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EMPLOYMENT AND UNEMPLOYMENT

PUBLIC EMPLOYMENT OFFICES
IN THE UNITED STATES

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INTRODUCTION.

The growing interest in the development of public employment offices, together with the rapid increase in their number, suggested to the United States Commissioner of Labor Statistics the appropriateness and timeliness of a study of their methods and practices. The American Association of Public Employment Offices, at its annual meeting in Detroit, in June, 1915, requested that the United States Bureau of Labor Statistics make an investigation of all employment offices, both public and private. An Employment Conference, called by Hon. William B. Wilson, Secretary of Labor, met in San Francisco, August 2 to 6, 1915, to discuss employment matters. This body desired that a study be made of employment offices in the United States, more particularly of the private agencies. The Bureau of Labor Statistics began a study of public employment offices in the spring of 1915. Many interruptions have interfered with the progress of the investigation and the writing of the report. An investigation of private employment agencies throughout the country was wholly out of the question because of the expense. Besides, the several investigations of these private offices already made have revealed all their characteristics.

One of the influences making for the rapid growth in the number and importance of public employment offices has been the flagrant evils connected with these private employment agencies. Of even greater importance in this development, however, is the growing sense that unemployment is a matter of deep concern to the public. The "right to work," contended for by the workers, can never be anything more than an abstract theory so long as the information as to the "manless job" and the "jobless man" is carefully guarded as the private property of private employment agencies, acting on the well-known principle of "charging all the traffic will bear." The worker's "right to work" implies a responsibility on the part of the public for the lack of work and involves the duty of the

public to supply the worker with all possible information about work to be obtained, and in the last analysis to furnish work to those who diligently seek it. One's sense of justice is offended at the thought of a willing and industrious worker being obliged to pay for the privilege of applying for a job. If the private employment agencies had been conducted with ordinary honesty and efficiency, the striving for a greater degree of justice to the worker would not have been able to make any headway against the accepted doctrine of individualism, which assumes that privately conducted businesses are always preferable to publicly conducted businesses. The irregularities and abuses of the private employment agencies, however, became too notorious to be overlooked.

The charges usually preferred against private employment agencies concern the fees exacted, the practices in referring applicants to jobs, and the places where the employment agencies are frequently located. Fees for registration were, and still are, charged by many private employment agencies, although these agencies make no effort to render any service in return for the fee. If the registered applicant makes a complaint, he is asked to pay an extra fee on the promise of getting first consideration. The fees charged are oftentimes exorbitant. "Fee splitting" is frequently practiced, part of the fee charged to the worker being paid over by the private employment agent to the employer or foreman. This practice is closely akin to job selling by foremen and superintendents.¹ Under this system the foreman or superintendent will hire a workman only on condition that the workman pay him a sum of money for the job. Both "fee splitting" and "job selling" result in short-term employment and frequent discharges, for each time a job is filled a new fee is "split" or a fresh price exacted. The resulting wastage from accelerated labor turnover, from extortionate and multiplied fees, from demoralization of workers, from unemployment and irregularity of employment, is incalculably great. Another complaint made against the private employment agencies is of carelessness or malicious chicanery in sending applicants unwarned to jobs where strikes are on, to jobs wholly unsuitable or beyond the capacity of the worker, to disreputable jobs, or to jobs that do not exist. This often means sending men and women considerable distances, often beyond the State lines, and leaving them stranded, to shift as best they can.

Many private agencies are located in disreputable slum sections, in saloons or other objectionable quarters, thus casting a stigma upon unemployment, coupling it with drunkenness, debauchery, and crimes, and putting placement work on the same footing with all charitable efforts to save the fallen, feed the hungry, clothe the naked, and pro-

¹ See Monthly Review of U. S. Bureau of Labor Statistics for October, 1916, "Job selling in industrial establishments in Ohio," pp. 1 to 5.

vide coal for the cold and crutches for the crippled. Most unemployment has no connection whatever with any fault of the worker. Unemployment and irregular employment occur largely because of highly developed, highly specialized, and rapidly changing industries, coupled with a labor market almost completely unorganized or disorganized. More and more, intelligent people are coming to recognize that the industrial system is responsible in a large degree for unemployment, but whoever is responsible, the demoralizing consequences resulting from unemployment are so far-reaching that the State must set itself seriously to the task of prevention and cure. Prevention must come through regularizing seasonal and fluctuating industries, cutting down the turnover of labor, and undertaking public construction work during periods of depression. The cure proposed is the public employment office.

Even more important than the growing realization of the evils found in many private agencies is the development of the sense of public responsibility for unemployment. This is seen in the importance attached to this social ill by those planning conferences on the social problems of to-day. Labor officials, especially during the past few years, have been devoting an increasing amount of time to the problem of unemployment.

DEVELOPMENT OF THE PUBLIC EMPLOYMENT OFFICE IDEA.

Quite similar to the development of the sense of public responsibility in matters of elementary and high school education and rural delivery has been the development of the feeling toward public employment offices.

When, in 1890, Ohio established 5 public employment offices, there was but little general demand therefor. Organized labor favored these offices, but there was no interest on the part of employers for their creation or maintenance.

As late as 1909, Edward T. Devine, professor of social economy, of Columbia University, in writing on *The Desirability of Establishing an Employment Bureau in New York*,¹ said:

I am of the opinion that the establishment of an employment bureau substantially on the lines indicated in Mr. Schiff's memorandum is desirable, that the need for such a bureau is very great, that it is not met by other existing agencies, and cannot be met by other plans more effectively or economically than by that proposed. The only serious modification which I would recommend is that a fee should be charged to employees, rather than to employers, unless it is found practicable and advisable to charge a fee to both. * * * If employers were charged and not employees, my fear would be that the tendency of the bureau would be to serve the interests of employers rather than those of employees. It is of course our desire that it should serve both, and primarily the community.

¹ Pp. 29, 30.

During the past seven or eight years there has been a wonderful development of public employment offices, in number, personnel and appropriations. Along with this increase has come the abolition of fees in all of them, except the office at Boise City, Idaho, which is mentioned on page 31.

OBJECT AND SCOPE OF THE STUDY.

The object of this study is to present a picture of the growth and the present importance of public employment offices in the United States. No attempt is made to cover private employment agencies. Facts are given for the various State and city offices studied, as to the following particulars:

(1) Date of establishment; (2) suitability of location; (3) equipment; (4) personnel and manner of appointment; (5) office hours; (6) appropriations; (7) methods used to secure applicants and places for applicants; (8) preferences in placements; (9) inquiries made of employers as to (a) moral conditions at places of employment; (b) industrial disputes at places of employment; and (c) whether seasonal and temporary jobs; (10) records kept and reports made; and (11) relation to private agencies.

Although this study treats primarily only of offices now in existence, brief mention is made of certain other offices not now operating which have had some influence in the development of public employment work, together with some account of the causes for their discontinuance. In gathering data for this bulletin all of the public employment offices in the United States known to be in operation at the present time were studied. In addition to these, various other employment agencies not strictly public were visited. These latter include offices opened to meet pressing temporary needs either of employers or of employees, and university employment offices.

While a few of the offices included in the enumeration on pages 12 and 13 are maintained only for certain types of workers and employers of certain sorts of labor, most of them are, in the fullest sense, public employment offices, where, theoretically at least, any person may apply for help or employment and have consideration given his request.

Some foreign labor exchanges are more or less actively concerned with such movements as vocational education, the granting of working certificates to school children, unemployment insurance, etc. Any mention of these or related subjects in the report is merely incidental to the general subject under consideration. There is no discussion of offices supported wholly by merchants' and manufacturers' associations. There is no mention of the general employment activities of the Y. M. C. A., Y. W. C. A., and similar institutions, nor

of any noncommercial agency not reporting to or supervised by some public employment office.

DISCONTINUED PUBLIC EMPLOYMENT OFFICES.

A few public employment offices established in certain cities either by action of the municipal authorities or of the State legislature have been discontinued. A résumé of the New York free public employment offices, which were established by law May 28, 1896, and which continued in operation until 1906, is given in Bulletin No. 68 of the United States Bureau of Labor Statistics.¹

The act providing for the free public employment offices in New York became a law May 28, 1896, and was repealed in 1906. The chief cause for the failure of the offices provided for by this law was inadequate financial support. A study of the situation may afford some light on similar problems elsewhere.

The control of the private agency has been the chief objective in New York, for the especial reason that the helplessness of immigrants has made New York City a most favorable field for the development of the worst types of private agencies. As far back as 1888, before Ohio began the agitation for free employment offices, the New York assembly enacted a law requiring, or permitting municipalities to require, of private agencies a license, a bond, a return of transportation expenses incurred by the applicant under misrepresentation, a copy of the law to be printed on the back of the receipt, and that the street address of the place of business should appear in the license. A comparison of this with the act of April 27, 1904, shows that the same lines have been followed in the later act as were laid down in the earlier one, with two additional features, a register to be kept by the agency and the creation of the office of commissioner of licenses charged with the enforcement of this law. Thus the history of New York's attempt to control these private agencies may be epitomized as, first, an attempt by means of direct legislation, which failed; second, an attempt by indirect means—i. e., State competition—which also failed; third, a return to the earlier method, supplemented by provision for administration and financial support for the same. This is now on trial, with fair prospects of becoming a permanent success.

Judged in the light of what it has persistently attempted to do—namely, to control the private agencies—New York's legislative experience corroborates rather than contradicts that of other States. The first attempt failed because no special provision was made for its enforcement. The second attempt undoubtedly would have failed for the same reason, just as it had done in other States under like conditions, even if the appropriation had been adequate.

In Illinois the enforcement of the law is delegated to the free employment office, together with something like adequate financial support. Whatever may have been the motives for the course pursued in New York, whether a consideration for the interests of private agencies, a disbelief in the possibilities of the Illinois method, or a hostility to the public employment office, the sole object aimed at in the act of April 27, 1904, was improved administration. Both New York and Illinois have succeeded to a considerable degree, but the success of Illinois includes also the establishment of the free employment system which has other purposes to serve than merely to control private agencies. Thus it is evident that New York's rejection of her free employment system can not be

¹ Pp. 53 to 55.

taken as an indictment of such system in general, however much it may have been quoted to that effect. The cost to the city of New York of the office of commissioner of licenses from May, 1904, to September, 1905, inclusive, was: Amount expended, \$26,695.85; outstanding liabilities, \$500; total, \$27,195.85. The cost to the State of Illinois for maintaining the free public employment offices of Chicago for the year 1905 was \$25,755.

It is worth while in this connection, though aside from the main purpose, to mention a movement among the better class of private agencies which deserves the widest imitation. This movement, under the name of "The Employment Agents' Society," was incorporated under the laws of the State of New York in January, 1906. Its purposes as stated in the certificate of incorporation are—

To cooperate with the duly constituted authorities charged with the enforcement of all laws relating to employment agencies, to the unemployed, and to wageworkers in general, to effect a union of all reputable persons interested in or engaged in the employment agency business, to bring about a better acquaintance among employment agents in the State, to investigate frauds alleged to have been committed by employment agents in this State, and to aid in bringing to justice those agents who practice dishonesty; to procure the enactment of laws necessary to the welfare of the unemployed, the employers, and employment agents.

Such an association can lend the most valuable assistance in the enforcement of the law and at the same time secure to itself the confidence of the public.

The State commissioner of labor of New York in 1905 "secured the volunteer assistance" of a commission of five men interested in charitable work to investigate and report upon the condition of the free employment office. On July 24 this commission reported the following conclusions:

1. That the bureau is in effect an intelligence office for women domestic servants.
2. That the sum appropriated for the maintenance of the bureau (\$5,000) is entirely inadequate to conduct a bureau which might have an effect upon the labor situation in the State in general.
3. That the energy represented by the expenditure of \$5,000 annually, or any larger sum, will at this time produce the best results by dealing with the problem of factory inspection and child labor.
4. That, for the reasons set forth above, the free employment bureau should be discontinued at the end of the present fiscal year.

These conclusions, manifestly, are purely local in their application, and do not affect the general proposition for or against the State employment office.

In this connection the experience of Maryland is significant. The following statement is taken from the Twenty-fourth Annual Report, Bureau of Statistics and Information, Maryland, 1915:

• EFFORTS TO ESTABLISH A LABOR EXCHANGE.

Although the bureau's organization and resources were under heavy burden to meet the administrative demands of the child labor and factory inspection laws, yet an effort was made during a period of excessive unemployment to establish a labor exchange. An office was opened at the corner of Guilford Avenue and Lexington Street [Baltimore] in June of 1915. An employment expert, Mr. W. B. Leiserson, was engaged to advise the bureau as to the best methods of bringing the jobless man into touch with the manless job. Two of

the regular inspectors were assigned to the work of registering applications and getting into touch with employers.

By the time the office had been opened 125 days two situations developed, either one of which would have rendered unadvisable the continuation of the experiment. In the first place, the increasing demand for labor from munition and general war supply factories all over the country reduced unemployment in the city to a minimum. In the second place, the brief experience proved that the office was not equipped with an organization equal to the work of building up a labor exchange. The work called for the continued services of a managing expert. In view of these facts the recommendation of Mr. Leiserson to abandon the project was accepted, the exchange was closed and the inspectors reassigned to regular service work.

During 1914 several cities of Montana and Idaho established employment offices, but these offices have ceased to exist.

In January, 1915, the city government of Kansas City, Mo., established an employment office under its department of public welfare. The quarters were cramped and badly situated, being on the fourth floor of a building. No placement work for men was attempted after January, 1916, and at the end of June of that year all the work of the office was discontinued. All applicants were thereafter told to apply at the headquarters of the State-Federal office. For the fiscal year, which ended April 30, 1916, the expenses were as follows: Salaries to the two employees of the office for the period during which they served, \$1,800; rent, \$135; advertising, printing, and postage, \$83; all other expenses, \$249.

Changes in the number and location of public employment offices are occurring so rapidly that it is extremely difficult to report accurately on even such a matter as discontinued offices, for since the writing of the text of this bulletin the Berkeley, Cal., and Fall River, Mass., offices have ceased operations, because of the failure of the city council in the former case, and the State legislature in the latter, to appropriate therefor. The attorney general of Illinois, moreover, recently rendered an opinion that the city of Chicago can not legally maintain an employment office, and that office has since been discontinued.

METHODS USED IN THE STUDY.

In the collection of the information upon which this report is based, three methods were used. In nearly every instance personal visits to the offices were made, the operations of the offices studied, and schedules filled out by an agent of the Bureau of Labor Statistics. A few offices were opened, however, after the other offices in the neighborhood had been visited. Schedules for these were furnished by mail and supplemented by correspondence to clarify any questions not properly or fully answered. To many of the offices in the East and Middle West more than one visit was made in order to

verify statements of various changes made and to learn the conditions of operation at different seasons of the year.

Statistical tables of recent placement work were made by the agent visiting those offices which had no up-to-date reports. In other cases statistical tables prepared by the public employment office itself were transmitted with its schedules. In addition to these data, the United States Bureau of Labor Statistics has been publishing in its Monthly Review for the past two years reports of the activities of public employment offices all over the country. Annual reports have been issued by many offices since they were scheduled. In most such cases the statistics contained therein have been used to supplement those already obtained.

CLASSIFICATION OF PUBLIC EMPLOYMENT OFFICES.

The following table shows the location and control of the 96 public employment offices in the United States studied in detail for this report. This list includes all general public employment offices maintained by cities and States, with or without cooperation with each other or the Federal Government. (There is county cooperation in four cases.) It omits all exclusively Federal offices and those of the types described under the next topic, "Extent of the movement for public employment offices in the United States."

TABLE 1.—LOCATION AND CONTROL OF PUBLIC EMPLOYMENT BUREAUS IN THE UNITED STATES.

State and city.	Control.	State and city.	Control.
<i>California.</i>		<i>Indiana.</i>	
Berkeley.....	Municipal.	Evansville.....	State.
Los Angeles.....	Municipal-State.	Fort Wayne.....	Do.
Oakland.....	State.	Indianapolis.....	Do.
Sacramento.....	Municipal.	South Bend.....	Do.
Do.....	State.	Terre Haute.....	Do.
San Francisco.....	Do.	<i>Iowa.</i>	
<i>Colorado.</i>		Des Moines.....	State.
Colorado Springs.....	State.	<i>Kansas.</i>	
Denver.....	County-Municipal.	Topeka.....	State.
Do.....	State.	<i>Kentucky.</i>	
Do.....	Do.	Louisville.....	Municipal-private.
Pueblo.....	Do.	Do.....	State.
<i>Connecticut.</i>		<i>Massachusetts.</i>	
Bridgeport.....	State.	Boston.....	State.
Hartford.....	Do.	Fall River.....	Do.
New Haven.....	Do.	Springfield.....	Do.
Norwich.....	Do.	Worcester.....	Do.
Waterbury.....	Do.	<i>Michigan.</i>	
<i>Idaho.</i>		Battle Creek.....	State.
Boise.....	Municipal.	Bay City.....	Do.
<i>Illinois.</i>		Detroit.....	Do.
Chicago.....	Municipal.	Flint.....	Do.
Do.....	State.	Grand Rapids.....	Do.
East St. Louis.....	Do.	Jackson.....	Do.
Peoria.....	Do.	Kalamazoo.....	Do.
Rock Island-Moline.....	Do.	Lansing.....	Do.
Rockford.....	Do.		
Springfield.....	Do.		

TABLE 1.—LOCATION AND CONTROL OF PUBLIC EMPLOYMENT BUREAUS IN THE UNITED STATES—Concluded.

State and city.	Control.	State and city.	Control.
<i>Michigan—Con.</i>		<i>Oklahoma.</i>	
Muskegon.....	State.	Enid.....	State.
Saginaw.....	Do.	Muskogee.....	Do.
<i>Minnesota.</i>		Oklahoma.....	Do.
Duluth.....	State.	Tulsa.....	Do.
Minneapolis.....	Do.	<i>Oregon.</i>	
St. Paul.....	Do.	Portland.....	Municipal.
<i>Missouri.</i>		<i>Pennsylvania.</i>	
Kansas City.....	State-Federal.	Altoona.....	State.
St. Joseph.....	State.	Harrisburg.....	Do.
Do.....	County-Municipal.	Johnstown.....	Do.
St. Louis.....	State-Federal.	Philadelphia.....	Do.
<i>Montana.</i>		Pittsburgh.....	Do.
Butte.....	Municipal.	<i>Rhode Island.</i>	
<i>Nebraska.</i>		Providence.....	State.
Lincoln.....	Municipal.	<i>Texas.</i>	
Do.....	State.	Dallas.....	Municipal.
Omaha.....	Federal - State - County - Municipal.	Fort Worth.....	Do.
<i>New Jersey.</i>		<i>Virginia.</i>	
Jersey City.....	Federal-State-Municipal.	Richmond.....	Municipal.
Newark.....	Do.	<i>Washington.</i>	
<i>New York.</i>		Bellingham.....	Federal-Municipal.
Albany.....	State.	Everett.....	Municipal.
Brooklyn.....	Do.	Seattle.....	Do.
Buffalo.....	Do.	Spokane.....	Do.
New York.....	Municipal.	Takoma.....	Federal-Municipal.
Rochester.....	State.	<i>Wisconsin.</i>	
Syracuse.....	Do.	La Crosse.....	State-city.
<i>Ohio.</i>		Milwaukee.....	State-county-city.
Akron.....	State-Municipal.	Oshkosh.....	State-city.
Cincinnati.....	Do.	Superior.....	Do.
Cleveland.....	Do.		
Columbus.....	Do.		
Dayton.....	Do.		
Toledo.....	Do.		
Youngstown.....	Do.		

From this list it is seen that the controlling authority is the city in 15 offices; the county and city in 2; the State in 60; the State and city in 11; and the State, county, and city in 1; while in 7 cases the Federal Government shares in the work done in the offices studied, in two places cooperating with the State and city wherein located, in two cases with the State alone, in two others with the city only, and in one with the State, county, and city. Of the municipal offices, one is financed in part by private contributions from citizens interested in its welfare.

EXTENT OF THE MOVEMENT FOR PUBLIC EMPLOYMENT OFFICES.

In addition to the public employment offices enumerated in Table 1, there are others of which note should be taken. These include six classes, as follows:

(1) Offices engaged primarily in other work but to some extent also in employment activities, such as is true of the bureau of marketing, office of the commissioner of commerce, industry and agriculture, Columbia, S. C., described on page 53.

(2) Offices privately operated for the general public but not under any form of governmental control, as the Atlanta, Ga., public employment office, described on pages 54 and 55.

(3) State university agencies, such as those maintained by the universities of Minnesota, Nebraska, and Wisconsin, described on pages 55 to 57.

(4) Chambers of commerce employment offices, such as are found at Madison, Wis., and Dubois, Pa., described on pages 57 and 58.

(5) Noncommercial agencies reporting to and supervised by some public employment office, such as the numerous agencies cooperating with the New York City (Municipal) and Brooklyn, N. Y. (State) bureaus, described on pages 58 to 60.

(6) Vocational guidance bureaus, such as are found in Chicago and Philadelphia, discussed on pages 60 to 64.

STATE AND CITY PUBLIC EMPLOYMENT OFFICES.

DATES OF ESTABLISHMENT.

The first American public employment offices were established at Cleveland, Cincinnati, Columbus, Dayton, and Toledo, Ohio, by act of the State legislature, April 28, 1890. There had been some agitation for the establishment of such offices during the preceding three years, but the attention of the legislature was not focused on this subject until "the Municipal Congress of Cincinnati, an organization composed of all the trade and labor unions in that city, started an agitation in favor of 'Free public employment offices' being established by the State government in all of the large cities of the State."¹ After the establishment of these five offices, no other public employment offices were established for four years. During this time, however, considerable attention was being given to the work of these offices.²

In 1894 the city of Seattle established the first public municipal employment office in this country, and in the next year the State of Michigan opened in Detroit a public employment office. In 1899 the first Wisconsin public employment office was opened in the city of Superior; and in the same year the State of Illinois opened North, South, and West Side offices in Chicago. The following year the

¹ Fourteenth Annual Report of the Bureau of Labor Statistics (Ohio), 1890, p. 20.

² Idem; also Seventeenth Annual Report of the Bureau of Labor Statistics (Ohio), 1893, pp. 14 and 15; Eighteenth Annual Report of the Bureau of Labor Statistics (Ohio), 1894, p. 374.

State of Missouri provided for such employment offices in St. Louis, Kansas City, and St. Joseph. At the close of the last century, therefore, there were 12 public labor exchanges maintained separately or conjointly by States or cities.

During 1901 offices were opened in Milwaukee, Wis., Peoria, Ill., and Topeka, Kans., in the Middle West, while Connecticut established public employment offices in Bridgeport, Hartford, New Haven, Norwich, and Waterbury, the first offices of this sort to be opened in the East. The next employment office established in the East was the Boston office, opened October 24, 1906, under the control of the Bureau of Statistics of Massachusetts. In the meanwhile offices had been opened in Sacramento, Cal., and Butte, Mont. (1902); La Crosse and Oshkosh, Wis. (1903); Tacoma, Wash. (1904); and Spokane, Wash. (1905).

The panic of 1907 aroused the public attention to the fact of extensive unemployment. One of the noticeable results was the establishment that year of 7 new public employment offices, and of 9 more in 1908. Before the thoughts of legislators had entirely turned away from the conditions of 1907 and 1908, provision was made in 1909 for four additional public employment offices.

In 1907 there were created State offices at Fall River and Springfield, Mass.; East St. Louis, Ill.; Kalamazoo and Saginaw, Mich., and Minneapolis, Minn., and the municipal office at Portland, Oreg. In 1908, State offices were established at Denver, Pueblo, and Colorado Springs, Colo.; Grand Rapids and Jackson, Mich.; Duluth and St. Paul, Minn.; Oklahoma City, Okla., and Providence, R. I.; and in 1909 at Springfield, Ill.; Indianapolis, Ind.; Muskogee, Okla.; and a municipal agency at Newark, N. J.

At the end of 1909 there were twice as many public employment offices as had been in existence in 1903—just as 1903 had seen a doubling of the number of offices since 1900.

In 1910, the Oklahoma Labor Department opened a third State office at Enid. In 1911, Indiana created offices at Evansville, Fort Wayne, South Bend, and Terre Haute, while in 1912 a municipal employment agency was opened in Everett, Wash., and a State office in Louisville, Ky.

During the business depression which began in 1913 and continued through 1914 and the early part of 1915, the number of public employment offices increased greatly. Exclusive of the Federal offices established during the latter part of that period, there were created during these three years 29 offices, as follows:

During 1913, Berkeley, Cal.; Denver, Colo.; Rockford and Rock Island-Moline, Ill., and Worcester, Mass. During 1914, Los Angeles, Cal.; St. Joseph, Mo.; New York, N. Y.; Dallas and Fort Worth, Tex., and Bellingham, Wash. During 1915, Boise, Idaho; Chicago,

Ill.; Des Moines, Iowa; Louisville, Ky.; Flint, Mich., and Lincoln, Nebr. (State and municipal); Albany, Brooklyn, Buffalo, Rochester and Syracuse, N. Y.; Akron and Youngstown, Ohio; Tulsa, Okla.; Philadelphia, Harrisburg, and Johnstown, Pa., and Richmond, Va.

In 1916 eleven other offices came into existence: Jersey City, N. J.; Altoona and Pittsburg, Pa.; Sacramento, San Francisco, and Oakland, Cal.; Battle Creek, Bay City, Lansing, and Muskegon, Mich.; and Omaha, Nebr.

The grand total thus attained was 96—exactly one-half of which have been created since 1910. The increase in the number of American public employment offices is shown in the table following:

TABLE 2.—NUMBER OF PUBLIC EMPLOYMENT OFFICES ESTABLISHED IN THE UNITED STATES, BY YEAR GROUPS, 1890 TO 1916.

Year group.	New offices established.	
	Number.	Yearly average.
1890.....	5	5.0
1891-1895.....	2	.4
1896-1900.....	5	1.0
1901-1905.....	14	2.8
1906-1910.....	23	4.6
1911-1915.....	36	7.2
1916.....	11	11.0

The chief significance of this table is that it shows that ever since 1890 more public employment offices have been established in each five-year group than in the preceding one, increasing from a yearly average of 0.4 during 1891-1895 to 7.2 from 1911 to 1915.

SUITABLENESS OF LOCATION OF OFFICES.

Nearly all public employment offices are located in the business sections of their respective cities. The offices at Topeka, Kans., and Lincoln, Nebr., located in the State Capitol Building, and that at Des Moines, Iowa, in a building adjacent to the State capitol, are among the exceptions to this rule.

A clear-cut division between the wholesale, retail, and manufacturing districts of many cities is impossible. In the smaller cities in which public employment offices are maintained this is especially true. In the larger cities a more nearly accurate statement may be made. For example, the New York municipal bureau is in one of the wholesale districts of the city, while the Brooklyn office is in the heart of the retail section of that borough. The Philadelphia bureau is on the outskirts of the main retail district, while the Pittsburgh office is located within that city's wholesale district. In

Cleveland the offices are in the new city hall on the Lake front, near the center of the retail business section, and not far from the wholesale section. In Detroit the State employment agency is within the wholesale district. The main State employment office in Chicago is within "The Loop," while the unskilled-labor branch is situated in a wholesale district not far from the union station.

Of course a public employment office should be located within easy access of a considerable part of the local labor supply, and, so far as possible, in a representative business section of the city. Too often these factors count for but little in the actual selection. Altogether too frequently locations are determined by the meagerness of the appropriation for maintenance. In many instances the office is located in a State, county, or city building, wholly without regard to the suitability of such a situation, merely because little or no rent is charged. One office is located in the county courthouse because the nominal rent charged is the amount which the janitor demands as an additional payment on account of his increased duties. Another office is in the city hall, in an inside room, difficult to reach, and so small and ill ventilated that the atmosphere is always bad. This room has to be used because the appropriations are inadequate to pay for more suitable quarters. In one State the authorized expenditure for each employment office created by the legislature is \$250 per annum for equipment, rent, heat, light, telephone, and postage. One public employment office in another State is located in a basement room of the city hall, a building which is approximately a mile and a half from the business center of the city. This undesirable location is due wholly to the fact that the city charges no rent for this room and the legislature has appropriated no money to be used as rent for quarters for this office. So long as such a policy of penuriousness is practiced by legislatures, the public employment offices can never do really worth while work. The employment officers who suffer from the legislation of lawmakers, whose idea of a public employment office is an office which costs the taxpayers nothing, will continue to receive blame that properly belongs to the legislatures which create the offices and then starve them.

It must not be assumed, however, that all locations in public buildings are unfortunate. On the contrary, in many cases they are quite satisfactory, as for example, the present quarters of the Cleveland office, the New York municipal office, the La Crosse, Wis., office, and certain others. The equipment is not sufficient in some of these offices, but unquestionably the location is quite as satisfactory as could be reasonably expected.

Quite as important as geographical location with reference to workers' families (labor supply) and business houses (labor demand)

is location with reference to the street level. One public employment office is located on the thirteenth floor of an office building; one is located on the eighth floor; and one on the sixth floor of a business building. By way of contrast, a great many offices are situated in basements, this condition being true of eight public agencies visited. Less than half of the total number of public employment offices are located on the ground floor.

EQUIPMENT.

The matter of equipment is of vital importance to the successful conduct of an employment office. In the study of public employment offices covered by this report a very wide difference was found in the character and extent of their equipment. The ideal office would be one well located, both with reference to its nearness and its easy accessibility to persons desiring work. It should be on the first or ground floor, if possible. The quarters should be large enough to avoid crowding, with separate rooms for unskilled laborers, skilled male applicants, women and juveniles. There should be private offices where the superintendent or other officers can have personal conversations, when desirable, with applicants. Light and ventilation should be good, and toilet accommodations sufficient and sanitary. Desks and filing cases should be provided, to enable those in charge to do their work efficiently and to keep their records so they will be easily and readily accessible. It goes without saying that telephones, typewriters, and other accessories should be provided.

In contrast to the above, some offices were found to be poorly situated, in dark basements or on floors several stories above street level, without regard to location, in some cases reached by dark hallways, the rooms small, poorly lighted, ill ventilated, with no provision for privacy of conversation, and with but few or none of the modern office accessories which make for efficient work and the keeping of adequate records. The possession or absence of desirable quarters, furniture, and equipment probably depends largely upon the amount of appropriations available and the ideas of the superintendent or other responsible person as to what constitutes good equipment.

Of the 96 offices studied in detail, separate waiting rooms for male and female applicants are provided in exactly half this number. Separate waiting rooms for juvenile applicants were found in only two offices. The superintendents of 36 of these public employment bureaus have offices which are more or less private, which may be used for consultation with employers seeking help or with individual applicants having special matters to bring to the attention of the superintendent.

The following descriptions of the equipment of a few of the offices visited will give a general idea of the differences in the equipment of some of the best and some of the worst equipped offices:

Office No. 1 is one of the best equipped offices visited. Separate rooms of sufficient size, all well kept and thoroughly ventilated, are provided for unskilled laborers (male), skilled applicants (male), juveniles (male), and all women workers. The superintendents of the various departments and the general superintendent all have private offices and individual telephones. The public building in the basement of which this office is situated was but recently constructed. Its corridors are wide and well lighted. Many toilets are provided and all are sanitary. It is in connection with the unskilled male applicants that the chief drawback of this office appears. The waiting room provided for their use, while not small in comparison with the space provided in offices in many other cities, is so limited that in busy times applicants are frequently uncomfortably crowded. There are but few benches provided for these men. For purposes both of office efficiency and ventilation there is a thrice-a-day regular clearing out hour when no applications for unskilled work are received. The location of the office is only moderately good from the standpoint of the nearness of the labor supply. Furthermore, its proximity to the city's water front is of itself a handicap in cold weather, for it is necessary for those who seek employment—if they arrive before 7 a. m.—to huddle together outside the office, often shivering on account of the intense cold, until the doors are opened.

Office No. 2 was originally one very large room with two separate entrances. For the purposes of this agency partition walls were erected to create a separate waiting room for women. A second set of partitions made an office room for the superintendent. In this room, which is extremely crowded, are desks for five employees, including the telephone switchboard operator. The women's department is attractive, with chairs and several desks for the use of applicants in making out their applications. There are two divisions in the female department, one for mercantile, industrial, and professional help, and the other for domestic, hotel, and restaurant help. In both the women's and men's departments reading matter, consisting of newspapers, magazines, and general material concerning trade opportunities, is provided. Although the men's department looks very uninviting, it serves its purpose well. At four desks in a row well up toward the front of the room clerks have charge of the following four classes of workers: (1) Juveniles, (2) tradesmen and professionals, (3) farm hands and domestics, and (4) laborers. Iron railings separate the groups and materially assist in the maintenance of order. Toilets are provided for men patrons of the office.

Office No. 3 consists of three separate parts, one for general and unskilled laborers, another for boys and men, exclusive of unskilled laborers, and another for girls and women. The equipment, which is especially noteworthy, includes the following: Several large blackboards on which all opportunities for employment are listed; signs bearing the inscription "This is not a charitable institution but a public service maintained by the State"; a mimeograph machine which is put to important uses each day; a private telephone exchange system with ten incoming trunk lines connecting all parts of the office; two file cases of suitable size and construction for their respective uses—card records and correspondence; five first-class typewriters; time recording clocks used by all employees of the agency; and name signs on the desks of each officer. The fact that the amount paid out in rent alone in 1916-17 was nearly \$7,000 indicates something of the elaborateness of the "plant." Moreover, the annual expenditure for the maintenance and equipment of this office is approximately \$5,000.

But even this office has many drawbacks and handicaps which were discussed in a special report of an investigation of this agency made at the request of its superintendent by an inspector of the State board of health. The following unfavorable comments are taken directly therefrom:

MAIN OFFICE.

Light reaches the back and front parts of the office satisfactorily enough, but in the central part where several clerks work the light is so weak even on bright days that artificial lighting is essential.

No means are provided for ventilation except through five small transoms, each about 5 feet by 1½ feet in area. These transoms are swung at the center and cannot be opened so as to make available the full opening. On quiet days there is practically no movement of air through the room, though on windy days considerable change of air takes place, causing objectionable and injurious draughts. When the wind is from the west much of the air that enters through the transoms is the exhaust air from a neighboring restaurant kitchen with all its accompanying odors of cooking.

The office space occupies the center of the room and is surrounded by a low railing. Instead of this railing there should be partitions similar to those used in banks and express companies, with windows cut therein through which conversations between employees of the bureau and applicants for employment should take place.

The offices are exceedingly difficult to keep clean and sanitary because of the wooden floor, plastered walls, and poor furniture, especially the benches occupied by applicants.

There are no public toilets for men and the existing men employees' toilet has wooden floors and plastered walls.

There is a genuine need for three new typewriters, two cloakrooms, modern desks for the general superintendent and the chief clerk, instead of the antiquated ones which they now have.

FEMALE DEPARTMENT.

Here the only means of securing ventilation is the opening of a door in the rear and windows in the front. This on quiet days produces no effective change of air, and on windy days causes draughts.

The room is a most unprepossessing place in general appearance, having on one side a white plastered wall, more or less dirty, and on the other, a white-washed brick wall. The ceiling shows the bare wood of the floor construction of the succeeding story.

The window lighting is wholly inadequate, especially in the rear part, which receives practically no daylight. The artificial lighting system is, however, satisfactory.

A suitable comfort room for women seeking employment is the greatest need of the department. The women employees of the office certainly need a room to which they may retire at noon and for rest.

GENERAL LABOR DEPARTMENT.

The lighting, which is entirely from the front through plate glass windows, is wholly inadequate and reaches scarcely one-third of the distance from the rear of the office even on bright days.

The lack of ventilation in this room last summer became so bad that a 24-inch fan was installed at the back of the room, which draws the air from the room through two 16-inch belts, and discharges it into an alleyway in the rear. Thus a great improvement has already been made, but further gains along these lines are essential.

This room is more unprepossessing looking than the others. Furthermore, recent adjustments of grades in the neighborhood of the railroad station have caused the floor of this room now to be one or two feet below the sidewalk level. This condition materially increases the amount of dust that enters the room in dry weather, much to the discomfort of all occupants.

Since the State inspector's report was made a new double position telephone switchboard has been installed and placed in a different location from the old one, which gives about 160 additional feet of floor space. Several new telephone terminals and trunk lines have been added, which provide much better telephone service, and better lighting facilities have been provided. The room for the unskilled labor office has been rearranged and iron railings added, which has greatly increased the space utilized by the applicants. On the whole the changes and improvements have added greatly to the efficiency of the office.

Office No. 4 is located below the level of the street in the basement of a public building and is reached by following a long, dark, winding hallway. Years ago there was painted on the windows of the office the legend—"Free Employment Office." The words are now scarcely distinguishable. The light admitted through the two windows is inadequate even on bright days, while during the winter months the office is wholly dependent on artificial light. The equipment consists of two tables, a desk, one telephone, a few chairs, and a railing to indicate a separation of the superintendent's office from

the waiting room. In these quarters there is no possible privacy of conversation.

Office No. 5 is a half story underground in a building which years ago was used as a county courthouse. There appear outside the office announcements in Slovak and one other Slavic language, as well as in English, that here is the "—— Free Employment Agency." The only waiting room for men is a space approximately 14 feet by 7 feet without any conveniences and into which no light comes. There is no passageway from this room into the office of the clerk in charge of placements. Men apply for jobs through a kind of "bank" window. Naturally, this dark, unwholesome, smelly hole is a real menace to health. It receives a general cleaning only once in two weeks. This includes, however, a fumigation by the use of formaldehyde and other deodorants. A coal stove located in the superintendent's office (which adjoins that of the clerk above mentioned) is intended to heat both rooms and is successful in making the air more vitiated. There is no separate waiting room for women.

Office No. 6 is situated very near police headquarters in the basement of the city hall. The quarters are two tiny rooms, illy kept, badly ventilated, poorly lighted, and thoroughly unsanitary. Practically the only equipment is contained in the superintendent's office. Into this room are crowded four employees in a space sufficient for not more than two.

Office No. 7 has one entrance for all persons coming to it to secure help or employment. A low railing in the small waiting room separates the male and female applicants. There are two telephones provided, one belonging to each of the two companies serving the city. The floor space is very limited and the ceiling very low. A sufficient number of chairs is provided for the normal number of applicants. Ventilation is very poor and the employees frequently suffer from headache. One oversight by this office is the omission of the name of the bureau from the classified subscribers in the telephone directory. A stranger seeking to make use of the office would have considerable difficulty in learning its telephone number or location unless he happened to know the exact name under which it is listed in the general alphabetical arrangement of subscribers.

All of the offices have telephone service, varying from a single receiver to a double switchboard; yet the woeful lack of uniformity as to the name by which these public employment offices are locally known precludes the possibility of their rendering their maximum service, especially to newcomers. In the smaller cities this is not an important factor, but in metropolitan centers it constitutes a serious defect of the offices.

PERSONNEL AND MANNER OF APPOINTMENT.

There are 34 public employment offices which have but one employee each. In seven of these offices the employees give but a part of their time to employment matters. In one office the clerk in charge devotes on an average less than one hour a day to this sort of work. The rest of her day in the office is given over to her duties as stenographer in the State department of labor.

The other extreme is found in an office which has a general superintendent, a chief clerk, 3 department superintendents, 3 assistant department superintendents, 6 business solicitors, 5 general clerks, 4 department clerks, 3 file clerks, 1 interpreter, 4 stenographers, 2 telephone switchboard operators, 2 policemen (office paid), 1 messenger, and 2 janitors.

Between these limits come the greater number of public employment offices. A majority of these are run on the laissez-faire principle, the attitude of the superintendent being that the function of a public employment office is to "match" applications for help with applications for employment—not to "seek" business but to accept such as comes to it. Along this line it is worthy to note that only six offices have employees whose primary function is the solicitation of new business. Yet it must not be implied from the foregoing statement that none of the other bureaus solicit cooperation from employers and employees who have never before patronized the office; for many of them do. Not only do they do that but, dependent upon the personal initiative and interest of the superintendent, they attempt to find positions for applicants who seek work in lines for which no applications for workers have yet been received, or to secure applicants to fill calls already received.

In 4 of the 15 States which conduct two or more employment offices, all the appointees are men. In none of these four States is this action taken because of any legal requirements. Probably the determining factor to a considerable extent is politics. In none of these States are the employment office employees appointed as a result of civil-service examinations.

The table following shows how many offices have one employee, how many have two, and so on, and how many of these employees are appointed in accordance with civil-service laws:

TABLE 3.—NUMBER OF PUBLIC EMPLOYMENT OFFICES HAVING EACH SPECIFIED NUMBER OF EMPLOYEES, AND NUMBER OF EMPLOYEES UNDER CIVIL SERVICE.

Number of employees per office.	Number of offices.	Number of employees.			Number of employees per office.	Number of offices.	Number of employees.		
		Under civil service.	Not under civil service.	Total.			Under civil service.	Not under civil service.	Total.
1 employee.....	9	9	.....	9	6 employees.....	5	30	.....	30
	25	.....	25	25		1	2	.....	6
						1	.....	6	6
Total.....	34	9	25	34	Total.....	7	32	10	42
2 employees.....	9	18	.....	18	8 employees.....	1	.....	8	8
	3	3	.....	6	9 employees.....	1	9	.....	9
	9	.....	18	18	10 employees.....	1	10	.....	10
Total.....	21	21	21	42	11 employees.....	1	11	.....	11
3 employees.....	6	18	.....	18	14 employees.....	1	14	.....	14
	1	1	.....	3	16 employees.....	1	.....	16	16
	3	.....	9	9	18 employees.....	1	18	.....	18
Total.....	10	19	11	30	19 employees.....	1	19	.....	19
4 employees.....	4	16	.....	16	21 employees.....	1	15	.....	21
5 employees.....	4	20	.....	20	38 employees.....	1	28	.....	38
	6	18	.....	30	All offices.....	43	192	.....	192
Total.....	10	38	12	50		13	67	.....	104
						40	.....	82	82
					Total.....	96	259	119	378

In those offices some of whose employees are, and some are not, appointed under civil-service regulations it is almost invariably true that the superintendents or persons in charge are not civil-service appointees. In other words, the principle of selection according to a merit basis is recognized as fitting for clerks, stenographers, typists, messengers, etc., but not for those in positions of responsibility.

The mere mention of the number of employees chosen under civil-service principles tends to exaggerate the true condition concerning their selection. For example, in one State a certain political party was in power for many years, but at an election a few years ago there was a change of control. Immediately the legislature enacted a law providing that the governor might waive the civil-service regulations on recommendation from the head of any department. Thereupon the State commissioner of labor, under whose direction the public employment offices are conducted, recommended that the rules be waived. This was done. The governor then appointed men of his own party to take the places of his political opponents who had been holding these positions. This change was made regardless of whether the work of these employment offices had been carried on satisfactorily or not. In one office, however, a man of the governor's own party who had been employed many years before but who had

since lost his eyesight was retained. After the new appointees had qualified they were "blanketed" into the civil service.

In another State whenever there is a change of political control all the officials of all the State public employment offices tender their resignations to the governor or the State labor commissioner, despite the fact that they are supposed to be appointed in accordance with the civil-service law.

In another State in which appointments to positions in all the employment offices come under the civil-service law it was found that in one city of over 100,000 population four out of five employees in one office were related to each other.

The fact that a person has passed a civil-service examination does not necessarily prove that he is the most competent person to fill a given position, but such an examination, based on the requirements of the service to be rendered, is a test of his education and general intelligence and his qualifications for the job, and it is fairly presumable that he would be better qualified than one who has undergone no test, but is selected on account of his political affiliations. Further, the civil-service regulations have a tendency to make employment permanent, and the knowledge gained by years of experience in the peculiar work of an employment office can be counted on to render a person a much more efficient and valuable worker than an inexperienced political appointee.

The distribution of authorized appropriations and the limited salaries allowed to employees of certain offices are factors entering into the selection of the best qualified persons for the various positions open. It is usually not the fault of an appointing officer that sometimes men and women of little or no training in the work expected of them are chosen. Too often the official in charge of appointments is helpless to do otherwise than as he does. The wonder is not that better employees are not chosen but that those appointed are as capable as they are in the management and other work of public employment offices.

In those offices which have separate departments for males and females it is generally true that a man, usually called the superintendent, is in charge of the male division, while his assistant is a woman and in charge of the female division. Yet there are exceptions to this general rule. In two offices of one State which is well advanced in public employment activities there is a general superintendent in each case in nominal charge of the office, but all placement work for both men and women is left to two assistants.

OFFICE HOURS.

The character of the labor with which an office must chiefly deal should determine the hour when it should be opened in the morn-

ing. Uniformity is therefore not necessary or even desirable, but a definite relation should exist between the local needs and the hours observed. It is manifestly unimportant whether the employees of an office which chiefly supplies help, and receives calls for help, on the "mail order" basis, report for duty at 8, 8.30, or 9 a. m. On the other hand, an office whose greatest opportunity for service lies in furnishing factory hands ought to open sufficiently early to enable the persons seeking employment through its instrumentality to report for work the same day and receive a full day's assignment. The adoption of such a policy may mean that complete readjustment must be made of the hours during which offices are to be kept open.

Furthermore, the fact that the unskilled labor branch of a public employment office opens at 7 a. m. is not by any means a sufficient reason why the mechanical and industrial or the clerical and professional branches ought to be opened at the same time.

The following table shows how many of the offices studied open at the hours designated:

TABLE 4.—NUMBER OF OFFICES WHICH OPEN AT EACH SPECIFIED HOUR.

Hour for opening.	Number of offices.
7.00 a. m.....	15
7.30 a. m.....	10
8.00 a. m.....	52
8.30 a. m.....	10
9.00 a. m.....	9

While the closing hour of an employment office is not so important as the hour of opening, it is desirable that the office should remain open throughout the ordinary business hours.

The table which follows shows the closing hours of these employment offices, also the number closing at each hour:

TABLE 5.—NUMBER OF OFFICES WHICH CLOSE AT EACH SPECIFIED HOUR.

Hour for closing.	Number of offices.
11.30 a. m.....	4
3.30 p. m.....	1
4.00 p. m.....	20
4.30 p. m.....	4
5.00 p. m.....	61
5.30 p. m.....	3
6.00 p. m.....	3

The next table shows the number of hours per day, Monday to Friday inclusive, that the various offices remain open, and the number of offices which are open each specified number of hours:

TABLE 6.—NUMBER OF OFFICES WHICH ARE OPEN EACH SPECIFIED NUMBER OF HOURS.

Hours open daily, Monday to Friday, inclusive.	Number of offices.
4 hours	4
7 hours	14
7½ hours	4
7¾ hours	1
8 hours	24
8½ hours	2
9 hours	33
9½ hours	2
10 hours	10
10½ hours	1
11 hours	1

Four of the Michigan offices open at 7.30 a. m. and close at 11.30 a. m. daily. During these hours they are probably enabled to transact more business than during any other four hours of the day. The question naturally arising is, "Why are they not open in the afternoons?" The answer is that they would be if the legislature had made an appropriation large enough to maintain them as they ought to be maintained and equipped. The latest annual appropriation for the Michigan Department of Labor was \$45,000, from which all expenses and the salaries of employees and officials, except the salaries of the commissioner and his two deputies, had to be paid. In view of the fact that all the work in connection with factory inspection, licensing of private employment agencies, inspection of mines and quarries, and conciliation and arbitration, in addition to conducting the public employment offices, had to be paid for out of that sum the inadequacy of the appropriation is easily discernible. It is deserving of note that despite the handicaps 10 offices were established, 4 of which, however, could remain open only four hours a day.

One of the Illinois State bureaus when visited was opened by the janitor at 6 a. m. to allow applicants to come inside and wait, instead of remaining in the street until 7 a. m., when the superintendent reported for duty. At the time when data for this report were secured no other public employment office was making any attempt to open before 7 a. m. The usefulness of these offices would be increased if they could be opened before rather than after 7 a. m. There are some exceptions to this statement, as in the case of offices like most of those found in the grain States, whose primary function is supplying information concerning labor conditions rather than engaging principally in actual placement work.

A most intensive investigation by State labor officials into employment needs would show whether public employment offices might profitably close earlier in the day than they now do. From an examination of afternoon conditions in many of the offices visited it is

believed that special hours within which to file applications should be set aside for persons seeking various sorts of work, the time saved being used in more thorough examinations of applications for help and employment in the interest of better placements. The information gained would also enable the office to close earlier. The special gain from an earlier closing is that an earlier opening is made possible, which is most desirable in all offices in industrial centers.

There are many variations from the hours here shown. For example, the two Denver State bureaus open half an hour later and close half an hour earlier during the winter months. Nearly all the offices (except those regularly closed Saturday afternoons) close earlier on Saturday in the summer months than at other seasons of the year. The harvest season causes many irregularities in the observance of hours. These include earlier openings, later closings, discontinuance of Saturday half-holidays, and in one State a full day's work on Sundays. The most extreme variation is found in the closing of the Fall River, Mass., office¹ for the entire month of August of each year.

Recently there has been a rather general attempt among the larger offices to set aside definite hours each day for registering applicants for specific classes of positions, but the office at Akron, Ohio, is the only one of the smaller offices known to have done likewise.

Notable examples of the idea of the division of the day into hourly groups according to the sort of work sought are found in Boston, Brooklyn, and Cleveland. In the Chicago State office it is well understood that juveniles seeking positions must apply before noon. Almost all offices, large and small, recognize the fact that unskilled labor positions are chiefly available early in the morning and that relatively few such placements are possible after noon.

As illustrative of a special hourly classification, reference is made here to page 19, Ninth Annual Report of the State Free Employment Offices, Commonwealth of Massachusetts, for the year ending November 30, 1915, where, in connection with the women's unskilled department, the following remarks are made:

The other important branch in this department is the housework girl division, to which during the past year the hours of from 1 p. m. to 3.30 p. m. have been devoted, the period from 1 p. m. to 2.15 p. m. being set apart for housekeepers, matrons, and housework women over 30 years of age. Owing to the depression in business a year and a half ago, it was found that the department was crowded from 9 to 12 and 1 to 4 with practically the same women, while hundreds were unable to come in. In order to make it practicable it was decided to divide the time the office was open for business into hours for various kinds of work. Accordingly it was arranged as follows:

¹ This office was discontinued early in 1917.

Washing, cleaning, scrub women, 9 to 10 a. m.; kitchen and restaurant, 10 to 11 a. m.; cooks, 10.30 a. m. to 12 m.; hotel workers, 11 a. m. to 12 m.; housework, 1 p. m. to close of business.

The change has been of great benefit to the employers and the women in search of work, as each hour sees new faces for the specified work in that hour. This has been particularly noticed in the housework division. The applicants are of better grade than formerly, especially in the younger element, who has previously declined to come and wait in overcrowded rooms; and although the demand is at present larger than the supply, we are now able to please employers with suitable girls.

The same idea of classification is carried out in detail for nearly all sorts of work in both the male and female departments in the Cleveland office.

APPROPRIATIONS AND EXPENDITURES.

It has been impossible to secure complete financial data for all of the 96 State and municipal offices included in this part of this report. Various reasons may be given for this fact. First, there was the question of authority—some superintendents saying that they were without authority to reveal expenditures; second, in some cases there were private agreements between States and cities; and third, no additional appropriations were made by some municipalities and States to maintain public employment offices, persons already on their pay rolls being assigned to the task of conducting this new work.

In spite of these handicaps fairly accurate figures have been obtained from 92 offices as to expenditures for superintendence and salaries of employees, and from 93 offices as to the last annual rental paid. Whenever an office was opened for less than a full year the annual rate at which its employees and rent were paid has been used instead of the actual expenditure for the time included in the report. Therefore the figures shown in General Table A are to that extent comparable, for in each case they represent a full year's expenditure. The only difference consists in the fact that figures for the same year were not available in all cases. The latest figures have been used in each case.

Superintendence includes different items in different reports. The cost of general supervision of State offices has, in some State reports, been prorated to the accounts of the various agencies and has been included in the totals reported for superintendence. When, however, it has been possible to separate supervision charges from salaries paid employees, this has been done, and a statement of salaries paid only to the employees of the public employment offices has been used. Most reports do not include statements of expenses of supervision.

Furthermore, some offices with two employees consider one as a superintendent, the other as a clerk, while others regard both as superintendents, one of the male department, the other of the female, or perhaps one is considered as superintendent and the other as assistant superintendent. For the purpose of proper comparison the table that follows shows the range of salaries paid to the one person at the head of each agency. In some offices the one person employed is not technically regarded as the superintendent or manager or chief official of the office by the local authorities under whom he serves. For the purpose of tabulation, however, in these cases such a person has been considered as superintendent, although technically he is subordinate to some such person as a municipal director of public welfare.

TABLE 7.—NUMBER OF EMPLOYMENT OFFICES PAYING EACH CLASSIFIED AMOUNT TO THE SUPERINTENDENT OR OTHER OFFICIAL IN CHARGE.

Classified salaries paid to chief official.	Number of offices.	Classified salaries paid to chief official.	Number of offices.
Less than \$800	8	\$1,701 to \$2,000	12
\$800 to \$1,000	12	\$2,100 to \$3,000	3
\$1,001 to \$1,200	29	Not reported	7
\$1,201 to \$1,400	5		
\$1,401 to \$1,700	22	Total	96

In order to use the data furnished concerning salaries paid other employees there has been subtracted from the total annual pay roll the amount received by superintendents. The resulting figures are shown by salary groups in Table 8:

TABLE 8.—NUMBER OF EMPLOYMENT OFFICES EXPENDING EACH CLASSIFIED AMOUNT FOR SALARIES OTHER THAN SUPERINTENDENTS, DURING ONE YEAR.

Classified amounts expended for clerical help.	Number of offices.	Classified amounts expended for clerical help.	Number of offices.
Less than \$500	8	\$5,001 to \$10,000	3
\$501 to \$750	6	\$10,001 to \$12,000	2
\$751 to \$1,000	10	\$12,001 to \$15,000	3
\$1,001 to \$1,500	7	Over \$25,000	1
\$1,501 to \$2,000	3	Not reported	26
\$2,001 to \$3,000	6		
\$3,001 to \$4,000	11	Total	96
\$4,001 to \$5,000	4		

In the tabulation of rents paid, as shown in Table 9, the expression "rent free" has been used in case the office is not charged with any expenditure for rent. In many cases the fact that rent is free is due to a spirit of cooperation between municipalities and counties and the State, although there may be no definite agreement between them to allow the maintenance of a public employment office in the city hall, county courthouse, or other public building.

TABLE 9.—NUMBER OF EMPLOYMENT OFFICES THAT EXPENDED EACH CLASSIFIED AMOUNT FOR RENT DURING ONE YEAR.

Classified amounts paid for rent.	Number of offices.	Classified amounts paid for rent.	Number of offices.
Less than \$200.....	7	\$1,101 to \$1,200.....	4
\$201 to \$300.....	7	\$1,500.....	2
\$301 to \$400.....	4	\$1,701 to \$2,000.....	4
\$401 to \$500.....	6	Over \$2,100.....	4
\$501 to \$600.....	5	Rent free.....	42
\$650.....	1	Not reported.....	3
\$701 to \$800.....	2		
\$801 to \$900.....	3	Total.....	96
\$1,001 to \$1,100.....	2		

FEES.

The only public employment office which now charges any fees (and these it limits very materially) is at Boise City, Idaho. Chapter 169 of the Acts of the Idaho Legislature for 1915, section 6, provides that:

A fee of one dollar (\$1.00) shall be charged by any municipal employment office for each position secured for any applicant without the limits of the municipality in which such employment office is situated, and a fee of fifty cents (50¢) shall be charged for each position secured by any applicant within the limits of the municipality in which such agency is situated.

No fee is charged employers. In practice not all fees have been collected. Those unable to pay at the time they were sent out to positions have not been required to pay in all cases. For the past 18 months the plan has been adopted of arranging with the employer for the collection of such fees and also for transportation advanced in deserving cases. When this is done, the applicant signs a statement of willingness to have such deduction made from wages.

From May, 1915, to January, 1916, inclusive, fees amounting to \$164.50 were collected, of which \$11.50 was returned to applicants.

METHODS USED TO SECURE APPLICANTS AND PLACES FOR APPLICANTS.

Visits to the various employment offices and inquiries addressed to superintendents disclosed the fact that in many instances little or no effort is made to secure work for applicants or workers for prospective employers. The policy pursued is often one of waiting, Micawber like, for something to turn up.

The extent of publicity attempted by one office consists in having a wagon driven about the city twice each week, on the sides of which are signs giving the address of the office and requesting the public to use it. In other instances an occasional advertisement in a newspaper, or a sign reading "—— Free Employment Office Open ——," is the extent of the effort made to render the employment

office an effective help to persons wanting work and to employers wanting workers.

In contrast to this sort of lackadaisical, slipshod "publicity campaign" mention is made of a method followed by the Los Angeles office, which has purchased two automobiles for use by two of its regular employees whose duties consist solely in soliciting new business. They drive about the surrounding counties advertising the office, telling of its purposes, and asking the cooperation of all employers and persons seeking work. This office, by no means content with this method, effective as it is, follows many others to make its work more effective. For example, there are constantly appearing in the southern California newspapers stories of the work it is performing. Its officials frequently address business organizations, civic associations, and women's clubs on the subject of the need of increased publicity concerning the work of the office.

An employment office in one of our largest cities has secured an agreement for free advertising with two of the important city dailies. A conservative estimate of the price that would be charged a private enterprise for the same amount of advertising is \$40,000 a year. In addition there is hearty cooperation on the part of other newspapers in the city in the matter of news items. The public, through these means, is informed of any matter of especial interest concerning the work of the employment office. There is, moreover, regular advertising, free of charge to the office, in certain foreign-language publications. At specified seasons of the year there are news items and advertisements in weekly newspapers or monthly magazines devoted to definite topics, such as agriculture, engineering, mechanics, etc. Each day this office receives from each of the other public employment offices of the State a list of the positions which it has been unable to fill. Thereupon this office prepares a mimeographed list of all such positions, together with the vacant ones at its own headquarters, and mails these lists to approximately 200 philanthropic and civic associations and to each of the other employment offices of the State. There is genuine cooperation between this office and the Federal employment office, located in the same city, both with regard to placing applicants and to securing applicants for vacant positions. Furthermore, this office employs three persons, two men and one woman, as solicitors, whose business is to canvass as many employers as possible each day, informing them of the facilities of the office and urging them to call upon it for such help as they may need.

A public employment office located in a relatively small city of the Middle West has a superintendent who makes it a part of his regular business to visit at least once each week every employer within his district. He keeps on file in his office a classified list of employers,

showing not only the sort of work in which they are engaged but also in detail the number of men and women they employ, according to occupations. Whenever an applicant for employment goes into his office and specifies that he is able to do work of a certain sort for which no call has been received, the superintendent immediately telephones to first one and then another of the employers who are listed as employing labor of the sort which the applicant states he can do and continues to call them until either the list is exhausted or he has placed the applicant.

A public employment office located in a city having a very large foreign population justly prides itself upon the fact that members of its office force have a speaking knowledge of 18 distinct European languages. As a result foreigners coming to this office are soon enabled to make their wants known to at least one member of the bureau's staff, thereby making the securing of employment easier.

In one large eastern city the superintendent of the public employment office has several times availed himself of the opportunity presented to write editorials for the Journal of the Chamber of Commerce of that city, setting forth rather completely facts concerning the office in which large employers of labor would be interested. As a result of this method of publicity the placements by the office have steadily increased during the last year and a half.

Another means of enlisting the cooperation of at least a part of the public was adopted by one office, which secured the publication by the local board of education of a pamphlet urging school children not to leave school until it was absolutely necessary or at least until they had definitely learned how to do well some one thing in the line which they expected to follow as a life vocation.

A few novel features of the placement work of the Kansas City office on behalf of women are worth mentioning. Signs are placed in laundries, factories, and department stores urging girls not to leave their employment until they have at least talked the matter over with the superintendent of the women's department of the Kansas City Federal-State Labor Exchange. Cards are distributed to railroad station matrons to be given to girls seeking employment in Kansas City. In addition, certain women's organizations and commercial bureaus cooperate for the placement of girls and women in office positions.

Several of the superintendents of the larger employment offices have decided to take an active part in calling the attention of various civic organizations to the work of the offices. As a result of this decision they have made addresses not only to members of these organizations, but also to manufacturers and mercantile associations, women's clubs, and parent-teachers' associations. Too much emphasis can not

be placed upon the part that newspapers have taken in bringing to the attention of the public the specific needs of both employers and employees. The press has made it clear in the majority of cases that the work done by the office in no sense partakes of the nature of charity, but that it is engaged in by the public for the public good.

All those offices which are located in what are known as the grain States, extending from Texas on the south to Montana, North Dakota, and Minnesota on the north, have organized an association of labor officials, the purpose of which is to learn definitely, in advance, of the agricultural needs of each of the communities concerned. As illustrative of what this association attempts to do, the following letter, sent out from the division of free employment of the Department of Labor and Industry of the State of Kansas, in June, 1916, is given:

DEPARTMENT OF LABOR AND INDUSTRY,
DIVISION OF FREE EMPLOYMENT,
Topeka, Kans., June 5, 1916.

Kansas will begin harvesting another large wheat crop within a few days. Reports to this department indicate that 45,000 men will be needed in the harvest fields. Information to this office indicates that \$2.50 a day will be paid harvest hands in most of the counties of the wheat belt, with higher wages to stackers. Threshing will absorb a large per cent of the men who come for the harvest. Others will be directed to points farther north as the season advances.

Copies of this bulletin may be secured by applying to the State Free Employment Bureau at Topeka or its agents at Wichita and Hutchinson; to C. L. Green, of the United States Bureau of Immigration at Kansas City, Mo.; the State Free Employment Bureaus at Kansas City and St. Joseph, Mo.; or to W. G. Ashton, commissioner of labor, at Oklahoma City, Okla. Men seeking employment in the Kansas wheat harvest may depend on the direction of any of the above agencies.

Most of the counties can use Germans. Trego, Rawlins, Rooks, Pawnee, Grove, Edwards, Ellsworth, Cloud, and Mitchell counties can use Russian, Bohemian, Swede, Austrian, and Scandinavian speaking people.

This department can not advance transportation to harvest hands, nor do we know of any other agency that will do so. Men must pay their own railroad fare. However, they should not pay fees to private employment agencies. The public agencies will direct them to employment and will make no charge for their services.

The following table gives the number of men needed in each county, as shown by reports to this department, stations where needed, names of persons to whom men may go direct, probable wages, and date at which wheat cutting is now expected to begin in each county. Harvest work is heavy and calls for strong, able-bodied men.

Yours, truly,

_____,
Director State Free Employment Bureau.

This letter appears on the first page of a four-page pamphlet. On pages 2, 3, and 4 there are listed by counties the number of men, teams, and cooks needed, with probable wage paid to each class and

the probable date for the harvest to begin in each county, together with the names of those agencies at which, or officials of whom, inquiry should be made concerning the securing of positions.

On the 1st day of May, 1916, a letter was addressed to well-known representative farmers or grange representatives in each county which contained, among other questions, the following:

What is the acreage of wheat in your vicinity which at this time seems likely to be harvested this year?

Is wheat suffering from lack of moisture or from the presence of insect pests of any kind?

How will this year's crop compare with the yield of last year if present conditions continue?

Is farm labor in your county plentiful or scarce?

On the 26th day of May a second letter was sent to the people to whom the first letter was addressed, which included the following questions:

Is the acreage of wheat in your county which will be harvested greater than last year?

Has wheat been injured in any way since May 1?

How does present condition compare with condition at same time last year?

How many outside hands do you estimate are needed in your section of the county?

How many in the county?

At what other points in county beside your town are men needed?

To whom should men be directed at the various points in your county?

How many extra men with teams are needed in your county? Wages?

How many women cooks are needed in your county? Wages?

Can you use non-English speaking foreign labor in your section?

If so, what nationality?

Can you use negro labor in your section?

What time do you now expect harvest to begin in your section?

What will be the average wages paid to men?

What, if any, arrangements have been made locally to distribute harvest help?

Will there be work for extra men in your section before harvest begins?

What efforts are being made locally to bring men into your section?

This letter is similar to letters prepared by other members of the association mentioned above and is mailed to all of the owners of the large agricultural holdings, to all grange and farmers' unions, to county clerks and such other persons as are familiar with the agricultural needs of their communities. Six weeks after the sending of the letter of May 1, referred to above, the director of the employment bureau sent a follow-up letter calling attention to the indications which pointed to a shortage of men to begin the harvesting of wheat. The third paragraph in this letter is a quotation from a statement made by Mr. C. L. Green, United States inspector general in charge of employment and distribution at Kansas City, Mo., which reads as follows:

I believe that the farmers will have to increase the wages offered to attract the men from the East. There are great numbers of men offering their services if transportation is advanced. I know that this can not be arranged, but I believe that some of the farmers would profit by coming here or to Topeka and taking the men out with them, deducting the transportation from the pay of the men. This would be risky, I know, but I can see no other way at present for them to get the men needed.

The domestic problem is as difficult for employment offices as for housewives to solve. During the past two years almost every employment office has reported that it has found itself unable to furnish housemaids and general houseworkers in anything like the number desired. Two rather unusual cases of inability of employment offices to secure help of this sort may be cited. An employment office in a large city of the Middle West was unable to fill any of the five requests which it had on hand at one time, each for a maid who would receive \$8 a week, all her meals, and a room with a private bath, for working for a family of two persons. In another city the rate to be paid was stated as \$10 a week in a family of three persons. In none of these cases was the family laundry to be done by the maid requested; yet the employment office could not fill any of the requests for help.

PREFERENCES IN PLACEMENTS.

Whenever an employment office decides on a policy of referring persons with certain qualifications to positions for which others are equally well fitted there arises the question of a "preference in placement." This term is used to refer to the choice which must be made among applicants for work who are assumed to be of equal ability. When superintendents of offices were asked concerning their decisions of whom to send to specific jobs widely variant answers were made. A large number replied that they observe no basis for preference on account of their belief that no two people are equally qualified for any given position. Against this opinion, however, is the attitude of a large number of superintendents, some of whom state that priority of application is the governing factor; while others hold that the need of the applicant determines which of two applicants shall be sent to a particular position. It is probably true that availability is the determinant in most cases. According to the city ordinances governing certain offices, residents of the city are to be given preference over nonresidents. In other offices married men are preferred to single ones. One office reported that applicants with recommendations and those studying in trades extension schools were the first persons referred to positions. Another stated that the applicant who lived nearest to the job was referred to it, assuming, of course, an ability to do the work required.

It is believed, however, that although there are such various answers to this question given by the superintendents, the diversity in practice is not as great as is indicated. The idea of performing acts of charity has disappeared from nearly all employment offices. Instead there is the definite conception of the rendering of a public service. In some cities, in the matter of the placement of the poorer grade of applicants there has been hearty cooperation between employment offices and charitable institutions. In addition to this there has usually been cooperation between the Young Men's Christian Association, Young Women's Christian Association, and the Young Men's Hebrew Association and the public employment offices in places where the associations mentioned are actively engaged in any sort of placement work.

EFFORTS TO ASCERTAIN MORAL CONDITIONS AT PLACES OF EMPLOYMENT.

It was difficult to get definite information as to just what employment offices do in the way of ascertaining what the moral conditions are in and about places to which applicants for work are sent, but generally the following principles seem to be observed:

First. That no girl or woman should be referred to any place of known disrepute or suspected of being maintained for immoral purposes, or where she would be likely to be subject to immoral influences.

Second. That no office, however large its present force, is capable of investigating thoroughly every request for female help, and that the superintendent must use his or her best judgment to determine what investigations should be made.

Third. That many offices refuse to refer young women to employment in places where no other women are employed.

Fourth. But few offices take cognizance of the morality or immorality of the surroundings of places of employment for boys.

The most complete system of inquiry along all of these lines is found perhaps in the Cleveland (Ohio) State-city office. In this office the placement clerks, both male and female, are required to make a thorough study of the prevailing standards of living and of morals in each of the various sections of the city. In the juvenile department care is taken to protect youths from being referred to work in vicious and immoral neighborhoods. In the female departments a special investigator is employed who is constantly assisted by volunteer workers whose duty it is to examine into the nature of the employment and the surroundings in which the employee would be required to work. A special examination is made in all cases except where the employment office has previously satisfied itself that the moral and industrial conditions of the employment would not be

detrimental to the welfare of the applicant who might be referred thereto. One of the most interesting methods of studying conditions concerned with the employment of women is in vogue in the Kansas City (Mo.) State-Federal labor exchange. There an investigation is made not only of questionable calls for help but also of all the "blind ads" appearing in the city's newspapers. The newspapers cooperate heartily with the women's department of the employment office in this matter of the suppression of improper advertising.

POLICY WITH REFERENCE TO INDUSTRIAL DISTURBANCES.

The policy of employment offices varies as to sending applicants to positions affected by strike or lockout. Fifty-one offices state that they inform applicants of the conditions and allow them to decide for themselves whether or not they desire employment under the circumstances; 40 refuse to send anyone to such positions; 1 reports that it makes no inquiry into these matters and would refer an applicant to such a position without any mention of the labor trouble existing at the plant; and 4 offices state that the question has never arisen and no policy has been adopted.

These differences in policy and practice in regard to strikes and lockouts are the results of sharp differences of opinion as to what the proper functions of a public employment office are. The majority of the offices base their policy upon the theory that an employment office supported by the public is under obligation to serve the public impartially. Therefore whoever applies for work is entitled to receive all available information pertaining to his needs. It is held that the employer has a right to ask prospective employees as to their race, religion, and attitude toward trade-unions, because these are essential matters. The worker seeking a job, on the other hand, is entitled to know the kind of place offered him, the conditions of employment, and whether or not a trade dispute is in progress. It is the business of the public employment office to furnish all pertinent facts, leaving the applicant to decide whether he will accept or reject the employment offered when he has all information in his possession.

A large number of offices, however, are governed by a different idea of the proper policy to be followed. These offices hold that the existence of a strike or lockout does not indicate any labor shortage in the plant or locality affected. They accordingly ignore all applications from employers whose plants are involved in strikes or lockouts, and give out no information to job seekers about the jobs left vacant by striking or locked-out employees.

One office holds to the theory that the function of a public employment office is merely to introduce the applicant for work to the employer who needs workers, and that, having done this, the responsi-

bility of the office ceases. This office does an insignificant amount of placement work, having filled only 441 positions during a recent 12 months.

The opponents of the majority practice say that giving out information as to all vacancies, including those due to strikes or lockouts, enables unscrupulous employers to use public employment offices as strike-breaking agencies, which thus will become centers for recruiting casual laborers and undesirable job seekers who are willing to accept any wages or conditions for a short time, and by so doing defeat the attempt of the regular employees to secure adequate wages and conditions.

In reply it is asserted that those who hold the view that positions made vacant by strikes or lockouts do not constitute a demand for labor are really prejudging the labor dispute in favor of the workers without hearing the evidence. Strikes and lockouts may and do frequently occur, it is alleged, because of unreasonable demands by the workers as to wages, hours, conditions, and recognition of the union. To refuse to employers, under such conditions, the services of the public employment offices, which they are taxed to support, would be gross injustice.

Whenever an employer reports the existence of a strike or lockout at his mill, factory, or shop, some offices accept his statement without investigation, while at other offices a thorough study is made to ascertain the facts. If these are found to agree with what the employer has said the order is accepted. Before an applicant is referred to such a position, however, he is informed in detail of all that the investigator has learned. This step is taken in order that he may be fully aware of existing conditions. The applicant is then given an introduction card across which is stamped in red, "Strike on at this place" or "Lockout at this place."

Experience has taught a number of offices that sometimes a person referred to a job at a place where a labor dispute is on, after receiving such an introduction card as mentioned, will go to the employer and tell him that he was sent by the public employment office. He may subsequently return to the office and complain that he was sent as a strike breaker against his will. Such incidents are said to be so frequent as to be classed as usual. In order to reduce such disagreeable experiences to a minimum and to have evidence that the applicant was fully informed of the labor trouble at the place of employment before he left the employment office, some offices have adopted the plan of having the applicant sign a register stating that he has been advised that a strike or lockout exists at the place to which he is accepting an introduction card.

SEASONAL AND TEMPORARY PLACEMENTS.

No public employment office has as yet engaged in any very definite work toward a reduction of labor turnover in the community which it serves. There have been a few more or less sporadic attempts to lessen the hardship of winter unemployment by urging city councils and others in authority to provide for street and road improvements during winter months. But other than this nothing has been very definitely attempted. Most of the cities which have public employment offices, and many which have not, have from time to time organized committees on unemployment whose primary purpose has been to secure at least part-time work for as many employees as possible, favoring for this work those persons who would otherwise be liable to become public charges or would suffer most because of unemployment.

The employment offices at Milwaukee and Superior, Wis., in cooperation with the industrial commission of that State, have made some attempt to reduce unemployment due to certain seasonal activities, such as ice harvesting, berry picking, summer farm work, logging, and lumber cutting. A careful consideration of these very different occupations reveals the fact that their seasonal character is such that the same person, if capable, might be employed throughout the year with scarcely any lay-off because of a lack of available work. Similarly, the commissioner of labor of Oklahoma called the attention of the superintendents of public employment offices of that State to the possibility of giving employment throughout the entire year to persons engaged in seasonal work of very different sorts. He urged that this possibility be brought to the attention of the harvest hands, cotton pickers, and others who are in the habit, when one job is over, of failing to try to secure other employment until the next season for the same sort of work rolls around.

During the winter of 1914-15, the city of Richmond, Va., authorized the expenditure of \$120,000 for public works, streets, etc.—work which had to be done, but which, because then done, lessened to a considerable degree the extent of unemployment at that time. Growing out of a realization of the gravity of such a problem an ordinance by the city council was approved December 18, 1914, “to provide for the establishment and maintenance of an employment office by the aid of which unemployed persons may secure employment.”

The city of Hartford, Conn., during the winter of 1914 engaged in a sort of work similar to that undertaken by Richmond, though to a very much less extent. A brief statement of this work is as follows:

An appropriation of \$9,000 was voted by the city council to be expended in making certain public improvements in the grading and laying out of parks,

Mr. _____, superintendent of parks, being authorized to disburse it. In addition to this municipal appropriation, about \$650 was donated by private individuals to be used as a fund for lending money for short periods to needy workmen. A small rate of interest was charged in order that there might be no smack of charity. As this money was repaid it was lent again to others. No security except the recipient's good character was demanded, and practically all of this fund was eventually repaid.

Approximately 600 men were furnished employment during the winter. No distinction was made between married and single men, but applicants were required to have lived in the city for at least six months and to have been employed a reasonable period during that time.

This restriction was found necessary to prevent the influx of outsiders and to eliminate undesirables. The mere statement of applicants that they lived in the city was accepted as prima facie evidence, but each case was quietly investigated and in case of misrepresentation the man was discharged. Men were engaged in two shifts, morning and afternoon, of four hours each, and were paid at the regular municipal rate of 25 cents an hour, or \$1 a day.

As a result of 40 years' experience in conducting public works the superintendent knew quite accurately how much men in each occupation should normally do. Only 60 per cent of this normal amount was required of these men. If they were unable to do this amount of work they were dropped, the superintendent holding that such cases were properly the concern of charitable institutions.

Nothing was done merely to create employment. The work performed would have had to be done on the parks and highways, even if no serious condition of unemployment existed. The existence of this condition only hastened the work. The superintendent stated that very little efficiency was lost and that there was no loss to the city financially. His office acted as an employment bureau along two lines. In the first place, gangs of men were furnished to various employers for contract jobs, the rate of wages being the city rate of 25 cents an hour. Since care was taken not to act as an agency to supply cheap labor, the labor unions were willing to cooperate. In the second place, this office secured for about 60 of the most efficient workers permanent employment with various employers of Hartford.

FREQUENCY OF REPORTS.

Until the United States Bureau of Labor Statistics began the regular publication in its Monthly Review of the "Work of State and municipal public employment offices" there was a considerable variation in the frequency with which these bureaus were accustomed to make reports. Now there is a rather general uniformity, for all but 4 of the 96 offices make monthly reports.

Most of the offices which make monthly reports also prepare daily or weekly statements. Those offices which keep daily records include the State offices of California, Illinois, Massachusetts, New York, Ohio, and Wisconsin, and the municipal offices of Chicago, Louisville, St. Joseph, New York, Dallas, and Tacoma. Those offices rendering weekly as well as monthly reports are the State offices of Indiana (except Indianapolis), Pennsylvania, and Rhode Island.

CONTENTS OF REPORTS.

These reports contain statements of the number of applications from employers, of persons applied for, of employers from whom applications were received, of persons applying for employment either as new registrations or renewals, of offers of positions, of positions offered, of persons referred to positions, and of positions reported filled. No report contains all these items, though several do have as many as six. The United States Bureau of Labor Statistics has been endeavoring, during the past year and a half, to bring about a closer approach to uniformity of data reported, and while its efforts have not been completely successful, nevertheless many of the offices have shown a willingness to conform to some practicable standard.

The following directions will enable the reader to understand more clearly what is generally accepted as the information that should be reported under each of the headings above mentioned:

(1) *The number of applications from employers* should be arrived at by counting separately each application for help received at the office which is not a repetition of a request already made, whether or not from an employer who has applied before for help. Care should be taken to note that the information desired is the number of applications—not the number of employers, and not the number of persons sought or positions vacant.

(2) *The number of persons applied for* should be the total number of positions which employers ask the employment office to find applicants to fill.

(3) *The number of employers from whom applications were received* should be the number of different individuals or firms who apply for workers. The total number of employers for a year is obtained by eliminating all duplications for the year; that is, although an employer makes several requests for workers during the year, he is counted only once. The purpose of this total is to measure the extent to which different employers have been using the office.

(4) *The number of persons applying for employment* should be arrived at by counting the separate applications of different persons for the period desired.

(a) *New registrations* should include all persons who have not registered for employment at the office within a given definite period of time. Such a period of time should be agreed upon by all public employment offices so that uniformity may result.

(b) *Renewals* should represent second or subsequent applications for employment.

(5) *The number of offers of positions* should be arrived at by counting separately each "reference to a position" and totaling all the references.

To illustrate: At the X Co. and the W Co. there is one vacancy each. The employment office has been asked to find suitable employees. An applicant, A, is referred to the position at the X Co., but does not get it. He is then referred to the position at the W Co., and is employed. B is referred to the X Co., but is not chosen, while C, who is referred to the X Co., is employed. In other words, the employment office has made four offers of positions ("references to positions") to three persons to fill two positions.

An employment office itself, of course, does not offer any position. The term "reference to position," when properly understood, is quite as satisfactory, but in the minds of some people there is liable to be considerable confusion if that expression is used, because "reference to position" is so often understood to mean a written recommendation presented to an employer by an applicant for work. The phrase "offers of positions" is therefore used to signify the total number of chances offered to applicants to secure employment.

(6) *The number of positions offered* differs from the number of offers of positions, in that it is the number of actual positions to be filled, regardless of the number of times they may have been offered to different applicants. As shown in the illustration given above, four "offers of positions" were made, while there were but two "positions offered."

(7) *The number of persons referred to positions* should include all persons who have been referred to positions during the period covered by the report.

(8) *The number of positions reported filled* should include only positions for which definite information has been received that they have been filled.

In the General Tables (pp. 73 to 100) are shown the work of public employment offices. Because of a lack of a definite standard in many cases, and entirely different viewpoints of the meaning of certain terms used, comparison of data from different offices should be made with caution. The chief difficulty, however, consists in the great variation in the kinds of service rendered by different offices.

The placements of some offices are practically limited to laborers, casual day workers, and other unskilled workers, while the work of other offices includes a large proportion of skilled workers in various industries. The business of some offices, owing to their location, is restricted very largely to placements in a single industry. For instance, the placements in Youngstown, Ohio, and Pittsburgh, Pa.,

are largely in iron and steel manufacturing establishments, while in Detroit, Mich., they are largely in automobile factories. Likewise, the offices located in the great agricultural centers are almost exclusively devoted to placing farm laborers and workers in domestic-service lines.

RELATION BETWEEN PUBLIC AND PRIVATE OFFICES.

No official relationship exists between public and private employment offices except that they often report to the same State officer. It is true that there is one public employment office which is authorized to cooperate with private agencies by the terms of the municipal ordinance creating it, but the idea which the ordinance intended to convey was that permission was granted for cooperation with private noncommercial offices rather than with agencies conducted for profit.

In the following-named States private and State public employment offices are under the control of the State labor commissioner or other official, whatever his title, whose duties correspond to those usually performed by a labor commissioner: California, Connecticut, Illinois, Indiana, Iowa, Kansas, Michigan, Missouri, Nebraska, Ohio, Oklahoma, Pennsylvania, and Wisconsin. In Cleveland, Ohio, by the terms of the city charter, the general superintendent of the public employment office is ex officio city commissioner of employment, on whom is placed responsibility for the inspection of private agencies.

State and municipal authorities share responsibility for the control and licensing of private agencies in Colorado, Minnesota, and Oregon. In Virginia and Texas the labor commissioner is responsible for the control of private agencies, but has no official connection with the public offices. Fort Worth, Tex., however, partially regulates private agencies through its common council.

Municipal authorities have charge of private employment bureaus in Kentucky, Massachusetts, Montana, New Jersey, New York, and Rhode Island.

Two States have enacted legislation against private agencies—Idaho¹ and Washington. The latter does not forbid the charging of fees to employers, but it does legislate against private employment offices which charge fees to applicants for work. A copy of the act follows:

AN ACT to prohibit the collection of fees for the securing of employment or furnishing information leading thereto and fixing a penalty for violation thereof.

Be it enacted by the people of the State of Washington:

SECTION 1. The welfare of the State of Washington depends on the welfare of its workers and demands that they be protected from conditions that result in their being liable to imposition and extortion.

The State of Washington therefore exercising herein its police and sovereign power declares that the system of collecting fees from the workers for furnish-

¹ Chapter 169, Acts of Idaho Legislature for 1915.

ing them with employment, or with information leading thereto, results frequently in their becoming the victims of imposition and extortion and is therefore detrimental to the welfare of the State.

SEC. 2. It shall be unlawful for any employment agent, his representative, or any other person to demand or receive either directly or indirectly from any person seeking employment, or from any person on his or her behalf, any remuneration or fee whatsoever for furnishing him or her with employment or with information leading thereto.

SEC. 3. For each and every violation of any of the provisions of this act the penalty shall be a fine or [of] not more than one hundred dollars and imprisonment for not more than thirty days.

Passed by vote of the people at the general election, November 3, 1914.

Proclamation signed by the governor, December 3, 1914.

Private agencies continued to operate after the signing of this law, however, for in the same report in which the law is quoted there is an enumeration of private agencies, many of them operating in violation of the law.¹

The table which follows shows the number of private employment agencies, according to the latest available figures, in each city in which there is a public employment office and the office or officer having supervision of them:

TABLE 10.—NUMBER AND SUPERVISION OF PRIVATE EMPLOYMENT AGENCIES IN CITIES HAVING PUBLIC EMPLOYMENT OFFICES.

State and city.	Private agencies.	
	Number.	Supervised by—
<i>California.</i>		
Berkeley.....	1	State labor commissioner.
Los Angeles.....	51	Do.
Oakland.....	13	Do.
Sacramento.....	15	Do.
San Francisco.....	54	Do.
<i>Colorado.</i>		
Colorado Springs.....	5	State bureau of labor statistics and city.
Denver.....	25	Do.
Pueblo.....	4	Do.
<i>Connecticut.</i>		
Bridgeport.....	8	State labor commissioner.
Hartford.....	11	Do.
New Haven.....	11	Do.
Norwich.....		
Waterbury.....	2	Do.
<i>Idaho.</i>		
Boise City.....		
<i>Illinois.</i>		
Chicago.....	320	Director, department of labor.
East St. Louis.....		
Peoria.....		
Rockford.....		
Rock Island-Moline.....		
Springfield.....		

¹ See Tenth Biennial Report of the Bureau of Labor, Statistics, and Factory Inspection, State of Washington, pp. 134-136.

TABLE 10.—NUMBER AND SUPERVISION OF PRIVATE EMPLOYMENT AGENCIES IN CITIES HAVING PUBLIC EMPLOYMENT OFFICES—Continued.

State and city.	Private agencies.	
	Number.	Supervised by—
<i>Indiana.</i>		
Evansville.....	1	Chief, bureau of statistics.
Fort Wayne.....	8	Do.
Indianapolis.....	2	Do.
South Bend.....	(1)	Do.
Terre Haute.....		
<i>Iowa.</i>		
Des Moines.....	9	State commissioner of labor statistics.
<i>Kansas.</i>		
Topeka.....	2	State labor commissioner.
<i>Kentucky.</i>		
Louisville.....	2	President, city sinking fund.
<i>Massachusetts.</i>		
Boston.....	110	License board.
Fall River.....	1	Mayor and aldermen.
Springfield.....	24	Do.
Worcester.....	15	Mayor.
<i>Michigan.</i>		
Battle Creek.....	1	Commissioner of labor.
Bay City.....	2	Do.
Detroit.....	32	Do.
Flint.....		
Grand Rapids.....	6	Do.
Jackson.....		
Kalamazoo.....	3	Do.
Lansing.....		
Muskegon.....		
Saginaw.....	4	Do.
<i>Minnesota.</i>		
Duluth.....	2	State labor commissioner and city council.
Minneapolis.....	48	Do.
St. Paul.....	15	Do.
<i>Missouri.</i>		
Kansas City.....	30	Commissioner of labor statistics.
St. Joseph.....	2	Do.
St. Louis.....	23	Do.
<i>Montana.</i>		
Butte.....	7	Mayor.
<i>Nebraska.</i>		
Lincoln.....	2	Deputy commissioner of labor.
Omaha.....	25	Mayor.
<i>New Jersey.</i>		
Jersey City.....	18	City clerk.
Newark.....	33	City license inspector.
<i>New York.</i>		
Albany.....	5	City police department.
Buffalo.....	26	City license clerk.
Greater New York.....	700	City department of licenses.
Rochester.....	7	City license clerk.
Syracuse.....	6	City commissioner of employment agencies.

1 Not reported.

TABLE 10.—NUMBER AND SUPERVISION OF PRIVATE EMPLOYMENT AGENCIES IN CITIES HAVING PUBLIC EMPLOYMENT OFFICES—Concluded.

State and city.	Private agencies.	
	Number.	Supervised by—
<i>Ohio.</i>		
Akron.....	1	State industrial commission.
Cincinnati.....	10	Do.
Cleveland.....	19	State industrial commission and city commissioner of employment.
Columbus.....	2	State industrial commission.
Dayton.....	2	Do.
Toledo.....	4	Do.
Youngstown.....	1	Do.
<i>Oklahoma.</i>		
Enid.....		
Muskogee.....	2	State commissioner of labor.
Oklahoma City.....	3	Do.
Tulsa.....	2	Do.
<i>Oregon.</i>		
Portland.....	16	City commissioner of public affairs.
<i>Pennsylvania.</i>		
Altoona.....	1	Department of labor and industry.
Harrisburg.....		
Johnstown.....		
Philadelphia.....	206	Do.
Pittsburgh.....	50	Do.
<i>Rhode Island.</i>		
Providence.....	8	Board of aldermen.
<i>Texas.</i>		
Dallas.....	7	State bureau of labor statistics.
Fort Worth.....	6	State bureau of labor statistics and city council.
<i>Virginia.</i>		
Richmond.....	(1)	Commissioner of labor statistics.
<i>Washington.*</i>		
Bellingham.....		
Everett.....		
Seattle.....		
Spokane.....		
Tacoma.....		
<i>Wisconsin.</i>		
La Crosse.....		
Milwaukee.....	11	State industrial commission.
Oshkosh.....		
Superior.....	2	Do.

¹ Not reported.

* At the time these data were collected this State had a law (since declared unconstitutional) which prohibited employment agencies charging fees to employees. There were at that time some private concerns acting in a quasi employment agency capacity.

FEDERAL EMPLOYMENT OFFICES.

LEGISLATIVE ENACTMENTS.

Federal employment work was begun in 1907, chiefly in New York, at the Ellis Island Immigration Station, under authority conferred upon the Bureau of Immigration and Naturalization (now two separate bureaus) by the terms of the immigration act of February 20, 1907, which created and defined the duties of a Division of Information. There seems to have been no contemplation by Congress that a national employment service was thereby to be established.

The pertinent paragraph reads as follows:

It shall be the duty of said division to promote a beneficial distribution of aliens admitted into the United States among the several States and Territories desiring immigration. Correspondence shall be had with the proper officials of the States and Territories, and said division shall gather from all available sources useful information regarding the resources, products, and physical characteristics of each State and Territory, and shall publish such information in different languages and distribute the publications among all admitted aliens who may ask for such information at the immigrant stations of the United States and to such other persons as may desire the same.

Realizing that certain changes in the work of the Division of Information were desirable, a conference of representatives of labor was held in the office of the Secretary of Commerce and Labor, February 10 and 11, 1909, at which plans were discussed for enlarging the scope of the placement work. But no definite results followed. In fact, it was four years later before any further progress was made. The advanced step consisted in the passage of an act creating the Department of Labor, whose purpose shall be "to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions and to advance their opportunities for profitable employment." This last phrase, "to advance their opportunities for profitable employment," immediately became the legislative authority for what has now become a Federal employment system.

The immigration act of February 5, 1917, contains no essential change from the act of February 20, 1907, so far as employment work is concerned, for in neither is any direct reference made thereto. When the European War broke out in August, 1914, there resulted a tremendous decrease in immigration to the United States. Moreover, there was at that time an unusually large amount of unemployment in the United States. Cognizant of these conditions the Commissioner General of Immigration decided to utilize the Immigration Service to secure "for aliens and other persons" such information as it was possible to obtain concerning actual jobs which they could fill. The work contemplated by him was a nation-wide information system concerning employment opportunities. Plans to put such a system

into effect were soon consummated. These consisted primarily of two parts, the first that the Departments of Labor and Agriculture and the Post Office Department would cooperate in the promotion of this new service, and the second that Continental United States should be divided into employment zones.

THE ZONE SYSTEM.

There were originally 16 of these zones. Variations in their boundaries and in their number have constantly occurred. In charge of the headquarters of each zone there was originally an immigration inspector. Now the chief officer of many zones is styled superintendent of employment.

On May 1, 1917, a change in the zones was begun which, when completed, will mean that every State will be a separate zone and that some States will have more than one district. But neither a State's size nor its employment needs determines whether there shall be one or more districts in a State, or the number of branch offices. For example, Missouri comprises two districts, and Pennsylvania one. Texas has three districts and nine branch offices, while New York State has a single branch office at Buffalo. Washington State has more branches (13 in all) than there are main headquarters in all of the States along the Atlantic Ocean; while California, with two districts, has more employment branch offices than there are Federal employment headquarters in all the States drained by the Mississippi River.

The following list shows the organization in effect on July 31, 1917, including zones, headquarters, and subbranches, where such exist:

TABLE 11.—ZONES, HEADQUARTERS, AND SUBBRANCHES OF UNITED STATES EMPLOYMENT SERVICE.

Zone.	Headquarters.	Subbranches.
Maine.....	Portland.....	
New Hampshire.....		
Vermont.....		
Massachusetts.....	Boston.....	New Bedford.
Rhode Island.....	Providence.....	
Connecticut.....		
New York.....	New York.....	Buffalo.
New Jersey.....	Newark.....	Jersey City.
		Orange.
Pennsylvania.....	Philadelphia.....	Pittsburgh.
Delaware.....	Wilmington.....	
Maryland.....	Baltimore.....	
District of Columbia.....	Washington.....	
Virginia.....	Norfolk.....	
West Virginia.....		
North Carolina.....		
South Carolina.....	Charleston.....	
Georgia.....	Savannah.....	
Florida.....	Jacksonville.....	Miami.
Alabama.....	Mobile.....	

50 PUBLIC EMPLOYMENT OFFICES IN THE UNITED STATES.

TABLE 11.—ZONES, HEADQUARTERS, AND SUBBRANCHES OF UNITED STATES EMPLOYMENT SERVICE—Concluded.

Zone.	Headquarters.	Subbranches.
Mississippi.....	Gulfport.....	
Louisiana.....	New Orleans.....	
Tennessee.....	Memphis.....	
Arkansas.....	Little Rock.....	
Texas:		
Southern district.....	Galveston.....	Big Spring, Brownsville, Laredo, Eagle Pass, San Antonio, Del Rio, San Angelo, Amarillo, Houston, Albuquerque, Tucumcari, Deming.
Western district.....	El Paso.....	
Northern district.....	Fort Worth.....	
New Mexico.....	Sante Fe.....	
Ohio.....	Cleveland.....	
Kentucky.....		
Indiana.....	Indianapolis.....	
Illinois.....	Chicago.....	
Michigan.....	Detroit.....	Sault Ste. Marie.
Wisconsin.....	Madison.....	
Minnesota.....	Minneapolis.....	
North Dakota.....		
South Dakota.....		
Iowa.....		
Missouri:		
Eastern district.....	St. Louis.....	
Western district.....	Kansas City.....	
Nebraska.....	Omaha.....	Lincoln.
Kansas.....		
Oklahoma.....		
Colorado.....	Denver.....	
Utah.....	Salt Lake City.....	
Wyoming.....		
Montana.....	Helena.....	
Idaho.....	Moscow.....	
Washington.....	Seattle.....	Spokane, Walla Walla, Tacoma, Aberdeen, Everett, Bellingham, North Yakima, Friday Harbor, Nooksack, Lynden, Custer, Port Townsend, Port Angeles, Astoria.
Oregon.....	Portland.....	
California:		
Northern district.....	San Francisco.....	Sacramento, Fresno, Eureka, Monterey, San Diego, Santa Ana, Santa Barbara, San Luis Obispo, Bakersfield, San Bernardino, Calxico, Indio.
Southern district.....	Los Angeles.....	
Nevada.....	Reno.....	
Arizona.....	Phoenix.....	Tucson, Douglas, Naco, Nogales, Phoenix, Yuma.

SERVICES RENDERED.

The foregoing statements concerning the organization of the zone system does not reflect discredit on those in charge. The nominal existence of offices where employment aid is obtainable free of charge to the public is indicative of the development which the immigration officials favor and would carry into practice if the funds were available and authority granted. Then every immigration station would be a link in a system of labor exchanges similar to that of Great Britain. The services would then be truly national instead of being limited chiefly to agricultural and domestic placements.

At present the emphasis in the rendering of service seems to lie in the securing of cooperative arrangements with State officials, in newspaper publicity of what is being attempted, and in affiliation of women's clubs with the Federal Employment Service. The difficulties under which the employment activities are conducted seriously affect their efficiency. For example, first, the public has not yet realized that the work of the Division of Information is not limited to aliens. From the fact that the placement work is done by officials of the Immigration Bureau and all references to it are mentioned in connection with the activities of that bureau, the public naturally is liable to get the impression that the work is conducted in the interest of aliens. Second, most of the headquarters and subbranches are in charge of persons who have had little or no experience of any sort in placement work. They are regular immigration inspectors attending to work of this sort when free from their other duties, or, if full time employees, they have been detailed temporarily for this service. Third, it is felt throughout the Immigration Service itself that employment work is merely incidental and that with the return of immigration such as this country had before the War, the employees now on the work of the Division of Information will be reassigned to regular immigration work.

In view of these difficulties, whatever advance has been made during the past few years is all the more remarkable. Cooperation between the Division of Information and the Post Office Department has been real. All postmasters are supplied with application forms which, when filled out by either an employer seeking help or a person seeking work, may be mailed free of charge to any immigration station. Likewise, the Department of Agriculture, through its county field agents, is rendering valuable assistance in the distribution of information concerning work conditions and farmers' needs to various Federal employment bureaus.

In Table 12 statistics are shown concerning the work done by the Federal Employment Service since its inception to November, 1917.

It is impracticable to explain definitely the meaning of each set of figures, since instructions have been changed many times in those years as to the manner of reporting and as to what should be reported. The chief significance that should be attached to these figures is that the trend has been toward a very decided expansion of business, which means the rendering of greater public service.

TABLE 12.—OPERATIONS OF THE DIVISION OF INFORMATION, BUREAU OF IMMIGRATION, MAY, 1915, TO NOVEMBER, 1917.

Year and month.	Number of applications for help.	Number of persons applied for.	Number of applicants for place.	Number referred to employment.	Number actually employed.
1915.					
May.....	638	3,826	12,132	3,752	3,495
June.....	1,249	3,601	14,530	5,131	4,646
July.....	1,160	8,665	18,061	6,360	6,035
August.....	1,279	7,931	17,827	7,321	6,757
September.....	1,201	4,551	13,334	5,671	5,405
October.....	1,104	5,423	12,215	5,460	5,006
November.....	847	4,650	11,908	4,459	4,146
December.....	698	3,588	11,902	2,622	2,170
Total.....	8,176	42,235	111,909	40,776	37,660
1916.					
January.....	933	5,063	15,015	4,300	3,449
February.....	1,423	6,413	14,257	5,036	4,185
March.....	3,443	10,209	19,484	8,113	7,030
April.....	3,805	12,104	13,498	8,843	7,653
May.....	4,918	21,326	17,614	12,938	11,453
June.....	4,826	17,402	18,824	13,839	11,960
July.....	5,488	23,657	24,058	17,608	16,309
August.....	6,420	26,791	23,720	18,062	16,313
September.....	8,312	27,185	26,276	19,643	17,169
October.....	10,552	27,985	28,504	21,789	19,044
November ¹	12,515	25,995	27,318	24,618	18,822
December.....	9,784	21,533	26,805	21,139	16,597
Total.....	72,419	225,663	255,373	175,928	149,954
1917.					
January.....	13,687	27,466	32,951	26,382	19,733
February.....	12,473	28,482	29,701	23,737	18,367
March.....	21,367	36,950	33,933	35,452	27,271
April.....	22,684	42,074	39,247	37,451	28,745
May.....	22,004	46,125	43,039	41,301	32,061
June.....	20,449	51,718	43,145	40,078	32,530
July ²	19,710	64,408	50,866	46,239	38,113
August ²	22,742	81,350	65,000	57,247	46,859
September.....	24,842	84,226	57,031	56,552	46,536
October.....	23,890	83,920	69,031	62,104	51,093
November.....	18,454	69,658	61,475	47,499	39,563
Total (11 months).....	225,282	616,377	530,479	473,842	380,921

¹ Inclusive of activities in cooperation with State and municipal employment offices in the State of New York.

² Data incomplete.

OTHER PUBLIC AND SEMIPUBLIC EMPLOYMENT OFFICES.

In this part of this report there is included brief mention of six other types of public semipublic employment offices found in the United States. These types may be summarized as follows:

First, public offices primarily engaged in other work but also partaking of the nature of employment offices;

Second, employment offices privately operated for the benefit of the general public but under no form of governmental control;

- Third, State university employment agencies;
- Fourth, chambers of commerce employment offices;
- Fifth, noncommercial agencies reporting to and supervised by some public employment office; and
- Sixth, vocational guidance bureaus.

No attempt is here made to describe in detail all the offices of any of the types mentioned but simply to present a description of the scope of the work attempted by agencies of the groups enumerated above. The offices which are discussed are merely illustrative of others which engage in similar work. Citation is made to particular offices, not because of any known superiority but because the Bureau of Labor Statistics has definite data concerning them.

OFFICES ENGAGED PRIMARILY IN OTHER WORK.

There appears on pages 58 to 63, inclusive, of the Monthly Review of the United States Bureau of Labor Statistics for January, 1917, a résumé of the work performed by South Carolina's bureau of marketing, in the Department of Agriculture, Commerce, and Industries, whose headquarters are at Columbia, S. C. To this the reader is referred for a more detailed account of the work done there. In connection with its employment activities the chief interest lies in the fact that while not primarily engaged in the work of a labor agency the bureau has nevertheless actually become one. It accepts requests for help and for employment, tries to render the maximum of satisfaction to both employers and persons seeking employment, and encourages the organization of boys' and girls' canning clubs and all similar enterprises.

The work begun by South Carolina has been copied in large measure and expanded by Idaho, which for over two years has had a separate department of farm markets with a director in charge. That official has referred in his second annual report, page 21, to the work of an employment office for farm help already created. There seems to be quite hearty cooperation between the various farmers' associations and the department of farm markets, according to the report above referred to, which also mentions a State-wide farmers' conference at Boise in February, 1916, and another planned for February, 1917. The direct references to employment work follow:

The division of the farm markets law, providing for a free employment bureau for farm help in the State, has been kept in active operation and has rendered a valuable service, bringing together approximately 1,000 men and jobs throughout the State, including in numerous instances the bringing in of new settlers from distant States. This feature of the department's work needs to be encouraged through more help in the office and more adequate funds for promoting the use of the employment service.

The employment work, however, can never serve the farmers of north Idaho as they are entitled to be served until funds are provided for the placing of a deputy permanently in north Idaho to handle not only the employment matters in the north but also the detail work in the various marketing problems peculiar to that section.

South Dakota has commenced to give its attention to similar work. No definite organization similar to that found in South Carolina or Idaho has yet been consummated, but such a step, it is understood, is soon to be taken.

OFFICES PRIVATELY OPERATED FOR THE GENERAL PUBLIC BUT NOT UNDER GOVERNMENTAL CONTROL.

Early in 1915 the Emergency Employment Association for Women was opened in Atlanta, Ga. After two months' successful employment work by it had demonstrated the need for a public employment bureau in Atlanta, the clearing house for employment was established on May 1, 1915. The funds for the maintenance of this office came from a private source. The business of the office was conducted by the manager under the direction of a board of directors consisting of five prominent Atlanta women.

The clearing house was a placement and not a relief office. It was in no sense a charitable organization, as an applicant referred to a position was sent because of his qualifications and his fitness to fill the position. The office was opened regularly for the transaction of business from 9 a. m. to 4 p. m., Monday to Friday, inclusive, and from 9 a. m. to 1 p. m. on Saturdays throughout the year. The forms used were quite similar to those used by other public employment offices which have been organized on a business basis. No fee was charged either to employer or employee.

Employers' orders were received by letter, by telephone, or in the office by personal inquiry. The order cards called for detailed information in regard to the position open and the kind of worker wanted.

An application for employment was accepted only from residents of Atlanta. Applicants were requested to apply personally at the clearing house, fill out an application blank and sign it. Every applicant was personally interviewed, and so far as possible placed in his regular vocation. A renewal was made each month until the applicant was employed.

An introduction card was given to each applicant sent to a position. This was filled out by the employer and mailed to the clearing house, showing whether or not the applicant was employed. A large majority of placements were permanent, a fact due largely to the attempt to place men in positions similar to those for which they were by experience qualified.

On account of the growth of business it became necessary on October 25, 1915, to employ an office assistant. A letter from the manager dated April 15, 1916, reads in part as follows: "We are enlarging our bureau and working to a definite object. Our next department, to be opened within several months, is a vocational guidance bureau, with a trained vocational council in charge. At that time we will add five men to our board of directors, all of whom will be active in the work." A vocational guidance department was opened about August 1, 1916, to work in close cooperation with the schools and colleges of Atlanta.

The following table is a summary of the work done by this agency from its establishment to April 30, 1916:

TABLE 13.—PERSONS APPLYING FOR POSITIONS, POSITIONS OFFERED, AND POSITIONS FILLED IN THE ATLANTA CLEARING HOUSE FOR EMPLOYMENT IN ONE YEAR, BY MONTHS.

Month.	Number of persons applying for positions.			Positions offered.	Persons referred to positions.	Positions filled.
	Male.	Female.	Total.			
1915.						
May.....	20	68	88	62	77	51
June.....	14	80	94	50	102	68
July.....	48	57	105	38	118	67
August.....	88	66	154	76	139	71
September.....	125	93	218	97	126	108
October.....	100	68	168	94	152	122
November.....	93	64	157	95	112	161
December.....	75	52	127	120	123	177
1916.						
January.....	152	116	268	173	255	149
February.....	144	98	242	92	175	61
March.....	124	90	214	112	125	79
April.....	196	111	307	115	205	104
Total.....	1,179	963	2,142	1,469	1,709	1,218

¹Including 345 positions not reported under any specific month.

The General Assembly of Georgia in 1917 passed a law authorizing the establishment of State free employment bureaus, to be under the direction of the commissioner of labor. As the establishment of such a bureau at Atlanta was contemplated, the clearing house for employment, above described, was discontinued, and its records and equipment were turned over to the department of commerce and labor.

STATE UNIVERSITY AGENCIES.

Many colleges and universities have recognized the desirability of establishing a center where the employment needs of their students might be ascertained and some plans taken to meet them. With this in mind the first step taken as a means toward the handling of

this problem was to make the secretary of the college (or university) Young Men's Christian Association responsible for securing work for students seeking it. Such a disposition of this matter is necessarily inadequate since a university Young Men's Christian Association secretary usually has so many other matters with which to deal that he can give but little, if any, of his time to employment activities.

A step toward a solution of the problem has been taken by the University of Nebraska, whose regents have appointed an agent of student activities to devote a part of his time to employment work for male students. The University of Wisconsin has gone still further in looking after the employment needs of its students, by placing the work to be done on a more nearly business basis. A filing case, application blanks for help and employment, and a more liberal appropriation for the work necessary to be done are indicative of the advance referred to. The best of the State university employment offices studied is found at Minneapolis, Minn. The advance made by the University of Minnesota beyond the work of the University of Wisconsin is in the provision for the salary of a manager of the employment office, the greater stenographic and clerical assistance allowed him, and the publication by the university of pamphlets concerning its employment work.

The table following shows the amount of work accomplished by this office in one year:

TABLE 14.—NUMBER OF POSITIONS FILLED BY THE EMPLOYMENT OFFICE OF THE UNIVERSITY OF MINNESOTA IN ONE YEAR AND AMOUNT EARNED BY STUDENTS IN THOSE POSITIONS, BY OCCUPATIONS.

Occupation.	Number of positions.	Amount earned.
Permanent positions:¹		
Waiters.....	132	\$12,090.00
Janitors and furnace men.....	28	2,718.00
Clerical and office help.....	29	4,616.00
Stenographers.....	15	2,061.00
Clerks, store.....	26	2,160.00
Salesmen and solicitors.....	5	262.00
Teachers.....	5	496.00
Chauffeurs.....	3	141.00
Expressmen.....	9	840.00
Other positions.....	13	842.00
Total.....	265	26,226.00
Temporary positions:		
Odd jobs.....	356	462.30
Musicians.....	324	972.00
Typists.....	72	504.00
Clerical and office help.....	34	316.00
Draftsmen.....	18	140.50
Tutors.....	9	84.00
Mechanics.....	5	102.00
Other positions.....	50	1,076.75
Total.....	868	3,657.55

TABLE 14.—NUMBER OF POSITIONS FILLED BY THE EMPLOYMENT OFFICE OF THE UNIVERSITY OF MINNESOTA IN ONE YEAR AND AMOUNT EARNED BY STUDENTS IN THOSE POSITIONS, BY OCCUPATIONS—Concluded.

Occupation.	Number of positions.	Amount earned.
Summer work:		
Salesmen and solicitors.....	52	13, 715. 00
Clerical and office help.....	10	1, 261. 00
Scientific work.....	4	430. 00
Stenographers.....	4	530. 00
Laborers.....	61	1, 771. 00
Managers.....	5	920. 00
Draftsmen.....	5	622. 44
Other positions.....	79	290. 35
Total.....	220	19, 539. 79
Grand total.....	1, 353	49, 423. 34

¹ For continuous period of time during the college year.

² Value of board allowed students for acting as waiters, estimated at \$4 per week.

OFFICES MAINTAINED BY CHAMBERS OF COMMERCE.

The Bureau of Labor Statistics has no definite information as to the number of employment offices maintained by chambers of commerce. It is receiving constantly through news press-clipping bureaus accounts of the creation of new employment agencies conducted by these commercial organizations on behalf of manufacturers throughout the more important cities of the country.

In order to show, therefore, the nature of the work done and the kind of offices maintained, reference is made to the Madison (Wis.) and Dubois (Pa.) chamber of commerce employment agencies. Early in 1916 the chamber of commerce of Madison, Wis., decided to establish an employment office. It secured a manager and an assistant, obtained from the Industrial Commission of Wisconsin a supply of forms used by the State agencies, and agreed to report to that commission information similar to that furnished by the regularly established State offices. The office itself is well located in the Chamber of Commerce Building on the first floor in a room of ample size, which is bright and attractive. It is open regularly for the transaction of business throughout the forenoon of each day and for one or two hours each afternoon from Monday to Friday, inclusive.

In Pennsylvania the State director of employment has used his good offices and influence to urge the establishment of employment bureaus by local chambers of commerce.

Particular reference is made to the work done by the Dubois bureau because the superintendent of that agency has submitted to the director of employment of the State of Pennsylvania a report of the number of applications for help and employment received and filled, the number of persons referred to employment, and other data similar

to that obtained from the regularly established State employment offices.

In some cities these offices are conducted solely for the benefit of the members of the chamber of commerce with little regard for the needs of the individual applicants for employment. This, however, is not generally true, and more and more offices are taking a broader view of the employment problem. Reference should be made here to the very commendable action taken by the Minneapolis Commercial and Civic Association at an employment managers' conference in January, 1916. A plan was presented for the establishment of an employment office to be well financed by the manufacturers of Minneapolis and St. Paul. At that time the Minnesota Department of State was planning to establish some sort of cooperative scheme with the Bureau of Immigration in the administration of public employment offices in that State. The Commercial and Civic Association believed that there should not be established a private enterprise of the sort contemplated, if in reality it would cause a duplication of employment activities in the two cities. At least until the State's plans were definitely worked out, it was held, such action ought not to be taken.

NONCOMMERCIAL AGENCIES SUPERVISED BY SOME PUBLIC EMPLOYMENT OFFICE.

There has been a rather general realization on the part of the managers or superintendents of some of the employment offices in the largest American cities that there is a great need of centralization of information concerning opportunities for work and the availability of labor. With this idea in mind they have sought in a large number of cases to secure not only nominal but actual cooperation on the part of these agencies. The most extensive studies along these lines have been made by a committee of persons interested in employment matters, the chairman of which is the superintendent of the New York City municipal bureau. This committee sought to ascertain the number of agencies which would be willing to cooperate with the public employment office, the type of records that they keep, the classes of employees and employers with whom they deal, and other information valuable to placement work. It was very largely successful in obtaining the data it desired, reports being furnished from time to time to the Bureau of Labor Statistics.

The Brooklyn State office has likewise engaged in similar cooperative attempts with success. Brief descriptions of certain of these agencies are given below.

The New York City employment bureau has opened branches or taken over existing semipublic employment offices in four different

sections of the city. All of them are in connection with some charitable or philanthropic organization, which bears the greater part of the expense. One was operating as an employment office prior to the establishment of the city bureau. The other three began their activities as employment offices after the establishment of the city bureau, and from the start were run as a part of that bureau. Since these semipublic offices had the same end in view as the city bureau they agreed they might better be associated with the latter and so avoid a duplication of work. The office now called the Yorkville Branch was taken over July 19, 1915. It is located in the settlement house conducted by an organization known as the East Side House, at 540 East Seventy-sixth Street. It furnished the "plant" complete and also the workers. The city pays for the telephone service, postage, the forms used, and supervision. There are two women who do the work of the office. They handle female help almost exclusively, most of which is for domestic work. Any orders they receive for male help, or for female help of a kind which they can not supply, are forwarded to the main office of the bureau.

The second branch of this office, called the Greenpoint Branch, was opened on September 13, 1915, at 85 Java Street, Brooklyn. It is operated in conjunction with the Greenpoint Neighborhood House and is in its building. There is no expense to the city for the plant, but the telephone, postage, forms, and a man to run it are furnished by the city. The man in charge is a clerk transferred from the main office. He is paid by the city, and has no regular assistants. All classes of help are handled here.

The third or Chelsea branch was established January 1, 1916. This is an old employment office that had been run for some time by the Hudson Guild. It was simply taken over by the city with practically no change in its conduct and with little expense to the city. It is located at 436 West Twenty-seventh Street in the Hudson Guild House. It has two regularly employed female clerks, one paid by the Hudson Guild, the other paid by the city. In addition to these there are several volunteer workers who come in from time to time and assist in the work. This branch places principally female day workers, and to a less extent housemaids and other domestics, but no male help at all. The city furnishes the supervision, the services of a clerk, the forms, and the postage. The telephone is paid for by the Hudson Guild.

The fourth and last branch was established on March 1, 1916, at 12 West Eleventh Street. It is known as the Greenwich Branch. Practically all the expense of running this branch is borne by the Church of the Ascension. The church furnishes the services of a woman worker and the entire equipment except the forms and post-

age. This branch handles all classes of help, but principally female domestic workers.

All the forms used by the city bureaus are used by these branches, and they keep the same records. Reports are made weekly to the central office.

It is not intended that the preceding statement of the work done in Greater New York should be understood to include all of the cooperation between noncommercial agencies and public employment offices. Likewise it should not be understood that in other cities there is lacking the same form and spirit of cooperation. Indeed, the plan worked out by the former acting superintendent of the Philadelphia State Employment Bureau is worthy of more than passing notice. He secured an agreement on the part of the following-named officers to report to his office the statistics concerning applications for help and employment, the number of persons referred to positions, and the positions filled: Two Young Women's Christian Association bureaus; the Personal Service Bureau, dealing only with women; the Municipal Court Bureau, dealing with men and women; the Juvenile Workers' Bureau, dealing with boys and girls; the Episcopal Placement Bureau, dealing with men and women; the Armstrong Association for Negro Help; the German's Society Bureau for men and women; and the Vocational Guidance Bureau of the Board of Compulsory Education for work with boys and girls.

Along similar lines other cities have engaged more or less in the same forms of cooperation.

VOCATIONAL GUIDANCE BUREAUS.

CHICAGO VOCATIONAL GUIDANCE BUREAU.

In Chicago, in the spring of 1911, there was established under the auspices of the board of education a vocational guidance bureau, at the head of which was a trained worker in civic and social work. Since March, 1913, the bureau has been located in the Jones School at the corner of Harrison Street and Plymouth Court.

A brief history of the "joint committee for vocational supervision" of placement work in connection with children is given in an undated pamphlet published by the bureau. A part of what is there found reads as follows:

The Bureau of Vocational Supervision was established in 1911 by the joint committee organized by the Chicago Woman's Club, the Woman's City Club, and the Association of Collegiate Alumnae. The committee grew rapidly, and at the end of the year numbered more than 200 individual members and delegates from 20 clubs. At present the membership consists of 239 members and representatives from 31 clubs.

In November, 1913, the executive board was enlarged to include the vocational committee of the City Club, the Chicago Association of Commerce, the Chicago Woman's Aid, and representatives of industry.

In 1911-12 up to May 15 there was but one full-time worker employed by the committee. At the latter date another worker was added. During 1913-14 the staff has numbered four full-time workers assisted by volunteers. The salaries of two workers have been paid by the joint committee; the third by the Chicago Woman's Aid, and the fourth by the Chicago Association of Commerce.

In March, 1913, after two years of experimental work, the board of education took over the bureau to the extent of supplying an office in the Jones School, with clerical assistance and telephone service. Until the board of education grants an appropriation for a vocational bureau, however, the responsibilities for the salaries of two of the workers is placed upon the joint committee.

On February 2, 1916, the board of education adopted a recommendation made by its committee on school management that it conduct a bureau of vocational guidance under the jurisdiction of the superintendent of schools, provided with a supervisor and such assistants as may be deemed necessary.

The present personnel of the bureau consists of a director, three vocational advisers, and one stenographer. The stenographer is appointed through competitive civil-service examination; the other persons, without civil-service examination, have appointments of indefinite tenure from the board of education. The total amount available for the use of this bureau is approximately \$7,000 per annum, exclusive of certain private contributions.

On Saturdays the office closes at noon, while on other weekdays it is open from 8.30 a. m. to 5 p. m.

When an application for help is received which is found to offer no possibility of advancement for the boy or girl who might be sent to fill it, or if the opportunity for employment is not the kind of work or trade that will help the child's chance for a future, the application is referred to the juvenile department of the Illinois Free Employment Bureau. There is no sort of cooperation between this office and any commercial bureau.

More children learn of this bureau as a result of being directed to it by their school-teachers than in any other way. One function of the bureau is to make a careful study of the various industries in which children between the ages of 14 and 16 might be employed in order to ascertain the conditions of employment therein, the rates of wages paid, the hours of labor, and the prospects for promotion. Such investigations are made by personal visits of the vocational assistants and special students in the various schools of civics and philanthropy located in Chicago. Those employers who conduct their business so that children employed by them have chances for worth-while development are asked to cooperate with the bureau.

The practice pursued in referring applicants to positions is to send that child best fitted for the particular work, preference being given to the child whose family's need is greatest, other considerations being equal. There is a very complete system of inquiry as to the place of employment and the character of work to be performed before anyone is sent. All of the matters noted on the employer's application are subjects of inquiry. The bureau does not send any child to a place where a strike or lockout is in progress.

On the reverse side of the introduction card given the child is found the following statement:

To the employer:

If you decide to employ the bearer, we ask as a favor that you will not discharge him without notifying the bureau in advance, thus giving us a chance to remedy the difficulty or to find another position for him.

We ask those whom we place not to leave a position without notifying the bureau.

Our object is to place permanently and well those boys and girls who are leaving school, and we ask your hearty cooperation.

Very truly, yours,

Verification of the securing of the position is made later by telephone call, or occasionally by a personal visit. The record of all employees sent to one employer is kept on a kind of ledger card. If by the end of a month a child has not been placed, a form letter, in which the child is called by his or her first name and which reads as follows, is sent to him or her:

MY DEAR TOM (OR ELIZABETH):

You applied at this bureau for employment a short time ago, and I should like to know whether you have secured work or not. If you are working at present, I should be glad if you would write and tell me the name of the firm, the kind of work you are doing, and how much you are earning. If you are not working, won't you come in to my office in the Jones School some morning between 9 and 12 so that I can keep you on my waiting list?

Yours, sincerely,

Director.

The bureau is particularly active during the school-vacation periods to secure jobs for the army of juvenile workers. An especial effort was made to prevent the children from leaving school during a period of general industrial depression by having the principals of the schools impress on them the improbability of their receiving work. Instead of looking after the need of the children, positions during that season were sought for worthy fathers. Principals were urged to withhold working certificates during that period. Scholarships to trade schools were secured for as great a number of young persons as possible, in order that they might be learning a trade which they could profitably enter when better times should come.

VOCATIONAL GUIDANCE DEPARTMENT OF THE BUREAU OF COMPULSORY
EDUCATION OF PHILADELPHIA.

Under the laws of Pennsylvania which provide for the regulation of the employment of all juveniles, the director of the State employment bureau of the department of labor and industry is permitted to enter into an agreement to work through or in cooperation with the school authorities of any city for the establishment and maintenance of this important work. As part of the agreement with the State authorities, the bureau of compulsory education in Philadelphia deals exclusively with minors under 18 years of age seeking placement or advice in regard to employment.

The most pressing problem before the employment division of the bureau has been the development of a system for the issuance of employment certificates. During his first six months in office the time and attention of the employment supervisor, therefore, was devoted largely to work of that nature. During the first half of 1916 approximately 1,000 children from the public elementary and higher schools, as well as from the parochial and private schools of the city, applied to the bureau for placement or advice in regard to employment. These minors ranged from 14 to 18 years of age.

The children who applied for employment were taken personally in charge by the employment supervisor or his assistant and given full information in regard to the occupations for which they seemed best fitted by aptitude and training. Many of those who appeared to be especially bright or evidently in need of additional training were induced to return to school, while others who were fairly well equipped for employment were placed in positions in establishments throughout the city. More than 700 children of this group voluntarily reported back to the bureau that they had been accepted by the employers to whom they had been referred. In many instances employment after school and during vacation was provided to supplement the family income and to enable the parents to keep their children in school, and in this particular the employment division has been an almost indispensable aid in the enforcement of the compulsory school attendance law.

Since effective work in the placement of children can be done only through cordial cooperation with employers, a portion of the employment supervisor's time, especially during the early period of the year, was spent in visiting the most important industrial and commercial establishments in the city, and in this way the bureau was brought into personal touch with members of firms, superintendents, employment managers, and others directly interested in the employment of children.

It should be understood that time has not permitted the work of giving advice and counsel to children in regard to employment to

progress beyond the elementary stage. However, it is hoped that this important phase of the bureau's work will, in the future, be further developed so that parents and teachers can be furnished with information in regard to the character and scope of the industries of Philadelphia, the compensation offered, and opportunities for advancement, and with plain and intelligent directions as to how and when children in their care can best be introduced into these fields of activity, in order to become, eventually, useful and contented workers in the industrial and commercial establishments of the city.

CONCLUSION.

NEED OF UNIFORM SYSTEM OF RECORDS, REPORTS, AND DEFINITIONS OF TERMS.

The examination of the plans pursued by the various employment offices and the methods adopted for keeping the records of the work done by them disclosed an utter lack of uniformity. While several of the offices used blank forms apparently calling for practically the same information, there were no generally accepted definitions or interpretations of the various terms used on them. Also there was but little uniformity of method or practice in recording the information. In some offices every person who comes in to apply for a job is registered; in others only those are registered for whom positions are available at that time. Some offices renew the application of a person each day he comes to the employment office; others make no records whatever of renewals; while others renew them every 30 or 60 days. Some offices report as positions filled all persons sent out to positions; others report only those whom they ascertain to have been actually hired. Some record as an employer any one of the several superintendents or division managers of a corporation who applies for workers; others regard the corporation as the employer and make but one entry even though several different officials of the corporation may have applied for help in their several departments. These and many other differences in methods of keeping records were found, so that no fair comparison could be made of reports compiled by the various offices.

With the idea of bringing order out of chaos, the American Association of Public Employment Offices at its 1916 meeting in Buffalo, N. Y., appointed a committee on standardization to present at the next annual meeting of the association recommendations concerning standards to be observed by public employment offices.

Four sessions of the committee have been held. The first meeting was in New York City, January 23 and 24, 1917; the second in Cleveland, March 12 and 13, 1917; the third in Chicago, June 6 and 7,

1917; and the fourth in Milwaukee, September 19, 1917. There follows a summary of the resolutions adopted at those conferences and copies of blank forms adopted.

RECOMMENDATIONS OF COMMITTEE ON STANDARDIZATION.

Resolved, That when any public employment office receives an order calling for more than two workers, the employer shall be asked to give definitely the actual number of places he has open. The employer's statement of the number of places he has open shall be set down as his demand for employees.

Resolved, That when all efforts fail to ascertain from an employer the number of positions he has open, the number of persons sent to him for positions on any one day shall be taken as the number of persons called for by him on that day and such number shall be entered each day as his demand for employees.

Resolved, That every public employment office should register each applicant who applies at the desk or by mail for work, for the first time, and that sufficient clerical force and office facilities to register all such applicants should be provided for each office.

If for any reason an office is unable to register all applicants for employment its reports, annual or other, shall state what classes have not been registered and the reasons necessitating the omission of such classes.

Resolved, That as soon as possible the several public employment offices in their annual reports make all statistical tabulations cover the calendar year.

Resolved, That there be adopted a system of eliminating the application cards from the files at the end of some period to be subsequently decided upon.

Resolved, That at the close of each calendar year the cards of all applicants for positions who have not renewed their applications or been referred to positions during the two full calendar years preceding shall be eliminated permanently from the files. If an eliminated card is consulted for any purpose it shall in no case be restored to the files or used in lieu of a new application card, and any applicant whose card has been eliminated shall, if again making application, be treated as a new applicant and registered accordingly on a new card.

Illustration.

Suppose it is decided to begin the elimination of the cards from the files on January 1, 1918. Elimination should be made only of the cards of those applicants who have had no dealings with the bureau either by original registration, renewal, or reference to a position for at least two full calendar years preceding January 1, 1918. Suppose Mr. A registered January 2, 1916, and has since had no dealings with the office. His card should not be eliminated because his registration has not run two full calendar years preceding January 1, 1918, the date of eliminating cards from the files. His card should not be eliminated until the next day of elimination comes, namely, January 1, 1919. The resolution as adopted provides for the elimination of the cards of applicants who have had no dealings with the employment office for a period of at least two full calendar years and less than three full calendar years. What is true of new registrations is equally true of renewals. Any applicant who either registers, renews his registration, or is sent out to employment subsequent to January 1, 1916, should have his card retained in the files until January 1, 1919. That means that on January 1, 1918, registration and renewal cards will be eliminated running back to and including January 2, 1915.

Resolved, That applications should be renewed and renewals recorded every day that a registered applicant for employment appears at an employment bureau. Bureaus may permit renewals by mail or telephone.

Resolved, That on the first of each month all applications which were made prior to the fifteenth day of the preceding month shall be placed in the inactive file, unless in the meantime they have been renewed.

Resolved, That at the close of each calendar year the cards of all employers who have not renewed their applications during the two full calendar years preceding shall be eliminated permanently from the files. If an eliminated card is consulted for any purpose, it shall in no case be restored to the files or used in lieu of a new order card, and an employer whose card has been eliminated shall, if again making application, be treated as a new employer and registered accordingly on a new card.

Resolved, That statistics be tabulated showing the number of persons who have secured one position and the number of persons who have secured more than one position through the employment bureau during the calendar year.

Resolved, That a record be kept of the number of offers of positions made through each employment bureau, and that the term "offer of position" be understood to refer to an individual offer to one person.

Resolved, That a position shall be considered secured only when the employment bureau has direct evidence that a person sent to it has been actually employed and that such evidence shall be in the form of a record that the information was received by telephone or inquiry from the office, or voluntarily from the employer, or by mail, or at the office personally by either the employer or employee.

Resolved, That the active files shall contain only employers' or employees' record cards and verification cards of places filled which have been used within one month.

Resolved, That the inactive files shall contain only employers' and employees' record cards and verification cards of places filled which have not been used within one month, but which have been used within the two preceding calendar years.

Resolved, That the dead files shall contain only employers' and employees' record cards and verification cards of positions filled which have been in disuse for two previous calendar years but which may have to be preserved as public records.

Resolved, That data for males and females be clearly distinguished on the records and in reports.

Resolved, That registrations and placements of minors under 19 be reported separately, and that the minimum age in this group be stated.

Resolved, That bureaus should distinguish in their records and reports between temporary and steady positions. All data should be reported by occupation, but, in addition, the total number of placements for each sex should be divided into three general groups, as follows: (1) Temporary, one day; (2) temporary, other (two days or less than one month); (3) steady (one month or more). The duration of the position in each case is to be determined from the facts secured in connection with making the placements.

FORM 2.

[Front of card.]

APPLICATION FOR WORK.			
No.			
Name:		Date:	
Address:		Telephone:	
Occupation:	Wages wanted:		Willing to work out of town:
Also willing to work as	Wages wanted:		
Age:	Color:	Married. Single. Widowed.	Number of dependents:
Birthplace:	Citizen of U. S.:	Speak English. Read English.	Renewals:
LAST EMPLOYMENT.			
Where:			
Occupation:			
Time employed:			
Wages:			
Reasons for leaving:			
How long unemployed:			
Remarks:			

INTRODUCTION CARD.

[Front.]

FREE EMPLOYMENT OFFICE.

(City) 1917.

To.....
.....
.....

This will introduce.....
as an applicant for the position of..... at
(occupation) (wages)

.....Supt.

Employer please fill out space below and return card by mail.

I have.....hired.....for the
position of.....and he went to work.....1917.

Name of employer.....
Address.....

[Back.]

POST CARD.

[1-cent stamp.]

FREE EMPLOYMENT OFFICE

.....
.....
.....

It was the opinion of the committee that these three cards were the minimum number needed to record all necessary information.

COOPERATION BETWEEN FEDERAL AND OTHER PUBLIC EMPLOYMENT OFFICES.

The work of municipal employment offices is naturally more or less limited to the needs of the cities in which such offices are located. In the same way the scope of the work of most State offices has been to supply State needs. There was for a long time no plan for a na-

tionalization of the labor market. The words "bureau," "office," and "agency" were the only ones used to describe the establishment engaging in placement activities. There was no idea of the labor "exchange," such as predominates in Europe. With the entry of the Federal Government into the employment field, however, a readjustment of ideas along these lines began. The Federal employment offices, in their endeavor to serve the Nation, first sought cooperation with the State and municipal offices informally and later by direct agreements. With only an occasional exception there has been a rather definite belief that these cooperative arrangements have not produced the most satisfactory results. The question of authority among different officials appointed as representatives of different governmental units has been one that has greatly hampered the work that might otherwise have been done. A second difficulty has been the duplication of work believed to be necessary in the submission of reports to State and Federal and sometimes municipal officials. Another handicap has been the uncertainty as to the length of time Federal employees would be kept at one place, without assignment for at least part-time immigration duties.

Cognizant of these matters the conference of employment office officials and those having the interest of public employment offices at heart, which met in Chicago June 6 and 7, 1917, after a careful consideration of many plans for cooperation between the United States and the several States in employment matters, decided upon the adoption of the following resolution:

Whereas the necessity for a National Bureau of Employment Offices has been long recognized, and

Whereas the present war emergency further emphasizes the need of such a bureau: Therefore be it

Resolved, That the American Association of Public Employment Offices recommends to Congress the immediate establishment of a National Bureau of Employment Offices under the United States Department of Labor, as follows:

1. The National Bureau of Employment Offices shall aid and assist the several State systems already in existence and encourage and aid the establishment of such systems in other States under the following conditions:

(a) That each State shall adopt such record system, methods of work, and form of reporting as shall be approved by the National Bureau.

(b) That each State shall report as an entire State to such place and at such times as shall be approved by the National Bureau.

(c) That the National Bureau shall furnish trained and experienced agents, whose duty it shall be to aid in organizing systems in States where no system has already been established; in the establishment of new offices in States now having such systems; and in increasing the efficiency of offices previously established. Said agents shall make such written reports concerning any office as may be required by the National Bureau upon its own initiative or at the request of the State director of employment offices. Copies of all such reports shall be furnished the State director. All questions involving individual offices shall be taken up with the State director.

(d) That the National Government shall contribute to every State working under the system approved by the National Bureau one dollar for every dollar appropriated and expended by said State for employment office work, including such amounts as may be contributed by any political subdivision cooperating with the State and a reasonable allowance for rental or other service. The amount contributed by the National Bureau shall be used for employment office work under the supervision of the State director of employment offices.

2. The National Bureau of Employment Offices shall establish clearing houses in such groups of States as shall be deemed necessary for the efficient exchange of information and the proper distribution of labor.

3. The National Bureau of Employment Offices shall have an advisory committee consisting of the director of the National Bureau and the State directors of employment offices. The director of the National Bureau shall be ex officio chairman of the advisory committee. Said committee shall meet at least twice a year, traveling and other necessary expenses incident thereto being borne by the National Government.

4. The National Bureau of Employment Offices shall be given authority to license, supervise, and regulate all private employment agencies doing an interstate business.

Since the adoption of the resolution a bill embodying all of its features has been introduced in both Houses of Congress providing for the establishment of a Federal employment service. No legislation in this form has resulted, but the Department of Labor, acting under its general powers "to foster, promote, and develop the welfare of wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment,"¹ has undertaken to cooperate with State and other agencies in securing a distribution of labor and the supply of local needs quite in line with the spirit of the resolution above reproduced. Also, traveling examiners are employed by this department to look after the economical placement of workers according to the requirements of industry and the aptitude of the employee, such action being authorized by orders of the Secretary of Labor.

¹ Sec. 1, ch. 141, Acts of 1912-13. See also sec. 30, ch. 29, Acts of 1916-17: It shall be the duty of said division [of information in the Department of Labor] to promote a beneficial distribution of aliens admitted into the United States among the several States and Territories desiring immigration.

GENERAL TABLES.

TABLE A.—YEAR OF ESTABLISHMENT, CONTROL, PERSONNEL, SUPERVISION, AND EXPENDITURES OF STATE AND MUNICIPAL EMPLOYMENT OFFICES.

State and city.	Year established.	Control of bureau.	Regular employees, exclusive of janitor.		Superintendent appointed by—	Expenditures for 1 year.			
			Total.	Number under civil service.		Year ending—	Superintendence.	Other help, exclusive of janitor.	Rent. ¹
<i>California.</i>									
1. Berkeley.....	1915	Municipal.....	1		Mayor and council.....	June 30, 1915	\$1,080.00		\$300.00
2. Sacramento.....	1902	do.....	1		City commissioners.....	Dec. 31, 1916	1,238.76		210.00
3. Los Angeles.....	1914	State-Municipal.....	19	19	State labor commissioner and municipal industrial commission.....	June 30, 1917	1,980.00	\$15,416.00	2,497.84
4. Oakland.....	1916	State.....	2	2	State labor commissioner.....	do.....	1,797.38	1,404.34	830.00
5. Sacramento.....	1916	do.....	3	3	do.....	do.....	2,097.38	2,180.92	480.00
6. San Francisco.....	1916	do.....	11	11	do.....	do.....	3,127.50	7,973.12	2,160.00
<i>Colorado.</i>									
7. Colorado Springs.....	1908	do.....	2	2	do.....	Nov. 30, 1916	2,200.00		300.00
8. Denver, No. 1.....	1908	do.....	2	2	do.....	do.....	2,200.00		480.00
9. Denver, No. 2.....	1908	do.....	2	2	do.....	do.....	2,200.00		540.00
10. Pueblo.....	1908	do.....	2	2	do.....	do.....	2,200.00		720.00
11. Denver.....	1913	County-Municipal.....	1	1	Mayor.....	Dec. 31, 1916	* 3,800.00		Free.
<i>Connecticut.</i>									
12. Bridgeport.....	1901	State.....	2	1	State labor commissioner.....	Sept. 20, 1916	1,200.00	240.00	300.00
13. Hartford.....	1901	do.....	1	1	do.....	do.....	1,200.00	35.00	360.00
14. New Haven.....	1901	do.....	1	1	do.....	do.....	1,200.00	46.00	480.00
15. Norwich.....	1901	do.....	1	1	do.....	do.....	1,200.00	33.00	250.00
16. Waterbury.....	1901	do.....	1	1	do.....	do.....	1,200.00	46.00	316.00
<i>Idaho.</i>									
17. Boise.....	1915	Municipal.....	1		Mayor.....	Feb. 28, 1917	1,200.00		Free.
<i>Illinois.</i>									
18. Chicago.....	1915	do.....	9	9	Director, department of public welfare.....	Dec. 31, 1915	4,500.00	9,840.00	1,800.00
19. Chicago.....	1899	State.....	38	28	Governor.....	Sept. 30, 1916	11,400.00	15,500.00	5,879.96
20. East St. Louis.....	1907	do.....	5	2	do.....	do.....	3,700.00	1,320.00	1,200.00
21. Peoria.....	1901	do.....	5	2	do.....	do.....	3,700.00	2,090.00	900.00

22. Rockford	1913	do.	5	2	do.	do.	3,700.00	1,120.00	600.00	
23. Rock Island-Moline	1913	do.	5	2	do.	do.	3,700.00	1,320.00	1,157.00	
24. Springfield	1909	do.	5	2	do.	do.	3,700.00	1,320.00	600.00	
<i>Indiana.</i>										
25. Evansville	1911	do.	2		Chief, bureau of statistics	do.	1,200.00	800.00	Free.	
26. Fort Wayne	1911	do.	2		do.	do.	1,200.00	800.00	120.00	
27. Indianapolis	1909	do.	2		do.	do.	1,500.00	1,500.00	Free.	
28. South Bend	1911	do.	2		do.	do.	1,200.00	800.00	Do.	
29. Terre Haute	1911	do.	2		do.	do.	1,200.00	800.00	Do.	
<i>Iowa.</i>										
30. Des Moines	1915	do.	1		State commissioner of labor statistics	June 30, 1917	1,200.00		Do.	
<i>Kansas.</i>										
31. Topeka	1901	do.	1	1	State labor commissioner	June 30, 1916	1,000.00		Do.	
<i>Kentucky.</i>										
32. Louisville	1912	do.	2		Commissioner of agriculture and labor	Dec. 31, 1916	1,200.00	600.00	396.00	
33. Louisville	1915	Municipal-private	2		Mayor's committee on unemployment	Sept. 30, 1916	960.00	584.70	Free.	
<i>Massachusetts.</i>										
34. Boston	1906	State	14	14	Director, bureau of statistics	Nov. 30, 1918	1,800.00	\$ 12,841.65	4,200.00	
35. Fall River	1907	do.	1	1	do.	do.	1,200.00	\$ 88.00	540.00	
36. Springfield	1907	do.	6	6	do.	do.	1,500.00	\$ 3,883.46	1,020.00	
37. Worcester	1913	do.	6	5	do.	do.	1,200.00	\$ 2,926.44	1,200.00	
<i>Michigan.</i>										
38. Battle Creek	1916	do.	1		Commissioner of labor	do. ⁴	500.00		120.00	
39. Bay City	1916	do.	1		do.	do. ⁴	500.00		Free.	
40. Detroit	1895	do.	3		do.	do.	3,300.00		300.00	
41. Flint	1915	do.	1		do.	do.	1,000.00		Free.	
42. Grand Rapids	1908	do.	1		do.	do.	1,000.00		490.00	
43. Jackson	1908	do.	1		do.	do.	1,000.00		215.00	
44. Kalamazoo	1907	do.	1		do.	do.	1,000.00		240.00	
45. Lansing	1916	do.	1		do.	do. ⁴	500.00		Free.	
46. Muskegon	1916	do.	1		do.	do.	666.00		Do.	
47. Saginaw	1907	do.	1		do.	do.	1,000.00		Do.	
<i>Minnesota.</i>										
48. Duluth	1908	do.	2	2	do.	June 30, 1918	1,200.00	\$ 1,041.79	720.00	
49. Minneapolis	1907	do.	4	4	do.	do.	1,200.00	3,102.99	Free.	
50. St. Paul	1908	do.	3	3	do.	do.	1,200.00	1,056.53	Do.	

¹ Reported "Free" when quarters are furnished by city or county in which situated, or in State building.
² Total appropriation for lodging house and employment bureau. Expenditure not separated.

³ Includes salaries of janitors.
⁴ For 11 months.

TABLE A.—YEAR OF ESTABLISHMENT, CONTROL, PERSONNEL, SUPERVISION, AND EXPENDITURES OF STATE AND MUNICIPAL EMPLOYMENT OFFICES—Concluded.

State and city.	Year established.	Control of bureau.	Regular employees, exclusive of janitor.		Superintendent appointed by—	Expenditures for 1 year.			
			Total.	Number under civil service.		Year ending—	Superintendence.	Other help, exclusive of janitor.	Rent. ¹
<i>Missouri.</i>									
51. Kansas City.....	1900	State-Federal.....	6	2	Governor and U. S. Commissioner General of Immigration.	Dec. 31, 1916	\$4,500.00	*\$2,820.00	\$1,500.00
52. St. Louis.....	1900	.....do.....	3	1	.....do.....	.....do.....	1,200.00	2,100.00	(⁹)
53. St. Joseph.....	1900	State.....	1		Governor.....	.....do.....	1,080.00		360.00
54. St. Joseph.....	1914	County-Municipal.....	1		Social welfare board.....	Mar. 31, 1916	660.00		Free.
<i>Montana.</i>									
55. Butte.....	1902	Municipal.....	1		City council.....	Apr. 30, 1915	1,500.00		Do.
<i>Nebraska.</i>									
56. Lincoln.....	1915	State.....	4		Deputy commissioner of labor.....	(⁸)	(⁸)	(⁸)	Do.
57. Lincoln.....	1915	Municipal.....	1		Mayor.....	(⁸)	(²)	(⁸)	Do.
58. Omaha.....	1916	Federal-State-County-Municipal.....	5	2	Superintendent, board of public welfare and U. S. Commissioner General of Immigration.	(⁸)	* 1,740.00	* 3,720.00	Do.
<i>New Jersey.</i>									
59. Jersey City.....	1916	Municipal-State-Federal.....	3	3	State commissioner of labor and U. S. Commissioner General of Immigration.	Dec. 31, 1916	1,400.00	1,800.00	Do.
60. Newark.....	1909	.....do.....	6	6	.....do.....	.....do.....	1,800.00	4,850.00	Do.
<i>New York.</i>									
61. New York.....	1914	Municipal.....	21	15	Commissioner of licenses.....	.....do.....	3,000.00	17,340.00	Do.
62. Albany.....	1915	State.....	4	4	Director of public employment bureaus.....	Sept. 30, 1916	2,800.00	1,380.00	Do.
63. Brooklyn.....	1915	.....do.....	10	10	.....do.....	.....do.....	4,000.00	8,380.00	1,741.66
64. Buffalo.....	1915	.....do.....	5	5	.....do.....	.....do.....	2,650.00	2,200.00	1,500.00
65. Rochester.....	1915	.....do.....	6	6	.....do.....	.....do.....	2,900.00	2,820.00	1,170.00
66. Syracuse.....	1915	.....do.....	6	6	.....do.....	.....do.....	2,862.50	3,287.50	1,050.00
<i>Ohio.</i>									
67. Akron.....	1915	State-Municipal.....	2	2	State industrial commission.....	July 30, 1916	1,500.00	147.62	175.00
68. Cincinnati.....	1890	.....do.....	4	4	.....do.....	.....do.....	3,150.00	1,920.00	Free.
69. Cleveland.....	1890	.....do.....	18	18	.....do.....	.....do.....	4,800.00	3,057.44	Do.
70. Columbus.....	1890	.....do.....	3	3	.....do.....	.....do.....	1,650.00	1,440.00	420.00

71. Dayton.....	1890	.....do.....	3	3	.....do.....	.....do.....	1,500.00	900.00	Free.
72. Toledo.....	1890	.....do.....	5	5	.....do.....	.....do.....	1,500.00	1,289.05	420.00
73. Youngstown.....	1915	.....do.....	2	2	.....do.....	.....do.....	1,500.00	540.00	Free.
<i>Oklahoma.</i>										
74. Enid.....	1910	State.....	1		State commissioner of labor.....	Dec. 31, 1916	900.00		150.00	
75. Muskogee.....	1909	.....do.....	1		.....do.....	.....do.....	900.00		144.00
76. Oklahoma.....	1908	.....do.....	1		.....do.....	.....do.....	1,200.00		180.00
77. Tulsa.....	1915	.....do.....	2		.....do.....	July 1, 1916	900.00	600.00	120.00
<i>Oregon.</i>										
78. Portland.....	1907	Municipal.....	4	4	Commissioner of public affairs.....	Nov. 30, 1916	1,800.00	3,000.00	2,000.00	
<i>Pennsylvania.</i>										
79. Altoona.....	1916	State.....	1		Commissioner of labor and industry.....	Sept. 30, 1916	(*)		Free.	
80. Harrisburg.....	1915	.....do.....	8		.....do.....	.....do.....	(*)	(*)	Do.
81. Johnstown.....	1915	.....do.....	1		.....do.....	.....do.....	600.00		Do.
82. Philadelphia.....	1915	.....do.....	7	16	.....do.....	.....do.....	(*)	(*)	Do.
83. Pittsburgh.....	1916	.....do.....	6		.....do.....	.....do.....	(*)	(*)	Do.
<i>Rhode Island.</i>										
84. Providence.....	1908	.....do.....	3		Commissioner of industrial statistics.....	Dec. 31, 1916	1,500.00	1,140.00	650.00
<i>Texas.</i>										
85. Dallas.....	1914	Municipal.....	2		Director of public welfare.....	Apr. 30, 1917	960.00	720.00	Free.	
86. Fort Worth.....	1914	.....do.....	1		City commissioners.....	Dec. 31, 1916	1,500.00		Do.
<i>Virginia.</i>										
87. Richmond.....	1915	.....do.....	3		Commissioners of the public employment bureau.....	.....do.....	1,500.00	1,500.00	Do.
<i>Washington.</i>										
88. Bellingham.....	1914	Federal-Municipal.....	2	1	City council.....	.....do.....	1,114.85		Do.
89. Everett.....	1912	Municipal.....	1		Commissioner of public works.....	Dec. 31, 1915	900.00		Do.	
90. Seattle.....	1894	.....do.....	5	5	City labor commissioner.....	Nov. 30, 1916	1,200.00	4,286.30	Do.
91. Spokane.....	1905	.....do.....	2	1	City council.....	Dec. 31, 1915	2,181.45		Do.
92. Tacoma.....	1904	Federal-Municipal.....	3	3	Commissioner of public safety.....	Dec. 31, 1916	2,700.00	600.00	600.00	
<i>Wisconsin.</i>										
93. La Crosse.....	1903	State.....	1	1	State industrial commission.....	June 30, 1917	720.00		Free.	
94. Milwaukee.....	1901	State-County-Municipal.....	6	6	.....do.....	.....do.....	2,845.00	2,339.00	1,713.50
95. Oshkosh.....	1903	State.....	1	1	.....do.....	June 30, 1915	741.00		Free.
96. Superior.....	1899	State-Municipal.....	2	2	.....do.....	.....do.....	1,200.00	720.00	Do.

¹ Reported "free" when quarters are furnished by city or county in which located, or in State building.

² Exclusive of salaries paid Federal employees temporarily assigned to bureau.

³ Not reported.

⁴ Averages one hour a day on employment work.

⁵ Estimate for year of operation on cooperative basis.

⁶ No superintendent—workmen's compensation referee acts in that capacity.

⁷ Including 8 volunteer workers during greater part of year.

TABLE B.—HOURS OPEN, WAITING ROOMS PROVIDED, REGULATIONS RELATIVE TO SENDING WORKERS TO POSITIONS AND FREQUENCY OF REPORTS, IN STATE AND MUNICIPAL EMPLOYMENT OFFICES.

State and city.	Hours open.		Are separate waiting rooms provided for—			For what kind of positions are applicants required to give references?	Are applicants asked whether they belong to a labor union?	Are applicants sent to places affected by strikes or lockouts?	How frequently are reports made?
	Monday to Friday.	Saturday.	Women seeking employment?	Juveniles?	Employers?				
<i>California.</i>									
1. Berkeley.....	8 to 5.....	8 to 5.....	No.	No.	No.	None.....	No.....	Inform applicants of conditions.	Monthly.
2. Sacramento.....	do.....	do.....	No.	No.	No.	do.....	No.....	do.....	Do.
3. Los Angeles.....	7 to 5 ¹	7 to 4 ¹	Yes.	Yes.	Yes.	Higher grade mechanics, office and domestic positions.	Not unless employer specifies.	do.....	Daily.
4. Oakland.....	do.....	7 to 5.....	Yes.	No.	Yes.	do.....	do.....	do.....	Do.
5. Sacramento.....	do.....	do.....	Yes.	No.	Yes.	do.....	do.....	do.....	Do.
6. San Francisco.....	7 to 5.30.....	7 to 5.30.....	Yes.	No.	Yes.	do.....	do.....	do.....	Do.
<i>Colorado.</i>									
7. Colorado Springs.....	8 to 5.....	8 to 5.....	Yes.	No.	No.	None.....	No.....	No.....	Monthly.
8. Denver, No. 1.....	8.30 to 4.30 ²	8.30 to 4.30 ²	Yes.	No.	No.	do.....	No.....	No.....	Do.
9. Denver, No. 2.....	do.....	do.....	Yes.	No.	No.	do.....	No.....	No.....	Do.
10. Pueblo.....	8 to 5.....	8 to 5.....	Yes.	No.	No.	do.....	No.....	No.....	Do.
11. Denver.....	do.....	do.....	No.	No.	No.	do.....	No.....	No.....	Annually.
<i>Connecticut.</i>									
12. Bridgeport.....	8 to 12; 1 to 4.....	8 to 12.....	No.	No.	No.	None.....	No.....	Inform applicants of conditions.	Monthly.
13. Hartford.....	do.....	do.....	No.	No.	No.	do.....	No.....	No.....	Do.
14. New Haven.....	do.....	do.....	No.	No.	No.	do.....	No.....	No.....	Do.
15. Norwich.....	do.....	do.....	No.	No.	No.	do.....	No.....	Yes.....	Do.
16. Waterbury.....	do.....	do.....	No.	No.	No.	do.....	No.....	Question has not arisen	Do.
<i>Idaho.</i>									
17. Boise.....	8 to 6.....	8 to 6.....	No.	No.	No.	When required by employer.	No.....	Inform applicants of conditions.	Monthly.

<i>Illinois.</i>									
18. Chicago	8 to 5.	8 to 12	Yes.	No.	Yes.	All except labor positions, but no application rejected if the applicant refuses to give references.	No.	No.	Daily.
19. Chicago	7 to 6.	7 to 4.	Yes.	No.	Yes.		Not unless employer specifies.	No.	Do.
20. East St. Louis	8 to 5.	8 to 12	Yes.	No.	Yes.		do.	No.	Do.
21. Peoria	do.	do.	Yes.	No.	No.		do.	No.	Do.
22. Rockford	do.	8 to 12.30	Yes.	No.	No.		do.	No.	Do.
23. Rock Island-Moline	do.	8 to 12	Yes.	No.	Yes.	do.	No.	Do.	
24. Springfield	do.	do.	Yes.	No.	No.	do.	No.	Do.	
<i>Indiana.</i>									
25. Evansville	9 to 5.	9 to 5 ²	Yes.	No.	Yes.	None	No.	No.	Weekly.
26. Ft. Wayne	8 to 12; 1 to 5.	8 to 12; 1 to 5 ⁴	No.	No.	No.	When required by employer.	Not unless employer specifies.	No.	Do.
27. Indianapolis	do.	8 to 12; 1 to 5 ³	No.	No.	Yes.	Occasionally	do.	No.	Quarterly.
28. South Bend	do.	8 to 12	Yes.	No.	Yes.	None	do.	No.	Weekly.
29. Terre Haute	do.	do.	No.	No.	No.	When required by employer.	do.	Inform applicants of conditions.	Do.
<i>Iowa.</i>									
30. Des Moines	8.30 to 5.	8.30 to 12.	No.	No.	No.	Positions of responsibility.	Yes.	No.	Monthly.
<i>Kansas.</i>									
31. Topeka	8.30 to 12; 1.30 to 5.	8.30 to 12; 1.30 to 4.	No.	No.	No.	When required by employer.	Not unless employer specifies.	Question has not arisen	Do.
<i>Kentucky.</i>									
32. Louisville	8 to 5.	8 to 1.	No.	No.	No.	do.	No.	Inform applicants of conditions.	Do.
33. Louisville	7.30 to 5.30	7.30 to 5.30	No.	No.	No.	All except labor positions.	Not unless employer specifies.	do.	Daily.
<i>Massachusetts.</i>									
34. Boston	9 to 5.	9 to 12.	Yes.	No.	Yes.	None	Asked, but not required.	do.	Do.
35. Fall River	9 to 12; 1 to 5 ⁶	9 to 12 ⁶	No.	No.	No.	do.	do.	do.	Do.
36. Springfield	8 to 5.	8 to 12.	Yes.	No.	No.	do.	do.	do.	Do.
37. Worcester	do.	do.	Yes.	No.	Yes.	do.	do.	do.	Do.
<i>Michigan.</i>									
38. Battle Creek	7.30 to 11.30	7.30 to 11.30	No.	No.	No.	do.	No.	No.	Monthly.
39. Bay City	7.30 to 11.30 ⁷	7.30 to 11.30 ⁷	No.	No.	No.	do.	No.	No.	Do.
40. Detroit	7.30 to 4.	7.30 to 12.	Yes.	No.	Yes.	do.	No.	No.	Do.
41. Flint	7.30 to 12; 1 to 4.	7.30 to 12 ⁷	No.	No.	No.	do.	No.	No.	Do.

¹ For men's industrial division; women's household division and commercial division 8 to 4, except on Saturdays 8 to 12.

² Winter, 9 to 4.

³ July and August, 9 to 12.

⁴ May to October, inclusive, 8 to 12.

⁵ June to October, inclusive, 8 to 12.

⁶ Closed during August.

⁷ 1 to 4 during farm-hand season.

TABLE B.—HOURS OPEN, WAITING ROOMS PROVIDED, REGULATIONS RELATIVE TO SENDING WORKERS TO POSITIONS AND FREQUENCY OF REPORTS, IN STATE AND MUNICIPAL EMPLOYMENT OFFICES—Continued.

State and city.	Hours open.		Are separate waiting rooms provided for—			For what kind of positions are applicants required to give reference?	Are applicants asked whether they belong to a labor union?	Are applicants sent to places affected by strikes or lockouts?	How frequently are reports made?
	Monday to Friday.	Saturday.	Women seeking employment?	Juveniles?	Employers?				
<i>Michigan—Concluded.</i>									
42. Grand Rapids.....	7.30 to 12; 1 to 4.....	7.30 to 12.....	No..	No..	No..	None.....	No.....	No.....	Monthly.
43. Jackson.....	8 to 12; 1 to 4.....	8 to 12.....	Yes.	No..	No..	do.....	No.....	No.....	Do.
44. Kalamazoo.....	do.....	do.....	No..	No..	No..	do.....	No.....	No.....	Do.
45. Lansing.....	7.30 to 11.30.....	7.30 to 11.30.....	No..	No..	No..	When required by employer.	No.....	No.....	Do.
46. Muskegon.....	do.....	do.....	No..	No..	No..	do.....	No.....	No.....	Do.
47. Saginaw.....	7.30 to 3.30.....	7.30 to 12 ¹	No..	No..	No..	None.....	No.....	No.....	Do.
<i>Minnesota.</i>									
48. Duluth.....	8 to 5.....	8 to 12 ²	Yes.	No..	No..	do.....	No.....	Inform applicants of conditions.	Do.
49. Minneapolis.....	do.....	do ²	Yes.	No..	Yes.	do.....	No.....	do.....	Do.
50. St. Paul.....	do.....	do ²	Yes.	No..	No..	do.....	No.....	do.....	Do.
<i>Missouri.</i>									
51. Kansas City.....	do ¹	8 to 4.....	Yes.	No..	Yes ²	do.....	Not unless employer specifies.	No.....	Do.
52. St. Louis.....	do.....	8 to 12.....	Yes ⁴	No..	Yes.	Men in skilled trades; all women.	No.....	No.....	Do.
53. St. Joseph.....	8 to 12; 1 to 5 ⁵	do.....	No..	No..	No..	None.....	Yes.....	No.....	Do.
54. St. Joseph.....	8 to 6.....	8 to 6.....	No..	No..	No..	Asked for in all cases but not required.	No.....	Question has not arisen	Daily.
<i>Montana.</i>									
55. Butte.....	9 to 12; 1 to 5.....	9 to 12; 1 to 2.....	Yes.	No..	No..	When required by employer.	No.....	Inform applicants of conditions.	Monthly.
<i>Nebraska.</i>									
56. Lincoln.....	8.30 to 12; 1.30 to 5.....	8.30 to 12.....	No..	No..	No..	None.....	No.....	No.....	Never.
57. Lincoln.....	do.....	8.30 to 12; 1.30 to 5.....	No..	No..	Yes.	When required by employer.	Yes.....	Inform applicants of conditions.	Annually.
58. Omaha.....	8 to 5.....	8 to 12.....	No..	No..	No..	Asked for in all cases but not required.	Yes.....	do.....	Weekly.

New Jersey.										
59.	Jersey City	9 to 4	9 to 12.	No.	No.	No.	None	No.	No.	Monthly.
60.	Newark	8.30 to 4.	8.30 to 12.	Yes.	No.	Yes.	do.	Not unless requested by employer.	No.	Do.
New York.										
61.	New York	8 to 5 ⁶	8 to 12.	Yes.	No.	Yes.	Asked for in all cases but not required.	Optional	Inform applicants of conditions.	Daily.
62.	Albany	9 to 5	9 to 12.	Yes.	No.	Yes.	do.	do.	do.	Do.
63.	Brooklyn	8 to 5.	8 to 12.	Yes.	No.	Yes.	do.	do.	do.	Do.
64.	Buffalo	do.	do.	Yes.	No.	Yes.	do.	do.	do.	Do.
66.	Rochester	do.	do.	Yes.	No.	Yes.	do.	do.	do.	Do.
65.	Syracuse	9 to 5.	9 to 1.	Yes.	No.	Yes.	do.	do.	do.	Do.
Ohio.										
67.	Akron	7 to 4.	7 to 12.	Yes.	No.	No.	In special cases for men.	Not unless requested by employer.	do.	Do.
68.	Cincinnati	7 to 5.	do.	Yes.	No.	Yes.	In special cases for men; all women.	No.	do.	Do.
69.	Cleveland	do.	do.	Yes.	Yes. ⁷	Yes.	In special cases.	Not unless requested by employer.	do.	Do.
70.	Columbus	7 to 4.	do.	No.	No.	Yes.	Skilled and general house-workers.	do.	do.	Do.
71.	Dayton	do.	do.	Yes.	No.	Yes.	Skilled and in special cases	do.	do.	Do.
72.	Toledo	do.	do.	Yes.	No.	Yes.	All.	do.	do.	Do.
73.	Youngstown	do.	do.	Yes.	No.	Yes.	In special cases.	do.	do.	Do.
Oklahoma.										
74.	Enid	8 to 12; 1 to 5 ⁸	8 to 12.	Yes.	No.	No.	All except unskilled.	do.	do.	Do.
75.	Muskogee	8 to 12; 1 to 5.	8 to 12; 1 to 5.	No.	No.	No.	do.	do.	do.	Do.
76.	Oklahoma	8 to 12; 1 to 5 ⁹	8 to 12.	Yes.	No.	No.	do.	do.	do.	Do.
77.	Tulsa	do.	do.	Yes.	No.	No.	do.	do.	do.	Do.
Oregon.										
78.	Portland	7 to 5.	7 to 12.	Yes.	No.	Yes.	When requested by employers.	No.	do.	Monthly.
Pennsylvania.										
79.	Philadelphia	do.	do.	Yes.	No.	Yes.	All except common labor.	Not unless employer specifies.	No.	Weekly.
80.	Altoona	8.30 to 4.30.	8.30 to 12.	No.	No.	No.	do.	do.	No.	Do.
81.	Harrisburg	8 to 5 ¹⁰	8 to 12.	No.	No.	Yes.	do.	do.	No.	Do.
82.	Johnstown	8 to 12; 1 to 4.	do.	No.	No.	No.	do.	do.	No.	Do.
83.	Pittsburgh	9 to 5.	9 to 12.	No.	No.	Yes.	do.	do.	No.	Do.

¹ Open until 3.30 p. m. during farm-hand season.

² Open at 7.30 for 5 months.

³ For employers of women only.

⁴ Practically no waiting room for men.

⁵ Open 7 to 5.30 during spring months.

⁶ 9 to 4 during summer.

⁷ Girls only.

⁸ Opens at 7 spring and summer closes at 6 during summer.

⁹ During harvest season, 7.30 to 12; 1 to 5.30.

¹⁰ 9 to 5 during winter.

TABLE B.—HOURS OPEN, WAITING ROOMS PROVIDED, REGULATIONS RELATIVE TO SENDING WORKERS TO POSITIONS AND FREQUENCY OF REPORTS, IN STATE AND MUNICIPAL EMPLOYMENT OFFICES—Concluded.

State and city.	Hours open.		Are separate waiting rooms provided for—			For what kind of positions are applicants required to give references?	Are applicants asked whether they belong to a labor union?	Are applicants sent to places affected by strikes or lockouts?	How frequently are reports made?
	Monday to Friday.	Saturday.	Women seeking employment?	Juveniles?	Employers?				
<i>Rhode Island.</i>									
84. Providence.....	9 to 5.....	9 to 12.....	Yes.	No.	Yes.	When requested by employer.	No.....	Inform applicants of conditions.	Monthly.
<i>Texas.</i>									
85. Dallas.....	7.30 to 5.....	7.30 to 5.....	No.	No.	No.	All.....	Optional.....	do.....	Daily.
86. Fort Worth.....	8 to 12; 1.15 to 5.....	8 to 12.....	No.	No.	No.	When requested by employer.	No.....	Question has not arisen	Monthly.
<i>Virginia.</i>									
87. Richmond.....	8 to 4.....	do.....	No.	No.	Yes.	All except unskilled.....	Yes.....	Inform applicants of conditions.	Do.
<i>Washington.</i>									
88. Bellingham.....	8 to 12; 1 to 5.....	8 to 12; 1 to 5.....	No.	No.	Yes.	When requested by employer.	No.....	do.....	Daily.
89. Everett.....	7 to 12; 1 to 4.....	7 to 12.....	No.	No.	No.	None.....	No.....	do.....	Monthly.
90. Seattle.....	8 to 5.....	8 to 12; 1 to 5.....	Yes.	No.	Yes.	When requested by employer.	No.....	do.....	Do.
91. Spokane.....	8 to 12; 1 to 5.....	8 to 12; 1 to 5 ¹	Yes.	No.	Yes.	do.....	No.....	do.....	Do.
92. Tacoma.....	8 to 4.30 ²	7 to 4.30 ²	Yes.	No.	No.	do.....	No.....	do.....	Daily.
<i>Wisconsin.</i>									
93. LaCrosse.....	8.30 to 12; 1.30 to 5.....	8.30 to 12.....	Yes.	No.	Yes.	None.....	No.....	do.....	Do.
94. Milwaukee.....	7 to 5.....	7 to 12.....	Yes.	Yes.	Yes.	When requested by employer.	No.....	do.....	Do.
95. Oshkosh.....	8.30 to 12; 1.30 to 5.30.....	8.30 to 12.....	No.	No.	No.	None.....	No.....	do.....	Do.
96. Superior.....	8 to 5.....	8 to 12.....	Yes.	No.	Yes.	None.....	No.....	do.....	Do.

¹ During summer, 8 to 12.

² Opens at 7.30 during winter.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES.
CALIFORNIA (2 bureaus).

Year and month.	Berkeley.					Sacramento.					
	Applications from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	Persons applying for work.	Offers of positions.	Positions filled.
			New registrations.	Renewals.							
1915.											
January	100	112	174	747	(1)	(1)	113	171	173	(1)	(1)
February	103	120	184	653	(1)	(1)	100	147	96	(1)	(1)
March	271	306	197	705	(1)	(1)	170	313	113	(1)	(1)
April	191	222	134	703	(1)	(1)	218	240	84	(1)	(1)
May	151	159	100	455	(1)	(1)	150	255	60	(1)	(1)
June	191	223	89	448	(1)	(1)	190	310	84	(1)	(1)
July	177	228	131	491	(1)	(1)	150	340	100	(1)	(1)
August	138	171	78	416	(1)	(1)	144	392	101	(1)	(1)
September	139	166	85	445	(1)	(1)	¹ 171	342	78	(1)	(1)
October	158	177	74	442	(1)	(1)	² 208	418	72	(1)	(1)
November	129	147	108	482	(1)	(1)	¹ 167	335	87	(1)	(1)
December	144	156	149	511	(1)	(1)	169	336	75	(1)	(1)
Total.	1,912	2,187	1,503	6,498	(1)	(1)	1,950	3,597	1,123	(1)	(1)
1916.											
January	118	131	182	617	(1)	(1)	123	267	70	(1)	(1)
February	142	150	189	533	(1)	(1)	175	234	55	(1)	(1)
March	240	259	104	554	(1)	(1)	132	312	82	(1)	(1)
April	205	213	61	307	(1)	(1)	217	355	56	(1)	(1)
May	188	183	101	304	(1)	(1)	205	349	86	(1)	(1)
June	203	224	76	428	(1)	(1)	201	845	55	(1)	(1)
July	217	235	59	312	(1)	(1)	191	379	63	(1)	(1)
August	256	276	87	356	(1)	(1)	204	391	51	(1)	(1)
September	187	207	57	287	(1)	(1)	² 166	332	67	(1)	(1)
October	237	257	62	28	(1)	(1)	¹ 168	336	65	(1)	(1)
November	243	261	94	415	(1)	(1)	² 126	253	60	(1)	(1)
December	188	205	91	449	(1)	(1)	180	251	78	(1)	(1)
Total.	2,404	2,606	1,163	4,590	(1)	(1)	2,148	3,804	788	(1)	(1)

¹ Figures same as under "Persons asked for by employers."

² Estimated.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

COLORADO (4 bureaus).

Year and month.	Persons asked for by employers.	Persons applying for work.	Offers of positions.	Persons asked for by employers.	Persons applying for work.	Offers of positions.	Persons asked for by employers.	Persons applying for work.	Offers of positions.
	Colorado Springs.			Denver, No. 1.			Denver, No. 2.		
1915.									
January.....	231	299	233	199	304	174	491	1,222	474
February.....	211	269	207	50	94	54	107	215	107
March.....	322	400	304	104	129	164	217	436	217
April.....	500	520	464	209	606	186	227	420	190
May.....	579	641	570	234	496	202	258	461	231
June.....	578	588	542	242	507	196	248	348	197
July.....	906	907	810	228	436	213	205	302	164
August.....	870	942	840	248	474	233	148	230	148
September.....	857	919	803	90	481	302	254	342	212
October.....	729	785	679	72	531	361	396	505	333
November.....	516	642	490	229	339	219	136	427	113
December.....	541	621	504	301	307	185	179	454	163
Total.....	6,840	7,533	6,446	2,206	4,704	2,489	2,866	5,362	2,549
1916.									
January.....	456	.....	399	138	.....	100	120	.....	103
February.....	343	590	337	145	186	95	159	277	159
March.....	552	681	509	196	214	146	260	446	233
April.....	617	718	556	297	257	185	316	376	267
May.....	724	869	668	292	351	236	339	437	284
June.....	964	906	800	422	415	344	446	493	374
July.....	1,242	1,025	858	374	355	339	270	346	249
August.....	1,479	1,227	1,104	446	409	371	722	584	453
September.....	656	610	582	612	410	385	462	370	263
October.....	693	682	565	588	404	378	468	374	286
November.....	549	613	449	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
December.....	457	392	371	(¹)	(¹)	(¹)	(¹)	200	124
Total.....	8,737	8,313	7,198	3,510	3,001	2,579	3,562	3,903	2,795
Pueblo.			Total.						
1915.									
January.....	245	725	245	1,166	2,550	1,126	.....	.....	.....
February.....	566	1,065	566	934	1,643	934	.....	.....	.....
March.....	51	99	49	694	1,064	734	.....	.....	.....
April.....	72	137	72	1,008	1,633	912	.....	.....	.....
May.....	125	159	125	1,196	1,757	1,128	.....	.....	.....
June.....	209	225	207	1,277	1,668	1,142	.....	.....	.....
July.....	232	246	232	1,571	1,891	1,419	.....	.....	.....
August.....	257	296	257	1,523	1,932	1,478	.....	.....	.....
September.....	260	205	203	1,461	1,947	1,520	.....	.....	.....
October.....	223	192	188	1,420	2,013	1,561	.....	.....	.....
November.....	215	221	213	1,096	1,629	1,035	.....	.....	.....
December.....	178	228	149	1,199	1,610	1,001	.....	.....	.....
Total.....	2,633	3,788	2,506	14,545	21,387	13,990	.....	.....	.....
1916.									
January.....	117	.....	112	831	.....	714	.....	.....	.....
February.....	156	187	149	808	1,240	1,740	.....	.....	.....
March.....	243	253	223	1,251	1,594	1,111	.....	.....	.....
April.....	485	394	353	1,715	1,745	1,361	.....	.....	.....
May.....	539	475	433	1,894	2,132	1,621	.....	.....	.....
June.....	1,088	701	669	2,920	2,515	2,187	.....	.....	.....
July.....	502	533	497	2,388	2,259	1,943	.....	.....	.....
August.....	491	590	482	3,138	2,810	2,410	.....	.....	.....
September.....	983	944	862	2,713	2,334	2,092	.....	.....	.....
October.....	717	672	617	2,466	2,132	1,846	.....	.....	.....
November.....	441	475	435	990	1,038	884	.....	.....	.....
December.....	390	408	366	847	1,000	861	.....	.....	.....
Total.....	6,152	5,632	5,198	21,961	20,849	17,770	.....	.....	.....

¹ Data not available.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

CONNECTICUT (5 bureaus).

Year and month.	Persons asked for by employers.	Persons applying for work.	Positions filled.	Persons asked for by employers.	Persons applying for work.	Positions filled.	Persons asked for by employers.	Persons applying for work.	Positions filled.
	Bridgeport.			Hartford.			New Haven.		
1915.									
January	168	276	150	170	349	146	129	309	108
February	169	283	155	181	372	162	146	321	119
March	233	343	207	210	368	166	180	347	133
April	321	420	292	230	478	200	256	367	204
May	406	609	355	257	484	235	263	405	205
June	396	555	346	331	607	255	365	469	259
July	308	498	271	342	619	265	315	418	225
August	343	515	303	509	887	389	310	353	231
September	448	584	417	644	908	508	478	631	357
October	427	557	369	724	945	550	365	433	264
November	466	685	430	495	735	360	426	436	316
December	760	954	679	466	673	347	428	364	302
Total	4,445	6,279	3,974	4,559	7,425	3,583	3,661	4,853	2,718
1916.									
January	652	798	570	480	768	380	444	484	312
February	383	536	335	550	804	460	451	560	325
March	541	699	482	562	842	427	510	695	403
April	741	891	674	830	988	546	565	665	436
May	767	863	642	967	1,270	725	924	963	722
June	936	1,189	818	674	972	497	854	956	673
July	978	1,190	875	776	1,027	553	741	907	601
August	938	1,166	845	778	818	485	852	1,033	664
September	973	1,118	852	941	1,232	725	918	1,079	765
October	822	1,070	739	1,272	1,576	947	1,072	1,226	868
November	820	1,004	706	1,189	1,453	961	977	1,197	803
December	771	890	682	778	982	651	733	1,035	623
Total	9,322	11,414	8,220	9,797	12,732	7,357	9,041	10,806	7,200
Norwich.									
Waterbury.									
Total.									
1915.									
January	31	61	25	139	183	103	637	1,178	527
February	32	59	27	123	223	93	651	1,258	556
March	40	60	32	175	319	143	838	1,437	681
April	38	56	31	158	239	127	1,003	1,560	854
May	40	59	35	172	209	133	1,138	1,766	963
June	38	63	32	167	292	145	1,297	1,986	1,037
July	28	27	19	156	332	127	1,149	1,894	907
August	54	86	50	287	248	144	1,503	2,089	1,117
September	119	142	105	214	369	154	1,903	2,634	1,541
October	144	178	130	233	317	172	1,893	2,430	1,485
November	130	153	122	182	248	124	1,699	2,257	1,352
December	180	241	171	183	189	110	2,017	2,421	1,609
Total	874	1,185	779	2,189	3,168	1,575	15,728	22,910	12,629
1916.									
January	190	268	178	174	278	111	1,940	2,596	1,551
February	161	204	156	179	228	92	1,724	2,332	1,368
March	213	283	201	202	331	110	2,028	2,750	1,623
April	273	335	259	204	207	158	2,613	3,186	2,073
May	274	303	261	202	222	138	3,134	3,621	2,488
June	200	225	195	182	172	95	2,846	3,514	2,278
July	230	248	224	156	159	109	2,881	3,531	2,362
August	148	174	144	157	174	112	2,873	3,365	2,250
September	217	235	202	207	205	146	3,256	3,869	2,690
October	180	200	170	154	168	111	3,500	4,240	2,835
November	178	196	152	162	167	117	3,326	4,017	2,739
December	158	182	151	126	162	84	2,566	3,251	2,196
Total	2,422	2,853	2,293	2,105	2,473	1,383	32,687	40,272	26,453

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

ILLINOIS: Chicago (1 bureau).

Year and month.	Applica- tions from employers.	Persons asked for by employ- ers.	Persons applying for work.	Offers of posi- tions.	Positions filled.
1916.					
January	20	97	(¹)	97	67
February	31	725	600	725	485
March	67	1,624	350	1,624	912
April	58	2,030	500	2,030	778
May	51	930	450	930	423
June	33	615	300	615	165
July	47	704	706	704	135
August	25	912	904	912	331
September	18	580	900	580	232
October	23	333	200	333	149
November	15	244	200	244	113
December	28	285	100	285	74
Total	416	9,079	5,210	9,079	3,869

(1) Not reported.

IOWA: Des Moines (1 bureau).

Year and month.	Applica- tions from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
			New regi- strations.	Renewals.		
July, 1915, to June 30, 1916	454	981	1,535	104	650	402
1916.						
July	34	105	54	12	40	11
August	31	436	120	18	103	70
September	36	220	114	37	123	93
October	60	317	136	19	138	69
November	30	145	148	44	157	111
December	20	95	114	27	101	76
1917.						
January	26	58	87	25	49	24
February	70	123	97	19	103	25

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

KANSAS: Topeka (1 bureau).

Month.	1915						1916					
	Ap-plica-tions from em-ploy-ers.	Per-sons asked for by em-ploy-ers.	Persons applying for work.		Offers of positions.	Posi-tions filled.	Ap-plica-tions from em-ploy-ers.	Per-sons asked for by em-ploy-ers.	Persons applying for work.		Offers of positions.	Posi-tions filled.
			New regis-trations.	Re-new-als.					New regis-trations.	Re-new-als.		
January.....	15	15	60	5	20	13	8	8	48	-----	12	8
February.....	6	10	53	4	8	5	18	26	108	-----	30	17
March.....	10	10	58	5	10	7	21	21	86	6	16	16
April.....	20	25	60	6	32	17	38	51	114	1	64	43
May.....	33	46	60	7	40	28	101	120	132	9	135	111
June.....	26	34	95	10	50	28	31	61	126	4	80	59
July.....	41	49	50	6	50	45	60	72	90	-----	79	61
August.....	16	30	45	-----	27	17	21	57	68	-----	51	36
September.....	15	16	12	8	18	13	32	35	35	3	36	27
October.....	12	73	41	12	33	27	19	118	73	-----	60	59
November.....	41	54	67	15	60	50	63	70	98	6	76	64
December.....	72	72	132	14	72	65	10	14	30	3	18	12
Total.....	307	434	733	92	420	315	422	653	1,008	32	657	513

¹ Figures do not include thousands who applied for harvest work.

KENTUCKY: Louisville (1 bureau).

Month.	1915					1916				
	Persons asked for by em-ploy-ers.	Persons applying for work.		Offers of positions.	Posi-tions filled.	Persons asked for by em-ploy-ers.	Persons applying for work.		Offers of positions.	Posi-tions filled.
		New regis-trations.	Re-new-als.				New regis-trations.	Re-new-als.		
January.....	-----	-----	-----	-----	-----	164	460	825	149	109
February.....	-----	-----	-----	-----	-----	112	317	802	114	62
March.....	1,406	11,830	13,125	1,278	1,200	174	331	713	183	88
April.....	92	322	862	93	61	285	405	735	213	124
May.....	129	393	767	104	65	479	381	717	329	177
June.....	102	405	753	85	51	304	553	722	385	191
July.....	109	459	993	63	38	285	360	617	282	145
August.....	140	492	1,124	140	86	389	350	590	250	145
September.....	132	595	1,057	186	109	290	373	595	243	109
October.....	128	496	1,022	122	78	285	332	705	290	128
November.....	123	484	1,158	137	75	238	323	677	258	93
December.....	129	347	1,186	109	60	254	354	757	266	137
Total.....	1,490	5,823	12,047	1,317	823	3,259	4,539	8,455	2,992	1,508

¹Data are for February and March.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

MASSACHUSETTS (4 bureaus).

Year and month.	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Offers of posi- tions.	Posi- tions filled.	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Offers of posi- tions.	Posi- tions filled.	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Offers of posi- tions.	Posi- tions filled.
	Boston.				Fall River.				Springfield.			
1915.												
January.....	701	809	1,332	683	78	78	78	67	251	277	353	209
February.....	785	953	1,750	836	93	93	79	75	302	318	374	243
March.....	1,179	1,350	2,367	1,134	120	132	114	100	688	724	882	547
April.....	1,327	1,534	2,646	1,276	107	113	99	88	596	622	773	496
May.....	1,412	1,585	2,749	1,289	115	118	118	108	527	573	741	462
June.....	1,341	1,597	2,783	1,350	127	132	120	106	558	635	859	494
July.....	1,218	1,361	2,333	1,094	75	83	81	66	430	529	683	441
August.....	1,356	1,580	2,757	1,225	.....	.....	.....	.....	650	931	1,156	713
September.....	1,910	2,275	3,706	1,663	91	93	78	67	809	1,052	1,391	884
October.....	1,683	2,116	3,443	1,675	102	107	98	85	609	791	993	670
November.....	1,533	1,859	3,274	1,553	101	104	100	91	593	788	1,003	700
December.....	1,402	1,695	2,672	1,267	107	111	94	83	620	786	869	624
Total.....	15,847	18,714	31,821	15,035	1,116	1,164	1,059	936	6,633	8,025	10,077	6,473
1916.												
January.....	1,560	1,832	3,128	1,430	135	143	134	111	592	821	1,099	683
February.....	1,462	1,782	2,914	1,366	126	148	134	117	578	765	958	637
March.....	1,984	2,341	3,955	1,701	127	143	133	110	786	962	1,133	727
April.....	2,561	2,870	3,724	1,743	147	151	142	129	1,036	1,258	1,460	913
May.....	2,999	3,455	4,818	2,184	211	237	200	179	1,248	1,537	1,781	1,128
June.....	2,347	2,663	3,997	1,845	138	172	146	114	983	1,233	1,601	931
July.....	2,065	2,309	3,052	1,396	113	115	106	101	990	1,282	1,598	981
August.....	2,280	2,561	3,617	1,645	.....	.....	.....	.....	1,185	1,788	2,137	1,224
September.....	2,543	2,783	3,519	1,450	136	146	116	107	1,182	1,601	1,824	1,135
October.....	2,497	2,728	3,721	1,593	179	188	155	149	1,067	1,500	1,673	1,117
November.....	1,891	2,153	3,389	1,500	156	155	143	132	853	1,193	1,484	899
December.....	1,430	1,649	2,499	1,117	137	139	130	114	862	1,187	1,256	801
Total.....	25,619	29,126	42,333	18,970	1,605	1,740	1,539	1,363	11,462	15,127	18,004	11,176
Worcester.				Total								
1915.												
January.....	226	304	516	233	1,256	1,468	2,279	1,192	.....	.....	.....	.....
February.....	265	408	584	306	1,445	1,772	2,796	1,466	.....	.....	.....	.....
March.....	477	562	834	379	2,464	2,768	4,197	2,160	.....	.....	.....	.....
April.....	604	717	1,009	487	2,634	2,986	4,527	2,347	.....	.....	.....	.....
May.....	607	719	983	501	2,661	2,965	4,591	2,360	.....	.....	.....	.....
June.....	535	613	937	478	2,561	2,977	4,699	2,418	.....	.....	.....	.....
July.....	457	608	843	390	2,180	2,581	3,940	1,981	.....	.....	.....	.....
August.....	509	626	903	450	2,515	3,137	4,816	2,388	.....	.....	.....	.....
September.....	752	929	1,150	655	3,562	4,349	6,325	3,269	.....	.....	.....	.....
October.....	643	804	1,041	529	3,037	3,818	5,573	2,959	.....	.....	.....	.....
November.....	591	727	1,049	502	2,818	3,478	5,426	2,846	.....	.....	.....	.....
December.....	594	720	983	515	2,723	3,312	4,618	2,489	.....	.....	.....	.....
Total.....	6,260	7,737	10,832	5,425	29,856	35,641	53,789	27,869	.....	.....	.....	.....
1916.												
January.....	793	1,041	1,386	692	3,080	3,837	5,747	2,916	.....	.....	.....	.....
February.....	734	943	1,182	563	2,900	3,638	5,188	2,683	.....	.....	.....	.....
March.....	956	1,191	1,483	735	3,853	4,637	6,704	3,273	.....	.....	.....	.....
April.....	1,247	1,710	1,553	779	4,991	5,989	6,879	3,564	.....	.....	.....	.....
May.....	1,219	1,580	1,612	823	5,677	6,809	8,411	4,314	.....	.....	.....	.....
June.....	1,098	1,408	1,410	735	4,566	5,476	7,154	3,625	.....	.....	.....	.....
July.....	975	1,246	1,210	639	4,143	4,952	5,966	3,117	.....	.....	.....	.....
August.....	1,077	1,337	1,385	731	4,542	5,686	7,139	3,600	.....	.....	.....	.....
September.....	1,064	1,419	1,443	744	4,925	5,949	6,902	3,436	.....	.....	.....	.....
October.....	1,005	1,301	1,407	713	4,748	5,717	6,956	3,572	.....	.....	.....	.....
November.....	976	1,256	1,451	711	3,976	4,760	6,467	3,242	.....	.....	.....	.....
December.....	829	1,127	1,242	657	3,258	4,102	5,127	2,689	.....	.....	.....	.....
Total.....	11,973	15,559	16,764	8,522	50,659	61,552	78,640	40,031	.....	.....	.....	.....

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

MICHIGAN (10 bureaus).

Year and month.	Positions filled.										Total.
	Battle Creek.	Bay City.	Detroit.	Flint.	Grand Rapids.	Jack-son.	Kala-mazoo.	Lan-sing.	Mus-kegon.	Sagi-naw.	
1915.											
January.....			704		217	349	175			535	1,983
February.....			981		257	270	150			413	2,071
March.....			2,064		368	382	250			355	3,419
April.....			2,841		662	494	318			787	5,102
May.....			2,125	79	607	543	310			925	4,589
June.....			1,681	294	631	438	332			835	4,211
July.....			1,496	351	589	415	391			695	3,937
August.....			2,033	361	588	565	377			665	4,589
September.....			3,620	398	867	564	398			781	6,608
October.....			4,608	548	1,138	786	453			990	8,523
November.....			3,907	509	844	606	372			771	7,009
December.....			2,772	424	632	483	286			603	5,200
Total.....			28,832	2,964	7,400	5,895	3,812			8,335	57,238
1916.											
January.....	160		2,832	455	686	461	362	142	1 99	572	5,769
February.....	155	24	3,596	564	647	585	265	135	237	577	6,785
March.....	161	80	5,189	559	813	712	406	241	192	640	8,993
April.....	193	100	5,717	708	1,065	834	451	258	178	741	10,245
May.....	198	90	6,520	835	1,160	942	430	194	225	868	11,462
June.....	108	137	4,815	798	955	706	416	325	252	814	9,326
July.....	126	109	5,151	918	994	793	464	197	204	861	9,817
August.....	171	98	4,315	961	855	796	479	228	234	942	9,079
September.....	135	81	4,680	778	852	749	490	217	201	741	8,924
October.....	143	84	5,992	771	872	794	415	246	205	790	10,312
November.....	93	171	5,452	709	731	687	393	153	173	714	9,276
December.....	104	123	3,175	748	565	486	243	66	106	552	6,168
Total.....	1,747	1,097	57,434	8,804	10,195	8,545	4,814	2,402	2,306	8,812	106,156

¹ Office opened Jan. 15, 1916.

MINNESOTA (3 bureaus).

Month.	Positions filled.					
	1915			1916		
	Duluth.	Minne-apolis.	St. Paul.	Duluth.	Minne-apolis.	St. Paul.
January.....	453	903	415	772	1,041	896
February.....	389	876	409	485	1,266	715
March.....	408	1,156	571	650	1,251	708
April.....	686	2,406	1,235	976	2,245	1,394
May.....	715	1,691	913	1,937	3,102	1,966
June.....	760	1,417	719	1,636	2,040	1,292
July.....	800	1,509	833	1,203	2,099	1,351
August.....	879	1,980	1,158	1,498	2,307	1,609
September.....	1,029	2,369	1,188	1,241	2,060	1,246
October.....	1,162	2,625	1,492	1,379	2,573	1,586
November.....	1,247	1,920	1,175	1,181	1,951	1,118
December.....	618	1,211	756	1,105	1,951	1,118
Total.....	9,146	20,063	10,864	14,063	23,886	14,999

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

MONTANA: Butte (1 bureau).

Month.	1915				1916			
	Applications from employers.	Persons applying for work.	Persons referred to positions.	Positions filled.	Applications from employers.	Persons applying for work.	Persons referred to positions.	Positions filled.
January.....	124	195	153	120	407	518	380	350
February.....	156	315	280	154	367	626	530	338
March.....	136	359	146	130	383	960	395	357
April.....	260	220	220	494	404	548	194	371
May.....	231	283	360	203	466	510	481	390
June.....	293	400	509	241	466	350	481	556
July.....	242	500	495	272	300	450	460	350
August.....	437	700	470	429	500	650	490	460
September.....	250	513	300	282	300	560	340	298
October.....	558	550	560	345	606	640	400	394
November.....	489	300	380	300	300	380	400	390
December.....	405	685	405	330	373	485	385	283
Total.....	3,521	5,020	4,278	3,360	4,872	6,377	4,936	4,537

NEW YORK (5 bureaus).

Year and month.	Applications from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
			New registrations.	Renewals.					New registrations.	Renewals.		
<i>Year beginning Apr. 1, 1915.</i>												
April.....	14	19	125	.....	11	4	432	775	1,714	705	909	559
May.....	136	190	697	.....	203	73	372	626	1,715	752	860	404
June.....	216	253	765	6	424	171	456	804	2,129	813	1,178	486
July.....	217	363	780	165	479	299	394	566	1,610	594	903	418
August.....	220	329	664	164	451	223	479	778	1,450	658	1,097	494
September.....	246	336	605	198	477	258	663	1,149	1,935	669	1,449	691
October.....	282	355	666	220	579	265	774	1,356	1,668	593	1,739	723
November.....	273	374	681	253	647	287	707	1,254	1,420	552	1,452	635
December.....	278	416	547	229	571	312	782	1,410	1,337	502	1,506	787
January.....	294	422	612	280	614	304	886	1,489	1,530	564	1,683	828
February.....	260	311	394	265	446	208	942	1,563	1,447	428	1,659	902
March.....	370	538	539	367	630	333	1,352	2,186	1,619	500	2,129	1,142
Total.....	2,806	3,906	7,075	2,147	5,532	2,747	8,239	13,956	19,574	7,330	16,564	8,069
<i>Year beginning Apr. 1, 1916.</i>												
April.....	507	649	464	250	638	312	1,422	2,126	1,456	349	2,093	1,164
May.....	607	812	539	261	755	404	1,581	2,585	2,002	502	2,663	1,580
June.....	526	692	491	202	660	373	1,497	2,140	1,756	411	2,276	1,375
July.....	545	770	452	176	651	384	1,287	1,863	1,166	475	1,984	1,085
August.....	533	764	487	171	696	407	1,311	1,890	1,116	548	2,110	1,230
September.....	597	864	536	277	790	435	1,335	1,911	1,081	504	2,025	1,185
October.....	570	838	600	272	939	516	1,757	2,495	1,325	598	2,694	1,601
November.....	511	687	551	278	816	449	1,722	2,338	1,181	577	2,522	1,477
December.....	413	565	415	285	734	424	1,381	1,895	946	507	2,049	1,206
January.....	472	793	521	334	823	468	1,763	2,565	1,436	671	2,725	1,624
February.....	407	501	415	326	645	368	1,358	1,728	968	579	1,806	1,174
March.....	596	743	480	340	786	405	1,535	2,061	1,256	688	2,271	1,401
Total.....	6,284	8,678	5,951	3,172	8,933	4,945	17,919	25,647	15,689	6,409	27,218	16,192

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.
NEW YORK (5 bureaus)—Concluded.

Year and month.	Applications from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
			New registrations.	Re-novels.					New registrations.	Re-novels.		
Buffalo.												
Rochester.												
<i>Year beginning Apr. 1, 1915.</i>												
April.....	238	485	1,175	113	469	171	508	576	905	.....	664	275
May.....	288	359	1,325	111	468	248	377	572	823	142	532	254
June.....	317	467	1,399	123	542	346	441	676	1,076	136	707	329
July.....	364	529	1,304	261	608	398	461	745	889	128	964	440
August.....	447	621	1,009	342	646	422	550	817	837	148	844	503
September.....	531	757	754	192	778	569	822	1,806	1,063	164	1,371	618
October.....	750	756	682	183	784	508	832	1,477	816	72	1,373	936
November.....	478	710	686	264	826	508	649	986	626	179	889	551
December.....	29	710	679	219	836	539	562	894	644	269	889	541
January.....	568	778	754	333	829	531	622	954	692	282	990	604
February.....	540	779	646	357	855	520	644	959	619	381	1,005	439
March.....	672	893	635	304	899	602	985	1,488	809	285	1,440	818
Total.....	5,228	7,844	11,048	2,812	8,540	5,357	7,453	11,950	9,829	2,135	11,811	6,608
<i>Year beginning Apr. 1, 1916.</i>												
April.....	909	1,152	466	251	1,029	673	1,204	1,814	808	280	1,473	751
May.....	973	1,215	474	223	1,148	758	1,373	2,073	819	274	1,587	806
June.....	1,026	1,869	1,105	122	1,514	1,139	1,118	1,740	900	231	1,511	820
July.....	836	1,564	917	61	1,402	1,052	1,079	1,860	717	114	1,335	663
August.....	960	1,757	1,120	67	1,659	1,222	1,113	1,602	794	317	1,556	873
September.....	982	1,966	1,264	72	1,831	1,421	1,058	1,681	860	343	1,550	980
October.....	1,067	2,118	1,605	104	2,118	2,134	1,608	2,262	945	348	1,896	1,183
November.....	981	2,345	1,599	129	2,096	1,472	1,295	1,747	792	335	1,617	922
December.....	923	1,922	1,459	85	1,882	1,428	1,062	1,744	815	373	1,648	870
January.....	983	1,779	1,478	98	1,964	1,390	1,250	1,828	936	720	1,658	942
February.....	815	1,795	1,284	165	1,571	1,131	1,078	1,582	709	363	1,397	793
March.....	1,276	1,801	1,332	142	1,874	1,391	1,739	2,381	917	633	1,942	1,037
Total.....	11,731	21,283	14,103	1,519	20,058	15,211	14,977	22,314	10,042	4,326	19,070	10,640
Syracuse.												
Total.												
<i>Year beginning Apr. 1, 1916.</i>												
April.....	556	749	952	72	750	373	1,748	2,604	4,871	.....	2,803	1,382
May.....	532	717	963	111	780	389	1,705	2,464	5,523	1,116	2,843	1,373
June.....	582	989	1,215	140	1,065	532	2,012	3,189	6,584	1,228	3,916	1,864
July.....	561	845	1,108	77	944	540	1,997	3,048	5,691	1,225	3,898	2,095
August.....	548	768	1,053	90	915	523	2,244	3,313	5,013	1,402	3,953	2,170
September.....	553	740	841	108	843	594	2,815	4,788	5,228	1,331	4,918	3,030
October.....	621	964	831	65	969	671	3,265	4,808	4,663	1,143	5,444	3,103
November.....	428	664	647	151	793	573	2,535	3,988	4,060	1,348	4,650	2,549
December.....	443	572	504	147	596	442	2,094	4,002	3,708	1,366	4,498	2,684
January.....	467	594	569	155	585	478	2,837	4,237	4,157	1,614	4,701	2,682
February.....	477	621	493	123	621	460	2,863	4,296	5,599	1,554	4,586	2,529
March.....	657	836	576	107	839	592	4,036	5,941	4,178	1,563	5,937	3,487
Total.....	6,425	9,062	9,749	1,346	9,700	6,167	30,151	46,718	57,275	15,770	52,147	28,948
<i>Year beginning Apr. 1, 1916.</i>												
April.....	893	1,093	599	102	996	716	4,935	6,834	3,793	1,232	6,229	3,616
May.....	1,087	1,299	640	131	1,193	931	5,621	7,984	4,474	1,091	7,346	4,479
June.....	775	914	513	44	826	619	4,912	7,355	4,765	1,310	6,787	4,328
July.....	554	703	399	56	616	501	4,301	6,760	3,651	882	5,988	3,655
August.....	783	905	514	119	834	647	4,700	6,918	4,031	1,222	6,855	4,379
September.....	1,038	1,420	713	145	1,146	734	5,010	7,842	4,484	1,341	7,342	4,755
October.....	926	1,293	579	123	1,029	790	5,928	9,063	5,054	1,440	8,676	6,224
November.....	818	1,206	693	133	1,152	905	5,327	8,373	4,816	1,448	8,203	5,225
December.....	789	1,206	672	96	1,065	745	4,568	7,332	4,307	1,350	7,278	4,763
January.....	953	1,341	893	227	1,204	818	5,421	8,306	5,264	2,050	8,344	5,242
February.....	870	1,260	727	260	1,172	766	4,525	6,866	4,103	1,693	6,591	4,232
March.....	1,369	1,899	891	320	1,636	1,091	6,518	8,885	4,876	2,123	8,509	5,325
Total.....	10,855	14,539	7,833	1,756	12,869	9,263	61,766	92,461	53,618	17,182	88,148	56,251

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

NEW YORK CITY (1 bureau).

Month.	1915					1916				
	Applica- tions from employ- ers.	Persons asked for by employ- ers.	New regis- tra- tions.	Offers of posi- tions.	Posi- tions filled.	Applica- tions from employ- ers.	Persons asked for by employ- ers.	New regis- tra- tions.	Offers of posi- tions.	Posi- tions filled.
January.....	367	527	6,012	1,030	404	1,510	1,592	1,999	2,234	1,283
February.....	300	648	3,059	1,214	536	1,467	1,639	1,805	2,139	1,356
March.....	360	1,168	2,645	1,233	402	2,279	2,502	2,316	2,761	1,926
April.....	317	379	1,861	717	299	2,248	2,509	2,094	2,988	1,871
May.....	288	358	1,678	709	287	2,562	2,985	2,228	3,843	2,373
June.....	303	465	2,046	829	422	2,335	2,666	2,332	3,367	2,176
July.....	273	331	2,457	741	255	1,944	2,157	2,188	3,048	1,800
August.....	406	553	1,756	1,035	440	2,188	2,476	2,491	3,729	1,985
September.....	700	944	1,996	1,665	715	2,167	2,530	2,163	3,486	2,053
October.....	830	977	2,509	1,864	744	2,977	3,304	2,528	4,311	2,138
November.....	751	915	2,172	1,229	915	2,820	3,166	2,269	4,197	2,546
December.....	757	903	1,676	1,188	737	2,375	2,730	1,856	3,558	2,340
Total.....	5,652	8,168	29,867	13,454	6,156	26,872	30,276	26,269	39,661	23,847

NEW YORK CITY: Operations, by industry, 1916 (1 bureau).

	Agri- culture.	Build- ing trades.	Domes- tic and per- sonal service.	Manu- factur- ing and mechani- cal in- dustries.	Profes- sional service.	Trade and trans- porta- tion.	All others.	Total
Applications from employers.....	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	26,872
Persons applied for by employers:								
Males.....	204	626	2,035	2,249	9	4,550	3,653	13,326
Females.....			14,014	750	11	2,154	21	16,950
Total.....	204	626	16,049	2,999	20	6,704	3,674	30,276
New registrations:								
Males.....	267	1,029	2,356	3,422	99	5,982	4,199	17,354
Females.....			3,730	589	61	4,510	25	8,915
Total.....	267	1,029	6,086	4,011	160	10,492	4,224	26,269
Offers of positions to—								
Males.....	274	1,190	3,288	3,835	8	6,861	5,835	21,291
Females.....			13,764	1,026	16	3,528	36	18,370
Total.....	274	1,190	17,052	4,861	24	10,389	5,871	39,661
Positions reported filled by—								
Males.....	153	633	1,616	1,934	6	3,256	2,813	10,411
Females.....			10,921	626	7	1,859	23	13,436
Total.....	153	633	12,537	2,560	13	5,115	2,836	23,847

¹ Not reported.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

OHIO (7 bureaus).

Year and month.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
		New registrations.	Re-novels.				New registrations.	Re-novels.		
Akron.						Cincinnati.				
1915.										
January.....						3,347	3,739	9,532	3,315	3,101
February.....						2,724	2,070	8,449	2,818	2,433
March.....						1,009	1,387	6,676	1,066	761
April.....	813	1,359	2,548	748	593	942	1,531	4,762	1,116	712
May.....	616	948	1,871	677	495	858	1,888	5,170	977	698
June.....	594	1,084	1,596	641	440	714	1,836	4,702	849	591
July.....	753	1,167	1,777	759	541	938	1,583	4,043	1,146	779
August.....	1,460	1,282	2,130	1,363	1,119	1,297	2,146	3,812	1,570	1,154
September.....	1,803	1,388	1,797	1,649	1,314	1,487	2,106	3,296	1,589	1,339
October.....	1,658	1,001	1,491	1,452	1,216	1,346	2,130	3,645	1,407	1,154
November.....	1,569	1,134	2,079	1,488	1,156	1,303	1,678	3,504	1,444	1,138
December.....	1,179	836	2,268	1,100	890	1,112	1,704	3,476	1,041	780
Total.....	10,445	10,190	17,557	9,877	7,764	17,077	23,796	61,067	18,338	14,640
1916.										
January.....	1,481	949	1,767	1,276	938	1,289	1,797	4,500	1,262	887
February.....	1,309	619	1,662	1,149	880	1,288	1,614	4,488	1,274	776
March.....	1,789	586	1,445	1,360	1,110	2,286	1,790	4,130	2,020	1,356
April.....	1,905	556	1,226	1,384	1,141	2,410	1,695	2,933	2,061	1,312
May.....	2,174	708	1,435	1,670	1,394	2,238	1,483	2,687	1,997	1,273
June.....	1,923	789	1,640	1,690	1,383	1,660	1,257	2,707	1,515	923
July.....	1,951	627	1,314	1,573	1,314	1,564	1,221	2,509	1,387	932
August.....	1,764	756	1,298	1,623	1,405	1,672	1,424	2,882	1,665	989
September.....	1,853	772	1,269	1,574	1,359	1,840	1,317	2,434	1,743	952
October.....	2,063	780	1,401	1,629	1,382	1,819	1,342	2,382	1,983	1,078
November.....	2,305	906	1,621	1,783	1,491	1,722	1,612	2,247	1,980	1,277
December.....	1,674	717	1,636	1,411	1,184	1,621	1,676	2,589	1,670	1,118
Total.....	22,191	8,765	17,714	18,122	14,981	21,409	18,228	36,488	20,557	12,873
Cleveland.						Columbus.				
1915.										
January.....	4,549	8,587	12,064	4,536	3,922	738	1,249	3,854	680	614
February.....	4,398	3,241	13,179	4,428	4,090	1,703	993	4,604	1,724	1,425
March.....	3,832	3,265	12,711	3,715	3,273	1,947	758	4,695	1,989	1,751
April.....	4,477	2,347	10,840	4,182	3,626	1,649	744	3,474	1,544	1,384
May.....	3,631	2,431	6,337	3,405	2,950	1,201	739	3,393	1,153	1,045
June.....	3,523	2,888	6,696	3,321	2,608	1,099	867	2,975	1,076	941
July.....	3,752	3,128	6,505	3,659	2,897	1,144	801	2,616	1,127	911
August.....	4,449	2,958	7,816	4,097	3,421	1,401	833	2,485	1,366	1,198
September.....	6,986	2,964	6,311	5,165	4,373	1,951	977	2,354	1,900	1,673
October.....	7,161	2,448	5,990	5,144	4,311	2,050	911	2,073	1,978	1,708
November.....	6,127	3,129	6,905	4,857	4,138	2,004	1,148	2,424	1,941	1,551
December.....	5,231	2,448	6,569	3,940	3,277	1,476	802	2,697	1,447	1,227
Total.....	58,116	39,834	101,923	50,449	42,886	18,363	10,822	37,644	17,925	15,528
1916.										
January.....	5,493	2,026	3,328	4,202	3,339	1,457	743	2,629	1,371	1,147
February.....	6,287	2,006	8,166	4,455	3,484	1,474	777	2,506	1,465	1,129
March.....	7,209	1,984	7,819	5,151	4,377	2,223	900	2,261	2,128	1,604
April.....	9,258	2,208	7,079	6,651	5,511	2,819	745	2,697	2,437	2,011
May.....	10,904	2,940	8,262	8,462	7,158	2,956	727	2,447	2,670	2,122
June.....	9,095	3,132	8,023	7,588	6,128	2,358	701	2,138	2,053	1,661
July.....	7,297	2,809	6,661	6,335	5,202	2,826	892	1,892	2,227	1,827
August.....	8,321	2,769	7,296	7,181	5,858	2,565	813	2,238	2,320	1,919
September.....	7,928	2,344	6,744	6,694	5,374	2,612	924	2,050	2,155	1,839
October.....	8,184	2,961	7,571	7,232	5,969	2,673	896	2,590	2,290	1,872
November.....	6,791	2,665	7,249	6,259	5,104	2,275	724	2,446	2,114	1,763
December.....	6,815	2,306	6,840	5,780	4,536	1,854	578	2,170	1,769	1,516
Total.....	93,562	30,150	89,538	76,020	62,040	28,092	9,420	28,004	24,999	20,410

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

OHIO (7 bureaus)—Concluded.

Year and month.	Persons applying for work.		Offers of positions.	Positions filled.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	
	New registrations.	Re-n renewals.				New registrations.	Re-n renewals.			
	Dayton.				Toledo.					
1915.										
January.....	460	501	1,887	405	329	374	832	748	359	336
February.....	414	399	1,678	395	311	619	1,507	2,150	591	549
March.....	525	465	1,908	548	396	771	1,115	2,749	709	672
April.....	728	716	1,963	683	603	1,050	1,237	2,605	939	898
May.....	649	917	2,374	619	504	1,414	1,029	1,989	983	968
June.....	619	836	2,015	600	529	1,380	1,469	2,651	1,271	1,261
July.....	577	718	1,710	541	507	2,205	2,214	3,802	1,878	1,793
August.....	761	805	1,663	615	598	1,987	1,582	2,093	1,825	1,698
September.....	1,189	921	1,286	984	925	4,001	2,797	1,202	3,360	3,068
October.....	1,182	960	1,302	1,093	972	3,951	1,898	2,185	2,921	2,685
November.....	1,073	927	1,460	985	902	2,621	1,753	2,642	2,409	2,217
December.....	946	721	1,352	823	754	1,887	1,402	2,849	1,871	1,652
Total.....	9,123	8,886	20,598	8,291	7,330	22,260	18,835	27,665	19,116	17,797
1916.										
January.....	992	825	1,422	779	730	1,786	1,252	2,350	1,602	1,199
February.....	959	684	1,209	769	719	2,559	1,029	2,291	2,076	1,544
March.....	1,235	518	1,214	1,013	845	3,008	1,227	2,307	2,414	1,999
April.....	1,258	717	1,195	1,041	893	3,704	1,103	2,118	2,516	2,176
May.....	1,595	702	1,110	1,298	1,144	4,552	1,423	2,442	2,840	2,443
June.....	1,104	692	1,068	855	836	3,306	1,370	1,934	2,414	2,075
July.....	1,068	677	1,032	814	817	5,118	1,386	1,747	2,438	2,068
August.....	1,288	771	1,120	1,041	946	4,494	1,401	1,162	2,676	2,287
September.....	1,182	670	1,006	908	822	4,338	1,362	1,754	2,431	2,016
October.....	1,138	640	965	910	813	4,898	1,762	2,570	3,093	2,640
November.....	1,013	753	991	914	814	3,197	1,542	2,491	2,567	2,192
December.....	914	677	1,069	849	751	1,990	1,286	2,354	1,804	1,486
Total.....	13,747	8,326	13,341	11,391	10,130	43,040	16,143	26,480	28,871	24,105
	Youngstown.				Total.					
1915.										
January.....						9,468	14,908	28,085	9,295	8,302
February.....						9,858	8,210	30,060	9,956	8,808
March.....						8,084	6,990	28,739	8,027	6,853
April.....	573	1,070	1,695	552	477	10,232	9,004	27,887	9,764	8,293
May.....	555	651	1,348	596	493	8,924	8,603	22,482	8,410	7,153
June.....	599	641	906	639	498	8,528	9,621	21,541	8,397	6,868
July.....	777	684	772	680	606	10,146	10,295	21,225	9,790	8,134
August.....	635	728	773	654	594	11,990	10,334	20,772	11,490	9,782
September.....	1,107	878	927	1,061	863	18,524	12,031	17,173	15,708	13,555
October.....	1,446	929	1,028	1,004	881	18,794	10,277	17,174	14,999	12,927
November.....	1,433	812	1,154	1,315	1,048	16,130	10,581	20,168	14,439	12,150
December.....	1,375	771	1,388	1,043	815	13,206	8,684	20,599	11,265	9,395
Total.....	8,500	7,164	9,991	7,544	6,275	143,884	119,538	276,445	131,540	112,220
1916.										
January.....	1,073	663	1,041	984	756	13,571	8,255	21,537	11,476	8,996
February.....	973	720	960	972	765	14,829	7,449	21,282	12,190	9,297
March.....	1,115	816	1,191	1,170	908	18,865	7,821	20,667	15,256	12,195
April.....	1,267	648	918	1,112	974	22,681	7,672	17,766	17,202	14,018
May.....	1,356	715	1,240	1,341	1,221	25,755	8,698	19,623	20,278	16,755
June.....	1,279	711	1,208	1,201	1,044	20,785	8,652	18,718	17,416	14,050
July.....	1,240	685	1,034	1,183	1,051	21,065	8,297	16,189	16,057	13,211
August.....	1,507	761	1,145	1,360	1,127	21,601	8,695	18,141	17,866	14,511
September.....	1,185	584	1,052	1,141	957	20,938	7,973	16,309	16,646	13,319
October.....	1,198	625	1,089	1,123	971	21,973	9,006	18,508	18,260	14,725
November.....	1,160	612	1,030	1,104	944	18,463	8,814	18,075	16,221	13,585
December.....	1,005	601	740	968	843	15,873	7,841	17,398	14,251	11,434
Total.....	14,358	8,141	12,648	13,659	11,561	236,399	99,173	224,213	193,619	156,100

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

OKLAHOMA (4 bureaus).

Month.	Positions filled.									
	1915					1916				
	Enid.	Muskogee.	Oklahoma City.	Tulsa.	Total.	Enid.	Muskogee.	Oklahoma City.	Tulsa.	Total.
January.....	39	91	38	.....	168	58	212	158	261	689
February.....	57	64	56	.....	177	64	167	166	211	608
March.....	51	60	211	.....	322	237	150	220	320	927
April.....	83	74	144	.....	301	99	170	247	246	762
May.....	92	90	154	.....	336	123	156	293	565	1,137
June.....	37	154	203	.....	394	804	262	769	928	2,763
July.....	168	149	325	102	741	272	178	436	767	1,653
August.....	192	121	336	140	789	100	191	443	693	1,427
September.....	238	122	287	209	856	109	153	451	658	1,371
October.....	97	158	348	222	825	156	231	592	809	1,788
November.....	110	187	257	298	852	79	224	428	772	1,503
December.....	68	143	196	209	616	78	211	289	667	1,245
Total.....	1,232	1,413	2,555	1,180	6,330	2,179	2,305	4,492	6,997	15,873

PENNSYLVANIA (5 bureaus).

Year and month.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
		New registrations.	Renewals.				New registrations.	Renewals.		
	Altoona.					Harrisburg.				
November and December, 1915.....	.....	.....	.....	.....	.....	1,728	321	.....	283	233
1916.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
January.....	.....	.....	.....	.....	.....	372	188	21	137	64
February.....	.....	.....	.....	.....	.....	131	176	11	304	228
March.....	.....	.....	.....	.....	.....	320	316	118	336	221
April.....	213	103	.....	67	53	436	146	46	286	246
May.....	233	154	.....	91	89	1,635	375	22	249	238
June.....	172	59	.....	37	37	999	425	64	447	440
July.....	238	47	.....	37	32	465	159	72	191	181
August.....	537	54	.....	24	24	795	230	112	207	189
September.....	52	62	1	35	28	356	216	94	226	176
October.....	67	16	6	26	25	437	240	77	222	192
November.....	83	30	2	21	21	494	300	101	302	255
December.....	142	47	6	79	69	254	238	79	198	169
Total.....	1,737	572	15	417	378	6,694	3,009	817	3,105	2,598
1917.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
January.....	248	93	26	101	97	1,123	330	137	313	268
February.....	229	35	33	54	50	375	207	95	268	223

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

PENNSYLVANIA (5 bureaus)—Concluded.

Year and month.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.	Persons asked for by employers.	Persons applying for work.		Offers of positions.	Positions filled.
		New registrations.	Re-newals.				New registrations.	Re-newals.		
	Johnstown.					Philadelphia.				
November and December, 1915.....	129	226	.....	121	74	1,390	2,843	.....	559	423
1916.										
January.....	40	102	2	68	33	481	1,277	190	466	267
February.....	53	59	.....	44	31	777	442	314	446	311
March.....	264	82	17	66	42	647	761	350	589	391
April.....	306	117	79	101	44	438	709	119	366	243
May.....	246	75	7	55	42	698	889	243	541	309
June.....	204	54	10	57	46	458	719	257	536	290
July.....	226	41	15	49	45	591	787	199	551	507
August.....	185	74	16	67	54	797	650	481	820	713
September.....	178	57	14	63	47	1,158	635	815	1,123	996
October.....	180	50	10	55	46	1,186	806	511	1,121	946
November.....	352	71	23	80	67	1,327	933	792	1,393	1,153
December.....	214	71	24	81	70	881	600	539	958	774
Total.....	2,448	853	217	786	567	9,439	9,208	4,810	8,910	6,900
1917.										
January.....	171	66	19	73	59	1,838	1,040	968	1,655	1,438
February.....	177	74	25	78	64	1,173	726	610	1,132	953
	Pittsburgh.					Total.				
November and December, 1915.....						3,247	3,390	.....	963	730
1916.										
January.....						893	1,567	213	671	364
February.....						961	677	325	794	570
March.....	2,959	1,170	37	708	668	4,190	2,329	522	1,699	1,322
April.....	1,488	612	11	495	455	2,881	1,687	255	1,315	1,041
May.....	1,114	727	138	477	436	3,926	2,220	410	1,413	1,114
June.....	1,516	1,163	99	873	806	3,349	2,420	430	1,950	1,619
July.....	2,233	749	168	562	512	3,753	1,783	454	1,390	1,277
August.....	1,373	738	180	585	529	3,687	1,746	789	1,703	1,508
September.....	765	692	137	528	483	2,509	1,662	1,081	1,975	1,730
October.....	789	700	143	544	479	2,659	1,812	747	1,968	1,688
November.....	1,239	741	200	754	703	3,495	2,075	1,118	2,550	2,199
December.....	1,052	513	206	542	508	2,543	1,469	854	1,858	1,590
Total.....	14,528	7,805	1,319	6,068	5,579	34,846	21,447	7,178	19,286	16,022
1917.										
January.....	883	710	235	687	633	4,263	2,239	1,385	2,829	2,495
February.....	606	536	214	459	499	2,560	1,578	977	1,991	1,789

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

RHODE ISLAND: Providence (1 bureau).

Month.	1915						1916					
	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Persons applying for work.		Offers of posi- tions.	Posi- tions filled.	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Persons applying for work.		Offers of posi- tions.	Posi- tions filled.
			New regis- tra- tions.	Re- new- als.					New regis- tra- tions.	Re- new- als.		
January.....	313	498	1,704	184	(1)	(1)	209	274	163	116	(1)	(1)
February.....	180	870	1,080	130	(1)	(1)	210	249	129	124	(1)	(1)
March.....	396	691	578	133	(1)	(1)	258	268	196	150	(1)	(1)
April.....	525	594	404	134	(1)	(1)	359	456	294	283	(1)	(1)
May.....	456	624	292	198	(1)	(1)	407	491	337	206	(1)	(1)
June.....	346	520	271	194	(1)	(1)	311	359	246	236	(1)	(1)
July.....	267	317	232	98	(1)	(1)	321	311	194	118	(1)	(1)
August.....	302	375	204	159	(1)	(1)	269	324	136	248	(1)	(1)
September.....	324	383	209	180	(1)	(1)	274	313	153	203	(1)	(1)
October.....	264	334	240	117	(1)	(1)	256	279	141	95	(1)	(1)
November.....	210	245	169	35	(1)	(1)	177	208	30	13	(1)	(1)
December.....	181	209	360	26	(1)	(1)	120	129	51	34	(1)	(1)
Total.....	3,764	5,660	5,743	1,568	(1)	(1)	3,171	3,661	2,070	1,826	(1)	(1)

¹ Figures same as under "Persons asked for by employers."

TEXAS: Fort Worth (1 bureau).

Month.	1915						1916					
	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Persons applying for work.		Offers of posi- tions.	Posi- tions filled.	Applica- tions from em- ploy- ers.	Per- sons asked for by em- ploy- ers.	Persons applying for work.		Offers of posi- tions.	Posi- tions filled.
			New regis- tra- tions.	Re- new- als.					New regis- tra- tions.	Re- new- als.		
January.....	102	151	1,340	(1)	160	145	106	158	(1)	(1)	180	155
February.....	55	71	752	(1)	79	68	100	152	211	106	153	149
March.....	103	133	1,088	(1)	146	133	160	217	239	63	201	185
April.....	74	89	844	(1)	94	85	82	115	127	63	93	88
May.....	86	103	876	(1)	112	99	156	333	264	69	217	210
June.....	123	522	974	(1)	654	406	177	637	372	55	341	332
July.....	80	259	506	(1)	275	199	121	373	330	47	315	307
August.....	115	201	422	(1)	220	189	187	616	475	27	381	363
September.....	173	580	1,311	(1)	740	405	227	834	442	27	427	400
October.....	132	287	566	(1)	305	269	149	417	(1)	(1)	299	283
November.....	218	251	552	(1)	266	236	124	284	219	26	196	190
December.....	129	167	2,288	(1)	162	151	225	326	645	27	209	203
Total.....	1,390	2,819	11,519	(1)	3,213	2,385	1,814	4,462	3,324	510	2,997	2,865

¹Not reported.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.

VIRGINIA: Richmond (1 bureau).

Month.	1915					1916				
	Applications from employers.	Persons asked for by employers.	New registrations.	Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	New registrations.	Offers of positions.	Positions filled.
January.....						228	364	686	393	157
February.....	89	392	899	325	179	227	306	519	343	120
March.....	118	505	851	454	333	237	380	555	489	171
April.....	113	240	673	296	254	198	359	572	387	159
May.....	113	227	665	316	184	234	499	764	581	381
June.....	136	237	659	238	166	210	542	851	729	320
July.....	146	254	550	269	158	288	691	711	795	396
August.....	218	355	526	367	202	263	547	564	658	280
September.....	288	558	615	393	181	293	485	463	555	231
October.....	253	514	671	468	181	270	403	434	535	225
November.....	204	352	571	354	166	283	433	365	524	214
December.....	231	643	542	362	175	223	335	241	403	192
Total.....	1,909	4,277	7,222	3,842	2,179	2,954	5,344	6,725	6,392	2,846

Year and month.	Classification of positions filled.													Total (white and colored).		
	White.								Colored.							
	Profes- sions, male.	Clerks.		Skilled.		Un- skilled, male.	Domes- tics.		Total.	Skilled.		Un- skilled, male.	Domes- tics.		Total.	
		M.	F.	M.	F.		M.	F.		M.	F.		M.			F.
1915 ¹	2	115	103	761	81	461	12	25	1,560	44	2	294	73	206	619	2,179
1916.																
January.....	16	8	28	39	13	1	105	4	22	5	21	52	157			
February.....	1	18	8	19	7	13	3	71	3	12	13	21	49			
March.....	13	3	36	14	18	3	87	7	44	13	20	84	171			
April.....	1	34	6	25	5	19	4	99	3	31	11	15	60			
May.....	15	14	65	21	24	1	3	143	4	211	5	18	238			
June.....	18	12	77	10	23	1	140	8	139	12	21	180	320			
July.....	15	18	88	25	13	1	162	11	177	23	21	234	396			
August.....	14	12	80	13	8	1	129	8	74	39	30	151	280			
September.....	17	16	73	3	27	2	140	9	20	34	28	91	231			
October.....	27	11	63	8	19	1	132	4	35	26	28	93	225			
November.....	26	7	37	8	43	3	133	3	26	25	27	81	214			
December.....	30	6	19	1	45	6	107	34	25	26	85	192				
Total.....	2	243	121	610	154	265	16	37	1,448	64	2	825	231	276	1,398	2,846

¹ February to December, inclusive.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Continued.
WASHINGTON (4 bureaus).

Year and month.	Everett. Positions filled.	Seattle.				Spokane.				Tacoma.			
		Applications from employers.	Persons asked for by employers.	Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	Offers of positions.	Positions filled.	Applications from employers.	Persons asked for by employers.	Offers of positions.	Positions filled.
1915.													
January	76							635	593	232	308	318	308
February	54							745	570	234	283	289	283
March	(¹)							1,011	804	342	445	451	445
April	172							885	803	176	228	229	228
May	(¹)							732	662	261	395	399	395
June	148							718	674	236	390	397	390
July	212	2,950	3,198	3,403	2,936			933	863	294	606	626	606
August	173	2,063	2,532	2,609	2,238			1,028	944	353	539	547	539
September	199	2,433	2,766	3,120	2,640			1,071	935	334	605	625	605
October	231	1,914	2,332	2,472	2,121			964	891	344	476	486	476
November	118	1,615	1,992	2,195	1,836			841	744	229	312	320	312
December	101	1,432	2,043	2,124	1,858			(¹)	(¹)	256	330	334	330
Total	1,484	12,427	14,863	15,923	13,629			9,563	8,483	3,291	4,917	5,021	4,917
1916.													
January	170	680	1,348	1,348	680	436	709	695	689	193	275	275	273
February	498	1,251	3,253	3,246	1,244	750	1,165	1,131	1,131	275	463	475	463
March	282	972	2,900	2,870	965	960	1,250	1,194	1,194	162	465	465	465
April	408	2,898	4,993	5,126	4,589	2,460	2,460	2,154	2,154	501	1,003	919	901
May	463	3,347	4,957	5,767	4,894	2,260	3,175	2,895	2,893	517	1,239	1,078	1,089
June	402	3,201	5,922	5,904	5,417	1,890	2,862	2,430	2,426	327	1,080	1,080	1,080
July	438	3,347	6,471	6,497	6,009	2,229	4,610	4,075	3,929	530	2,529	1,088	1,065
August	508	3,909	7,359	7,033	6,586	2,760	4,231	3,710	3,609	442	1,150	1,028	1,018
September	459	4,106	7,433	6,996	6,519	2,690	3,572	3,882	3,822	686	1,333	1,267	1,252
October	516	3,561	6,646	6,593	6,203	2,932	4,275	3,966	3,935	580	1,418	1,418	1,401
November	281	2,495	4,269	4,320	3,948	2,025	2,614	2,510	2,442	407	894	1,059	1,040
December	267	2,253	3,324	3,295	3,010	1,610	1,875	1,856	1,856	427	1,222	1,204	1,176
Total	4,692	31,041	58,875	58,995	50,064	23,002	32,798	30,518	30,080	5,047	13,071	11,356	11,223

¹ Not reported.

100 PUBLIC EMPLOYMENT OFFICES IN THE UNITED STATES.

TABLE C.—OPERATIONS OF PUBLIC EMPLOYMENT OFFICES—Concluded.

WISCONSIN (4 bureaus).

Year and month.	Applica- tions from em- ployers.	Per- sons asked for by em- ployers.	Per- sons applying for work.	Offers of posi- tions.	Posi- tions filled.	Applica- tions from em- ployers.	Per- sons asked for by em- ployers.	Per- sons applying for work.	Offers of posi- tions.	Posi- tions filled.
	La Crosse.					Milwaukee.				
May 1, 1915, to Apr. 30, 1916.....	1,468	3,635	2,330	2,138	1,094	14,268	33,469	33,069	31,526	22,787
1916.										
May.....	250	295	291	277	180	2,439	4,269	3,193	3,335	2,666
June.....	171	242	273	202	138	2,016	3,528	2,718	2,903	1,868
July.....	175	293	262	198	72	1,998	3,775	2,697	2,627	2,009
August.....	154	253	231	179	114	2,030	3,594	3,018	3,253	2,598
September.....	149	219	179	152	74	1,880	3,770	2,892	3,169	2,289
October.....	223	137	224	179	98	2,162	4,246	3,679	3,901	2,941
November.....	159	115	231	145	69	3,547	1,600	3,297	3,450	2,625
December.....	87	125	204	84	74	1,300	2,968	2,329	2,913	2,211
1917.										
January.....	210	117	221	141	63	3,735	1,628	3,224	3,373	2,591
February.....	84	136	199	100	64	1,322	2,102	1,957	1,977	1,536
	Oshkosh.					Superior.				
May 1, 1915, to Apr. 30, 1916.....	1,870	3,599	2,390	2,111	1,506	4,236	8,062	6,600	6,982	6,561
1916.										
May.....	237	314	253	212	178	565	1,627	1,485	1,535	937
June.....	136	164	199	136	94	442	1,363	1,161	1,216	888
July.....	164	305	181	152	123	439	1,331	907	988	674
August.....	145	204	163	125	88	494	1,125	1,080	1,094	668
September.....	165	249	157	151	90	391	1,116	943	926	604
October.....	316	235	290	244	191	1,114	383	850	987	657
November.....	116	106	204	106	86	816	296	640	688	540
December.....	109	127	191	103	80	249	928	546	542	433
1917.										
January.....	189	126	178	113	80	666	269	609	682	389
February.....	86	136	157	93	51	209	465	379	416	392
	Total.									
May 1, 1915, to Apr. 30, 1916.....	21,842	48,765	44,389	42,757	31,948					
1916.										
May.....	3,491	6,505	5,222	5,339	3,961					
June.....	2,765	5,297	4,351	4,457	2,988					
July.....	2,776	5,704	4,047	3,965	2,878					
August.....	2,823	5,176	4,492	4,651	3,468					
September.....	2,585	5,354	4,171	4,398	3,057					
October.....	3,815	5,006	5,033	5,261	3,837					
November.....	4,638	2,117	4,372	4,389	3,320					
December.....	1,745	4,148	3,770	3,642	2,803					
1917.										
January.....	4,800	2,140	4,232	4,309	3,122					
February.....	1,701	2,839	2,692	2,586	2,043					

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