, for convenience of comparison, a curve indicating the course of general prices, which are based on the average wholesale prices of a large number of the principal articles of common use,\* over the period 1850-1907. In the case of general prices, comparison of single years is even less reliable than in the case of wages, owing to the fluctuation, from various causes, of the price of particular articles, such as coal, which may unduly affect the general price in any given year. It is sufficiently clear, however, from Chart 4 that prices show over the period as a whole an appreciable decrease, notwithstanding some increase in their level since 1895. Taking the average of prices in the two periods 1850-60 and 1897-1907, it would appear that the general level of prices was approximately 24 per cent. lower in the latter than in the earlier period.

The two curves of prices and wages in juxtaposition afford a rough indication of the fact that while the bare rate of money wages has increased, the real increase is materially greater when the purchasing power of money, as measured by the average price, is taken into account. The curve of general prices does not fully represent the changes in the cost of living, since it does not include the item of rent. Rents have probably, on an average, risen since 1850, but there are no reliable data for ascertaining the extent of the increase.†

### Unemployment.

9. No reliable information has been obtained as to the actual amount of unemployment at any given time—at least for an area of sufficient extent to yield general results of any value. In the nature of the case, the circumstances under which a person may be out of employment at a given time will be of such varying character, *e.g.*, sickness, short time, temporary or accidental unemployment, deliberate temporary abstention from work (for one reason or another), and other causes—that any census of the number of persons unemployed would probably need considerable qualification.

10. In the absence of precise information as to unemployment, recourse may be had to (a) the returns obtained from Trade Unions by the Board of Trade, the results of which are published monthly in the Labour Gazette issued by that Department, and (b) the registers of the Distress Committees constituted under the Unemployed Workmen Act, 1905, and those of the Labour Exchanges or Bureaux which have been established either under the same Act or independently by local authorities or charitable agencies. None of these sources, however, yield fully satisfactory statistics as to the extent of unemployment.

11. (a) *Trade Union Unemployment Statistics.*—The statistics as to the general level of unemployment which are published monthly are compiled from returns made by a certain number of Trade Unions representing a variety of industries. The unions making returns are those which are in a position to know from time to time with approximate accuracy the number of their members who are in actual want of employment,‡ for the most part, from the claims made upon their funds for unemployed benefit by members out of work. A calculation of the proportion of members thus ascertained to be in want of employment at the end of each month, to the total active membership of the unions making returns, yields an average percentage of unemployment for the whole group of unions.

In regard to this average it may be noted that (a) it will be true of skilled labour only, since there is no means of knowing whether the employment of unskilled labour—the use of which varies widely in different trades—fluctuates equally with that of skilled labour; and (b) its value is liable to be materially affected by an excessive degree of unemployment in a particular trade, since certain highly organized trades, such as the engineering and shipbuilding and metal trades, form an unduly large proportion of the aggregate, and in some of these trades employment fluctuates violently.

For these reasons the percentage of unemployment, at any given date, arrived at on the method described cannot with safety be taken to represent the state of unemployment generally. But for comparative purposes as an index to the periodic movement of years

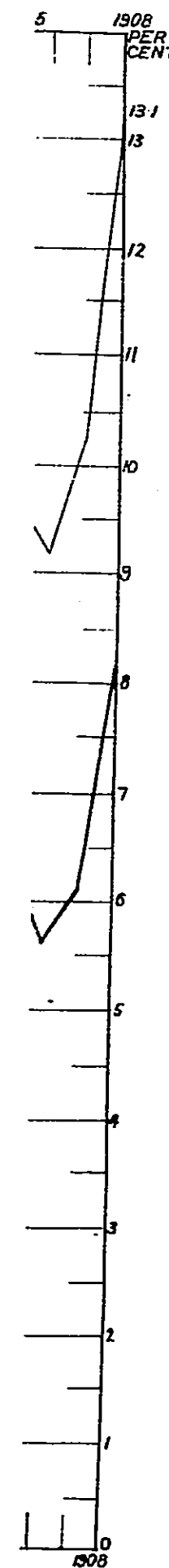
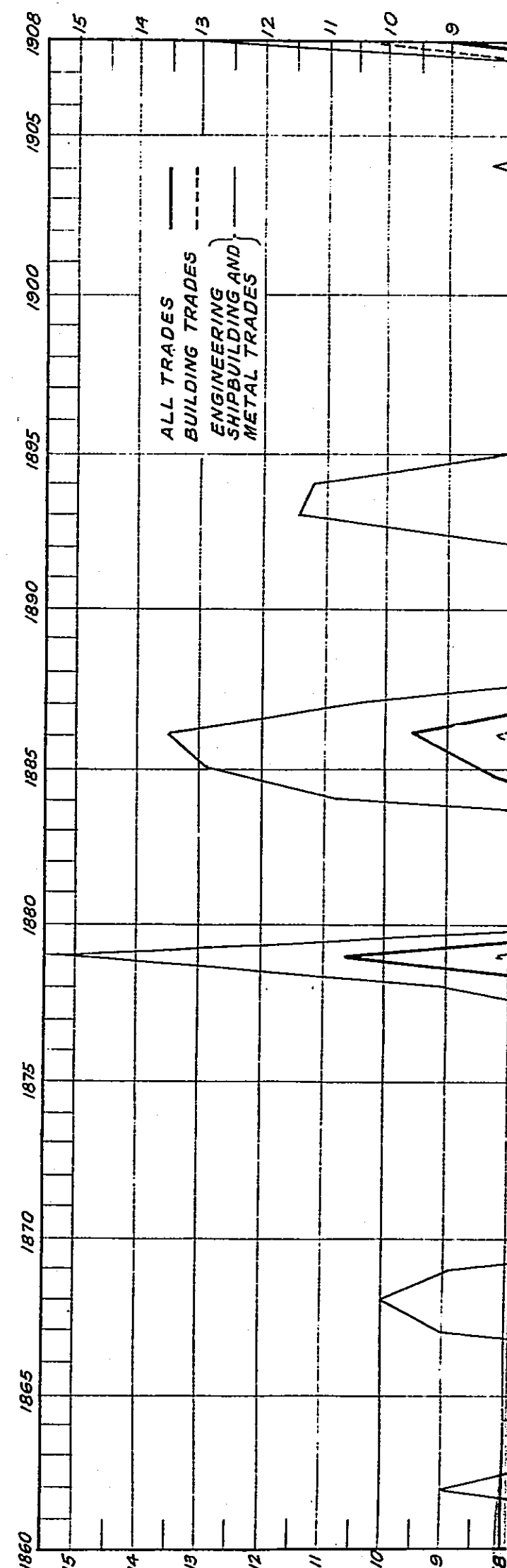
\* As to the basis of the figures of general wages and prices see note to Table 4 on page 44.

† See on this point the "Second Series of Memoranda on British and Foreign Trade," Cd. 2337, 1904.

‡ Members of a union who are on strike, on sick pay, or superannuated are excluded from the calculations.

[SECTION III.]

CHART 5. UNEMPLOYMENT.  
(ANNUAL AVERAGE PERCENTAGE OF MEMBERS OF TRADE UNIONS UNEMPLOYED IN (A) ALL TRADES, (B) THE BUILDING TRADE, AND (C) THE ENGINEERING, SHIPBUILDING AND METAL TRADE.)



W. page 38.

8. In Chart 4 has been added also, for convenience of comparison, a curve indicating the course of general prices, which are based on the average wholesale prices of a large number of the principal articles of common use,\* over the period 1850-1907. In the case of general prices, comparison of single years is even less reliable than in the case of wages, owing to the fluctuation, from various causes, of the price of particular articles, such as coal, which may unduly affect the general price in any given year. It is sufficiently clear, however, from Chart 4 that prices show over the period as a whole an appreciable decrease, notwithstanding some increase in their level since 1895. Taking the average of prices in the two periods 1850-60 and 1897-1907, it would appear that the general level of prices was approximately 24 per cent. lower in the latter than in the earlier period.

The two curves of prices and wages in juxtaposition afford a rough indication of the fact that while the bare rate of money wages has increased, the real increase is materially greater when the purchasing power of money, as measured by the average price, is taken into account. The curve of general prices does not fully represent the changes in the cost of living, since it does not include the item of rent. Rents have probably, on an average, risen since 1850, but there are no reliable data for ascertaining the extent of the increase.†

### Unemployment.

9. No reliable information has been obtained as to the actual amount of unemployment at any given time—at least for an area of sufficient extent to yield general results of any value. In the nature of the case, the circumstances under which a person may be out of employment at a given time will be of such varying character, *e.g.*, sickness, short time, temporary or accidental unemployment, deliberate temporary abstention from work (for one reason or another), and other causes—that any census of the number of persons unemployed would probably need considerable qualification.

10. In the absence of precise information as to unemployment, recourse may be had to (a) the returns obtained from Trade Unions by the Board of Trade, the results of which are published monthly in the Labour Gazette issued by that Department, and (b) the registers of the Distress Committees constituted under the Unemployed Workmen Act, 1905, and those of the Labour Exchanges or Bureaux which have been established either under the same Act or independently by local authorities or charitable agencies. None of these sources, however, yield fully satisfactory statistics as to the extent of unemployment.

11. (a) *Trade Union Unemployment Statistics.*—The statistics as to the general level of unemployment which are published monthly are compiled from returns made by a certain number of Trade Unions representing a variety of industries. The unions making returns are those which are in a position to know from time to time with approximate accuracy the number of their members who are in actual want of employment,‡ for the most part, from the claims made upon their funds for unemployed benefit by members out of work. A calculation of the proportion of members thus ascertained to be in want of employment at the end of each month, to the total active membership of the unions making returns, yields an average percentage of unemployment for the whole group of unions.

In regard to this average it may be noted that (a) it will be true of skilled labour only, since there is no means of knowing whether the employment of unskilled labour—the use of which varies widely in different trades—fluctuates equally with that of skilled labour; and (b) its value is liable to be materially affected by an excessive degree of unemployment in a particular trade, since certain highly organized trades, such as the engineering and shipbuilding and metal trades, form an unduly large proportion of the aggregate, and in some of these trades employment fluctuates violently.

For these reasons the percentage of unemployment, at any given date, arrived at on the method described cannot with safety be taken to represent the state of unemployment generally. But for comparative purposes as an index to the periodic movement of years

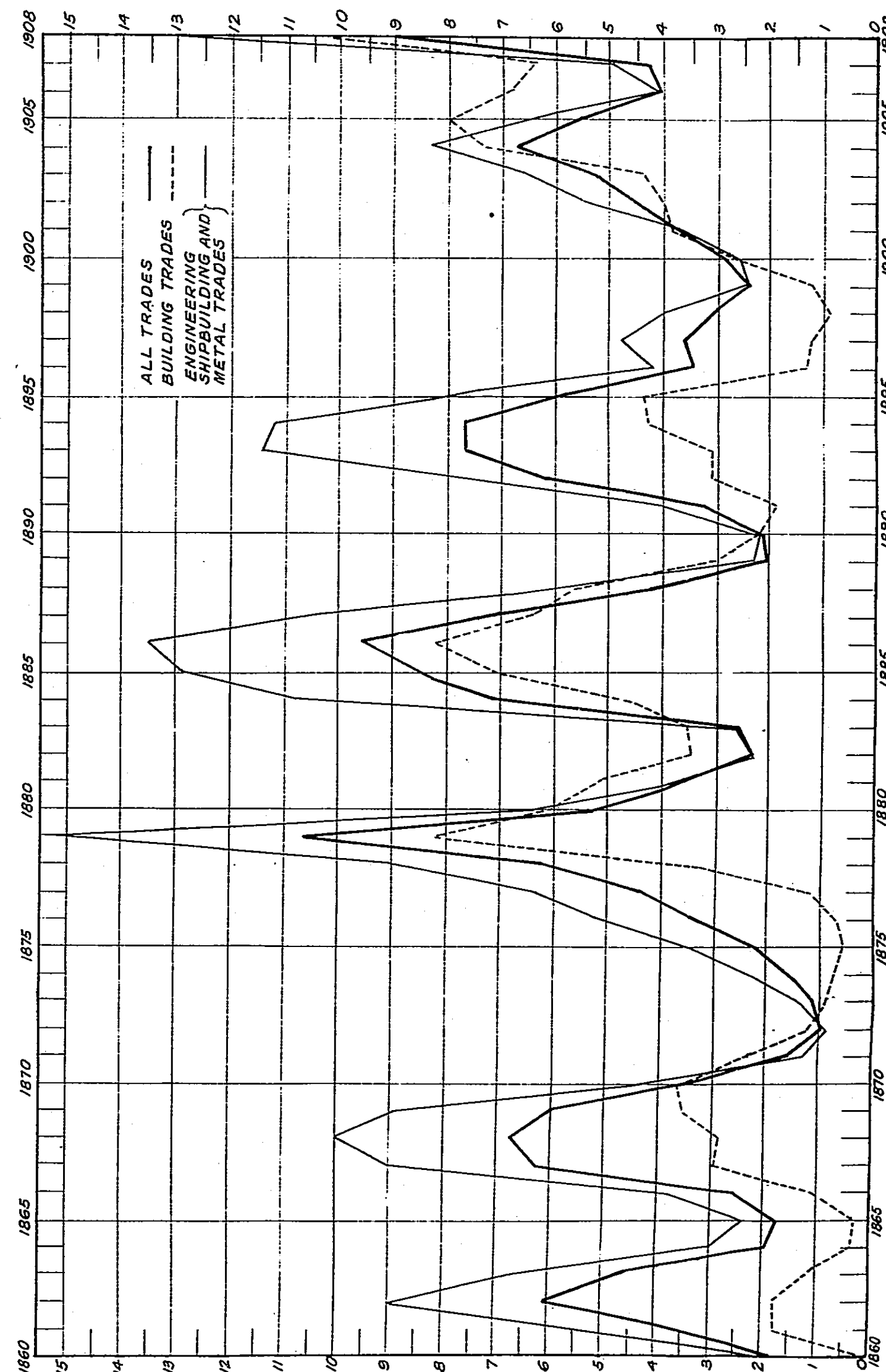
\* As to the basis of the figures of general wages and prices see note to Table 4 on page 44.

† See on this point the "Second Series of Memoranda on British and Foreign Trade," Cd. 2337, 1904.

‡ Members of a union who are on strike, on sick pay, or superannuated are excluded from the calculations.

[SECTION III.]

CHART 5. UNEMPLOYMENT.  
(ANNUAL AVERAGE PERCENTAGE OF MEMBERS OF TRADE UNIONS UNEMPLOYED IN (A) ALL TRADES, (B) THE BUILDING TRADE, AND (C) THE ENGINEERING, SHIPBUILDING AND METAL TRADE.)



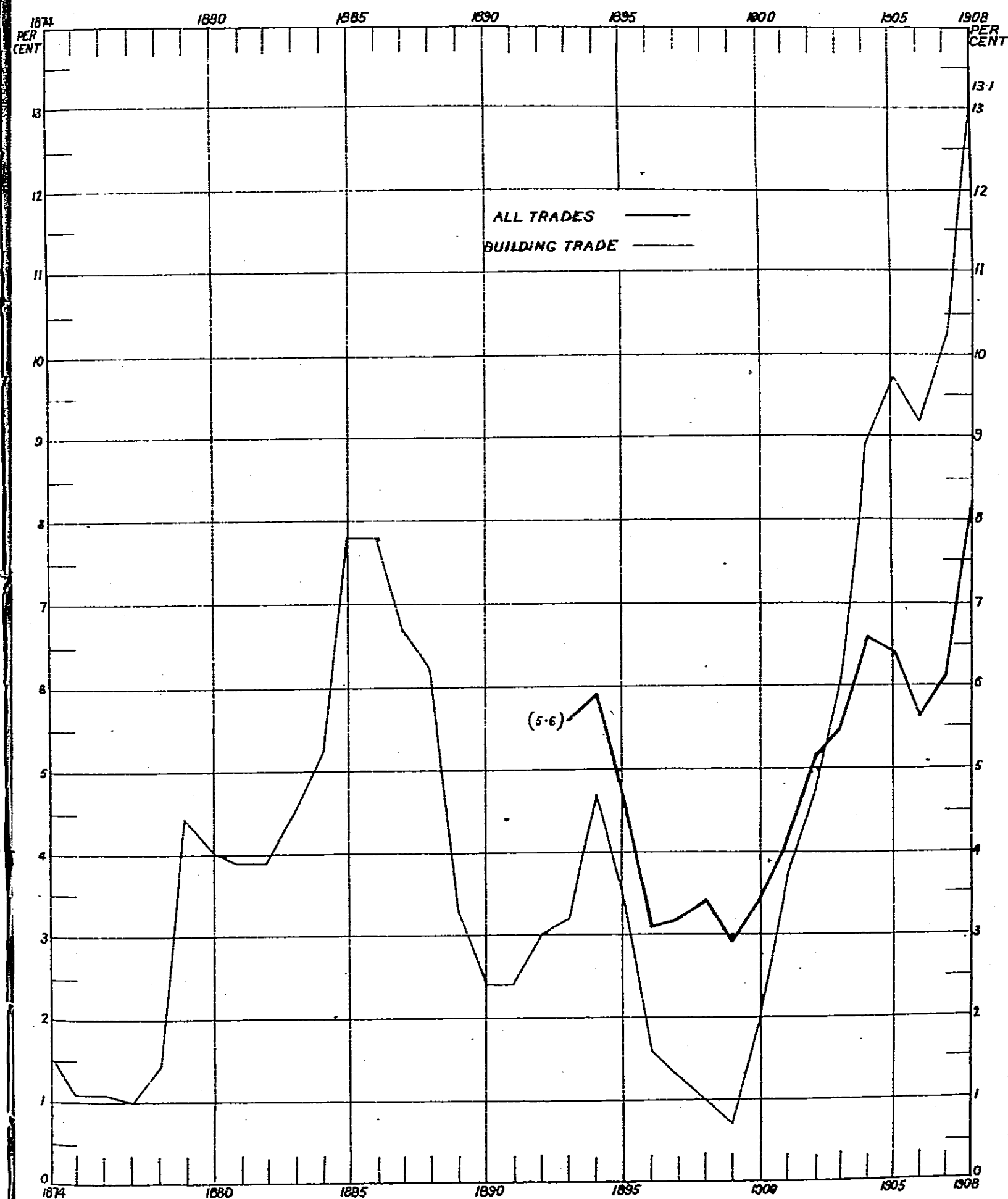
(For the Figures on which this Chart is based see Table 5.)

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To follow page 38.

## CHART 6. UNEMPLOYMENT IN LONDON.

(PERCENTAGE UNEMPLOYED OF MEMBERS OF TRADE UNIONS IN THE  
BUILDING TRADE AND IN ALL TRADES - 1875 TO 1908.)



(For the Figures on which this Chart is based see Table 6.)

To follow page 38.

of good and bad trade, the ascertained percentage of numbers unemployed in the trades unions belonging to the group of trades selected is of great value. Accordingly the annual average percentage of unemployment arrived at on this basis for each year since 1860 is given in Table 5 and Chart 5, with which may be read Chart 4 in Section IV. Side by side with the curve of aggregate unemployment in all trades, in Chart 5, is indicated the corresponding percentage of unemployment in certain trade unions belonging to the building trades and in the engineering, shipbuilding and metal trades. In the case of the building trade it will be seen that the fluctuations are much less pronounced than in either the curve of aggregate unemployment or in that of the engineering trade, and that they do not synchronize altogether with those of the general average. The trade is in fact dependent on general prosperity; and it will be found that an increase or decrease of employment in this trade frequently follows rather than coincides with a similar movement in the general average. The variations of unemployment in the engineering, shipbuilding and metal trades—a group of trades which is very largely represented in the general average of unemployment—fluctuates with some violence, owing to some extent to the fluctuating character of the shipbuilding industry.

An examination of Chart 5 shows that periods in which employment was brisk alternate with periods of depression with some degree of regularity. Since 1860, there have been altogether seven periods of depression, the culminating points in which may be taken, according to Chart 5, as falling, approximately, in the years 1862, 1868, 1879, 1886, 1893-4, 1904, and 1908. The periods in which employment was comparatively good for several years together would appear to have occurred in the years 1870-76 and 1895-1902.

12. A similar percentage of unemployment in London since 1860 is not obtainable, but Chart 6 and Table 6 show the percentage of unemployment in the building trade, as represented by the Carpenters' and Joiners' Unions, in London from 1874 onwards, whilst the general percentage of unemployment in all trades unions furnishing returns as to unemployment in the London district is shown for the years 1893 to 1908. The building trade is, as has already been pointed out, strongly represented in London, and the figures may perhaps be taken as a rough index of unemployment over the whole period. On this assumption, employment would appear to have been good on the whole in the decade 1890-1900, except for the comparatively slight break in 1894, but to have suffered a period of marked depression since 1900, though again with a slight break in 1905-06.

13. (b) *Unemployment statistics obtained by Distress Committees.*—The unemployed workpeople, with whom for the most part both the Distress Committees and the labour bureaux deal, appear to be mainly of the class of general and unskilled labour, and to this extent the statistics obtained by these bodies are complementary to those published by the Board of Trade, which, as already pointed out, relate mainly to skilled labour. Statistics obtainable from this source are, however, not available for an earlier year than 1905-6, when the Unemployed Workmen Act, 1905, came into operation.

The following figures show the average annual number of unemployed persons who applied to Distress Committees in England and Wales and Scotland in each of the past three years :—

APPLICANTS TO DISTRESS COMMITTEES.

Distress Committees situated in :—	Number of applicants to Distress Committees. (Average of three years 1906-8).	Percentage of applicants to occupied population in the areas represented. (Average of the three years.)		
		Total.	Male.	Female.
England and Wales :*				
'Greater' London ... ..	48,539	1.9	2.8	0.1
Rest of England and Wales	47,425	1.1	1.5	0.1
Scotland† ... ..	10,960†	1.3	1.9	0.1
Great Britain ... ..	106,924	1.4	2.0	0.1

\* Year to 31st March.   † Year to 15th May.   ‡ The average is affected by the inclusion in 1907-8 of persons registered at labour exchanges with a view to employment in the open market.

Thus on the average of the past three years 1.4 per cent. of the occupied population represented themselves to the Distress Committees as out of employment. These figures, however, represent the total number of persons who applied to Distress Committees at



14. A noticeable feature of the table is the very large proportion which London and its outer ring (Greater London) bear to the total. The estimated average population of London and that portion of outer London in which Distress Committees had, at the 31st March, 1908, been constituted (viz., 5,983,850), formed in the period covered by this table 36·6 per cent. of the population of all areas in England and Wales for which Distress Committees had been appointed ; but the numbers of unemployed applicants to Distress Committees in the same area formed 51 per cent. of the aggregate. In view of the special importance of the London area in the problem of unemployment, a Map has been included showing the average number of applicants per 1,000 of estimated population for the three years 1905-6, 1906-7, and 1907-8 in each distress committee area in Greater London. The wide differences in the proportion of unemployed applicants in the different areas may be gathered from the fact that the averages ranged, for the area within the County of London, from 2·5 per 1,000 of population in Paddington to 13·5 per 1,000 in Poplar, and, for the area within the Outer Ring, from 3·2 in Hornsey to 21·8 in Edmonton. It will be noticed that the districts showing the highest rates of unemployment lie mostly to the East, including the large boroughs and urban districts outside the eastern boundary of the county. This map may be compared with the similar map in Section IV., illustrating the rates of pauperism in Greater London.

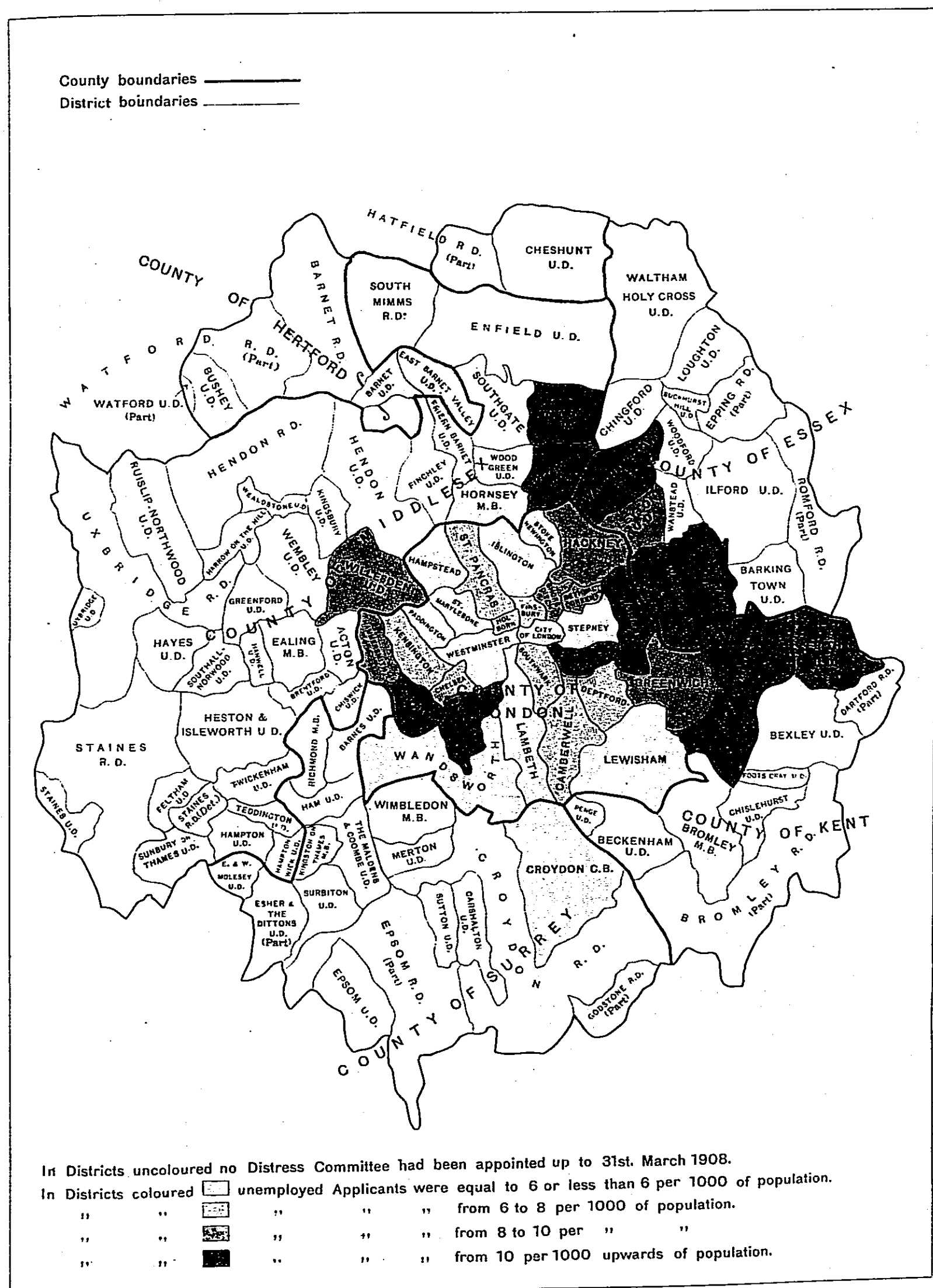
15. Table 8, which is illustrated by Chart 7, shows for England and Wales the trades of applicants whose cases were investigated by the Distress Committees and found qualified for assistance. It will be seen that 'general labour' accounts for more than half the aggregate cases investigated, and the building trade follows, contributing another fifth of the total. It seems possible that the class of general or casual labour shown in the returns may include certain occupations such as those of carmen, bricklayers' labourers, navvies, porters, dock hands, and others which in the more detailed classification of the census would be otherwise classed. But with this qualification the figures are substantial evidence that the bulk of unemployment so far as the experience of Distress Committees is concerned, belongs to the class of labour which cannot be assigned to skilled industries.

In Chart 8 the distribution of the unemployed among the various occupations is further carried out for London, Outer London, and for the remainder of England and Wales, the total number of applicants who described themselves as occupied in each class of industry being distributed so as to show the proportion attributable to each area. It will be seen that in some trades, *e.g.*, the building trade, the furnishing and wood-working trade, the tailoring trade, the printing and paper trade, and food, drink, and tobacco trades, Greater London has between 50 and 75 per cent. of the total number of unemployed returned as belonging to the trade.

16. The measures adopted for the relief of unemployment in the successive periods of industrial depression deserve brief notice.

During the period of acute distress in 1862-64, in the counties of Lancashire, Cheshire, and Derbyshire, caused by the shortage in the supply of raw cotton from America, a special Act was passed enabling the Poor Law Board to sanction the raising of loans by poor law authorities in these districts to cover any additional expenditure on relief, and, in extreme cases, to throw part of the expenditure on relief, beyond a prescribed limit, upon the rates of other unions in the county. At the same time, opportunity was found for giving additional employment on works of public utility, with a view to remedying the insanitary condition of many of the towns in the distressed districts, the local authorities of which had not as yet put in force the adoptive provisions of the Local Government Act, 1858. Accordingly, an Act was passed permitting the advance of the necessary amounts on loans out of public funds to the local authorities of the distressed counties for the execution of such works as the Poor Law Board approved.

Number of Applicants to Distress Committees (Average of 3 years 1905-06, 1906-07, 1907-08.) in proportion to Population.



*Ordnance Survey, Southampton*

ESTIMATED POPULATION OF GREATER LONDON, (Average for 3 Years).

(a) Districts for which a Distress Committee had been appointed at 31st March, 1908	-	5,983,850
(b) Districts for which Distress Committees have (February 1909) been subsequently appointed (Barking Town, Wimbledon, and Wood Green) -	-	114,546
(c) Districts for which no Distress Committee has been appointed -	-	1,015,495
	Total -	7,113,891

# CHART 7. UNEMPLOYMENT (ENGLAND & WALES)

## OCCUPATIONS OF UNEMPLOYED APPLICANTS TO DISTRESS COMMITTEES.

(For the figures on which these Charts are based see Table B )

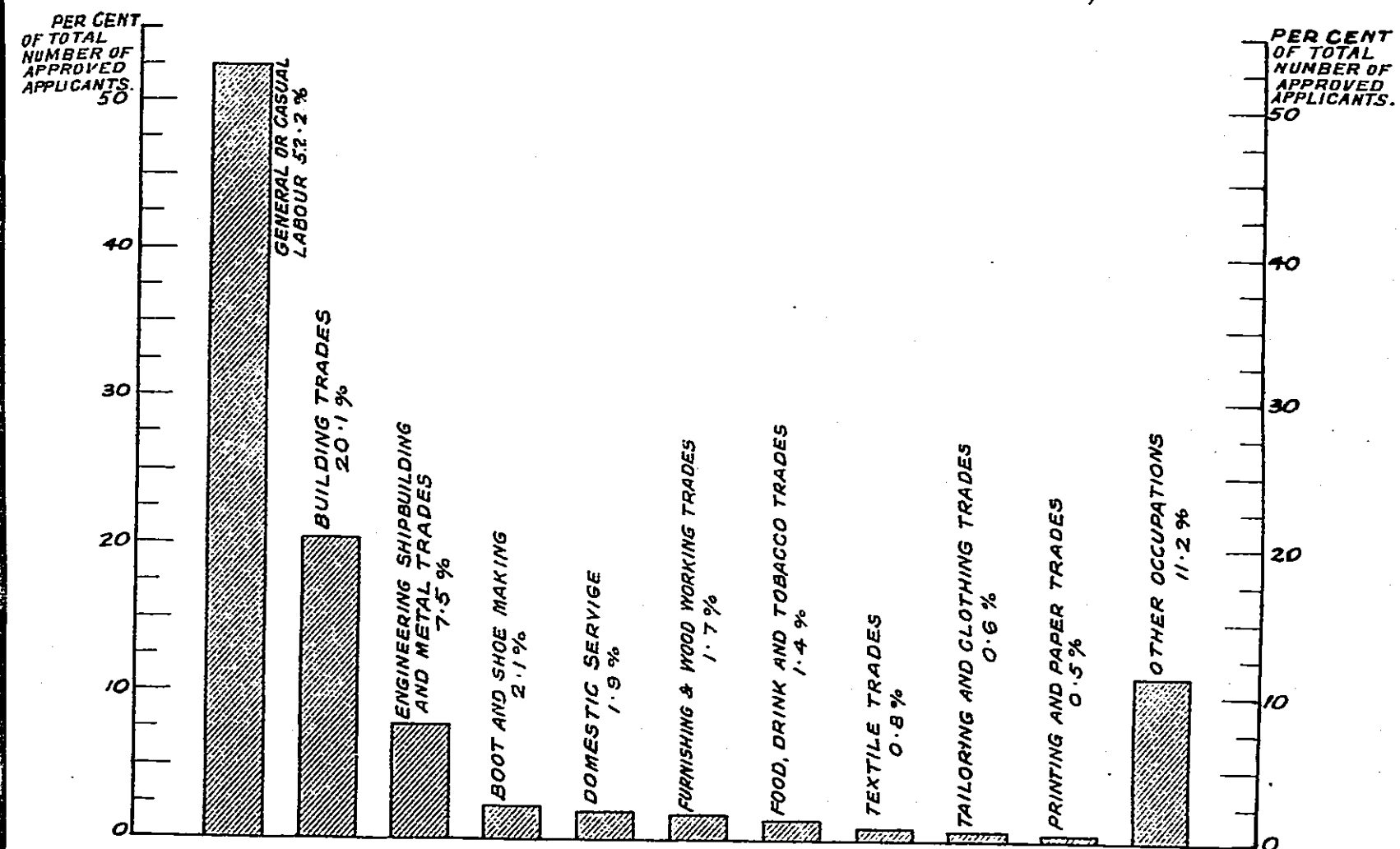
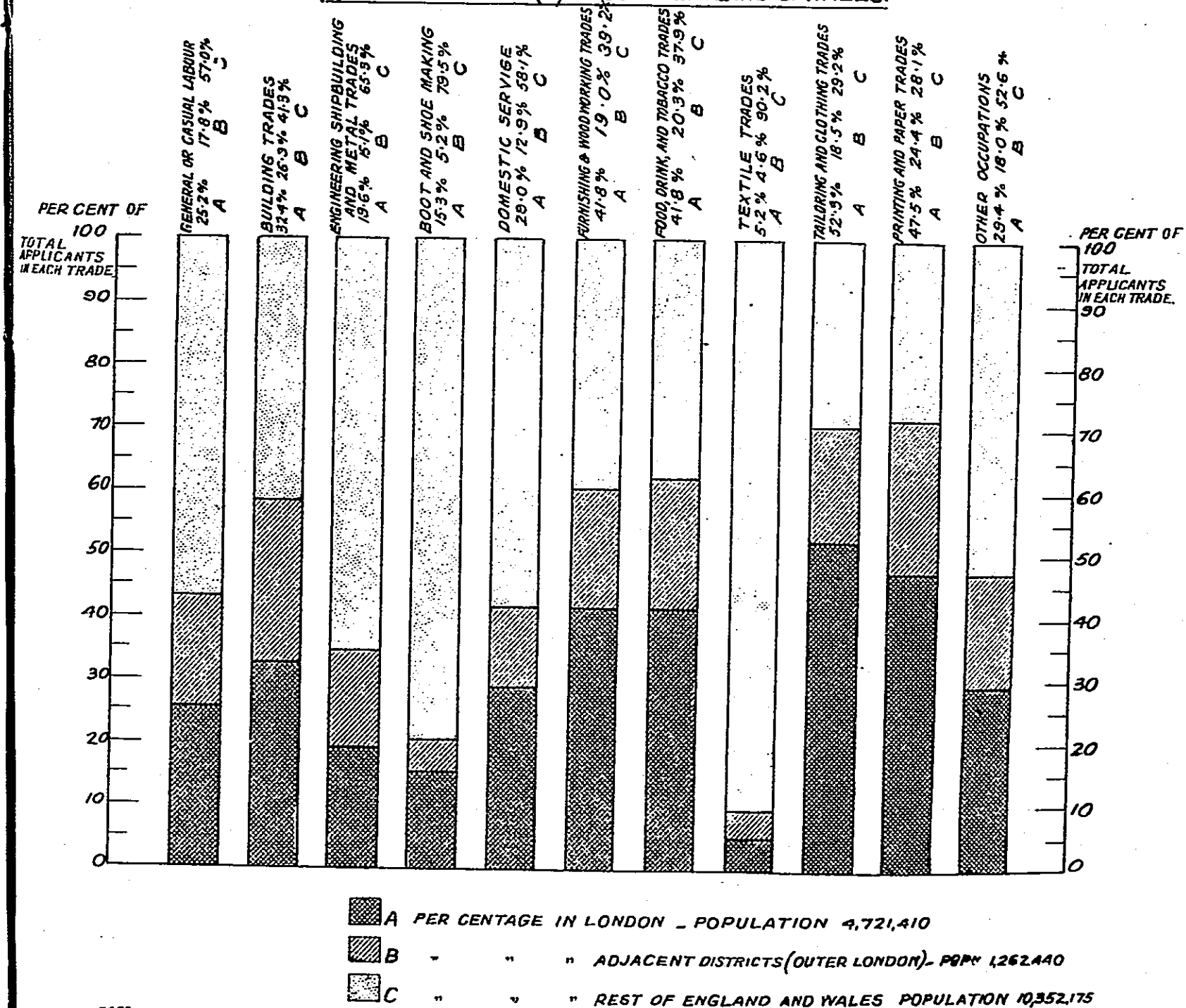


CHART 8 PROPORTION UNEMPLOYED IN EACH OCCUPATION IN (A) LONDON  
(B) OUTER LONDON (C) REST OF ENGLAND & WALES.





Passing over intervening years we may notice the circulars issued by the Local Government Board in February, 1886, to Metropolitan Vestries and District Boards, and to the Metropolitan Board of Works, urging on these bodies the importance of their expediting any street or other works which they might be contemplating. In 1895 the further step was taken by the House of Commons of appointing a Select Committee to obtain information as to the extent of unemployment, and as to the necessity for fresh legislation in the matter. The Committee took a large amount of evidence, but found themselves unable to formulate any definite scheme for the relief of unemployment. They urged, however, the importance of local authorities giving orders for repairs and other works during the months of slack trade.

In 1904 the question of unemployment again became acute, particularly in the Metropolis, and at the suggestion of Mr. Long, who was then President of the Local Government Board, local committees were formed in each metropolitan borough, composed of members of the Board of Guardians, the Borough Council and local charitable bodies or other suitable persons to deal with the unemployed, and a Central Committee was also formed of representatives of the local Committees, for the purpose of investigating cases of unemployment and of assisting the unemployed to obtain work with local authorities or otherwise. In the following year Mr. Gerald Balfour, who had become President of the Local Government Board, introduced and carried through a Bill which became the Unemployed Workmen Act, 1905, and which, to a great extent, enabled the system just described to be applied to the three divisions of the Kingdom.

17. *Unemployed Workmen Act, 1905.*—This Act provided, as regards England and Wales, for the formation of a special committee of the local authority, termed a Distress Committee (a) in every provincial borough or urban district with a population, according to the last census, of not less than 50,000, and (b) in any urban district with a population, according to the last census, of not less than 10,000 if such district applied to, and obtained the consent of, the Local Government Board. For London the Act required the establishment of a central body for the whole area of London and of local Distress Committees in the City and each metropolitan borough. These provisions were slightly modified in the application of the Act to Scotland and Ireland.

The number of authorities established for dealing with unemployment is as follows :—

	Number of Distress Committees (in November, 1908).	Estimated population (1908).	Percentage of estimated total urban population.	
England and Wales :—				
(i.) London ... ..	29 (and the Central (Unemployed) Body for London).	4,795,757	17·4	} 61·3
(ii.) Provincial districts	93	12,151,005	43·9	
Scotland ... ..	14	2,052,000*	59*	
Ireland ... ..	10†	358,000*	—	

\* Approximate figures.

† Including six temporary committees in the counties of Galway and Mayo.

18. The work of the Distress Committees consists briefly of (a) the making themselves acquainted with the conditions of labour in their area (b) the registration and investigation of the circumstances of unemployed workpeople applying to them when they have determined to entertain such applications, (c) the endeavour to obtain work with private employers for applicants of whose cases the Committees are satisfied, (d) the provision of employment on relief works undertaken by the Committees themselves, or by local authorities, and (e) assistance given to the unemployed to emigrate or to remove to another area in the country.† The following paragraphs, giving a brief description of their operations, relate to England and Wales only.

(a) *Receipt and investigation of applications.*—The two following tables show the total number of applicants to Distress Committees in England and Wales as a whole and in London in each year since 1905–6 and the number of such applicants who have renewed their applications in successive years. The returns show that this latter class forms a large and increasing proportion of the totals amounting to 34 per cent. of all applications in England and Wales in 1907–8, and to 40 per cent. of the applications in the case of London at the latest date for which figures are available.

‡ In London the duties under (d) and (e) are performed by the Central (Unemployed) Body.

## A. Total number of applicants to Distress Committees in England and Wales :—

	1905-6.	1906-7.	1907-8.	1908-9 (to 30th November, 1908).
(i) London ... ..	39,728	28,181	32,624	37,573
(ii) Rest of England and Wales...	71,107	58,820	57,433	—†
Total ... ..	110,835	87,001	90,057	—†

## B. Number of applicants included in the above figures who renewed their applications in successive years :—

(i) London ... ..	—†	8,204	10,825	15,162
(ii) Rest of England and Wales...	—†	16,900	19,432	—†
Total ... ..	—†	25,104	30,257	—†
Percentage of total applications				
London ... ..	—	29.1	33.2	40.4
England and Wales, in- cluding London ... ..	—	28.9	33.6	†

\* From later returns it appears that the total number of applicants to Distress Committees in London up to 6th March, 1909, was 48,532, of whom 17,911 or 37 per cent. had also applied in one or more previous winters.

† Not ascertained.

‡ The number of applicants to Distress Committees in this year who had also applied to the Joint Committees or other bodies in the previous winter cannot be ascertained.

The above figures are graphically illustrated in Chart 9.

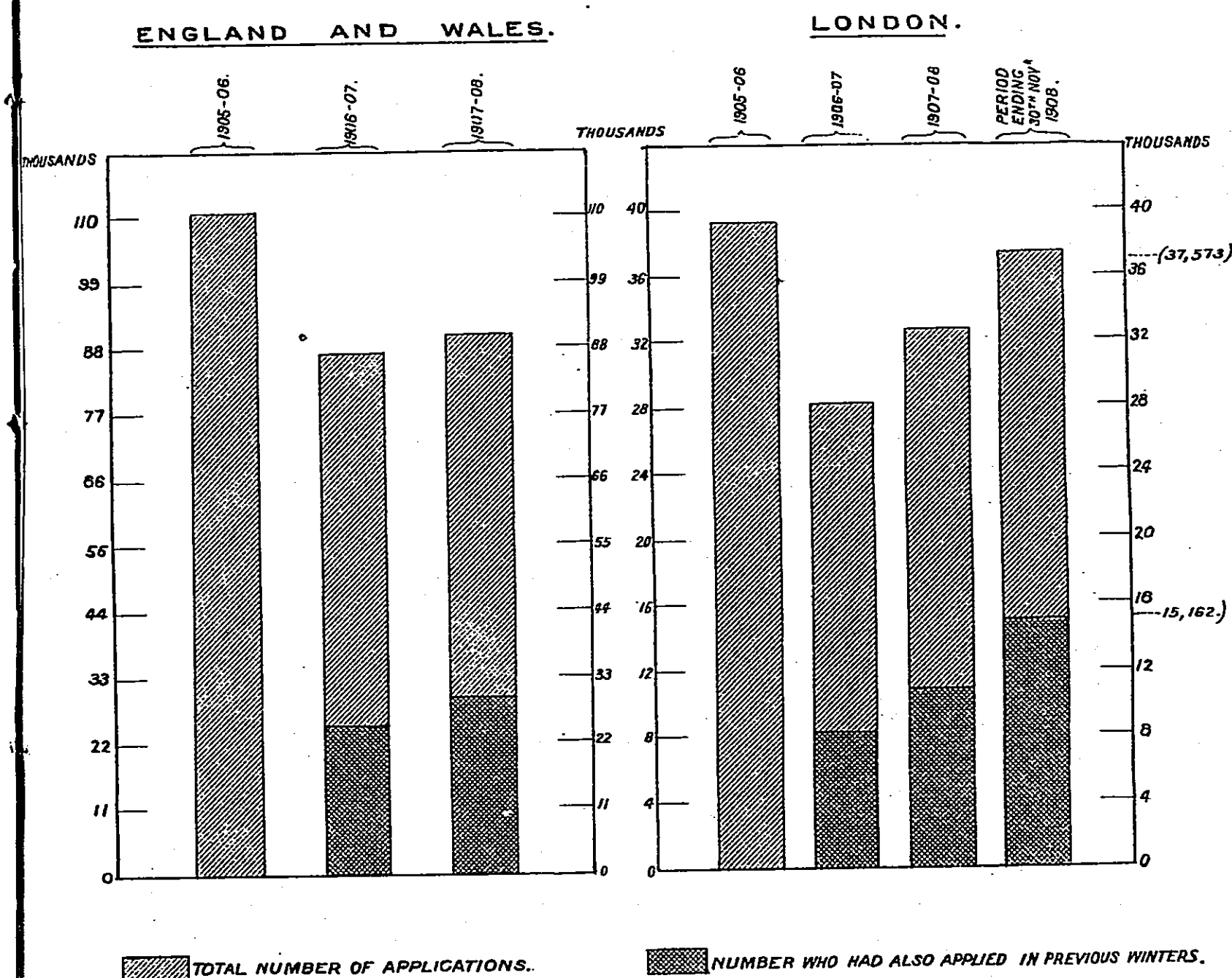
(b) *Labour exchange operations.*—A Distress Committee is not only required, generally, to endeavour to obtain work with private employers, but may carry on a labour exchange. The Distress Committees have been encouraged to use their powers in this direction, and in a fair number of cases work has been found with private employers or with the local authorities for applicants whom the Distress Committees found suitable. There exists a growing preference for the formal severance of the labour exchange side of their work from other branches of the Committees' operations. In London this policy has led to the establishment of a network of (26) local labour exchanges, one of which has been set up in nearly every borough, and all of which are in touch with a Central Exchange in the neighbourhood of the Strand. The Central Exchange invites and receives intimation from employers of the hands they need, and is at the same time furnished with lists of men and women in each class of occupation who apply daily to the local exchanges. In 1907-8 the London Labour Exchanges received and registered 116,034 persons, and found permanent or temporary employment with private employers for 22,096 of these.

(c) *Provision of work by Distress Committees, &c.*—Besides endeavouring to obtain work for applicants whose cases were found suitable, Distress Committees in provincial towns and districts were empowered either to provide work by direct employment, or to arrange for such employment with a local authority or other body, on condition of a contribution towards the cost of the work. In London these powers were reserved to the Central (Unemployed) Body, to which the local distress committees referred suitable cases. Work was, in fact, provided in this manner for 35,456 persons in the winter of 1907-8, partly on farm and labour colonies provided by the Central (Unemployed) Body for London, and the Distress Committees of West Ham and Manchester, and partly on other rough work of various kinds.

(d) *Emigration.*—The power to assist the emigration of the unemployed in suitable cases has been used to some extent. In 1905-6, 685 persons (men and their families) were assisted to emigrate: by 1906-7 the number thus assisted in that year had risen to 4,532 persons, and in the half-year ending in September, 1907, a further 5,977 persons were thus assisted. In the succeeding half-year emigration fell off materially owing partly to restrictions placed on immigration by the government of Canada—to which country the great bulk of the emigrants have been dispatched—and partly to a temporary depression in the Canadian labour market and only 89 persons were emigrated. More recently, however, emigration has again improved, and in the half-year to September last (1908), 770 persons were assisted to emigrate. Altogether 12,053 persons (including 8,371 dependents) had been up to the last mentioned date assisted to emigrate by Distress Committees and the Central (Unemployed) Body for London.

## CHART 9. APPLICANTS TO DISTRESS COMMITTEES.

NUMBER OF APPLICANTS IN EACH YEAR, DISTINGUISHING THE NUMBER WHO RENEWED THEIR APPLICATIONS IN SUCCESSIVE WINTERS.



(For the figures on which this Chart is based see the memorandum, paragraph 18.)

### SECTION III.—OCCUPATIONS, WAGES, AND UNEMPLOYMENT.

TABLES SHOWING THE DATA ON WHICH THE CHARTS IN SECTION III. ARE BASED.

TABLE 1.—AGES OF PERSONS OCCUPIED, ACCORDING TO THE CENSUS OF 1901, IN ENGLAND AND WALES.\*

[Percentage of population of ages specified who were engaged in occupations.]

Age.	Males.	Females.		Age.	Males.	Females.	
		Including Domestic Indoor Service.	Excluding Domestic Indoor Service.			Including Domestic Indoor Service.	Excluding Domestic Indoor Service.
10-15 ...	21.9	12.0	8.2	45-55 ...	96.1	21.7	17.2
15-20 ...	91.8	65.9	41.5	55-65 ...	89.0	20.7	16.9
20-25 ...	97.4	56.3	35.0	65-75 ...	68.9	15.7	13.3
25-35 ...	98.3	30.5	20.4	75 and upwards ..	39.0	7.5	6.5
35-45 ...	97.8	22.5	17.1				

\* See page 77 of the General Report on the Census of 1901. Cd. 2174, Session 1904.

TABLE 2.—PRINCIPAL OCCUPATIONS.—UNITED KINGDOM.

[Approximate numbers occupied in certain manual labour groups of trades in United Kingdom, 1851 to 1901.]

Groups of Trades.	Persons Occupied, including Employers and Dealers.					
	1851.	1861.	1871.	1881.	1891.	1901.
Building ... ..	508,634	596,173	714,987	833,386	836,413	1,124,387
Mining and Quarrying ... ..	372,481	450,120	518,798	589,194	724,526	906,541
Metal, Engineering and Ship-building.*	504,968	669,814	789,230	900,954	1,056,724	1,435,835
Textile ... ..	1,671,681	1,501,790	1,446,266	1,337,500	1,391,453	1,301,685
Tailoring, Boot and Shoe ... ..	504,072	516,246	474,485	477,101	546,034	599,409
Female Domestic Service ... ..	1,093,870	1,397,183	1,562,237	1,595,678	1,748,954†	1,641,154
Agriculture‡ ... ..	3,347,998	3,089,903	2,710,241	2,478,979	2,266,118	2,053,993

\* Excluding workers in precious metals, jewellery, &c., and makers of watches and scientific and surgical instruments.

† In 1891 daughters and other female relatives of the head of a family who were returned as assisting in household duties were classed as occupied in Indoor Domestic service; in previous censuses and in the census of 1901 such persons are classed as "unoccupied." Hence the apparent decrease in 1901 is misleading.

‡ Excluding woodmen, nurserymen and gardeners; also farmers' wives, daughters, and other female relatives.

NOTE.—The above particulars are taken from a table compiled by the Board of Trade from the Census Reports of the United Kingdom for 1851 to 1901. See Cd. 2,145 of 1904. Owing to changes in the method of classification adopted from time to time in past Census Returns, it is not possible to obtain precisely comparable figures, and the above must be accepted as approximate only.

TABLE 3.—AGRICULTURAL WAGES (ENGLAND AND WALES).\*

Year.	Rate of Wages.	Index Numbers.	Year.	Rate of Wages.	Index Number.
	69 farms. s. d.			69 farms. s. d.	
1850	9 3½	100.0	1895	13 2½	142.2
			1896	13 4	143.4
1855	10 11½	117.9	1897	13 5	144.4
			1898	13 8½	147.5
1860	10 11	117.5	1899	13 10½	149.3
1865	11 3	121.1	1900	14 5½	155.6
			1901	14 6½	156.5
1870	11 10½	127.8	1902	14 7	157.0
			1903	14 7	157.0
1875	13 7	146.2	1904	14 7	157.0
1880	13 2½	142.1	1905	14 7	157.0
			1906	14 7	157.0
1885	13 1	140.8	1907	14 6	156.1
1890	13 0½	140.4			

\* See page 69 of Twelfth Abstract of Labour Statistics of the United Kingdom 1906-1907.—[Cd. 4413, 1908]. and Reports of Mr. Wilson Fox on the Wages and Earnings of Agricultural Labourers, (Cd. 2376, Session, 1905). which see for intermediate years.

TABLE 4.—INDEX NUMBERS SHOWING COURSE OF GENERAL MONEY WAGES AND AVERAGE WHOLESALE PRICES.

[The wages and prices in 1850 being taken as 100; wages and prices in other years in percentages of 1850 figures.]

Year	Index Numbers of		Year	Index Numbers of	
	Wages.	Prices.		Wages.	Prices.
1850	100	100	1895	159.2	80.5
1855	—	131.2	1896	160.7	79.2
1860	119.2	128.6	1897	162.3	80.5
1865	127.5	131.2	1898	166.5	83.1
1870	134.1	124.7	1899	170.4	88.3
1875	161.4	124.7	1900	178.7	97.4
1880	148.8	114.3	1901	177.0	90.9
1885	149.4	93.5	1902	174.7	89.6
1890	161.3	93.5	1903	173.7	89.6
			1904	172.8	90.9
			1905	173.3	93.5
			1906	175.7	100.0
			1907	181.7	103.9

NOTE.—The Index Numbers here given have been calculated as regards Wages for the years to 1873 on the averages ascertained by Mr. Bowley—see the Economic Journal for December, 1898, and the Journal of the Royal Statistical Society for December, 1899—and for later years on the percentages quoted in the Table on page 54 of the 12th Abstract of Labour Statistics of the United Kingdom, 1906-7, Cd. 4413, 1908. As regards Prices the Numbers are based on the Index Numbers calculated by Mr. Sauerbeck—see Table on page 451 of Report on Wholesale and Retail Prices, 321—1903, and particulars in the Journal of the Royal Statistical Society for March, 1908.

TABLE 5.—UNEMPLOYMENT (UNITED KINGDOM).

[Percentage of members of Trade Unions making returns who were out of employment, not including members on strike, on sick pay, or on superannuation benefit.]

Year.	Percentage unemployed in				Year.	Percentage unemployed in			
	All trades for which returns were received		Building Trades.	Engineering, Shipbuilding and Metal Trades.		All trades for which returns were received.		Building Trades.	Engineering, Shipbuilding and Metal Trades.
	Corrected. *	Un-corrected.				Corrected. *	Un-corrected.		
1851	—	3.9	—	3.9	1895	6.05	5.8	4.4	8.2
1855	—	5.4	—	5.4	1896	3.50	3.4	1.3	4.2
1860	1.85	1.9	0.2	1.9	1897	3.65	3.5	1.2	4.8
1865	1.80	2.1	0.3	2.4	1898	3.15	3.0	0.9	4.0
1870	3.75	3.9	3.7	4.4	1899	2.40	2.4	1.2	2.4
1875	2.20	2.4	0.6	3.5	1900	2.85	2.9	2.6	2.6
1880	5.25	5.5	6.1	6.7	1901	3.80	3.8	3.9	3.8
1885	8.55	9.3	7.1	12.9	1902	4.60	4.4	4.0	5.5
1890	2.10	2.1	2.2	2.2	1903	5.30	5.1	4.4	6.6
					1904	6.8	6.5	7.3	8.4
					1905	5.6	5.4	8.0	6.6
					1906	4.1	4.1	6.9	4.1
					1907	4.3	4.2	6.4	5.0
					1908†	8.9	8.0	10.1	12.6

NOTE.—Years 1851 to 1903.—See Tables on pages 83-91 of British and Foreign Trade and Industry (Second Series). Cd. 2337, 1904. Years 1904 to 1908.—Furnished by the courtesy of the Board of Trade. In the issues of the Labour Gazette for the current year (1909), the annual percentages of unemployment for the years 1898-1908 have been slightly altered on fuller information obtained regarding certain trades.

\* The effect of the "correction" is to give the same weight (i.e. a weight of one half) to the Engineering, Shipbuilding and Metal Trades throughout the whole series in order to discount the great preponderance of the figures for these trades in the aggregate figures for the earlier years.

† Averages for eleven months January to November.

TABLE 6.—UNEMPLOYMENT IN LONDON.

[Percentage of members of Trade Unions unemployed, not including members on strike, on sick pay, or superannuated, in London.]

Year.	Building Trade. (Amalgamated Carpenters' and Joiners' Society).	All Trades making returns.	Year.	Building Trade. (Amalgamated Carpenters' and Joiners' Society).	All Trades making returns.
1875	1.1	—	1900	2.0	3.4
1880	4.0	—	1901	3.7	4.1
1885	7.8	—	1902	4.7	5.1
1890	2.4	—	1903	6.1	5.5
1895	3.4	4.7	1904	8.9	6.6
1896	1.6	3.1	1905	9.7	6.4
1897	1.3	3.2	1906	9.2	5.6
1898	1.0	3.4	1907	10.2	6.1
1899	0.7	2.9	1908	13.1	9.1

NOTE.—The figures as to the Building Trade have been compiled from the Reports of the Amalgamated Carpenters' and Joiners' Society, and those relating to all Trades have been furnished by the courtesy of the Board of Trade.

TABLE 7.—UNEMPLOYED WORKMEN ACT, 1905.

[Number of Applicants to Distress Committees in England and Wales and London, distinguishing the number of applicants who applied on more than one occasion.]\*

Year.	London.			England and Wales (including London).		
	Total Number of Applicants.	Number (included in Col. 2) who renewed their Applications in successive Years.	Percentage of Col. 3 to Col. 2.	Total Number of Applicants.	Number (included in Col. 5) who renewed their Applications in successive Years.	Percentage of Col. 6 to Col. 5.
1.	2.	3.	4.	5.	6.	7.
1905-6	39,723	—	—	110,835	—	—
1906-7	28,181	8,204	29.1	87,601	25,104	28.9
1907-8	32,624	10,825	33.2	90,057	30,257	33.6
Up to 30th November, 1908	37,573	15,162	40.4	— (a)	— (a)	—
Up to 6th March, 1909	48,532	17,941	37.0	— (a)	— (a)	—

(a) Not yet ascertained.

TABLE 8.—UNEMPLOYED APPLICANTS TO DISTRESS COMMITTEES.

[Ordinary Occupations of Unemployed Applicants to Distress Committees (England and Wales). Average of 3 years 1905-6, 1906-7 and 1907-8.]\*

Occupations.	Average Numbers.	Percentage of all Occupations.	Percentage of Applicants belonging to each Trade who applied in		
			London.	Outer London.†	Rest of England and Wales.
General or casual labour	32,847	52.2	25.2	17.8	57.0
Building trades	12,642	20.1	32.4	26.3	41.3
Engineering, shipbuilding, and metal trades.	4,747	7.5	19.6	15.1	65.3
Boot and shoe making	1,316	2.1	15.3	5.2	79.5
Domestic service	1,185	1.9	29.0	12.9	58.1
Furnishing and wood-working trades	1,070	1.7	41.8	19.0	39.2
Food, drink, and tobacco trades	856	1.4	41.8	20.3	37.9
Textile trades	503	0.8	5.2	4.6	90.2
Tailoring and clothing	352	0.6	52.3	18.5	29.2
Printing and paper trades	299	0.5	47.5	24.4	28.1
Other occupations	7,043	11.2	29.4	18.0	52.6

\* Tables 7 and 8.—Compiled from Returns furnished to the Local Government Board by the Distress Committees. Parliamentary Papers, 392.—Session, 1906; 326.—Session, 1907, and 173.—Session, 1908.

† For the districts comprised in the 'Outer Ring' of London, which together with the County of London, make up the area of Greater London, see the Map facing page 40 and Table 9.