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JAMES J. DAVIS, Secretary
BUREAU OF LABOR STATISTICS
ETHELBERT STEWART, Commissioner

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BUREAU OF LABOR STATISTICS }

EMPLOYMENT AND UNEMPLOYMENT SERIES

**PROCEEDINGS OF
THE THIRTEENTH ANNUAL MEETING
OF THE
INTERNATIONAL ASSOCIATION OF PUBLIC
EMPLOYMENT SERVICES**

HELD AT ROCHESTER, N. Y.
SEPTEMBER 15-17, 1925



June, 1926

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OFFICERS, 1924-25

President.—Charles J. Boyd, Chicago, Ill.
Past president.—E. J. Henning, Washington, D. C.
First vice president.—A. L. Urick, Des Moines, Iowa.
Second vice president.—J. J. Burke, Hartford, Conn.
Third vice president.—R. A. Rigg, Ottawa, Canada.
Secretary and treasurer.—R. A. Flinn, New York City
Executive committee at large.—Joseph Ainey, Montreal, Canada; Elsie Essman, Milwaukee, Wis.; Francis I. Jones, Washington, D. C.; T. M. Molloy, Regina, Canada; Lilla Walter, Chicago, Ill.

CONSTITUTION

Adopted at Rochester, N. Y., September 17, 1925

NAME

1. This association shall be called "The International Association of Public Employment Services."

OBJECT

2. (a) To promote a system or systems of employment exchanges in the United States and Canada.

(b) To advance the study of employment problems.

(c) To bring into closer association and to coordinate the efforts of Government officials and others engaged or interested in questions relating to employment or unemployment.

MEMBERSHIP

3. All persons connected with Federal, State, provincial, or municipal departments operating public employment offices shall be eligible to membership in the association. Such other individuals or associations as are engaged or interested in questions relating to employment or unemployment shall be entitled to membership. No person or association operating an employment agency for profit shall be eligible for membership.

OFFICERS

4. The officers of the association shall be the president, the last past president, three vice presidents, and the secretary-treasurer, elected annually. The executive committee shall consist of the officers, together with five other members elected annually.

MEETINGS

5. Meetings shall be held annually and notice thereof shall be sent to members at least 90 days in advance of said meeting.

AMENDMENTS

6. Amendments to the constitution shall be adopted at any annual meeting. Proposed amendments shall be submitted in writing and referred to the executive committee.

QUORUM

7. Fifteen members shall constitute a quorum.

8. Roberts' Rules of Order shall govern the proceedings of the meetings of this association.

ANNUAL MEETINGS AND OFFICERS OF THE INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES

Annual meetings			President	Secretary-treasurer
No.	Date	Place		
1	Dec. 19, 20, 1913.....	Chicago, Ill.....	Fred C. Croxton.....	W. M. Leiserson.
2	Sept. 24, 25, 1914.....	Indianapolis, Ind.....	W. F. Hennessy.....	Do.
3	July 1, 2, 1915.....	Detroit, Mich.....	Charles B. Barnes.....	Do.
4	July 20, 21, 1916.....	Buffalo, N. Y.....	do.....	G. P. Berner.
5	Sept. 20, 21, 1917.....	Milwaukee, Wis.....	do.....	H. J. Beckerle.
6	Sept. 19-21, 1918.....	Cleveland, Ohio.....	John B. Densmore.....	Wilbur F. Maxwell
7	Oct. 14, 15, 1919.....	Washington, D. C.....	Bryce M. Stewart.....	Richard A. Flinn.
8	Sept. 20-22, 1920.....	Ottawa, Canada.....	do.....	Do.
9	Sept. 7-9, 1921.....	Buffalo, N. Y.....	do.....	Do.
10	Sept. 11-13, 1922.....	Washington, D. C.....	E. J. Henning.....	Marion C. Findlay.
11	Sept. 4-7, 1923.....	Toronto, Canada.....	do.....	Do.
12	May 19-23, 1924.....	Chicago, Ill.....	Charles J. Boyd.....	Richard A. Flinn.
13	Sept. 15-17, 1925.....	Rochester, N. Y.....	R. A. Rigg.....	Do.

BULLETIN OF THE U. S. BUREAU OF LABOR STATISTICS

No. 414

WASHINGTON

JUNE, 1926

PROCEEDINGS OF THE THIRTEENTH ANNUAL MEETING OF THE INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES

INTRODUCTION

The thirteenth annual meeting of the International Association of Public Employment Services was held at the Powers Hotel, Rochester, N. Y., September 15-17, 1925. At the opening session, at which Charles J. Boyd, president of the association, presided, the invocation was given by Rev. John B. Crowley, superintendent of Catholic charities of Rochester, and rector of St. Aloysius Church, Auburn, N. Y. After introductory remarks by W. A. Marakle, Rochester assistant to the New York State industrial commissioner, there was an address of welcome by Hon. Charles D. Van Zandt, mayor of Rochester. An interesting address was then delivered by Charles J. Boyd, president of the association. The following committee on credentials was appointed by the chairman:

Committee on credentials.—E. Koveleski, Rochester, N. Y., chairman; Kate Hamilton, North Carolina; Louis Bloch, California.

The report of the committee on credentials submitted a list of members in good standing who were entitled to be seated as delegates at the convention. The following committees were appointed by the president:

Committee on resolutions.—B. C. Seiple, Cleveland, Ohio, chairman; John S. B. Davie, Concord, N. H.; Alfred Crowe, Quebec, Canada; Mrs. M. L. West, Richmond, Va.; C. J. Dollen, Rochester, N. Y.

Committee on constitution and by-laws.—A. L. Urick, Des Moines, Iowa, chairman; Francis Payette, Montreal, Canada; Robert J. Peters, Harrisburg, Pa.

Committee on nominations.—J. J. Burke, Hartford, Conn., chairman; R. A. Rigg, Ottawa, Canada; O. W. Brach, Columbus, Ohio. (This committee will also report on time and place of meeting.)

Committee on audit and finance.—Robert J. Peters, Harrisburg, Pa., chairman; H. C. Hudson, Toronto, Canada; M. T. Foley, Binghamton, N. Y.

The president's annual report was approved and made a part of the proceedings. The minutes of the twelfth annual meeting were read by the secretary and declared approved as read. The treasurer submitted his financial report, which was referred to the committee on audit and finance.

At the succeeding sessions on September 15, 16, and 17 the various papers on the program were read and discussed at length. So many persons participated in the discussion of the papers that it was necessary at some sessions to postpone the time of adjournment beyond the stated hour. At the business meeting of the association, held during the afternoon session of September 17, the committee on resolutions made its report and the following resolutions, after individual and thorough discussion, were unanimously adopted:

1. Whereas it is a known fact that many fee-charging employment agencies throughout the various States and cities of the United States follow policies and practices which seem to be detrimental to the best interest of many persons seeking employment: Therefore be it

Resolved, That this association go on record as favoring the enactment by the State legislatures of such legislation as to provide for proper licensing and inspection of fee-charging employment agencies, to be administered through the labor departments of the various States.

2. Whereas the counsel, recommendations, and constructive criticism of representatives of employers, workers, and others interested in public employment work in attendance at the present meeting of the International Association of Public Employment Services, has been most valuable and constructive; and

Whereas we believe that such attendance and active participation should be encouraged: Therefore be it

Resolved, That the officers and members of the association make every effort to promote such attendance; and be it further

Resolved, That the program of future meetings shall be so arranged that at least one session be made of special interest to such representatives.

3. Whereas it is the sense of this convention that a more concerted and active effort on the part of this association in matters concerning the continuance and promotion of public employment services throughout the various States of the United States and Provinces of Canada would be of great assistance in securing the passage of appropriate legislation: Therefore be it

Resolved, That a committee be appointed by the president of this association, with the Director General of the United States Employment Service as chairman and the president and secretary of this association as associate members, to act as a legislative committee and to serve as a clearing house for information pertaining to legislative matters affecting public employment services. That whenever such legislation is proposed by either Federal, State, municipal, or provincial governments, and in the interim of our conventions, this committee shall decide upon what action is to be taken.

4. Whereas there seems to be an increasing tendency on the part of employers to use public employment services; and

Whereas the paper of William F. Johnson, director industrial relations department Taylor Instrument Co., Rochester, N. Y., brought out the cooperative effort that should exist between employers and members of this association: Therefore be it

Resolved, That the officers and members of the International Association of Public Employment Services endeavor during the ensuing year to build up a better understanding with employers, to the end that public employment offices will be used by them in preference to all others.

5. Whereas the Director General of the United States Employment Service in his address before the association has indicated some of the benefits to be derived from a more uniform method of procedure, registration, and report to be followed by all public employment services cooperating with the United States Employment Service; and

Whereas such uniformity can be accomplished only after the most careful consideration and investigation: Therefore be it

Resolved, That before the final adjournment of this meeting the chairman shall appoint a committee to carefully study the methods now in operation in the various offices in the United States and Canada and prepare and present a report on this subject at the next meeting of the association.

6. Whereas during recent years great advancement has been made in the school advantages offered the boy and girl who leave school to work; and

Whereas one of the methods devised to aid the working boy or girl in gaining more education is found in the continuation or part-time school; and

Whereas there has been a tendency in some school systems to make placement work, together with teaching, training, and advising a function of the part-time or continuation school; and

Whereas such activities tend to competition in placement work, to duplication of effort, to the spending of public funds twice for one purpose, and to the decentralization of the labor market: Be it

Resolved, first, that this association heartily approves of the increasing school advantages offered the working boy or girl; second, that the employment services give their greatest cooperation to the part-time or continuation schools as institutions of teaching, training, and advising in vocational lines to the extent of establishing branches of their juvenile offices in the schools; third, that every

effort should be made to have juvenile placement work remain as an activity in the public employment offices on account of the more complete equipment, larger employment field, greater experience in labor problems, full year activities, and trained placement workers found; Be it further

Resolved, That the United States Employment Service and the public employment services of different States and cities insist that the function of junior placement remain with the public employment service; and be it further

Resolved, That a memorial of these resolutions be sent to the departments in the Federal, State, and municipal governments, charged with public employment work and public education.

7. Whereas the members of this association have been most pleasingly received and splendidly entertained during their stay in the city of Rochester: Therefore be it

Resolved, That this convention tender its sincere thanks and appreciation to the local entertainment committee, to the press for its liberal space, to the local chamber of commerce—particularly the industrial management group—the management of the Powers Hotel, his honor the mayor, and all others who have helped to make this convention a complete success.

8. *Resolved*, That the secretary extend in the name of the association its thanks to the United States Department of Labor, Bureau of Labor Statistics, for the many courtesies extended to the association and particularly for the publication of the proceedings of the annual meeting.

The following resolution was reported by the committee on resolutions with the recommendation that the time and place of the next convention be left to the discretion of the executive committee:

Whereas it is the sense of this convention that closer relationship should be established between the public employment offices of the Pacific coast and the public employment offices of the Eastern and Middle Western States; Therefore be it

Resolved, That the next convention of the International Association of Public Employment Services be held at the city of San Francisco.

Upon motion duly made and seconded the selection of the time and place of the next annual meeting of the association was assigned to the executive committee.

The report of the committee on constitution and by-laws presented the draft of a proposed constitution, which was practically the same as one agreed upon by the executive committee. There was an objection to the phrase "organization of the labor market" in the proposed constitution on the ground that such a term might be objectionable to organized labor, and after considerable discussion the report was amended to exclude this phrase. The report of the committee was then accepted, and the constitution declared adopted. (See p. V for the constitution as adopted.)

The report of the committee on nominations was read and adopted and the following officers and members of the executive committee at large were declared elected:

President.—R. A. Rigg, Ottawa, Canada.

Past president.—Charles J. Boyd, Chicago, Ill.

First vice president.—A. L. Urick, Des Moines, Iowa.

Second vice president.—F. I. Jones, Washington, D. C.

Third vice president.—J. Ainey, Montreal, Canada.

Executive committee at large.—Mrs. M. L. West, Richmond, Va.; Thomas M. Molloy, Regina, Canada; Otto W. Brach, Columbus, Ohio; Lilla Walter, Chicago, Ill.; E. Koveleski, Rochester, N. Y.

The report of the committee on time and place of meeting, recommending that the selection of the time and place of meeting be left to the officers and executive committee, was read and adopted. The report of the committee on audit and finance was read and adopted.

A rising vote of thanks was extended to the officers and members of the executive committee for their services during the year.

In accordance with the recommendations of the committee on resolutions the new president, R. A. Rigg, appointed the following committee on forms, procedure, and statistics:

Committee on forms, procedure, and statistics.—Ethelbert Stewart, Washington, D. C.; R. A. Flinn, New York City; R. J. Peters, Harrisburg, Pa.; Louis Bloch, San Francisco, Calif.; Roswell Phelps, Boston, Mass.

There being no further business, the meeting adjourned, the association to meet again at the call of the president.

INTRODUCTORY REMARKS

BY W. A. MARAKLE, ROCHESTER ASSISTANT TO THE NEW YORK STATE INDUSTRIAL COMMISSIONER

As the Rochester assistant to the State industrial commissioner it is my pleasant duty to-day to extend to the officers and delegates of the thirteenth annual meeting of the International Association of Public Employment Services the welcome and good wishes of the New York State Department of Labor. In so doing I really express the welcome of the people of New York State, as the Department of Labor, with its ramifications of factory inspection, workmen's compensation, free employment bureau, mediation of industrial disputes, care for alien workers, regulation of hours of labor for women and minors, and State insurance fund, reaches out into every walk of life in New York State. In fact, it is the one great department of government which is preeminently the people's department.

Referring directly to the problem that led to the organization of your association, namely, the bringing together of the unemployed worker and the job, what a change of public opinion there has been in less than 15 years. In days not so far away little attention was paid to the question of procuring employment for the jobless man. Certainly it was not looked upon as a public function or a problem in which the public as such was interested vitally. I recall very well, as a newspaper correspondent at Albany, when Charles Barnes and his friends proposed the establishment of a free State employment bureau as one of the functions of the State department of labor. Because the proposition was misunderstood there was vigorous opposition, not only from the employing and business interests but also, in a lesser degree, from the workers themselves. But the legislature passed the bill and the free State employment service was inaugurated.

To-day the opposition to the State employment service is negligible and confined mainly to the private employment agencies. To-day the employment man is one of the recognized factors in the personnel of every industrial establishment of any size, and he is one of the cogs in the wheel of industry.

Scientific study and treatment of employment have reduced labor turnover, have kept workers on the pay roll, if not of one department for which they were unfitted, then of another where they did fit.

It is not too much to hope that the day is at hand when the free public employment service, operated, maintained, and financed proportionally by the Federal Government, the State or provincial government,

and the county and city will be an integral part of the governmental machinery of every community in America.

To the coordination and proper solution of this great international problem of employment, for this problem knows no dividing line of country, race, or creed, your organization is contributing much of value.

May your stay with us be pleasant, and your discussions profitable, and when you leave us may it be with a firm resolve to meet again soon in New York State.

PRESIDENT'S ADDRESS

BY CHARLES J. BOYD, GENERAL SUPERINTENDENT CHICAGO DIVISION, ILLINOIS FREE EMPLOYMENT OFFICES

This association was formerly the American Association of Public Employment Offices, which was organized in 1913, with Mr. Fred C. Croxton of Columbus, Ohio, as its president, and since its inception it has always been a power for good. At its eighth annual meeting, which was held in the city of Ottawa, Canada, September, 1920, the name was changed to the International Association of Public Employment Services. Its object is to promote a system or systems of public employment exchanges in the United States and Canada, to advance the study of employment problems, and to bring into closer association and to coordinate the efforts of Government officials and others engaged or interested in questions relating to employment, unemployment, and the organization of the labor market.

We are now meeting in our thirteenth annual session, and the executive committee has mapped out for us a very interesting program. I know we will leave the beautiful city of Rochester with a better conception of our duties and a more extensive realization of our responsibilities.

A convention has many purposes and does many things. A retrospection shows we invariably derive much benefit from our annual exchange of ideas, but there are various motives which prompt one to attend a convention. Among the motives might be that of having a good time and enjoying the travel which is involved. However, those who are definitely interested are prompted by more serious motives, and while we are all benefited in forming new contacts with other men and women and widening our field of acquaintanceship it is also possible to interest many persons in our association, so that its management may be turned over to competent people who will perpetuate its existence.

I am hopeful that this convention will awaken within each of us a new vision and a resolve to have a definite purpose. The world is like a great mirror and truly reflects the thoughts, acts, and ambitions of every individual. If we smile, the world smiles with us; if we render good service, good service will return to us; and if we show a spirit of helpfulness, that spirit will surely send back aid to us of a like kind. All of us should fully realize the power we possess and remember that one way to avoid getting a square deal is by not giving one.

To-day you in this city are engaged in what the newspapers call a political struggle for supremacy, for you are holding a very important primary election. A struggle of a different kind, however, is

always taking place. I refer especially to the struggle for a livelihood, which nowadays necessitates employment of a steady character. We see this struggle daily in trying to secure work through the operation of free employment service. It will not be necessary for me to go into detail on this phase of the matter, as all who are engaged in employment work are familiar with its aspects.

A history of our association would cover practically every phase dealing with employment work, from the present trend in public employment service to the prevention of unemployment. Between these, there has been discussed at various times the regularization of national demand for labor by Government employment; unemployment prevention and insurance; and the problems and possibilities of employment bureaus. All of these questions have been handled by able men and women.

I want to take this opportunity to thank all who have been interested in any way in helping to make this convention the success I know it will be. I feel that I would not be fulfilling one of my most important obligations to this association unless I urged nonmembers to become affiliated with us and to help us by their counsel and advice to solve the many problems which confront the public employment offices throughout the United States and Canada.

WHAT INDUSTRY EXPECTS FROM A PUBLIC EMPLOYMENT OFFICE

BY W. F. JOHNSON, DIRECTOR INDUSTRIAL RELATIONS, TAYLOR INSTRUMENT CO.
ROCHESTER, N. Y.

Just so long as we face the constant problem of unemployment so long will there be need of public employment agencies. The fact that there is practically always, even during periods of prosperity, a floating population of about 10 per cent of all workers, idle all of the time, presents a real problem for us all.

While free public employment agencies as functioning to-day in the United States may be considered an offspring of the war, still as far back as 1834 a need of some such service was recognized. At that time, the corporation of the city of New York provided that a place be designated in every market where those who wanted work could meet those who wanted workers. Some 35 years later, in 1868, the California Labor Exchange, a free employment office, was established in San Francisco by voluntary effort to combat the malpractice of the fee-charging and shanghaiing agencies which at that time infested the city. From time to time, especially during periods of industrial depression, free employment offices were established by the larger cities, supported in part or entirely by the municipality. These emergency bureaus were for the most part discontinued after the crises which called them into existence had passed. A few, however, were absorbed by the various States, as legislation was enacted providing for public employment bureaus, and of late many have been taken over by the United States Employment Service.

The war-time expansion of the United States Employment Service in 1918 focused public attention on free employment bureaus. The primary aim of this service during the war was to help industries crippled by loss of man power, rather than to help men secure jobs, as had been the case in most private agencies. After the war, however, the real task was to help the returned men find jobs. It is

indeed fortunate that the various States found it expedient to continue under State supervision public employment bureaus organized by the Federal Government during the war, although it must be admitted that the service as conducted by the Government had not been 100 per cent popular and that consequently there was considerable opposition to their being continued even under State supervision.

The danger that public employment services would be utilized for partisan purposes was the chief reason for opposition to them, and again there was the possibility that executives and staff workers appointed to the bureaus might secure office through political or other influence rather than because of fitness for the position. The same might apply to those placed by the bureaus.

However, there are always two sides to a story. "In the case of the United States Employment Service, set up almost overnight as a war measure, there was not time to perfect methods, nor did it seem possible in the rapid war-time expansion to take advantage fully of experience already available in certain States. The marvel is that the service did not lay itself open to more criticism."

Let us assume, however, that nothing of this kind exists in public employment bureaus as functioning to-day, and recognize the real help they can be to the community. Your service can make a material contribution toward the solution of the serious and ever-recurring problem of unemployment, much of which is due to maladjustment and much to failure of demand and supply to find each other, as well as to the inability, so far, on the part of industries generally, to devise methods to reduce adequately the occurrence of peaks of demand and supply, thereby providing more uniform employment.

The fact that a public employment bureau offers free service—that is, a service without fees but paid for by taxes—influences materially the attitude of the worker toward using it. Commercial or fee-charging agencies, especially those dealing with unskilled or casual labor, are capable of great abuses, which it is not necessary to enumerate here. The merits of the State employment service as compared with many private agencies are so great that every opportunity to increase the usefulness of the State agency and heighten its status in the public mind should be utilized. However, I do not wish to have this statement received as suggesting that public employment agencies should be given monopoly of employment services. That is another matter.

When there is a surplus of help applying for work at your doors you undoubtedly receive few calls from industry. It may be unfair to use your service only when help is hard to secure, but if you are able to help at such a time, which you should be, having access to all markets through the proper interchange of labor reports between offices, then you will so gain the confidence of your clients that they will call upon you under all conditions. The fact that you give the best service when it is not needed and the poorest service when there is a need probably leads many concerns to ignore your offices entirely. In this they do you an injustice and themselves an injury, for at such times you are functioning under more difficult conditions, not of your own making.

Local industries should be able to call upon you to fill their requirements and to expect reasonably good service at all times. It should not be necessary for them to advertise in out-of-town papers. It

would seem that with the network of public employment offices throughout the country you should have first-hand information as to the supply and demand of all grades of help, so that when the local supply becomes exhausted you would know what vicinity to appeal to. You would, of course, have to assume in some degree the responsibility for determining whether it would be advisable for an individual applicant to change his residence, and as to larger groups, whether it would be for the best interests of the community for any considerable number to do so, and whether permanent work in the new locality could be assured. Any tendency to encourage large numbers of workers to go to other cities without accurate knowledge of all the conditions would have to be avoided. At least your offices should act as clearing houses of information of employment conditions in other localities, so that people unable to find work in one place could get reliable information as to the possibility of employment elsewhere.

Want-column advertising, which practically all industries use more or less, is expensive, and frequently is demoralizing, for it is apt to draw to other jobs workers already employed. While such advertising is probably necessary, it should be kept at a minimum.

I was amazed to read not long ago that an employment manager of a large department store stated that every girl he hired cost \$40 for the advertising involved, and also that a large hotel was spending upward of \$6,000 yearly for what is probably continuous advertising for workers of various kinds. This must have been at a time when the help situation was much more acute than it is to-day, but surely such an outlay as this is not warranted at any time where there are properly functioning public employment bureaus. How much better to have a central office to which to phone our requirements with the assurance that they will, within reason, be promptly and properly filled.

Here in Rochester we remember the central employment bureau fostered by the industries of Rochester during the war, and the splendid work that it did. Of course this office was provided with sufficient funds to get men of proper caliber for interviewing, and succeeded most satisfactorily in recruiting workers for Rochester's industries. While this bureau handled unskilled help as well as skilled, the majority of its applicants for help were for the skilled trades. Why should we not expect equally competent service from your bureaus?

To give us this, however, you must be sufficiently financed to provide suitable quarters for interviewing, and funds large enough to employ trained interviewers. We can expect only the type of service that we are willing to pay for.

Too much stress, it seems to me, can not be placed on the physical layout of the public employment office, as each class of worker has to be handled differently. Mechanics shrink from being herded in a room like so many cattle, to wait for a call for a certain class of jobs. Proper accommodations for the private interviewing of skilled and office help should be provided, and only those found to have qualifications to fill the position should be sent as applicants to the factory, bank, office, or store. Nothing is more exasperating to the employment manager than to have sent to him in response to his detailed requirements people whose only qualification he finds is their need of a job.

When skilled help is wanted certainly we have a right to expect that the applicant sent out will have been interviewed intelligently. I sometimes wonder if the men in charge of public employment bureaus are not too anxious to show in their reports large numbers of people sent out rather than to lay stress upon the quality and actual placements made. Industry has a right to expect you to send out men who can in some degree qualify for the job open. It has been the experience of many that this has not always been the case.

We would much prefer a frank statement that you have not the type of person available than to have one so evidently unqualified sent. Under such circumstances we might be able to modify our specifications.

While we realize fully that yours is a "referral" bureau rather than a placement bureau, the placement being left to the employment manager of the concern being served, nevertheless you should not send out those who upon a more careful examination prove so evidently undesirable. We want to cooperate with you to the fullest extent and at all times to give most courteous and careful consideration to prospects sent out by your offices, but it is only a waste of your time and ours, as well as an expense and source of discouragement to the applicant, when poor judgment is shown by the referral office. There is nothing left for us to do but to dismiss the applicant as gracefully as possible. This means a fond hope blasted and a return trip to your office, together with less confidence on the part of the jobless that you can really help him.

Those in charge of public agencies should familiarize themselves with conditions in the different plants which they hope to serve by making occasional personal visits. They could then, when a requisition is received, visualize working conditions in and the type of people used by the particular industry requesting help and be less liable to refer applicants who could not qualify.

When men are out of work, if they can get a job by bluffing, they are willing to take a chance. You have all probably experienced the sensation of announcing to a group of men waiting for work that you want some punch-press operators and find that 75 per cent of the men waiting will say that they are punch-press operators. The same men would answer your call for lathe hands or hand-screw machine operators—anything to get the job. Only by having accommodations for private interviews and experienced interviewers can you be expected to separate the wheat from the chaff in a dignified and efficient manner.

Private agencies, not handling so great a number as your offices, and probably because there is a fee in it for them, seem to make a more careful selection. You should strive to build up such a superior service that employers would not look to private agencies.

In reviewing reports of public employment offices they show that by far the largest percentage of placements are of the unskilled. This, of course, is to be expected, as a public employment office is the first place to which a floater will appeal for help or where a new-comer to town will visit, and unquestionably your demands for service are largely from the unskilled classes. It would seem, however, that there is too small a percentage of skilled help being placed. The entire blame for this, however, should not be placed upon your service, but a good deal upon industries which undoubtedly are not

acquainting you with their needs, for we can not expect the service that we should like unless we are willing to cooperate by letting you know our needs. It avails you nothing to have a list of skilled workers seeking jobs if you do not have the knowledge of the vacancies open. However, to get industry to cooperate with you 100 per cent, it is necessary for you to realize that quality rather than quantity of workers sent out is most essential. You can not expect employment managers to continue to use your service if, when they give you explicit instructions as to the type of help wanted, you send to them men unfitted for the job.

While it is true that unskilled or common labor represents the largest group of workers handled by your offices, the conclusion must not be reached that mere lack of skill is the only ground for asking assistance from you. Unquestionably the greatest service you render at the present time is the placement of unskilled labor. The farmers and employers in need of numbers of unskilled men find it most useful to have these centers of labor supply. With such service as you are able to give them, without cost to the employer or the employee, it is surprising that private agencies are appealed to at all.

We can readily appreciate your problem of the habitual job seeker. I mean by that the man who changes his job from month to month, week to week, and day to day. Such people must work, however, and you perform a great service to the community in making their period of unemployment as short as possible. Then, too, you have the problem of the man looking for a job and praying God that he won't find one. However, the big majority of those seeking employment are sincere and willing to do an honest day's work.

Our daily experiences with all types and classes of people may tend to harden us, but we must never forget the great and constant opportunity that is ours, to be of real personal service to the individual and of greater service to the community at large. Nor should we forget the great human element of our job and allow it to become mechanical, placing men as we would so much machinery.

If ever one needs a word of encouragement it is when one is out of a job. We never know just what the individual responsibilities of the applicant are or the number of people dependent upon his earnings. A word of encouragement to the man we are unable to place will spur him on to greater effort and may many times be the means of helping him maintain his self-respect. This is especially important in times of widespread unemployment. If a man's courage is broken it is doubly hard to get him on his feet again.

The employer who wants men for short periods or for disagreeable work undoubtedly appeals to you for help more often than the employer who has a smaller labor turnover. It is not fair, however, to consider your service simply as a clearing house for the less desirable jobs which naturally are filled by the unskilled classes.

The skilled mechanic will not seek your aid in placement unless he has confidence in your ability to find a good job for him, and this you can do only with the cooperation of employers generally in listing their wants with you. However, if the public offices expect to cater to the skilled worker, the office and professional type, adequate attention must be given to the location and equipment of these offices.

From 1917 to 1923 Rochester could well be proud of its State employment office, both as to location and equipment, but one has only to visit its present quarters to see what the physical arrangements and accommodations of a public employment office should not be, and I understand that Rochester is not alone in this distinction. This is said with no thought of criticism of those in charge of the local office; the wonder is that they accomplish such good work as they do with the facilities given them. It is hard to imagine a real mechanic or office or professional man applying to this office for placement.

If ever your service is to be brought up to the standard where it will be most helpful to the applicant as well as to the manufacturer or any other employer, arrangements must be made to separate completely the unskilled, casual, and unemployable from the skilled and professional applicants and be so arranged as to give the applicant and interviewer the proper degree of privacy and individual attention.

It would seem that your big problem is to give industry and employers generally such an efficient service that they will turn to you naturally for the filling of all jobs. To do this you must—

Have well-located and well-equipped offices.

Have provision for segregating various types of help.

Have accommodation for private interviewing by experienced interviewers, who must be absolutely impartial and inspired with a real sense of public service.

Avoid red tape and surplus forms.

Simplify all forms necessary.

Maintain the closest cooperation between offices.

Keep as far from politics as you can.

Realize that your offices are referral bureaus and not placement bureaus.

Public employment offices should not be looked upon to place only those men incapable of finding jobs for themselves, nor should they earn that reputation. No one looks upon a public library as a charitable institution nor feels it beneath his dignity to utilize its facilities. The public employment office, properly conducted, can be brought to the same plane and used by men and women in every walk of life to a much greater extent than at present. This can not be effected in a day, but the service you are rendering can no doubt be further improved so that the public generally will instinctively and as a matter of course take advantage of it.

We are not unmindful of the fact that all of you are striving toward this ideal and in some instances have probably attained it. Rome was not built in a day. It is only by intelligently facing the facts at hand and by taking stock, as you are doing in this convention, that progress can be made.

EDUCATING HUMAN NATURE HOW TO CURE UNEMPLOYMENT

BY JAMES J. DAVIS, UNITED STATES SECRETARY OF LABOR

The problem you are here to attack must be as old as Adam. The first man on record to face the problem of unemployment was Adam himself when he was turned out of Eden. The problem has vexed the sons of Adam ever since that day. It seems to be part of the

curse laid on man for his original sin. At one time or another unemployment has prevailed at every period in history. The greatest minds have devoted themselves to its cure. Libraries of books have been written to show in practical ways how the evil of unemployment may at least be cut down to some extent. But when all has been said I do not believe we can do better than to go back to the advice given by a young man named Joseph, about 3,000 years ago.

Unemployment must certainly have been an old story when Joseph saw the simple meaning of Pharaoh's dream. In these times of ours we know that periods of slackness come about every 20 years. In Joseph's day the cycle appears to have been shorter. The seven lean kine of Pharaoh's dream Joseph took to mean seven years of famine. But the important thing is not how long periods of depression lasted then. The important thing is the advice Pharaoh received from that wise young man. Joseph warned his king to lay aside from the seven fat years enough to bridge over the seven lean ones. That advice, given about 3,000 years ago, is good and valid to-day.

If every employer in America, if every American worker, had the prudence and the backbone to set aside a portion of his earnings in the good years, to take care of the leaner times that always follow, we should have no such thing as the ills of unemployment. As I see it, in any time of unemployment the first, real, practical thing to be done is to find jobs for the jobless. The trouble is that we get busy with the problem of unemployment only when we have periods of unemployment to deal with, whereas it is in the fat years that we ought to be thinking of the unemployment of the lean years that are sure to follow. It is then that we ought to be preparing for the problem; and you know we seldom do. When good times come along we do nothing but enjoy them and make the most of them. We get the idea that good times are going to last forever. It is human nature. In fact you may say that the real cause of unemployment is human nature itself.

Human weakness is at the bottom of much of this evil of the man out of work. The fault is evenly distributed among us all—failure to provide out of the good times for the lean times that come thereafter. The worker, when work is plentiful and wages are high, is prone to spend too much and save too little. The business man, when business is brisk and profits are large, is apt to expand his plant as if boom times were to be with him permanently, when he should be keeping within his strength and setting aside a surplus. You can put the whole matter in a single line: Educate human nature, and you have done at least something to cure the evil of unemployment.

We may never be wholly rid of this curse, but if we ever become taught to look ahead, if we ever become sternly disciplined to prepare for the future out of the plenty of to-day, I believe this evil of unemployment will be lifted from all except those who deserve to feel the sting of want because they have never schooled themselves to deserve the rewards of prudence. Joseph was right, 3,000 years ago—if you want to live through the lean years learn how to live through the fat ones.

It is easy to state a theory; it is another thing to put that theory in practice. If I say the remedy for unemployment is to educate human nature there are those who will answer that human nature

never changes. I do not believe it. The change may be slow, but no man can tell me that with the passing of time men have not improved. I believe we see the unfailing trend of economic laws as they never have been seen before. I believe we are getting closer to the cure of unemployment. Not only that, but I believe we have already accomplished much to cure the evil. We are getting closer to those things that bring it about, and one of these days we shall master the problem.

In saying this I am not one to blind my eyes to the great business difficulties that bring unemployment about. Neither am I one to be discouraged by those difficulties. One of the greatest of these difficulties, and one of the most prolific causes of unemployment, is the overdevelopment of our industries. It grips us all, and for the time being we are helpless to avert its evils. Nothing harries a workingman so much as the ever-present fear of losing his job, that ever-haunting fear of a layoff. It may come, and generally does come, at the very time when he is least prepared for it. A man may be perfectly secure in his job; his relations with his employer may be of the best; but he can not work when his employer is unable to market his goods. And that is the fear that forever besets the employer himself. The fact is that our great national productive machinery can not run at full capacity for 300 days in the year without turning out a glut of commodities that can not be consumed here or sold in other countries of the world.

I can take you over one industry after another and show you this same overdevelopment. We have, for example, 1,570 shoe factories in America. Yet if 227 of these factories ran at full capacity and full time they could supply 95 per cent of all the shoes we wear out in a year. The employees in the other 1,363 factories not only suffer from part-time employment but subject all the employees in all the shoe plants to the risk of part-time employment.

This same condition prevails in the production of flour. It is the same in the production of coal. There are too many mines and too many miners. There are too many printing plants. Overdevelopment obtains in nearly every one of our industries. Our powers of production are so great that we can not ourselves consume, nor sell to other nations, all the goods we are able to turn out. The inevitable result is part-time employment in too many lines and the evil of total unemployment too much of the time.

The rise of these many industries and their overdevelopment is simply an expression of the boundless energy of our people. It is a dangerous thing to put barriers in the way of that energy and enterprise. But I refuse to believe we are not to find a remedy. I believe one way out of this difficulty lies in those combinations or "trusts" which so frightened our people some years ago when we first heard of these things from fire-eating politicians. Now we have learned how to control these organizations of industry and to get the good out of them.

The good of them is economy of effort and the removal of waste—waste of energy, waste of time and of man power. They mean scientific utilization of men and material. They are more businesslike means of regulating production so as to keep our millions of workers most fully occupied for the greatest part of the year. In a word, they are natural forces working for the cure of this ancient evil of

unemployment. It is the working of our modern brain to carry out the ancient warning of Joseph, to spread our labors and the fruits of our labors over the lean and the fat years alike. And this process will go on. No one can make me believe that the world, and human nature with it, is not improving!

That is but one avenue of approach to the unemployment evil. We are getting after it in other ways. The National Government has been setting the example to State, county, and municipal governments in the way of inaugurating great public improvements, new roads, new and needed schools, and public buildings, not in boom times when wages are high and materials costly but in those slack times when costs are low and employment is so much needed.

In the building trades we are removing the evil of seasonal occupation. It used to be that building was done only in the season of open weather. Now it is known that concrete can be laid by special process in the frosts of winter as easily as under the summer sun. Building is more evenly distributed over the full length of the year. It is the same in any number of occupations. In a word, we are bringing our modern brains to the job of so regulating production as to spread it out more evenly over the lean times. It is Joseph's advice put in practice at last.

So, from any number of angles, I see science and business management attacking the ancient curse. You gentlemen are here to discuss the problem in practical detail. You are adding your individual practically directed efforts to these larger and more general forces that are tending to relieve the state of the unemployed. But after all, the great moral issue that underlies the whole remains clear.

Business genius is busy arranging the means of production so that all may be more fully employed. You experts are at work devising better means for fitting the jobless individual to the job that wants an individual worker. But through all the workings of these forces must run the gospel of thrift and saving. When a man's wages are such that every Saturday night he can lay a little aside, and when he has been schooled and disciplined to lay that little aside, a great many of the ills of unemployment will disappear. When the employer has seen the prudence of keeping his factory within bounds and of laying aside some of his profits as surplus, to keep his plant going more steadily, more of these unemployment evils will disappear. Conditions are ever changing, but the one fixed and certain thing is the rainy day. In a sense, every man has within himself the cure for unemployment. The question of how he shall find that within himself and cultivate it is a moral question. And it seems to me that you and all who are engaged in this great task of cutting down unemployment must add to your endeavors the task of spreading this universal gospel of thrift.

If every worker saved there would be no danger from unemployment. And I believe the necessity of this is coming home to our level-headed working American. He sees now that while he works by the hour he lives by the year. And he is more and more looking ahead to prepare by the year. The unfailing sign and proof of this is in the astounding rise in our savings deposits, in the number of houses being built, in a thousand ways. In urging you to go out and spread the gospel of thrift I am not sending you into a wilderness. You will be speaking to a willing audience. It is only that this gospel

of thrift must be more widely preached among us, so that not one shall miss its meaning or fail to take it to himself.

Only four years ago this country was appalled by the gravity of its unemployment situation. To-day the Bureau of Labor Statistics is able to tell the Nation that it is fully employed. Shoe factories, textile mills, that were idle or on part time a few months ago, are busy again. It is a season of great encouragement. Four years ago we were in the depths of despair; to-day we face a fat season of that sort in which the real problem is to keep our heads and practice the prudence preached by the seer of old. Forces are at work to make this condition of stable employment more and more permanent. The whole outlook is one to send you about your labors heartened and uplifted. I wish you, and can almost promise you, nothing but good in the noble work you are here to perform.

PLACEMENT WORK FOR BOYS AND GIRLS

LETTER FROM ALFRED E. SMITH, GOVERNOR STATE OF NEW YORK.

The State of New York has manifested its interest in the welfare of the workers by its support of the public employment offices of the State department of labor. At the present time these 12 offices located in the principal cities of the State, from New York City to Buffalo, together with the 10 branch juvenile employment offices in the continuation schools, obtained suitable employment annually for 160,000 persons.

In 1919 I obtained a special appropriation for emergency employment workers who successfully placed thousands of our returning veterans from the World War.

One of my first acts during my second term as governor, in 1923, was to restore the State employment service to its former status. During the term of my predecessor many positions were abolished, offices were closed, and many competent workers whose salaries had been cut had left the service. I restored these civil-service workers to their positions and reopened the offices which had been closed.

The very important placement work for boys and girls which had been discontinued on account of decreased appropriations was not only renewed but additional appropriations were granted in order to establish branch offices in various continuation schools throughout the State.

As soon as the child quits school he has the opportunity to visit a conveniently located vocational guidance and placement office where he is given information about the many trades and callings open to him; he is given advice so that he may choose wisely and every effort is made to obtain the type of position he desires. The girl entering industry is carefully supervised and the place of employment is visited to see not only that it offers a vocational opportunity but particularly that the health and morals will be safeguarded.

It is our aim to find the opportunity that the child desires, and, having done so, to aid him to master the commercial pursuit or the trade which he has chosen, to the end that he may reach the age of manhood fully equipped to carry on his duties as a useful citizen.

VOCATIONAL PLACEMENT FOR BOYS AND GIRLS

BY E. A. ROBERTS, PRINCIPAL CONTINUATION SCHOOL, ROCHESTER, N. Y.

In developing vocational placement for boys and girls it seems that the field is so broad that those engaged in this work must proceed with considerable caution in order to avoid duplication of effort and that the results may be as effective as possible.

There are many forces at work causing boys and girls to leave school and to seek employment. There are, however, a few outstanding causes which must be given consideration first of all. Ignorance and indifference, combined with a dislike for school and economic need, are, in my judgment, outstanding—economic pressure, so much stressed, is one of the minor causes. Going hand in hand with these is the fact that many adults do not see or appreciate the advantages of an education which they themselves have not enjoyed. The sort of education which was rapidly disappearing when they were young seems to be what they approve of as an education for the average American boy and girl. We have long since passed that point in civilization, and our progress has brought us to a point not only where we are willing to offer more advantages to these boys and girls but also where we realize a distinct need in terms of our future generations. This indifference or narrow point of view in the home and factory is very influential in lowering the educational ideals of the child.

In order that the results of our efforts in the schools may function properly when the group in question seek employment, it is necessary that proper guidance and advice be brought into play. We realize the size of the problem confronted only when we consider the vast numbers leaving school each year. We can count the number of children under 16 who are not in school in the millions. This is not an accident; it is just pure ignorance and neglect. The responsibility does not rest upon any one individual or group. The causes are many and varied.

We have in the neighborhood of 20 to 25 States which have made additional requirements in their compulsory education laws, in most instances taking the form of part-time or continuation school law. In other words there is a gradual awakening. These boys and girls who are severing connection with the full-time schools must be given a chance to compete in this increasingly complex life with those who have been more fortunate. To meet this situation and offer equal opportunities to all, additions to our present compulsory educational laws have been brought about.

As an example of this group of boys and girls in one State, let us consider the number who attended part-time school in New York State last year. There were 89,104 boys and girls under 17 years of age. Their earnings amounted to \$53,000,000. This is enough money to pay all the State quotas of all teachers in the New York State schools and leave a balance large enough to cover the total cost of operation of the schools of Buffalo and Rochester. Do not these boys and girls contribute to the wealth of their communities and do they not deserve proper training facilities, together with sound advice and counsel? Not only is the State of New York attempting to give, through its continuation schools, added training to this group but it

has also made provision for expert counsel and advice. In this manner the training up to this point is caused to function more efficiently in terms of positions occupied than has been the case in the past.

In the majority of cases juvenile placement has been widely scattered in a community. Private agencies, organizations, the State, and schools have attempted in a sincere effort to give this group proper guidance and advice. However, the movement to centralize placement is increasing. Even though it may never be possible entirely to eliminate certain factors, a great stride will be made toward centralized placement of juveniles.

Let us use the city of Rochester as an example. We have here private agencies; clubs or organizations; and schools—junior high schools, senior high schools, shop schools, continuation schools, and prevocational schools.

In the schools we have instructors who do considerable individual placement of boys or girls in whom they are interested. These agencies have in the past and to some extent are at present working independently of any central body or organization.

However, a forward step toward centralization has been taken, and vocational counsel and advice have been brought about in the following manner: Two years ago the continuation school obtained the services of a trained worker in the field of juvenile placement. It may be interesting to know that the worker was at that time employed by the New York State Employment Bureau in charge of juvenile placement.

It became the duty of this worker to interview every boy and girl entering the school, thus serving in a double capacity as registrar and vocational guidance counselor. Due to the splendid background of this worker, developed by contact with industry and commerce, the results in a very limited time were surprising and pleasing. This necessitated a definite program of placement.

After putting this program into operation results began to show at once in the requests coming from employers who were well satisfied with the selections made for certain jobs within their organizations. About this time Mr. Koveleski came forward with a suggestion which has since proven to be extremely valuable. Through Mr. Koveleski's assistance it was possible to establish in the continuation school a branch of the New York State Employment Bureau for juveniles. In this way an outstanding step was taken in vocational placement and guidance. It may be interesting to note the results of this department for the last year:

Employment survey, New York State Employment Bureau—Juveniles

Applications for positions:		Placed in positions:	
Boys	6, 666	Boys	1, 867
Girls	2, 797	Girls	933
	9, 463		2, 800
Total		Inquiries:	
Boys	2, 015	Boys	2, 221
Girls	1, 070	Girls	1, 129
	3, 085		3, 350
Total		Total	

These results show a surprising advance, inasmuch as they represent not only placement, but also to a considerable degree vocational guidance of a very high type. The question of why these cases show guidance may be properly raised at this time.

When the students come to the continuation school from our public schools their records are forwarded. These records, combined with the work done while in the continuation school, are available to the placement worker. Through this means, together with other information, the placement worker is in possession of information which in the past has been very little used, due to the fact that the information was not at hand and could be procured only by telephone or correspondence, which meant considerable delay. Through these records it is entirely possible to meet more efficiently the requests of the employers and at the same time the needs of the child.

The continuation-school program is so arranged as to make possible an accumulation of first-hand information as to both the child and the trade, and also as to the job to be filled. In this manner much time and training are saved for the employer and considerable valuable time is saved for the child.

Home visits and the number required of each teacher—Information sought.

Factory visits and the method of distribution—Information sought. Method of filing accumulated information—Use to all interested in child.

Total number, 12,025.

With detailed records of this type it is possible to do a real piece of guidance. It is safe to assume that in this manner the child and also the employer are aided in a very material manner. There should be and undoubtedly is much less labor turnover and therefore a profitable gain to the child as well as the employer.

There are many organizations and attempted organizations which have the welfare of our junior workers at heart and which in many ways have helped. There is one in particular in this community, however, which has fine possibilities. I refer to the branch of the National Vocational Guidance Association in Rochester. This group is made up of those in Rochester who are concerned with the guidance of youth. It is not a school organization, but is made up of: (1) Employment and personnel workers from industry and commerce; (2) employment and personnel workers from the State department; (3) vocational guidance counselors and teachers; (4) industry, laymen, and persons in general who are interested in guidance for children. Up to the present the function of this organization has been almost entirely educational.

A great many possibilities are open to this group in the form of building up a practical system of guidance bringing into play all forces existing in Rochester which will aid in offering proper guidance to the boy or girl in need of assistance.

There are at the same time certain factors which act as an unnecessary handicap at the present time. The difficulty experienced in creating an interest on the part of some employment directors has been considerable. This seems to be due somewhat to tradition. Many are very reluctant to take part in a program involving the school. I am sure that, if complete cooperation could be accomplished, we would no longer hear "If this boy must attend continuation school we will not keep him in our employ." That is not guidance and placement; it is pure job filling. The difficulty can be overcome by

affiliating with the branch of the National Vocational Guidance Association and absorbing the ideals of that group.

If the information possessed by all of these groups through their broad and varied experiences in industry and commerce and the profession could be made available through a centralized placement bureau would we not be in possession of a very extensive knowledge by which to guide our young worker? At least it should be possible to combine the efforts of all the schools and the State labor department. This alone would start a real forward stride.

Back of this organization is a fond hope that in Rochester one of its accomplishments will be a centralized placement bureau. We must not lose sight of the fact that in order to make our guidance and placement function properly we must plan to follow the juvenile throughout his minority. Our assistance must be extended through both placement and counsel during this period. To accomplish this the cooperation of personnel managers, labor organizations, and employers' associations will be necessary.

If this can be accomplished, I am sure the results will be highly commendable. The relation between the schools and the community will be improved, beyond a doubt.

HELPING THE YOUTH TO CHOOSE A VOCATION

BY I. DAVID COHEN, IN CHARGE OF THE BROOKLYN (NEW YORK) BOYS' CONTINUATION SCHOOL

The public employment bureaus are entitled to credit for the intelligence with which they have approached the problem of stimulating the young boy and girl to think of the future. Employment workers everywhere are realizing that merely to place the individual in a job is unsatisfactory unless that individual and that job are happily matched.

The boy who merely gets a job without inquiring into his fitness for the job and into the conditions surrounding the work that he has secured becomes a floater. The world is full of men and women who have given no thought whatsoever to a life work. They get one job and leave it shortly for another and continue to seek various employments totally unrelated to one another and leading nowhere until the day comes, as it has been so aptly phrased, "when they come to themselves" and rudely awaken to the fact that they have been wandering through a desert without a definite destination.

Every employment worker is well aware of these facts. He knows that there are drifters; that there are men and women who never help themselves and who always expect some one else to do the work for them.

What is the remedy? First, placement should be very closely connected with vocational guidance. The placement worker should be familiar with the objectives, methods, and policies of the vocational guidance movement. Not only should he consider it his duty to call upon a prospective employer to find out whether there is a vacancy for some one, but he should make it his business to see that the person whom he sends out to a job will be likely to succeed in that particular establishment. If this is done properly the placement worker will save considerable time and energy and, what is more important, will help the individual to think of his qualifications for the work.

Second, though the placement worker is not always a vocational counselor, nor is he expected to be, still he should see to it that such facts as come to his attention concerning an applicant for a job are not allowed to pass unnoticed. Is a boy suffering from physical or mental defects? See that he is placed in contact with the proper agencies that will improve his condition. Is the girl unequipped in any way for her position? Let her know that fact and as far as possible show her how she may make up her deficiencies. If the services of a vocational counselor are available the placement worker should refer the youthful applicant to the vocational guidance department for advice and other assistance.

Efficient placement involves an investigation of employment conditions as well as a study of individual aptitudes. What are the hazards to be met in that industry? How will the applicant for employment be able to safeguard himself against the risks, hazards, and diseases of the occupation? The facts concerning a particular industry or individual establishment are being gathered by efficient placement workers everywhere. They should not be allowed to repose in a pigeon-hole as so many unrelated, useless file cards. They are vital; they contain important information concerning the world of work—information that must be studied and coordinated, that must be made the subject of further investigation and research. The questions uppermost in the placement worker's mind should be, "Of what use is this information? How will the knowledge of it help me to secure better work for those who come to me?"

Considerable progress has been made in recent years in the field of vocational guidance. Principles and problems of vocational training have been clarified. Is the placement worker familiar with this progress? Is the placement worker able to help the juvenile worker to develop his physique, to improve his education, to study his qualifications?

The aim of the placement worker should be to help the individual to help himself. Vocational guidance has been defined as "advising the boy or the girl to choose an occupation and helping him to make progress in it." Placement is very closely related to vocational guidance. The placement worker and the vocational counselor must work hand in hand and must impress upon the youthful applicant for a position that there are certain principles involved in seeking work—that it is not merely a haphazard leaving school and getting a job. The intelligent placement worker will impress upon the worker the necessity for good health, good education, good character, as stepping stones to success, and the necessity for decision and independent effort on his own part.

The gap between school and industry is being filled. The practice of allowing the pupil to terminate his school career and go to work—to shift for himself—is being surely, albeit slowly, abandoned. New types of schools are springing up that will affect the work of placement. It behooves the placement workers to become familiar with the various types of schools, the function of each, and to establish proper relations with them.

The junior high schools have been organized to meet the needs of the time; that is, to enable the pupils, by means of their vocational experience, psychological and other tests and methods, to find out that occupation for which each is best fitted. When this is done how

will the placement worker benefit by this added knowledge on the part of the pupil and how will the pupil be helped to secure employment in which his individual interests and abilities will be outlined?

Vocational education programs are being developed throughout the country. Vocational schools are being established and pupils are being encouraged to enter vocational courses in order to prepare themselves for gainful employment. When a pupil has graduated from such a school what will happen? Will he be placed in that pursuit for which he is best trained, and will he make use of the valuable instruction that he has received, or will he waste his knowledge and training and undertake work of a different nature from that for which he has prepared?

The senior high schools, consolidated high schools, colleges, and universities, too, must become increasingly cognizant of the fact that their work is not finished if they merely send their graduates out with diploma in hand to face workaday problems. Here, too, intelligent placement and vocational guidance are needed.

One of the most progressive movements in education during recent times has been the development of the continuation or part-time school, as it is sometimes called. This school is distinguished from all other types of schools by the fact that its pupils are employed for the greater part of the week and are already face to face with problems of a vocational, moral, and social nature. They are learning the ways of the world very fast. They are also being confronted with the necessity of increasing their earning capacity and, of course, their efficiency. In these schools we find large numbers of juveniles who have not completed their secondary education. Of necessity, the work of the placement officer will be intimately concerned with the problems of these children. Securing the first job is their greatest problem. Securing the first job for the juvenile will always be one of the greatest problems of the placement worker.

It is obvious, therefore, that the efficient placement worker will not only become familiar with employment conditions but also study the needs of the applicant. The center of endeavor will always be the human being, the applicant. In helping to place the right person at the right work the placement worker is indeed performing a noble mission.

THE YOUNG PERSON'S CHOICE OF WORK AND WHY

BY NELLE SWARTZ, DIRECTOR BUREAU OF WOMEN IN INDUSTRY, NEW YORK
DEPARTMENT OF LABOR

In the past 20 years a large number of investigations have been made of the ambitions of children; that is, of their choice of work. What does the 14-year-old child leaving school to go to work want to do? What are his interests? What are his tastes?

Interests and tastes, of course, vary somewhat with age, although there is yet no information available regarding the extent to which the inclination and interests of the 14-year-old boy or girl persist in adult life. It is known that the interest and inclinations of children younger than 14 years do not persist; the boys who want to be firemen and street-car conductors at the age of 10, and the girls who want to be actresses or missionaries at the same age, get over it in a few years.

The vocational guidance group find themselves differing widely on how much emphasis to place on the kind of work which the child himself wants to do; that is, his choice of a job. Many children who express themselves as wanting to enter certain trades do so because of no real interest in the trade itself but because of certain indirect advantages the trade offers. The trend of the employment of children, for example, as indicated in a study by the New York Bureau of Women in Industry, is away from manufacturing and trade and toward office work. On questioning, the reasons given by children as to why they want office work are something like this: Office work means: "Short hours"; "Saturday afternoons off"; "vacations with pay"; "necessitates better dressing"; that is, the child himself does not consider the opportunities which office work offers, whether or not he is equipped to do office work, or whether or not he could do something better, but the things which he considers important are the indirect advantages which office work offers.

Then, too, the ambitions of parents for their children have considerable influence over the child's choice of work. A mechanic is heard to remark, "My son is not going to work at my trade; he is going to do office work, so he can leave home in the morning dressed as the best of them." Volumes could be written on the sacrifices made by parents to enable their children to have a better lot than was theirs; but parents are quite apt to overestimate the ability of their children. Many parents urge their daughters to become stenographers, for example, when for many reasons stenography is the last thing in the world they should do. In the earlier days it was quite customary, especially in the skilled trades, for son to follow father in his choice of work. A carpenter's son became a carpenter, a tailor's son became a tailor.

An inquiry was made by the Vocational Guidance and Employment Service for Juniors of the choice of work of 500 girls and 500 boys in the seventh and eighth grades in two New York City schools. Personal interviews were held with every child, and they were questioned as to their ambitions and choice of work,¹ with the following results:

1. Of the boys, 204 chose professional service, with doctors leading the list (64), and lawyers second (44); 34 desired to become designers and draftsmen, 13 chemists, and 13 artists.
2. One hundred and fourteen of the boys desired to go into trade, 29 wished to be owners or proprietors of stores, and 46 wished to become salesmen; 32 wished to become pharmacists.
3. The third largest group (104) wished to enter mechanical industries, 40 wishing to be mechanics, 38 wishing to go into the building trades, and 12 into printing.
4. Sixty-nine of the boys chose clerical occupations, 43 wishing to become accountants, 17 clerks, and 9 stenographers.

In this same study an effort was made to determine whether the occupation of the father in any way coincided with the choice of work for the son; that is, whether if the father is a tailor the son chooses tailoring; if the father is a printer, does the son choose printing. But the study showed that the choice of occupation of the son did not, except in rare incidents, coincide with the occupation of the father; in other words, the sons did not want to do the same kind of work which their fathers did.

¹The classification of occupations used is that of the United States Census of Occupations.

Of the 219 fathers who are in the manufacturing industries only 2 sons chose the same kind of work. Instead they chose to be professional men, farmers, and clerks. The 62 fathers who are in stores have sons who wish to be professional men and mechanics. Of the sons of the 7 fathers doing clerical work, 1 wishes to be a lawyer, 4 want to be in manufacturing and mechanical industries, and only 1 wanted to do clerical work. There were only 4 professional men among the fathers and yet 204 of the 500 boys—chiefly sons of street laborers, cigar makers, and mechanics—declared a preference for entering the professions.

Of the 500 girls, the largest single group (133) wanted to become dressmakers, 112 wished to become stenographers and secretaries, 73 school-teachers, 23 designers, 15 musicians, and only 2 chose to do housework. Approximately 1 out of 4 wanted to become a dressmaker, 1 out of 5 a stenographer, and 1 out of 7 a school-teacher.

There was still less relation between the work of the father and the choice of work of the daughter, with one exception—of the 15 fathers holding clerical positions 5 daughters chose similar work.

From this study, one might use the process of elimination and draw the deduction that one kind of work which children do not want to do is that which their fathers do. It is, however, impossible to make a flat statement or draw a definite conclusion based on this particular study.

The 1,000 children are fairly representative of a group whose parents are very ambitious for them; that is, the parents want better things for their children than they themselves have had; and from early childhood it has been impressed on the child's mind that son is to become a lawyer or a doctor and daughter a teacher or private secretary.

On the other hand, a study made quite recently in Cincinnati of a much larger and more representative group of children brings out the fact that the choice of work of the child follows closely the occupation of the father.

Here we have two studies showing quite opposite results. This is, however, in part accounted for when one realizes that the Cincinnati study was based on a much larger and more representative group of children; also, Cincinnati is a smaller industrial city, so that the choice of work is perhaps more limited. The New York City study was based on 1,000 selected children representing practically one racial group and they are the children of fathers who for the most part work at the physically harder industrial trades.

The two studies, while not agreeing in their conclusion, are significant in that they show that many variables enter as to whether or not children wish to follow the work careers of the father, not the least of which is skill of the father's occupation, and nationality.

In advising the young person about work or in helping him to find work the question arises how much consideration should be given to his own interests and desires, that is, the work he himself wants to do. It is by no means proven that inclination coincides with ability; in fact, it is certain that in a great many instances there is no relation between the two. In support of this it is only necessary to mention the many "so-called artists" whose pictures are jarring, to say the least; the many "so-called singers" who want only to sing and who have

almost succeeded in driving their audiences mad; the "orators" who have a mania for speaking, though totally devoid of eloquence.

The question of the relation between inclination and ability is of great importance. If the interest and inclination of a child are ignored it may mean that he becomes depressed and is robbed of the joy of work. The important thing for the placement work is to make a distinction between real inclination and superficial ambition.

Knowledge of one's self and of one's own ability is the most difficult thing in the world. Very few people can give an accurate estimate of their intelligence or skill; almost everyone errs on one side or the other—some will overestimate while others underestimate their ability—although Bloomfield says that "self-knowledge is easier for young persons than is generally thought."

The New York Bureau of Women in Industry in its work sees thousands of misfits in industry. Naturally many of these misfits are due to the fact that for economic reasons children had to take jobs which were open whether or not they were blind-alley jobs, and whether or not they were what the children wanted to do. Added to this is the fact that many of the larger employers where opportunities are the best are raising the age limit for employment and that trade-unions are raising the age limit for membership. And so the boy or girl between 14 and 16 has a hard row to hoe as regards real opportunities for employment and getting the job he or she is best fitted to do.

Many a young person thus gets started in life with a disinterested attitude toward work. It is monotonous, it does not hold his interest or enthusiasm, and he is horribly bored. It sifts down to the fact that he takes what he can get. He is not placed; he drops into a job.

On the other hand, there is always a possibility of a child getting into work in which he has never been interested and which he does not know how to do but in the very learning of the job certain heretofore unknown abilities and interests develop and he not only does his job well but is happy in it. Here is brought up another very important question, and that is the relation between natural ability and that acquired by practice and whether practice can create an ability which was apparently lacking before. Some claim yes; as many say no. There is no doubt but that a knowledge of being unable to do something does stimulate certain people to work in this direction. When one, for example, is the only one among a group who can not swim it often seems to stimulate the nonswimmer to go at it with a vengeance to learn to swim. Some psychologists claim that it was because Demosthenes stuttered that he became a great orator; that is, by continual practice to overcome his handicap he developed the gift of oratory.

Too little importance has been given in the past to the study of accidents in placement work. The placement worker should be familiar with the accident hazard of certain processes and the cause of accidents in certain industries so as to guard against sending a boy with bad sight to operate a punch press. In one of the flying schools, for example, in 1918 it was shown that 53 per cent of flying accidents were due to a cause connected with the individual ability of the aviator. By means of analysis it was learned that resistance to distraction, presence of mind, skill in determining distance, and concen-

tration were the most necessary abilities. This analysis—the basis for the selection of aviators—was based entirely on cause of accidents.

Analysis of injuries to health in the different occupations, as well as the cause of occupational disease, should receive consideration in placement work; that is, a boy with a tuberculous tendency should not be sent to a dusty trade, a girl with a spinal curvature to do filing, or a girl with flat feet to be a saleswoman.

I have not attempted in this paper to discuss probably the most important aspect in placement work, that is, the desirability of psychological and intelligence tests and the psychological analysis of occupations and their classification according to the abilities required. That must be left for someone wiser than I am. I have tried to bring out some of the practical difficulties in attempting to estimate the abilities of children, certain hazards to be avoided, and certain practical things to consider, and to emphasize that if industry is not to have square pegs in round holes, and if boys and girls are to be placed in the jobs they are best fitted to do, too much effort can not be spent on the scientific placement of juveniles.

THE PLACE OF PUBLIC EMPLOYMENT OFFICES IN THE PROBLEM OF UNEMPLOYMENT

BY JAMES A. HAMILTON, INDUSTRIAL COMMISSIONER OF THE STATE OF NEW YORK

The hazard of being "out of a job" for that great body of people who under modern industrial organization must find their livelihood in employment by others is probably the most widespread in its incidence and as damaging to individual and family welfare as any of those to which the wage earner is liable. Because it is so general and so evil in its effects both on the individual and on the community, society has long undertaken to combat it, and because it still stands as an unsolved problem, though far better understood, society is to-day more than ever before concerned over ways and means to eliminate or to minimize it in industrial life.

The size and complexity of the problem are calculated to discourage the search for remedies at the very outset. Such figures as the following give a suggestion of its size. As a result of the industrial depression of 1921 the number of persons employed in the factories of New York State dropped off, from the peak of employment in March of 1920 to the lowest point of the depression in July of 1921, nearly 30 per cent. This meant a reduction in the numbers employed of 400,000. That was in the field of manufacturing industries alone and takes no account of the effects of the depression in the other great branches of industry, such as building, transportation, etc. Again, the slacking up of manufacturing activity in this state in 1924 reduced employment in factories between March and July of that year 14 per cent. That means that in the short space of four months 175,000 wage earners were dropped from the pay rolls.

The complexity of the problem becomes apparent when one considers the causes of unemployment. The most widespread and deep-seated of these has already been referred to, namely, fluctuation in business conditions. This may appear in the broad upward and downward swing now known as the business cycle, or in the less pronounced or more local intercycle changes of business activity.

More frequent, though less general in effect, is the seasonal fluctuation in employment in certain lines of industry whose work must be done, whose materials must be utilized, or whose products must be made available, at certain seasons of the year, as in the case of building work, food production, clothing manufacturing, etc.

Again there is the up and down of fortune of the individual establishment or enterprise, with its still more restricted but equally serious effect upon employment within its limits. And finally, in still narrower scope, is the unemployment created by the individual element which, even though it may be personal in origin, nevertheless produces the "man out of work" who, whatever the ultimate source of his state may be—whether business cycle, seasonal fluctuation, firm management, or individual adjustment—is the final unit in the problem.

In the endeavor to reduce this hazard society has turned its attention to three kinds of remedies, which may be briefly designated as: (1) Reducing fluctuations in employment, (2) reducing for the individual the difficulty of finding employment, and (3) providing financial relief during unemployment. All three remedies have been undertaken under both Government and private initiative.

The first of these, the stabilization of employment as it is commonly designated, is the remedy of most recent development, or perhaps one should more correctly refer to it as the one to be taken up latest with a view to possibilities of practical application. It is one which aims at cutting out the evil at its source by reducing the recurrent fluctuations in employment which accompany business or seasonal swings in industrial activity. While it is most fundamental in its purpose by aiming at preventing unemployment, and proposes a remedy designed to attack the evil on the largest scale, it is also most complex and difficult of practical application. It involves to a large degree readjustment of general business tradition and practice and in some measure even reeducation of public demand for commodities. Back of the movement for it, however, is a growing interest not only of the public but of business as well, which is waking up to the enormous economic waste involved in the blind fluctuations of the business cycle and seasonal up and down. And contributing to the movement is the ever-increasing knowledge which both governmental and private agencies are affording of the extent and consequences of such fluctuations. This fact, among others, makes it important that statistical and other information concerning employment and unemployment should be constantly developed in most dependable and practically significant forms, to the end that increasing enlightenment as to the extent and nature of the evil of unemployment may give increasing impetus to the movement to rearrange business practice with a view to greater stability of employment conditions. It is encouraging to find that practical steps to this end are now beginning to develop under private initiative and joint efforts of employers and employees, supplementing earlier proposals for increasing demand for labor in slack business time by government arrangements for undertaking public work in such periods. This latter in comparison must be considered as more of an artificial palliative than genuine stabilization of employment by efforts now appearing in a few industries to steady employment where people are already at work. It is to be hoped and reasonably to be expected

that stabilizing employment will prove to be such good business that the movement for it, now in its beginning, will gather headway as increasing knowledge by experience reveals its possibilities and soundest methods.

Passing over for the moment the second type of remedy above noted, and taking up briefly the third, namely, provision of financial relief during unemployment, we have for consideration the remedy of unemployment insurance when the problem is being considered from the social point of view. Here it is of course a question not of prevention but of financial relief to tide over the period of damage when the hazard strikes. The analogy of workmen's compensation in case of industrial accidents comes easily to mind in this connection. Stabilizing employment would correspond to accident prevention, while unemployment benefits under some form of insurance would be relief from financial loss analogous to that afforded by compensation in case of accidental injury. Just as in the case of industrial accidents so in the matter of unemployment, from the point of view of both individual and social welfare, prevention is more to be desired than mitigation of the damage after it occurs. At the same time, with every prospect that the evil will continue indefinitely to be with us in a greater or less degree, such palliative measures demand consideration.

Little or no dispute as to the desirability of unemployment insurance developed under private initiative, provided it be soundly planned and conducted from an actuarial point of view, has arisen. Much controversy surrounds the matter as a remedy to be applied under government compulsion. In foreign countries this form of remedy is familiar. In this country it has never gone beyond the stage of investigation and discussion. Undoubtedly it presents a subject which, in view of its complexity and of some peculiarities which would be involved in its application to American conditions requires most careful consideration in order to arrive at sound conclusions for American policy. At the same time, since it obviously proposes a far-reaching remedy for a widespread and serious evil from which this country no less than others suffers, it is at least one not to be lightly cast aside but one entitled to study. Debatable it is, and it is entitled to debate.

Coming now to the other of the three classes of remedies noted here for most sketchy consideration only, we take up the one which is represented by this convention. Promoting transition from unemployment to employment is one way, perhaps a "highbrow" way, of defining your function. Another way to put it, somewhat more in the vernacular of the man in the street, is to define it as connecting the jobless man or woman with a job.

Yours is the function, not exactly of preventing unemployment, but certainly of reducing its continuance when it does occur. In some ways you are engaged in remedying what is the most inexcusable type of unemployment, namely, that of the man out of work for whom there is work somewhere, but who when left to his own resources can not easily, if at all, find that place where employment is open to him. Such maladjustment in our industrial life can only be regarded in the class of needless waste. Also it is a form which is

easy to remedy, calling only for system and intelligence in coordinating labor supply and labor demand to cure it. Public employment offices can not reorganize business methods so as to eliminate the business cycle, can not eliminate the round of the seasons, can not make the individual firm stable in its success, and can not prevent the individual from leaving his job; but it can and does bring the man and the work together when both are in the market. That amounts to organizing the labor market, which may be used to define in a word the employment office function.

When I say that your function is to deal with that part of unemployment which is simplest to remedy do not misunderstand me. The term is used purely in a comparative sense, with reference to other conditions of unemployment. Your work has its difficulties and if well done calls for the best brains and effort and is worthy of your highest devotion. Into details of your technical problems I shall not attempt to go. But two points concerning your particular kind of work in dealing with the problem of unemployment I venture to suggest.

I said above that your work is not precisely that of preventing unemployment, but rather of reducing its duration. On second thought, that statement requires qualification in this way. To the extent that in your placement work you make a good fit of the man to his job you undoubtedly do promote stability in employment, because by just so much you make the man's continuance in the place to which you direct him more secure. Of course, yours is not the sole influence in this fitting of worker and work to each other. But to some extent at least you can be a factor in it and this perhaps may be regarded as an important test of the quality of your work. I suggest it for your consideration for inclusion in the standards which you may set for yourselves in your work.

The other suggestion which I would like to make is this: Public employment offices represent a form of government activity in which the State is practically in competition with private business. The private employment office conducted for commercial profit does business alongside the free public office. Now this private office business has been shown by experience to require some form of public regulation to prevent abuses and to protect the unemployed from exploitation. The shortcomings of the private employment bureau are one of the reasons why free public employment offices exist. Those shortcomings have still to be dealt with. Without undertaking to go into the general question of what kind of regulation of private bureaus may be best, let me suggest the possibilities of the free public office as a forcer of fair standards in private enterprise in this field by the familiar everyday process of business competition. The public bureau certainly has the advantage in the matter of price of services. With that great competitive advantage in hand, is it proposing too much to suggest as another part of the standard of efficiency which you may set for yourselves the setting of the pace for the whole employment office business by the quality of the service which you maintain and make known to the community?

HOW THE FEDERAL OR DOMINION EMPLOYMENT SERVICE CAN COOPERATE WITH THE STATE OR PROVINCIAL EMPLOYMENT SERVICE.

BY R. A. RIGG, DIRECTOR EMPLOYMENT SERVICE OF CANADA, OTTAWA, ONTARIO

In dealing with this subject the writer trusts that he may be pardoned for very substantially limiting his effort to one of outlining the system of cooperative activity which prevails in Canada. The motive for so doing is solely that of indicating by way of illustration in the realm of actual accomplishment how the responsibilities of our various Governments for the organization and control of public employment services may be centralized and their activities coordinated.

The title of the subject suggests a problem which owes its origin to the functional responsibilities devolving upon Federal, State, and provincial governments in the United States and Canada. Under the terms of the constitutions of our respective countries the powers of government are divided, the Federal Government possessing authority in certain fields, while others come within the jurisdiction of State or provincial governments. While the powers vested in the Federal and State Governments of the United States relative to jurisdictional control in matters affecting the establishment and operation of employment offices may not be identical in detail with those possessed by the Federal and provincial Governments of Canada, they are, at least in practice, sufficiently alike to permit of the differences being ignored for our present purpose.

Under the terms of the British North America Act, which is the title of Canada's written constitution, the authority for the establishment and regulation of employment offices is vested in the provincial governments. The degree to which this is acknowledged may be illustrated by reference to a situation which developed when the Employment Service of Canada was organized.

This organization owes its origin to a Federal measure entitled the employment offices' coordination act, "An act to aid and encourage the organization and coordination of employment offices," which received the royal assent on May 24, 1918. In accordance with the terms of this legislation, an annual agreement is entered into between the Federal Department of Labor and the provincial governments consenting thereto. Among other things, this agreement determines the financial contribution which the Federal Government shall make to provincial governments for the purpose of assisting in the maintenance of government employment offices, coordinates the activities of all the offices of the service, insures uniformity of procedure, and gives to the Federal Department of Labor authority to inspect and supervise.

The service began to function early in the year 1919 with six of the nine Provinces cooperating as contracting parties. The three Provinces with whom at that time the Federal Government could not secure agreements were those of Nova Scotia, New Brunswick, and Prince Edward Island, commonly known as Maritime Provinces. By virtue of the powers bequeathed by the Constitution of Canada,

the Canadian Parliament had in the early stages of the World War passed a measure known as the war measures act. Under the terms of this act the Government of Canada acquired enormously wider powers than were possessed by it in times of peace, some of which during normal periods were possessed exclusively by the governments of the Provinces.

When the Employment Service of Canada got under way Canada was confronted with huge post-war problems. These included the reabsorption into civilian life and remunerative employment of her army of half a million men and the rapid transformation of her industrial organization from a four and a quarter years' war footing to a peace establishment. Believing that a coordinated, nation-wide system of government employment offices would be of assistance in this pressing situation, the Federal Government exercised the authority acquired through the war measures act and established and operated employment offices in the Maritime Provinces as a part of the Employment Service of Canada. The act lapsed on April 30, 1920, and as the power to continue these offices went with it, the Federal Government was obliged to retire from the field.

From the foregoing it will be seen that each provincial government could have set up within its own boundaries a system of government employment offices. As a matter of fact, some of these governments had actually taken this step. Obviously, each system might have adopted forms and methods of procedure and statistical compilation different from the rest, and under such circumstances it would have been difficult to make provision for interprovincial clearance facilities. These errors have been obviated or eliminated by the institution of the Employment Service of Canada. To-day all the provincial governments of Canada, with the exception of the small Maritime Province of Prince Edward Island, have established free public employment offices and maintain them in operation. The system comprises a chain of offices located in 65 centers of chief industrial importance, stretching across the Dominion from the Atlantic to the Pacific. All the forms, some 30 in number, necessary for use in these offices are supplied free of cost by the Federal Department of Labor and are uniform for all offices. These include a report form which is daily completed and mailed to an interprovincial clearing house, two of which are maintained by the Federal Department of Labor, one for eastern Canada in Ottawa, and the other for western Canada in Winnipeg. The form contains necessary details concerning every applicant registered for work, every vacancy notified, and every placement made during the day. From these uniform reports the office records of the entire system are tabulated and compiled by means of the Hollerith system, thus insuring the maximum degree of accuracy.

For the instruction and guidance of the staffs of the various offices and further to assist in securing uniformity of method in each office, the Federal Department of Labor has prepared and issued a manual of procedure, which explains in detail the proper use of each form.

Incidental reference has previously been made to interprovincial clearance of labor. While the United States and Canada are constituted as national entities, both are divided into geographical areas designated, respectively, States and Provinces. But it is neither desirable nor practicable in either country to confine workers within the State or provincial territorial boundaries in which they have

originally been domiciled. It is of primary importance in a properly organized public employment service in either country that facilities should be provided which would enable a demand for labor in one State or Province which could not be met by the local supply to be matched by competent surplus labor available in another State or Province.

For the successful accomplishment of this transfer of labor, it is essential that the public employment service should have a national outlook and be organized on a national basis. To do this involves the provision of some bond which will unite the otherwise sectional activities of the various States and Provinces. Our Federal Governments are peculiarly adapted to perform this function of binding together State or provincial employment bureau operations on a uniform national basis. Indeed, apart from their cooperation, it is scarcely conceivable that State or provincial efforts could be converted into a nationally unified system.

In Canada the Federal-provincial government employment system meets this need. It is the common practice for one Province to come to the aid of another in the effort to fill labor requirements. Procedure regulations provide that in the event of a shortage of labor existing in the zone of a local office an order covering the vacancy should be circulated among all offices in the Province in which the originating office is located. If the workers required are not available within the Province the order may then be given Dominion-wide clearance; that is, be circulated among all the offices of the service. The regulations further provide against the possibility of workers being dispatched to the employer filling the order only to find on arrival at their destination that others have secured the employment, and that therefore their services are not required.

Very frequently, however, it is found to be quite unnecessary to put the whole of this machinery in motion. General superintendents of the Employment Service of Canada for the several Provinces have acquired an intimate knowledge of labor conditions as they commonly obtain in all Provinces. A general superintendent for one Province, having found that one of his local offices is faced with a demand for a certain class of workers, is very often in a position to know that the demand can not be met from any source within his Province, but that the necessary labor can be secured from some other Province. In such a case, to observe the procedure above described would not only mean the expenditure of useless effort, but also involve that which is more disastrous, namely, an unwarrantable delay in filling the vacancies. Therefore, in such circumstances the observance of the formal routine is disregarded, and the transfer of workers is arranged by direct communication between the two general superintendents concerned.

The principle underlying the regulations of the Employment Service of Canada governing the interprovincial transfer of labor is that each Province has the authority to determine the question of the admission of labor from other Provinces, and in accordance with this principle the offices of the service in each Province are forbidden to send workers outside their own provincial boundaries until the consent of the receiving Province has been secured.

The coordination of the Government employment office activities in Canada through the operation of the employment offices' coordination act has resulted in all the railways of Canada, with one or two minor exceptions, granting a special reduced transportation rate solely in favor of those workers who have secured their employment through the Employment Service of Canada. This rate, which is approximately three-quarters of the regular tariff rate, applies on all journeys where the fare exceeds \$4. The sympathetic cooperation of the Canadian railways with the work of the Employment Service of Canada, concretely expressed through the medium of this reduced rate, is greatly appreciated. It not only results in facilitating the movement of labor to distant points where work is available but also in the aggregate annually saves a considerable sum of money to workers who are proceeding to their employment.

This reduced rate is available upon presentation at the railway ticket office of a certificate issued by authorized officials of the employment service. Since April, 1919 (to the end of August, 1925), 261,635 of these certificates have been issued. Of this number, 58 per cent have been provincial transfers—that is, from point to point within the same Province—while the remaining 42 per cent have been transfers from one Province to another. The total number of interprovincial transfers made during the period above named is approximately 200,000. This record demonstrates the practical manner in which the various Provinces cooperate in assisting to solve, on a national basis, the problem of matching the vacant job with the jobless man or woman.

Having regard to the facts that nine governments, one Federal and eight provincial, jointly enter into the composition of the Employment Service of Canada; that the employment offices are established and staffed by the provincial governments; and that the function of the Federal Government is to bind the several provincial systems into a composite organization under the terms of agreements annually entered into between the Federal Department of Labor and each of the Provinces, what guiding principle is observed in order that harmonious cooperation may be maintained? The administration of a public employment system by multiple governmental authorities, and particularly under a condition in which the cementing factor possesses no constitutional right of jurisdiction, can only be perpetuated in one way. That way is for each fully to respect the rights and interests of the rest and to practice such frankness in the discussion of problems that unanimous action may be secured. Consonant with these essential conditions, under the terms of the employment offices' coordination act, the Federal Government of Canada has authorized and created an organization designated the Employment Service Council of Canada. This body which meets annually acts in an advisory capacity to the Federal Minister of Labor. Its functions are technically described as: "To assist in the administration of the employment offices' coordination act and to recommend ways of preventing unemployment." It is composed of representatives appointed as follows: One by each of the provincial governments; two by the Canadian Manufacturers' Association; one by the Association of Canadian Building and Construction Industries; two by the Trades and Labor Congress of Canada; one by the Railway Association of Canada; one by the Railway Brotherhoods; one by the

Canadian Lumbermen's Association; two by the Canadian Council of Agriculture; one by the returned soldiers; three, two of whom must be women, by the Federal Department of Labor; and one by the Federal Department of Soldiers' Civil Reestablishment. It will be noted that, within reasonable limits, representation is given to all bodies whose interests are directly and substantially involved. The council is competent to deal with all matters affecting the welfare of the Employment Service of Canada. It has deliberated upon, and very largely determined, the policies of the service, and has reviewed and approved its forms and methods of procedure. Year by year it discusses the problems that emerge, and submits its recommendations to the Federal Minister of Labor. It may be added that these recommendations are always treated with the respect which the judgments of such interested minds command.

As a further means of meriting and promoting confidence and harmonious cooperation, although the annual agreements bind the Provinces to use such forms and records as the Federal Department of Labor may supply, it is the policy of the department that no changes in forms or procedure, no matter how insignificant, shall be made until the proposed changes have been considered by and received the sanction of the provincial authorities or the Employment Service Council of Canada.

As indicative of the measure of response which the practice of such confidence by the Federal Department of Labor elicits from its provincial partners the following illustration is quoted. For the purpose of exercising jurisdiction over matters affecting the interests of discharged members of the Canadian Expeditionary Forces which were engaged in the World War, the Government of Canada organized a special department, known as the Department of Soldiers' Civil Reestablishment. One of the functions of this department was to provide facilities for securing employment for ex-soldiers who were handicapped by reason of disabilities sustained in the war. To discharge this responsibility the department organized a special employment service and established offices throughout the country. Eventually it came to be realized that not only was there a duplication of government activity in maintaining two systems of employment service, but also that the Employment Service of Canada was much more suitably equipped to give maximum service to handicapped ex-soldiers than were the offices of the Department of Soldiers' Civil Reestablishment. It was suggested by the representatives of the returned soldiers that this work should be transferred to the offices of the Employment Service of Canada, and the proposal was supported by the Department of Soldiers' Civil Reestablishment, the Employment Service Council of Canada, and a royal commission which investigated the subject.

The problem of giving effect to this recommendation presented one grave difficulty, arising out of the fact that responsibility for the care of these disabled ex-members of the forces rested admittedly upon the shoulders of the Federal Government, while the offices to which it was proposed that the work should be transferred were established and directly controlled by the provincial governments, subject to such conditions as were set forth in the annual agreements. The representatives of some of the provincial governments sensed the possibility that, if the proposed scheme were carried out, the handicapped ex-soldiers might develop the practice of regarding the provincial

governments as having undertaken responsibility for providing them with employment or maintenance. These fears, however, have been set aside, and in accordance with the terms of a new section incorporated in the annual agreements, the offices of the Employment Service of Canada in all Provinces, with one exception, are now performing a function for which the Federal Government is entirely responsible, thereby assisting the Federal Government to effect a substantial economy and securing more efficient service for those who are industrially handicapped, due to their participation in the Great War. Among six of the larger offices, where the volume of this work is greatest, the Federal Department of Labor has placed 11 Federal employees, whose salaries and expenses are paid by the Federal Government, to assist the provincial staffs. These Federal civil servants are subject to the direct control and supervision of the provincial officials in charge of the offices in which they are employed.

Reference has previously been made to the financial aid which the Federal Government, under the authority of the employment offices' coordination act, renders to the provincial governments to encourage and assist in the establishment and maintenance of free public employment offices. This contribution is equivalent to about one-third of the total maintenance and operating expenditures of the Provinces.

In conclusion, the Federal Governments of the United States and Canada can make a substantial contribution to the States and Provinces in the work of the public employment service, and it is the writer's hope that the outline here given of the methods of cooperation practiced by the Federal Government of Canada may not only prove instructive, but also be of practical value in the discussion of the live issue of how to secure greater cooperation between the Federal Government and the States of the United States.

UNIFORM FORMS, UNIFORM REPORTS, AND UNIFORM PROCEDURE FOR THE STATE OR PROVINCIAL EMPLOYMENT SERVICE

BY FRANCIS I. JONES, DIRECTOR GENERAL UNITED STATES EMPLOYMENT SERVICE

It is very pleasing and gratifying to me to observe the growing interest and increased attendance at the yearly meetings of the International Association of Public Employment Services. Another year has passed and we have met again to exchange ideas and to discuss the problems that have confronted us during the year, and to make suggestions and recommendations for the betterment of the public employment service. Each year the roots of the service are spreading wider and sentiment is developing more favorably to the idea of governmental duty to provide the machinery where the man and the job meet.

The ideas gathered at these meetings sharpen our interest in the work in which we are engaged and broaden our experience. I would that it were possible to make this interchange of ideas more helpful by having at these conventions a representative from each public employment office. It is, of course, unthinkable that each employee in the public employment service should be required to attend a convention at his own expense, as the compensation in connection with many employment office jobs is too meager. Such expenses should be made a part of the budget for conducting the public employment service, and I hope that in due time this arrangement may be effected

so that the service itself may be benefited as well as the individuals who attend the conventions and participate in its deliberations. If our coming together is of value and interest to us, it is advisable that the proceedings of our meetings be published and made available with as little delay as possible, so that those who are unable to attend may have the benefit in printed form of what we have had through actual attendance. The proceedings of the meeting held a year ago last May were available only a week ago. May I recommend, Mr. President, that in the future the proceedings be made more readily available? The great interest manifested by Mr. Ethelbert Stewart, Commissioner of the United States Bureau of Labor Statistics, in the work of the public employment service and the fact that he has heretofore printed our proceedings for us constitute an earnest of the pledge that I make for him that he will do his part in having the proceedings of this meeting made available on as short notice as possible.

I have been assigned by the committee the subject of "Uniform forms, uniform reports, and uniform procedure." I take the last first—uniform procedure. In order that there be good organization, it is necessary that there should be uniform procedure. Frequently my attention is called by one or another of the Federal directors to a breach in procedure by a unit of one State service communicating directly with a unit of another State service. This should not be. It appears to me that the proper procedure should be for the superintendent of the local office to communicate with the Federal director of his State and the Federal director in turn to communicate with the Federal director of the State to which the communication is directed.

Clearance of labor from one State to another should be handled through the Federal directors and a report by calendar months and by individual cases should be supplied to the director general. Where labor is cleared from several States to one State where there is an apparent shortage, or where there is a surplus in any occupation in a given territory which can not be cared for by the State involved, it would appear that this matter should be handled through the United States Employment Service.

Uniform forms and uniform reports are so closely interwoven that it is difficult to separate one from the other, so they will be considered together. It is not the purpose of this paper to tell this convention what kind of forms or what kind of reports should be reported, but I do say that if the records are to be of value and dependable, there must be uniformity of forms and the uniformity of reports will follow as the night the day.

The question of registration is one that has been discussed for many years and it is still unsettled. Is it not time that the proper method of registration should be defined and adopted by every public employment service of the several States? I am deeply concerned in the question of registration, for I am anxious to have adopted a universal and uniform method. If A registers a man each time he applies for a job, and B registers him only once no matter how many times he applies for a job in a given period of 3, 6, 9, or 12 months, how in the name of common sense are we going to have uniformity under such conditions? And how can such statistics be interpreted to indicate the volume of employment or unemployment? Is it not

time for us to reason together? Is it not time for us to cast aside prejudices or any pet theories that we have and adopt a method which will command the respect of students of economics and those who are endeavoring to interpret the monthly compilation of registrations and of those placed in employment?

May I in this connection speak of job classification? Would it not be well for this matter to receive consideration at the hands of this convention? The director general is called upon from time to time to give information as to the number of bakers, machinists, or carpenters who have applied for employment without obtaining it. This also is a matter which concerns records.

It is my earnest hope that this convention will see the wisdom of appointing a committee to consider the important question of proper forms and proper reports. The United States Employment Service is anxious and desirous to be of the greatest service and of the greatest help and assistance to the several States. Any change in forms or any additional forms that may be decided on as needful to the uniform requirements of all the cooperating States will be supplied by the United States Employment Service.

UNEMPLOYMENT INSURANCE IN THE CLOAK, SUIT, AND SKIRT INDUSTRY OF NEW YORK CITY

BY JAMES A. CORCORAN, ASSISTANT CHAIRMAN UNEMPLOYMENT INSURANCE FUND,
CLOAK, SUIT, AND SKIRT INDUSTRY OF NEW YORK CITY

You have had presented to you in this convention many interesting papers bearing on your present everyday problems, the benefits of which can not but aid you to bring the conduct of the State free employment bureaus nearer to that high degree of efficient performance which both citizens and industry have a right to expect. As the results of your work become better understood and known, probably both of those factors will join more readily in helping to provide you with more effective means of service through expansion, adequate quarters, increased remuneration, and higher grade personnel.

The subject I am going to talk briefly about to-day does not directly touch the problems of administration you have to meet. As experts in employment conditions, however, realizing the need of institution of effective measures to remedy or alleviate the evil results of unemployment, I believe you all grasp the significance of the progressive experiments now being carried on in the garment industries. If the hopes of those advocates of state-wide or national unemployment insurance in this country are ever realized, you will, of course, become the nucleus around which the system must operate. From present indications, however, such a situation does not appear to be (with one or two exceptions) a probability of the near future. Still, it represents the ultimate development of the employment service. We all like to establish ideals toward which to aim our efforts, and the bringing of our governmental employment work to the position where it could assume and carry the burdens placed on it under such an arrangement seems to me to be a proper one to place before you.

Unemployment insurance in this country as distinct from Europe has come about through private initiative rather than Government

subsidy. True, we have only made a very small beginning, but the various plans or experiments now under way are being carefully watched and are tending to focus attention on the full extent of unemployment and on the real problem of regularization of employment. Nothing that has been attempted in this country along the line of alleviating or remedying unemployment has progressed far enough to claim for it success, even as a particular venture, much less as showing a real plan that may be applied under varying industrial conditions.

The so-called unemployment insurance plans in this country are of two kinds. A few are undertaken by individual firms and limited to their own employees, generally unorganized, under various restrictive conditions and usually do not stand distinctly alone as a plan but are part of a general personnel policy, subject to change at the option of the employer. They cover relatively few workers and tackle the real problem only in an incidental way. These are hopeful signs, however, denoting progressive management's recognition of the need of some method of assuring to the worker some income during the entire period in which he must care for his family and meet the necessary current expenditures. Their success is to be hoped for, if for nothing else than to encourage other employers to recognize the need of some arrangement for steadying the worker's income. Even the growth of such individual plans, however, will be a matter of a long time, extending over many years, and therefore we can not expect much real accomplishment from such a method of attacking the problem.

The second method is for an entire industry in a given locality to be covered by the plan in force. To date this has been done only in organized industries, but there is no practical reason why it could not also be attempted and executed in groups that are not collectively dealing with their employees through a labor union. Of course, when jointly carried out it has a firmer foundation and greater certainty of enforcement.

Two major instances of plans embracing voluntary organization of such industry funds are now in operation—one in the cloak, suit, and skirt industry of New York City and the other in the men's clothing industry of Chicago. They are the leading experiments and much of the future course of unemployment insurance development will be guided by the experience and success of these plans. (The dress industry and the cloth cap makers of New York City have also instituted funds but they have not been long in operation. The latter is not a joint-contribution arrangement.)

Unemployment insurance by industries seems to point the only logical way by which we can hope to make any progress at this time. We must look to these private plans for the accumulation of the necessary data to provide an actuarial basis for any future governmental action that may be contemplated. Our previous experience with other types of social legislation, such as compensation, child welfare, etc., indicates that this would be the normal procedure. All these other activities have been carried along to a certain point under private auspices and then taken up generally after their practicality has been established.

When a specific industry undertakes unemployment insurance, it must face and decide many important questions. How shall the

money be raised—through joint contributions or entirely from the employers? What shall be the method of collection and how shall payment by delinquents be enforced? Who shall be eligible and under what circumstances? Shall benefits be uniform, irrespective of wages, family state, or sex? How much approximately is likely to be the yield, and what will be a favorable margin of safety in regulating the initial outgo through benefits? Shall the disbursement payments be made through the union? Shall men be helped to any employment available through institution of a central labor or employment exchange? How shall overtime and underemployment be treated? Shall a financial incentive be provided for firms to furnish employment beyond the normal of the trade? Is a general market fund to be drawn on by all more practicable than limiting workers to benefits regulated by the amount contributed by themselves and the particular firm by which they are employed?

Before going into the plan established in the cloak and suit industry it will be necessary to sketch briefly certain conditions underlying the industry itself. All know that the needle-trade industries for several years have been known for the intensity and number of strikes. The New York cloak industry has been no exception. The industry is the largest in the city of New York. About 1,600 shops have agreements with the union and are included under our plan, covering upward of 35,000 employees. These shops, although concentrated in sections, cover a wide area of the city.

The industrial relationship is usually considered a fairly complicated matter in the ordinary situation where we have only the employers and the union workers represented. In the cloak and suit industry, however, we have four different factors with conflicting interests. The inside manufacturers, who correspond to the ordinary conception of a manufacturer, are those conducting manufacturing operations on their own premises and selling their products directly to retailers. In addition, we have jobbers, or wholesale stock houses, who differ from the ordinary jobbers in other industries inasmuch as they are more intimately connected with production. The jobbers in the cloak and suit industry give out cloth or so-called piece goods and other materials such as fur trimmings to submanufacturers who then make up garments in accordance with styles or designs dictated by the jobber. We also have the submanufacturers, who are manufacturers producing for the most part, not directly for retailers, but for the jobbers in the wholesale stock houses from materials furnished by the latter in accordance with styles which the wholesaler dictates. Lastly, representing the workers, we have the International Ladies' Garment Workers' Union.

The outstanding characteristics of the industry are its extremely seasonal nature, the number of small proprietary units, and the heavy turnover among the smaller employers, many of whom are irresponsible.

The unemployment fund in the cloak industry originated through a demand made by the union in its negotiations for a new agreement in 1924. The renewal of the agreement between the parties in the industry was not effected without the intervention of Governor Smith who appointed a special commission of mediation to consider the many grave matters then in dispute. The recommendation of the

governor's commission for the establishing of such a fund was accepted by all parties in the industry, and the fund began to function in August, 1924. Under the agreement workers contribute 1 per cent of their pay each week, which is deducted at the source by the manufacturer and forwarded with his own contribution of 2 per cent of the weekly pay roll. A special pay-roll report is forwarded weekly to the insurance fund office. This arrangement works well with the manufacturer, but in the case of the submanufacturer who is working for a jobber it was deemed best to have the cost of the unemployment insurance absorbed by the jobber but paid in the first instance by the submanufacturer.

In other words, the cost of insurance was not to be an item subject to bargaining at the time of the setting of the contract price, and was to be shown as a separate item in the billing of the submanufacturer to the jobber. This practice was an unusual one and required some time to become well established, and it led to many of the difficulties of collection in the early days of the fund. This system under which the submanufacturer paid a 2 per cent employer's contribution and was reimbursed by his jobber, has been changed by the governor's commission which decided that the charge be paid directly into the fund by the jobber. The submanufacturer simply serves as the agent for making deductions from the workers' wages and forwarding the employee's contribution to the fund office. With the greater financial responsibility of the jobber, this method should result in the fund securing the full amount due on employers' contributions. The governor's commission, by a recent ruling, has increased the charge to the jobber to 3 per cent. This increase was made because it was believed that the jobber-submanufacturer system of production created greater unemployment than existed under the inside manufacturing method.

All four parties in the industry are represented on the board of trustees, the governing body of the fund. Each organization has a trustee and two alternates to represent it, and the board is presided over by a neutral chairman, who is the actual administrator of the fund. It is provided that such chairman be a party outside the industry. The fund office is impartially operated and performs all collecting, auditing, and disbursing of moneys received.

The board of trustees functions under a separate agreement, which is supplemental to the labor agreement and runs concurrently with it. It is empowered to make all reasonable rules and regulations for the proper operation of the fund and may vary the same, as experience dictates. It is also authorized to secure such information and records as may be necessary for the proper performance of the work of the fund. It is responsible for the investment of the moneys received which, incidentally, are placed only in Government securities and securities legal for investments for trustees in New York State.

With four different organizations represented in the trusteeship, the question of voting power becomes important, and it is provided that each organization, irrespective of the number of representatives present at the meeting, vote as a unit, and that on matters of routine or ministerial nature a majority vote is sufficient. In matters of fundamental importance, however, a unanimous vote is required, and the question of whether or not the particular matter is of ministerial or fundamental importance is for the chairman to decide.

I am not going into the routine detail of mechanics of operation and collection. Although important, they are involved and lengthy. I will be pleased at any time to show you all that, if you are in New York and will visit the fund office. In this connection, however, I may say that the handling of delinquency in payments by firms has been intrusted to the association of which they are members, and to the union for the independent firms not members of an association. The insurance fund itself has no enforcing power, and where it is necessary to resort to stringent measures to effect collections the enforcement is largely performed through the union.

The trustees, in formulating rules and regulations to govern disbursement of benefits, realized that the industry could not hope to assume or pay for full unemployment in the industry under the collections made on the 1 and 2 per cent arrangement. They therefore decided to divide the year into two seasonal periods, the spring beginning on February 1 and the fall on August 1, and established in each of such periods a normal working period and a normal slack period. Out of each 26-week period it was decided to consider 17 weeks as the normal working period; and if a worker receives such an amount of work he is not eligible for unemployment payments. This established nine weeks as the normal slack period, and payments are made for any time lost in excess of this normal nine weeks' slack period.

The unemployment benefit payment is \$10 per week, irrespective of the wages earned by the worker. Six weeks' maximum benefit is fixed as proper for each season, subject to a provision allowing for a carry-over of the unexpired portion of a seasonal benefit not utilized. A maximum amount of \$120 per year can be secured by a worker. Underemployment during the working time is cumulated and combined with the weeks of total unemployment to make up the necessary 396 hours that the worker must lose in a season before becoming eligible for benefit payments. All lost time except that occurring through strikes or stoppages is compensated. In order to receive benefits workers must have been members of the union for one year, have been employed in the New York market for one year, have been registered at the registration office maintained by the fund, and have reported regularly during their unemployment.

In order properly to carry out these rules, it was necessary to establish and to maintain individual ledger accounts with each worker in the industry. Such an account shows the weekly hours worked, overtime hours, the wages earned, the weekly unemployment, if any, and a running balance of total unemployment in the season. An idea of the work entailed by this can be gained if you realize for a moment what the weekly posting of 35,000 accounts means. Not many business houses have such a problem.

Our rules require weekly payment to those eligible during the periods of their unemployment beyond the minimum slack period. Payments are made by check and must be called for by the worker. All unemployed workers not attached to shops are personally registered and must report weekly during their idleness. Workers attached to shops temporarily shut down report to the shop chairman, usually in some shop which they visit regularly during lay-off periods. They must individually sign a weekly registration sheet maintained by the shop chairman, which he turns over to the fund office. A new sheet

is issued to him with the delivery of each weekly report. The registration and disbursing office is impartially operated by the insurance fund trustees.

The fund in the cloak industry has certain outstanding features. It is the first of its kind in America. It covers the greatest number of workers and by far the largest number of shops. It is the first joint contribution fund established on the market principle; that is, all contributions going into one common pot for distribution to any workers in the industry qualifying under the rules. It is the first to be operated under impartial auspices, and also to have the registration and disbursement functions undertaken by the fund. Through the distinction between normal work and slack periods within seasons, it has recognized the principle of need as the underlying basis of distribution of benefits. No other joint fund has set the employers' contributions in excess of that made by the workers. The basic idea of insurance—of "spreading the risk"—is more nearly attained under a market fund arrangement. All workers exposed to the possibilities of unemployment contribute, although, as in insurance, it is practically certain that under our rules some will not draw any benefits except in extreme cases, such as unusual depression.

It may be asked, How well has the fund worked. In the first year of our existence we collected \$1,350,000. Payments of benefits to workers began promptly as scheduled, on June 8, 1925. Unemployment was based on all time lost by workers subsequent to February 1, 1925. The seasonal period extended to August 1. Unemployment benefits paid to workers on lost time in the spring season totaled approximately \$1,050,000. More than 25,000 individual workers received benefit checks, a considerable portion receiving the maximum seasonal benefit of \$60. The bulk of the payments were concentrated into a seven-week period. At the height of such period we were preparing and making daily payments of three to five thousand individual checks. All these figures exceeded even our liberal estimates and the administration in the first season (as was to be expected) was therefore not without a certain amount of "grief." Inadequate office facilities hampered the effective carrying on of the work and resulted in our having to resort to several temporary measures for handling crowds, paying off, etc. As a result of this first year of experience our rules and regulations will probably be changed in many respects, tending to a stricter interpretation and control. It was necessary in the first payment in an industry of this nature to interpret all rules liberally. It is doubtful also if a 3 per cent contribution will suffice fully to pay the unemployment bill even on the limited and conservative basis under which the fund was inaugurated. This has been partially recognized by the governor's commission in increasing by 50 per cent the employers' contribution under the jobber-submanufacturer system through the change from 2 to 3 per cent.

As practical employment men, you will probably have noted the lack of any reference to placement work or to linking up of the unemployed to employment. There are at present no central employment facilities in the cloak industry maintained by either the employers or the union. It is the hope of all connected with the fund that in the near future definite steps will be taken to authorize

the establishment of such a central labor bureau. From the standpoint of the fund it is a necessity and the only measure that will give an effective control of the large floating population constantly existing in this industry.

Although it must be considered to be in the experimental stage for several years, indications point to the fund being successful. However, aside from the direct benefit to the industry of such an institution, several what may be termed by-products are developed in the operation. The first of these is the installation of uniform pay-roll records. While the uniformity is valuable, the keeping of any permanent records in many of the small shops is a big advance. We have installed and distributed free a uniform pay-roll book for the purpose of securing our reports promptly. The pay-roll data secured relative to actual hours, wages, employment, etc., of the various crafts will provide statistical figures not heretofore available, and do much to clear up the conflicting claims usually made in regard to them. Combined with the actual unemployment experience, they will after a few years provide a basis for actuarial study, and it may be possible to establish an experience-rating basis (similar to the compensation idea) for assessing the cost burden of the industry unemployment. In addition, the fund serves as a place where the leading factors in the industry can meet without always having to consider controversial questions. Working for the common end of the success of the fund should contribute toward promoting a more harmonious relation and better understanding between the representatives of the parties, that could be carried over into the handling of their regular daily problems.