

**UNITED STATES DEPARTMENT OF LABOR**

**JAMES J. DAVIS, Secretary**

**BUREAU OF LABOR STATISTICS**

**ETHELBERT STEWART, Commissioner**

**BULLETIN OF THE UNITED STATES } . . . . . No. 501**  
**BUREAU OF LABOR STATISTICS }**

**PROCEEDINGS OF THE SIXTEENTH ANNUAL MEETING**

**OF THE**

**INTERNATIONAL ASSOCIATION OF  
PUBLIC EMPLOYMENT SERVICES**

**HELD AT CLEVELAND, OHIO**

**SEPTEMBER 18-21, 1928**



**OCTOBER, 1929**

**UNITED STATES  
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## OFFICERS, 1928-29

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*Past president.*—R. A. Rigg, Ottawa, Canada.

*First vice president.*—H. C. Hudson, Toronto, Canada.

*Second vice president.*—Francis I. Jones, Washington, D. C.

*Third vice president.*—John S. B. Davie, Concord, N. H.

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Convention city: Philadelphia, Pa., September 24, 25, 26, and 27, 1929.

## CONSTITUTION

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

### NAME

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

### OBJECTS

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**

No.	Annual meeting		President	Secretary-treasurer
	Date	Place		
1	Dec. 19, 20, 1913.....	Chicago, Ill.....	Fred O. Croxton.....	W. M. Leiserson.
2	Sept. 24-26, 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.
14	Sept. 16-18, 1926.....	Montreal, Canada.....	do.....	Mary Stewart.
15	Oct. 25-28, 1927.....	Detroit, Mich.....	A. L. Urlick.....	Mrs. M. L. West (tem- porary).
16	Sept. 18-21, 1928.....	Cleveland, Ohio.....	do.....	B. C. Seiple.

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# BULLETIN OF THE U. S. BUREAU OF LABOR STATISTICS

NO. 501

WASHINGTON

OCTOBER, 1929

## PROCEEDINGS OF THE SIXTEENTH ANNUAL MEETING OF THE INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES, CLEVELAND, OHIO, SEPTEMBER 18-21, 1928

### *TUESDAY, SEPTEMBER 18, 1928—AFTERNOON SESSION*

**CHAIRMAN, A. L. URICK, PRESIDENT INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES**

The sixteenth annual convention of the International Association of Public Employment Services convened in the Hollenden Hotel, Cleveland, Ohio, on September 18 at 2 p. m., President A. L. Urick presiding. The invocation was delivered by the Rev. F. M. Baker, secretary of the Goodwill Industries, Cleveland, Ohio. Addresses of welcome were made by Hon. John D. Marshall, mayor of Cleveland; Mr. Herman R. Witter, director of the Department of Industrial Relations of Ohio; and Dr. John B. Windisch, representing Dudley S. Blossom, director of the Department of Health and Welfare of Ohio. In the course of his remarks Doctor Windisch offered the following suggestion:

Dr. WINDISCH. Coming up here from the office I met a young man I know. I asked him if he was working every day and he said, "Yes; putting in overtime, too." I said, "How does that happen?" "Well," he said, "We are quite busy, and we are working overtime one or two shifts."

The thought came to me, and I made a note of it on the calendar, that that might be an item for this body to consider at this time—whether it is not possible for our State, city, or Nation to take some steps whereby that evil can be corrected. It is an evil that at this time a certain group of men are not only putting in full time but working overtime, while thousands of unfortunates are walking the streets and begging for jobs and can not get them. Such a condition is really lamentable, and I believe this organization is the one organization that is in a position to correct such an evil. Such conditions ought not to exist at the present time, and I hope that something can be done. I hope that sometime our legislatures, our city officials, perhaps our national officials, will find some way whereby conditions such as we are meeting to-day can be adjusted.

[The chairman responded on behalf of the visiting delegates to the addresses of welcome, speaking in part as follows:]

Chairman URICK. Because of the rapidity of the changes that are taking place in industry through the introduction of machinery, we are living in a machine age, one greater than that known as "the industrial revolution of England," which we read about in the

histories. Our change is rapid. New means of doing work, more efficient means, are being brought into existence and are displacing men in all lines of industry.

These men and women who are displaced must be placed elsewhere. Neither this Nation nor any other nation can live with a great number unemployed. Our standards must change. There must be a general cooperation of the governments in meeting these problems of change. It will be necessary, I feel, now and in the immediate future for us to give greater opportunity of a vocational nature in our schools, colleges, and universities—a fundamental training in industry that will make it possible for men and women who have to change positions because of the great changes that are taking place in industry more readily to adapt themselves to some new line of work. That is necessary, and it is also necessary that the well-established employment services which have an interest in men and women and in the welfare of our great Nation help these men and women who are being displaced to find new locations for themselves, to allocate them in some new endeavor and in some new line of work. It is because of this need that this association has met, so that the many problems that confront all of us and confront the Nation may be discussed.

I am therefore pleased to have this splendid representation here to-day, and that we have a program that takes into consideration practically all of the problems that are confronting us at this particular time. I have an abiding faith in the people not only of the State but of the Nation that when the problems are fully known to them, when the rapidity of the change is fully taken into consideration and the things needed to solve the problems incident to these changes are known, that we will be able to find a solution. I am sure that a convention of this kind, the delegates coming from more than half of the States of the Union and from practically all of the Provinces of the Dominion to the north of us, will find a solution that will be of the utmost good to the people of our two adjoining nations.

This is neither a political organization nor a sectarian organization; all parties, all sects meet here together—though all may not be represented here—and we have the utmost respect for their thoughts and their beliefs. This is not an organization for the discussion of matters of a political or of a sectarian nature. It is a business institution for meeting together to discuss business problems incident to the welfare of all of our people and the people of the adjoining nation.

We will now proceed with the program, and we trust that in the discussion of the respective papers and addresses that may be delivered everybody will take part—give us your thoughts and your ideas, because it is out of such discussion that the greatest good can come.

I have at this time the pleasure of introducing a man from the Empire State, the State that has the reputation of being the largest manufacturing State in the Union, and which employs more people, according to the census, in its manufacturing and mechanical lines than any of the other States or of the provinces to the north of us—Hon. James A. Hamilton, industrial commissioner of the Depart-

ment of Labor of New York, who will address us on the subject, "New York State survey of unemployment: Its purpose, findings, and conclusions."

## NEW YORK STATE SURVEY OF UNEMPLOYMENT: ITS PURPOSE, FINDINGS, AND CONCLUSIONS

By JAMES A. HAMILTON, *Industrial Commissioner of New York*

### PURPOSE OF THE SURVEY

The survey as to unemployment conditions in New York State made by the New York State Department of Labor in February, 1928, was made at the request of Governor Smith, his communication requesting such a summary was as follows:

ALBANY, *February 4, 1928.*

HON. JAMES A. HAMILTON,  
*Industrial Commissioner,*  
*124 East Twenty-eighth Street, New York City.*

DEAR COMMISSIONER: There have been brought to my attention reports of a serious condition of unemployment affecting the city and the State of New York at the present time. I understand that some of this is caused by the drifting into New York of men from other parts of the country where unemployment is also making itself felt. Whatever the cause, there is, I believe, considerable suffering as a result.

I should like to be fully informed on these conditions at the earliest possible moment. I would ask, therefore, that you have the division of employment of your department provide me at the earliest possible moment with a report of the present situation as reflected in the employment bureaus under your department and any other sources of information which you may have.

I would ask also that you make a rapid survey of conditions in New York City, utilizing the sources of information there available.

My purpose in asking for this is to determine whether the State of New York, with its large public works program, can do anything toward relief of this situation.

Very truly yours,

ALFRED E. SMITH.

### UNEMPLOYMENT STATISTICS LACKING

It is unfortunately true that nowhere in the United States can dependable statistics on unemployment be found. No census of unemployment has ever been taken in any large jurisdiction. In certain limited areas attempts have been made on several occasions to determine the number of unemployed persons. Notable among such was the survey of unemployment made in Columbus, Ohio, in 1921. Here a complete canvass of selected portions of the city was made, and the results were regarded as useful by the mayor's emergency unemployment committee. Since no comparable data were available for other years, it was felt that it would be helpful to make a similar survey annually. The report for the five years, 1921 to 1925, inclusive, has been published as Bulletin 409 of the United States Bureau of Labor Statistics. The schedules, classifications, and definitions used in the survey are reprinted in Bulletin 409, so that it is a useful publication for any organization desiring to undertake a similar survey.

The United States Bureau of Labor Statistics, in Bulletin No. 172, published the results of a complete canvass made in 1915 of representative blocks in New York City. The Metropolitan Life Insurance Co. made a canvass of its industrial policyholders at the same time.

In the Federal population censuses of 1880, 1890, and 1900 some effort was made to secure an enumeration of the unemployed. The expense involved and lack of confidence in the results led to the abandonment of such attempts.

In 1921, the United States Employment Service made two special inquiries on unemployment through its correspondents in numerous cities. Obviously, the estimates of such correspondents did not afford a reliable basis for determining the total number of unemployed persons in the United States.

### TRADE-UNION STATISTICS

For many years the States of New York and Massachusetts secured and published regularly reports from trade-unions as to the extent of unemployment among their members. In New York State, the secretaries of a selected list of unions reported such information monthly, and twice a year reports were secured from the secretaries or other officers of all unions in the State. Collection of these trade-union figures was abandoned in 1916 and the figures on pay-roll statistics from employers substituted. It was found that the reports made by union secretaries were, of necessity, estimates, and that with large memberships and wide geographical distribution of membership such estimates were not entirely accurate. Then, too, trade-union statistics are not representative of all classes of wage earners. Clerical workers and unskilled workers, for example, are poorly represented. Certain industries and some localities also are not adequately represented in trade-union figures.

### METHOD OF NEW YORK SURVEY

The preceding statement has been given to indicate that the request from the governor for information as to the extent of unemployment in New York State was not an easy one to answer. Realizing, however, that many irresponsible estimates had been issued, and that there would doubtless be many others, it was decided to get together such dependable information as was available and present it in such form that all persons interested would have a basis for intelligent judgment upon the matter. No attempt was made to compete with irresponsible agencies in estimates as to the number out of work. In the light of what has already been said, it is obvious that no person, or no organization, is in a position to state the exact number of unemployed persons at any given time.

### DEPARTMENTAL RECORDS

On the other hand, some indicators of employment were available which were useful in gauging the extent of unemployment. The New York State Department of Labor presented, therefore, a report to the governor based upon three definite indicators of employment.

These were, respectively, manufacturing employment, employment in building work, and public employment office returns.

Taking these items in reverse order, it appeared that the number of applicants registered as seeking work at the public employment offices operated by the department in nine cities was greater in proportion to the number of positions available than at any previous time in the history of the employment bureaus. For the month of February, 1928, there were 247 applicants registered for each 100 positions available, as compared with 158 applicants for each 100 positions in February, 1927.

As to employment among building trades workers, the department presented information from the building departments of 23 New York State cities as to the number of building permits issued, together with the estimated cost of such buildings for the calendar year 1927. The estimated cost of buildings based upon such permits was 13 per cent less for the year 1928. This indicated a marked decline in building work, and consequently lessened employment for workers in the building trades.

I quote below the statement as to employment conditions among factory workers which was embodied in my report to the governor:

From reports received regularly by the department of labor there has been evidence of declining employment in New York State. Monthly returns from a carefully chosen list of manufacturers, with approximately 500,000 employees, representative of a wide variety of industries and of localities, and including 35 to 40 per cent of all factory workers in the State, indicate that the year 1927 had been one of decreasing factory employment. Since the spring of 1926 the general level of factory employment has declined, and in December, 1927, the index of such employment was below that of December, 1921. In January, 1926, there was a further decrease of 2 per cent, bringing the index below that of January, 1921.

Over the nearly 15-year period in which these returns have been secured, it has been demonstrated that they constitute a sensitive and reliable index of factory employment. One evidence of their value is the wide publicity given them, not alone in daily papers, but in trade and technical journals and in financial and commercial publications as well. Any serious decline in factory employment in New York State, where more than a million and a quarter workers are so engaged, necessarily affects employment in other lines of industry.

#### OTHER STATISTICAL RECORDS

To supplement the statistical information currently received by the department, I called a meeting in my office on February 10, 1928, which was attended by a committee of 12 persons from the Welfare Council of New York City, the president of the State federation of labor, representatives of other labor bodies, representatives of New York City charitable and relief agencies, and others.

The research bureau of the welfare council presented a statement as to the employment situation in New York City under five headings as follows: (1) State employment service; (2) voluntary employment agencies; (3) family service agencies; (4) seamen; (5) homeless men.

The welfare council, representing nearly a thousand private, voluntary relief organizations in New York City, was in position to furnish a fairly complete statement of New York City conditions as of December, 1926, compared with December, 1927.

## SUMMARY OF CONDITIONS OUTSIDE NEW YORK CITY

In addition to the material above described, the department undertook a rapid collection of information as to conditions up-State. Department agents in all the leading up-State cities secured information as to their own localities, and from many smaller towns and districts as well. Employers' associations, police departments, trade-unions officials, relief agencies of all sorts, chambers of commerce, and individual employers cooperated in furnishing information. The material so gathered, while not truly statistical in character, was helpful in forming the picture of unemployment conditions.

## GENERAL CONCLUSIONS

The report filed with Governor Smith made no attempt, for reasons already stated, to assert accurately the number of unemployed. Overwhelming evidence was presented, however, indicating a serious condition of unemployment and one which had been growing for some time. It was evident beyond any question that everything possible was done to alleviate the existing situation. The large public works program of New York State, referred to by Governor Smith in the letter already quoted, could obviously be a factor in such alleviation. It would be of great assistance if building and construction programs, whether Federal, State, or municipal, could be carried out so as to synchronize with periods of depression in general employment.

There is urgent need also for a more extensive, better equipped, and more efficiently staffed system of public employment offices throughout the United States as a whole. The offices operated in nine cities of New York State by the State department of labor can, at best, barely scratch the surface of the employment situation,<sup>1</sup> they are not, for the most part, an appreciable factor in the situation, nor can they be until, and unless, more adequate provision is made in number and in personnel of offices. This statement will apply broadly, I take it, to every State in the Union. Until there is a more nearly adequate appreciation of the size and difficulty of the unemployment problem, coupled with a vigorous and sustained effort to deal with it, recurring crises will find us but poorly equipped to deal with it in any satisfactory manner.

## DISCUSSION

President URICK. A great many things can be brought out in discussion that will add to the value of the splendid paper just read. We are open for general discussion and I hope that everyone present will feel free to make his offering to the problem of unemployment and the means of gathering statistics that will furnish the necessary data for correction. We will be pleased to hear from any of you at this time. I know that all of you have things on your mind with relation to the problem.

Mr. DAVIE. I am very much interested in the paper that Brother Hamilton has just read, especially that part of it where it is alleged

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<sup>1</sup>Although, during the year ended June 30, 1928, they actually filled 119,780 positions.

that the letter written by the governor stated that the department in New York was a drifting ground for unemployed people from other States. In the investigation that was made did you find that to be true?

Mr. HAMILTON. Yes; a good many of our social agencies in New York City reported that quite a large number of people in other localities felt, when employment became scarce, that in the larger cities there would be greater opportunity, and they did come into the city of New York, but we tried our level best to help them no matter where they came from.

Mr. DAVIE. That was an important factor in gathering the unemployed statistics in New York City?

Mr. HAMILTON. We attempted to have the census based upon those who claimed New York State as their residence, and we tried to secure definitely and clearly from these individuals whether they were residents of other jurisdictions. Very frequently a man without a job, if he knows there is a job in any particular place, will claim that particular spot as his residence, but where such persons were wandering around for perhaps days and weeks at a time it was quite easy to find out where they came from, and our social agencies did find out in most instances.

Mr. ELDRIDGE. Mr. Hamilton's statement about the likelihood that a man, when applying for a job, will state his residence as of that place if he learns there is a job there, appeals to me as parallel to a criticism made to me of the use of statistics of the number of people placed, I think you would call it, as compared with the number of those who applied. Perhaps I am wrong but I think you rated the number of jobs against the number of applicants.

The Western Electric Co. of New Jersey, which has a statistical department larger than our public employment service and larger than our whole department of labor, wished to check figures of that type against their turnover experience to see whether the personnel department was responsible for the reduction of the turnover or whether outside conditions were responsible. In checking for that purpose it took figures for two years and came to the conclusion that to compare the applications against the help wanted or jobs open was inapplicable because it found that the number of applications dropped off even as the need for jobs increased. Apparently, for practical reasons, after men go to the employment bureau and find no jobs registered of their kind or of any kind which they might be able to take, they stop coming in. A man comes back the next day and meets somebody coming out, and says, "What is doing?" and the answer is, "Nothing yet," so No. 2 does not come into the office to be counted.

For that reason we have more or less agreed with the Western Electric Co. that that sort of ratio is not entirely reliable. We would prefer as a real index for the employment bureau—I offer this just as an idea of course—the ratio of the number of applicants to those we succeed in placing. I do not know how much that is used throughout the country, but I think perhaps one or two States do it that way, and I think that it is a sounder base to build on.

Then there is the other point, that of pay-roll statistics from the large manufacturing plants. I have checked the figures for our

own State for a year and a half and I find a drop in the number of employees between two definite periods. I also find for that same period a drop in the number of plants reported, which was almost as large in percentage terms as the loss of employees. I am wondering what became, in those computations, of the number of employees in the plants formerly reported which have disappeared—whether they represent an actual net loss or whether they have disappeared somewhere—whether the difference between the number of employees in October, 1926, (which I started with because I felt that represented the real start of the decline), and last month's figures actually meant a definite drop of employees in those industries. I would like to have your thought.

Mr. HAMILTON. In the State of New York the practice for the last 15 years has been to have exactly the same 1,650 representative firms report. We have them year in and year out. They have to do it—the industrial commission has the power to see that they do it—so there is a constant group from which we hear and if they fail to report we get after them forthwith. So that there we have comparable statistics year in and year out.

The other element of which you spoke, the labor turnover part, has unquestionably played a part. After I became industrial commissioner on January 1, 1925, when traveling around our State and meeting great manufacturers they told me that one of the most serious problems facing them was the problem of labor turnover; as I went around these plants I was told that there were individuals who were turned out week after week because they were not fitted for the particular jobs they had, and I felt that our department, as an agency of the Government, should be interested in attempting to serve all classes and conditions of people and in assisting them in solving that problem.

So I caused a survey to be made in the city of New York of the girls and boys who were entering this great stream of industrial activity. We learned that many boys and girls on graduating from elementary schools and from high schools all over the country were going in for jobs and perhaps meeting with a similar experience to that related. We found that in that period of six months' time, from January 1 to June 30, 1925, some had held down 1, 2, 3, 4, or a half dozen different jobs, and we had one case of a little chap who had held down 11 jobs.

I remember that after we had gathered these statistics I was invited to address a group of people in one of the large hotels in New York and I told them about this. Afterward, an individual from afar, who happened to be there, said, "Isn't it marvelous, Commissioner, the opportunities that are afforded when this little chap can have 11 jobs in six months' time." Of course we Americans do not look at it that way, as we see what the trouble is.

It is unquestionably true that a large number of these individuals were not fitted for the particular job. They were not fitted for any job.

Through our employment service in the State of New York we strive to fit the individual into the job, and we make it a practice never to recommend an individual for a place unless we honestly believe that because of his education and his background of experi-

ence he can fill the bill. There are places in the great State of New York in which our employment service has offices where employers would not think of using anything else, and where we have a complete monopoly of the entire employment service. That is our aim. One of the elements of this problem of labor turnover that, I believe, all of the States can help to solve is to see that the girls and boys are qualified for the job that is available.

You know the attitude of the American schoolboy. I said to this little chap that I inquired about, "What did you do? How did you get your first job?"

"I got that diploma on a Tuesday, and I took it home, and mother had it framed Tuesday night, and Wednesday morning I got up and I looked at a copy of the New York World and looked through the want column for boys that were wanted. I picked out a place near home."

"What happened?"

"Why," he said, "the boss said to me, 'What can you do?'"

"And what did you say?"

"Anything." That is the attitude of the American boy or girl. It is the typical American attitude—that we can do anything.

I asked him what happened then, and he said that things went along very nicely. On Saturday night he got his pay envelope, and there was money in it, but there was something else—a little type-written paper, "Your services are not required."

I asked him what happened then. He said, "It was Sunday morning, and I got a Sunday World; it had a whole page of chances there, and I took another chance, and on Monday I got a job and held that for a couple of weeks. Then I lost out on that, and I got another job," and so on.

Through our bureau of employment and through other bureaus dealing with women and children in industry we try to solve those isolated individual problems. I think it is a splendid opportunity for all of the labor departments of the various States through their employment services to render this valuable service to the industrial life of their States and of the Nation. It is something that is well worth while, and if we do that it will tend to stabilize the general problem of unemployment.

Mr. Boyd. I followed Mr. Hamilton's paper pretty well, and it is not at all strange that those who compile statistics will find that in the period of which he spoke they run about the same way in all large cities. We know what the years 1921 and 1922 were, and the situation was certainly desperate. It was the worst I have known since 1915, when we opened the city hall in Chicago and permitted the people to get inside out of the cold and to sleep there.

We recovered that year and went along pretty well until the middle of 1922, when we had very good conditions, as our records will show. Here in the employment bulletin of the State of Illinois are records from February, 1922, when there were 72 registered in the various offices in Illinois for employment, as against 100 jobs, showing that in February, 1922, there was really a scarcity of help, and that went along until that December, when we found 198 in the State. Things

got better in 1922, as I say, and they went along pretty well until 1926, when we saw another depression coming.

As Mr. Hamilton states, it was the greatest in January, 1926. According to our statistical figures of the State there were 239 applicants for each 100 jobs, while in January, 1921, there were 274. So January, 1926, was the worst January—in fact 1926 was the worst year—that we had had since 1922.

Those figures can be duplicated I think, by Wisconsin and Ohio. The same condition prevailed there, I think, because we looked over the statistics of those States and they keep very good records. Not only did we rely on our own figures—we had in Chicago 315 to every 100 jobs—but we wanted to see what the reaction was. Just as Mr. Hamilton called in a group of 12 to find out what the conditions were there, we got the reaction of the various charity organizations as to the unemployed in Chicago. They said there had been the greatest drain on them since the winter of 1921 and 1922. The Catholic Charities said that they had already spent over \$50,000 of their budget for the next year. The Salvation Army was in the same condition.

So while your statistics are not correct—that is, as Mr. Hamilton has said, they are unreliable in that we do not get enough of them and all of the States do not keep figures the same way—nevertheless, when the demand for jobs is great and jobs fall off that is reflected by our charitable organizations and the demand on them is greater.

During this convention we are going to try to work out a uniform system of reports and records, which, if adopted by all the States, will give the employment services creditable recognition among the accountants of the country, who I am informed will no longer take the employment figures but go direct to the source of information and get their statistical information by pay rolls and by the number of employees from month to month.

MR. HUDSON. I would like to comment on two points in Mr. Hamilton's very interesting address. One has to do with the man who goes to the large city in times of unemployment. It seems to me that there is an implied criticism against the man or men who go to the large cities in times of unemployment, but our experience across the line has been that these men represent a group which is needed in our lumber camps, in our railway construction and railway maintenance work, and on our farms, and they have strictly speaking, no home address.

When employment conditions in the fields I have designated fall off, what is there for a man of that type to do but to go to the city? I think that the city, instead of issuing warnings that only taxpayers will be given unemployment relief, should face that problem and realize that these men have done their part to build up the country. They have done the hard manual labor in the outlying sections which has helped the prosperity of the city; therefore, the city can not shelve its responsibility toward them in the manner it is now done. So much for that.

With regard to unemployment figures, it would be the place of the director of the employment service, Mr. Rigg, to tell you that we have uniform employment statistics and methods of collecting employment statistics from coast to coast, and I would like also to place

on record early in the convention the fact that our employment index is higher now than at any time since the figures were first collected, eight years ago. That applies generally throughout the entire Dominion and we are very glad. We are not boasting about it, but we are just glad that that is the condition at the present time and that the absolute peak has been reached, so far as the employment statistics of Canada over the last eight years indicate. Employment statistics and actual conditions sometimes vary or are not in harmony, but in our case they are absolutely in harmony.

The employment index is high and there is a shortage of men, and I wish, looking at the question from the point of view of the present minute, that those 300 or 400 men whom I saw at the Cleveland bureau this morning could be transported in a body—that there was some international system of clearance and those men could be transported in a body—to Northern Ontario where we have need of them, and so far as the Province of Ontario is concerned 2,000 more, at the present time.

Mr. HAMILTON. I would like to state that during that entire period of stress that we had in New York State not a single individual, no matter where he came from, was turned away from the public employment offices in our State. We took them all in and did the best by them that we could.

That committee of 12 of which I spoke was the executive committee of the Welfare Council, which is a group of between 900 and 1,000 private social relief agencies in the great city. This executive committee of 12 was in my office, together with the commanding officers of the Salvation Army and of the chief employment office of the Knights of Columbus and of the Masonic Order; I had a group there of probably 40 or 50 people.

Concerning the reliability of statistics, we have in the State of New York, under the law, those factories which are compelled to send in their employment statistics, and every day some of our factory inspectors—we have 180 of them who pass around the State—bring these figures in as of the day of their visit. But we haven't the same statistics with regard to mercantile establishments—there is no provision in the laws of New York State for that. What I have given you as to factory employment is absolutely reliable, but we have nothing authentic in statistics of the mercantile establishment. We do not know what the state of unemployment is there and we have recommended to the legislature of the Empire State that this matter be remedied so that we can have statistics thereof that are reliable.

I believe that the greatest thing for us is not to wait until the next crisis approaches but to set up the machinery now that is necessary, so that we will be in a position to make comparisons year by year, and I believe if we have them we can see the crisis approach, as we do in the bureau of mediation and arbitration. We do not wait any longer, but when we hear the rumbling we send our mediator or arbitrator in that direction and try to stop the strike before it starts. We should apply the same philosophy to this problem of unemployment, and perhaps we can by prevention bring about something more substantial and valuable than by waiting for some curative process to be applied after the difficulty arises.

MISS MURPHY. Do you know only those who are entirely out of work all the time, or do you go into the question of those who are employed only part of the time?

MR. HAMILTON. Our aim at this particular time is for those entirely out of employment and entirely without resources. There were some instances of men who were employed part time and who really needed full-time employment to get along, but it was really the others that we aimed at in particular.

MR. CARSTENS. The employment statistics that I am familiar with are those from Illinois, Wisconsin, and, to an extent the Bureau of Labor Statistics and New York State. In most States I think the tendency has been to compare employment in identical establishments.

In looking over the census figures from 1918-19 to the present time, I think it is brought out rather clearly that the employment increase has been due not to the increase in the number of people working in identical establishments but to the increase of establishments themselves; that is, most of the additional people who have been hired have been hired not by old establishments, but by establishments coming into the field.

The only way for this kind of increase to be represented in the index is by getting reports for the first month of operation. If you have been getting them for two or three months then you are comparing the amount of employment in this firm this month with that last month, when the firm has already been in operation for some time. It is my opinion that most States have no provision for getting reports from new firms when they are new.

Another thing is the shifting of unemployed workers from one field to another. In Illinois, for instance, we had fairly definite indications that our employment index was actually overstating the amount of unemployment. A trade index of the Federal Reserve Board was being held up as an indicator of the trade activity that week, and the indicator of the spending power of the workers themselves showed no decrease in employment such as our index indicated. Now that, I think, was due to the fact that we did not represent trade, gasoline stations, and so forth. We are now trying to do that in our index.

Another thing I think we should take up in these meetings, and which is important, is that in the recent unemployment surveys made by the various organizations—the Russell Sage Foundation, and so forth—very little attention has been given to unemployment statistics. The reason is that they have not been classified so that you can make very good use of them.

It would be well, I think, if we could take up the question of defining industrial groups. The use of these unemployment statistics could be made especially important at this time, because the United States Bureau of Labor Statistics is including new fields—for example, trade and public utilities—in its index.

There is just one thing more. In Illinois we have had a number of reasons for going into the question of technological unemployment—unemployment resulting from the introduction of machines. We made a survey, and in conjunction with the University of Chicago there have been investigated about 60 or 70 cases of so-called

technological unemployment, and we find that there has been very little replacement of men by machine—direct replacement. So far we have not come across a single instance where a man was thrown out of work because of the introduction of a machine. What happened was that new men simply were not hired; if a man who was replaced was a skilled operator he was given another job in the factory, but a common laborer below him was replaced. So that the skilled worker suffered less than some of the studies now indicate.

Mr. LLOYD. I want to emphasize in particular the one point that Mr. Hamilton brought out in his remarks, and that was, I believe, that the greatest inefficiency of our public employment service can be charged to the lack of support on the part of some of the State officials because of lack of knowledge of that service.

I believe that to-day we have inadequate appropriations for our public services; that we do not have the proper support. I do believe, however, that the deliberations of bodies like this to-day in conventions, will eventually so forcibly bring to the attention of the people of their several States the necessity for this service that sooner or later it must be recognized by the legislative bodies of our several States.

As to unemployment statistics, I am one man who does not believe in them. I do not believe they could possibly be accurate. I do not believe such a thing exists. I do not believe that any person can place his fingers upon a reliable figure of unemployment.

The previous speaker said that he knows of no occasion where the installation of modern machinery has displaced human hands. I trust that you will be at the banquet to-morrow evening when I discuss that subject. I will show you that in Pennsylvania, the greatest industrial State of the United States, modern machinery is displacing human hands more rapidly than we can possibly keep up our estimates. And I say to you that out of the deliberations of this convention, starting its sessions to-day, I believe will come an awakening in America—I know that it will in Pennsylvania—to the great help to a community that every public employment office is.

We are trying to take care of the statistical end in this way: At the next session of the legislature I am proposing that in every county of Pennsylvania there will be a contact man who will devote his every day to surveys of every industry within that county; to keeping check on the employment, whether it goes up or whether it comes down; to finding out the needs of the employer and the needs of the community.

I do not want to go into it just now, because I want to reserve that until to-morrow night, but I want to bring home to you one thing, that I have succeeded at last in arousing the interest of the industrial leaders of Pennsylvania to a point where, in conference with the governor of the great State of Pennsylvania in the Manufacturers' Club of Philadelphia, for the first time in history there was a group of men, 150 in number, representing 1,200,000 individual employees, trying to solve how they could avoid unemployment during the coming winter.

That is one of the things the public employment services can accomplish and will accomplish as a result of this convention, I know, and at its close we will go back to our several States, thinking not so

much of statistics, but more of how we can better solve the problem between the employer and employee, doing that good the responsibility for which is placed upon our shoulders. I know each of us will take away with us the thoughts presented to us here to-day. The remarks of Mr. Hamilton have forcibly brought home to me the point that public employment services to-day are not adequately distributed over the State. We have 14 offices in Pennsylvania; I would like to have 50. We need them; the industries of Pennsylvania are at last recognizing that they need them. We hope that before long we will be able to increase the number and so serve the people of Pennsylvania better.

Mr. Wilcox. I think there was a misunderstanding as to the exact meaning of the speaker who preceded the last speaker. Our figures in Illinois run in these lines. We thought it would be worth while to find out how many telephone girls were being displaced by the dial telephone, but we found that the turnover in this industry was so high that any displacement there was did not show in the discharges of girls but did show in the reduced number hired. We turned to other industries and found the same result.

The meaning of Mr. Carstens from our office, I am sure, was not that machines have not effected a substitution for human hands, but that as far as our investigations are concerned, the immediate effect is not to turn out of the factory gates men who were working before the machine was introduced, but to prevent entering into the factory gates those new workers who would have been taken on either in conjunction with enlarged growth of the industry or because of the normal turnover. So that there is not so much difference in the point of view of the two speakers as there might seem to be.

As far as unemployment statistics are concerned they are not an end in themselves, and the person is certainly putting the cart before the horse who thinks that the chief interest is trying to get hold of unemployment statistics. Let us admit that it is cold comfort to men out of work to be shown tables of figures; but, on the other hand, any social problem can be solved more successfully, interest in it can be secured, and appropriations can be obtained, if the facts are known.

Some way must be found for getting unemployment statistics, and the resolution in Congress urging that a way be devised by which the facts can be known was on the right track. No matter how difficult it is, we as an organization must not fail to insist that measures be devised and worked out for getting statistics of the total unemployment. The house-to-house canvass in Columbus, the blanket form of investigation of unemployed in New York, and so forth, are good in their way, but until the American people, with their lavish use of money for pleasures, are willing to spend money to find out the facts of unemployment and how it affects the human beings, until we are willing to do that, this problem is going to be baffling. It will be that anyhow, but until we are able to get hold of unemployment statistics we will not be able to make the first step. We shall be like little children learning to walk. We must get facts and statistics.

Mr. HAMILTON. We made no distinction at all. We took at that specific moment the individuals who were seeking employment. Of

course, there are always the casuals. There are individuals for whom we get a job that may last for 10 days or 2 weeks and then they will want another one, so that you might say that we have those people on our hands constantly. That is from the very nature of the jobs they have.

There are certain people who, when they return from their summer vacation, have odd jobs to be done around the house, the lawn to be mowed, things to be painted up, the cellar to be fixed up, and a dozen and one odd jobs, and there will be requests for those casuals, and we may send them from one job to another. They are constantly with us, but still they are a part of that general problem of unemployment.

Mr. BOYD. How about sickness and out of service? That is always normal unemployment.

Mr. LLOYD. I answered your question I know, but I want to qualify it.

When in January, 1928, we began a survey of unemployment, it was because the governor of our State began to take cognizance of it and we had been reading of unemployment in the city of New York and its bread lines. We feared that in Pennsylvania, and we did not want it to spread from New York to Pennsylvania. So we began a survey in every city of any size in the State of Pennsylvania.

Much to my amazement, in the city of Erie we found that one man had registered at the public employment service six or eight days in succession under different names. We found that he had gone to four different private employment agencies and registered, and we found that he had applied to exactly 21 industries in the city of Erie. Then we checked further, and we found that not only was this a condition with him but many others had done the same thing.

Then we found the shiftless fellow who took advantage of the publicity of these things and was taking advantage of the welfare work of the organizations within that district and applying for help daily with stories that were not true nor founded upon fact.

Then we came down to the city of Pittsburgh and we found the same condition. We went up to the city of Altoona, which is affected by the Pennsylvania railroad shops particularly, and into the cities of Johnstown, Harrisburg, Lancaster, Reading, and on to the city of Philadelphia, where the economic experts were parading before the officials of the city figures running into the hundreds of thousands of unemployed.

We urged that, if this thing existed in accordance with the figures that we were given, immediate steps be taken to check it some way, and practically the same committees that met in conference yesterday met then, and their study of the figures disproved it beyond the shadow of any doubt.

So I say that unemployment statistics are unreliable until you can find a way to get rid of the repeaters or can keep a positive check that a man who is unemployed to-day is not employed to-morrow. I care not how you figure it, unemployment statistics are not reliable in any sense of the word. They may be as reliable as possible to-day and just as unreliable to-morrow, and then next day they turn themselves over again. They may go either to the good or the bad, but

until you can find so many jobs I do not think it is essential to know how many are unemployed. The thing I want to know is how many we have employed, and if there is unemployment we will know it.

We do not care how many. Our greatest problem is getting the unemployed employed, it seems to me. I may be wrong and I am open to being convinced that I am, but at the present time my stand on unemployment statistical figures is that they are so unreliable that I put no confidence in them.

Mr. BOYD. I agree with that most heartily. We sent out a questionnaire and found that two and one-half times as many people were estimated to be unemployed by the trade-unions as were estimated by the chamber of commerce, and that twice as many were estimated by the free employment office as were estimated by the paid employment office, and so on. I could give you many figures to show how wild are our estimates. There was an article in our Illinois bulletin to that effect. My plea was that we should not have faith in unemployment figures; that we should recognize that we have no unemployment figures, and a means should be worked out and the importance should be recognized and emphasized.

Mrs. GREMELSPACHER. It seems to me that to prevent so much unemployment in the future much of the work lies with our schools. We expect the youngster to make so many credits, and then he is just simply pushed out upon the sea of life to make a success without any special training. It seems to me that much should be stressed by our vocational schools.

In the case of the little chap that Mr. Hamilton spoke of who secured 11 positions in so short a time, I could not help thinking that if these factories and large industries would do as many of them, such as the Studebaker, Henry Ford, and so forth, are now doing—employing a man to do nothing but interview everyone who comes into the plant and study his make-up, to know just exactly what his qualifications are and what he is fitted for—there would not be so many misfits.

However, I can not help feeling that the greatest cause of unemployment is the installation of modern machinery. We know that it is being installed every day in the large industries, and we know that when a machine is installed it is going to do the work of 50 or 75 or perhaps more men. We know that that factory is not going to take care of the 50 or 75 or more men in some other capacity when they are relieved by modern machinery.

I wanted to ask Mr. Hamilton what is the youngest age at which the children are permitted to work in New York.

Mr. HAMILTON. It varies according to whether it is summer vacation or afternoon work, and then according to the particular line of work, whether it is hazardous or not, but, generally speaking, 16, 17, and 18.

None under 16 are so permitted except under special conditions, and they are given permits by the board of education, but as a rule it is, as I said, 16, 17, and 18, according to the line of business—whether or not the particular work is hazardous.

Miss MURPHY. I should like to say a word about the estimates of unemployment in Baltimore.

Last winter the Chamber of Commerce of Baltimore estimated the number of unemployed in Baltimore at 30,000. The Baltimore Federation of Labor estimated it at 75,000, and the census of unemployed made in February, 1928, by the police department for the commissioner of labor statistics actually determined there were 15,473 unemployed.

What had really happened, to explain the estimates, was that the laboring class had gone into part-time employment and these agencies had added the figures of those who were working part time.

Mr. PHELAN. I would like to talk on the remarks of Mr. Hudson with regard to Canada's experience on this question.

With regard to the relationship of unemployment statistics to the curing of unemployment, I might say that Canada's experience has been practically that those who say that it is not necessary to have unemployment statistics in order to tackle the problem of unemployment are right, while those who say that it is necessary to have statistics in order to tackle the problem are likewise right.

My reason for saying that is this: We have had unemployment situations in Canada in recent years when arrangements with respect to payment of unemployment relief have been entered into with the Federal, provincial, and municipal governments. In order to pay out relief to the unemployed it was not found necessary to know how many were unemployed. As soon as it was well known that unemployment compensation was being paid to the unemployed they immediately came forward and made their presence known to those who were paying the money. In that way we afterwards found how many were unemployed, but that was not a factor in handling the situation.

However, paying out unemployment compensation secures nothing. It may keep people from starving and it is necessary in certain circumstances. Regularly in Canada in the wintertime, owing to the restrictions of the severe climate in that country, the municipalities pay out unemployment relief, but in order to tackle the problem from a broader point of view we find that it is advisable to have figures.

As regards the employment office figures, when we make them public we always caution the persons into whose hands they are coming that they are at best only a vague index of the employment situation. To say that so many people are registered at the public employment offices does not mean that that is the total number of unemployed in the country. However, we believe, and our experience shows, that in the long run the public rather accurately interprets the figures. We do not find them entering into public discussion in our country—that the employment service has said so-and-so with regard to unemployment, and that is final—but we do find that frequent use is made of them.

When public men estimate the volume of unemployment they use our figures and generally they are very accurately interpreted, so that while it must be admitted that there may be cases where the employment office would register a man on more than the one occasion, perhaps under different names, the man thinking that that would increase his chance of getting employment; if a man does resort to those tactics it is in itself an indication that the unemployment

problem is rather severe, and in that way, while the figures are inflated, it is an indication of unemployment but not necessarily of an extended one.

Mr. MERZ. Unemployment is a social problem. Where does it start and who raises the question? Well, take our locality in Columbus; last year the Pennsylvania Railroad laid off a large number of men, and immediately following that a large steel foundry that furnishes equipment for this railroad and others laid off about two-thirds of its men. Now, in the beginning there is not a great deal said about cases like this, but just as soon as the retail merchants miss the spending of money by several thousand men they call it to the attention of the chamber of commerce; they go to it for statistics and want to know how many men are out of employment, and it in turn calls the State-city employment service and relief agencies, and so on.

We usually give these figures of our registration and applications without any explanation, unless the chamber of commerce or whoever asks for those statistics raises a question about them. Then we tell these people what the statistics represent.

If you speak of one man registering 17 times, I doubt whether, in times of serious unemployment, that will offset the number of men who do not apply at the employment bureaus. You understand what I mean? If you have 100 men applying at the public employment service the same day or during the same period of time, perhaps covering a month, there may be 10 times that many out of employment in the city who never come near the bureau. So I figure that, while we may have a repetition of figures relating to the same applicant, if we count the person applying often for a job each time as a separate individual—which we do not according to our State's system—it would just about offset the number who do not apply.

On the other hand, if we had so many calls for help during the month of September this year and so many last year and so many the year before, we can get a pretty good idea from that. As Mr. Boyd, of Chicago, stated, this would reflect the conditions of unemployment.

Columbus was mentioned there. When I was on the mayor's committee in 1921 I explained our system of records of unemployment. In the discussion that followed we found that we could get the services of some students from the economics department of Ohio State University for canvassing the sections where the workers were the most numerous. We made a house-to-house canvass. Of course, that is the only dependable way of getting unemployment statistics at any certain time.

I understand from the literature from European cities, particularly in Germany, that I have read, and from men who are interested in these problems, that that is their system over there—that they make a house-to-house canvass through the police department or some other agency where it is not necessary to employ extra help.

But the first thing that any group which is interested in the problem calls for is statistics. You can not get away from that. We give the best that we have. Of course, in the last analysis it is up to the industrial leaders to help solve the problem. They have the means at hand, and, as Doctor Windisch stated here in his

remarks, the sooner we can eliminate overtime the sooner we can minimize this problem of the unemployed.

Mr. **BOYD**. It seems to me that there is a misunderstanding about some of the statements made here. We are dealing with Mr. Hamilton's paper, I take it, and I confine my remarks to that paper. Mr. Hamilton has been dealing with February, 1928. Is that right, Mr. Hamilton?

To-day we are short of people; we are short of people in some lines of business. We can find hundreds of jobs, but haven't the people for them. We are not dealing with the meeting of the governor's committee of yesterday. We would have an entirely different story to tell then.

The point that was brought out is, Can we, as employment service managers, collect reliable statistics? Can the employment office be relied upon to furnish reliable statistics? If we can accomplish that, I think that we have accomplished our purpose.

Let me say this: Mr. Phelan, of Ottawa, Canada, has mentioned to you that they paid dole in Canada, and that they paid unemployment relief. We have no unemployment insurance in the United States, but I am free to say that it is going to come. Bills have been introduced in the Legislature of Wisconsin and, I believe, some years ago in Ohio. I know that I read about the bill in Wisconsin, and it was defeated there by a very small margin. I feel confident that unemployment insurance is going to be one of the things for relief of the unemployed during certain seasons of the year. Where are the people going to get their figures as to the unemployed to pay that insurance and to pay dole, as they do in Canada and in England, if it is not from the employment offices?

The cities are not going to pay out money to the man who registers four or five times. They are not going to pay him four or five compensations or weekly amounts for unemployment insurance, nor is the factory going to pay it if the burden is put upon it.

When we enacted legislation for workmen's compensation, which, I think, is in 46 States of this Union, did you hear of any of the employers going up to the captain's office and saying they wanted it and that it was right? They all rebelled against it at that time, but now they wouldn't do without it; and so I say that unemployment insurance will also come, and statistical records will have to be kept by employment offices to know who is out of employment. I think that this meeting will probably result in a correcting of the methods of keeping these statistics.

President **URICK**. The constitution provides that the president shall announce committees, and I will do that at this time:

*Credentials.*—Emanuel Koveleski, Rochester, N. Y.; Francis Payette, Montreal, Quebec, Canada; Mrs. M. L. West, Richmond, Va.

*Resolutions.*—H. C. Hudson, Toronto, Ontario, Canada; Charles M. Crayton, Chicago, Ill.; Otto Brach, Columbus, Ohio; Mrs. Nell Mercer, Houston, Tex.; Miss A. Louise Murphy, Baltimore, Md.; C. W. Dollen, Rochester, N. Y.; Alfred Crowe, Quebec, Canada.

*Auditing.*—Maj. J. J. Burke, Hartford, Conn.; Miss Lulu Kennedy, Toronto, Ontario, Canada; Russell J. Eldridge, Newark, N. J.

*Nomination of officers.*—John S. B. Davie, Concord, N. H.; V. C. Phelan, Ottawa, Ontario, Canada; A. W. Motley, Erie, Pa.; Roy B. Hinkle, Jefferson City, Mo.; Mrs. Henrietta Beard, Dayton, Ohio.

*Time and place of meeting.*—Henry Lippart, Milwaukee, Wis.; Charles O. Beals, Augusta, Me.; G. E. Tomsett, Regina, Saskatchewan, Canada; Mrs. Jessie Gremelspacher, Indianapolis, Ind.; Frank D. Grist, Raleigh, N. C.

*Uniform records.*—Charles J. Boyd, Chicago, Ill.; R. A. Rigg, Ottawa, Ontario, Canada; Francis I. Jones, Washington, D. C.; H. C. Hudson, Toronto, Ontario, Canada; O. W. Brach, Columbus, Ohio.

*Sergeant at arms.*—George J. Henry, Warren, Ohio.

[The committee on credentials reported the names of 102 representatives as entitled to sit as delegates. The report was accepted, and on motion duly seconded and passed, such representatives were accepted as accredited delegates to the convention.

Hon. James A. Hamilton was given a vote of thanks for the presentation of his paper.

Meeting adjourned.]

## WEDNESDAY, SEPTEMBER 19, 1928—MORNING SESSION

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

Chairman JONES. The principal speaker this morning is one of the very close and warm friends of the public employment service, and though young he is the father of a great organization. If it had not been for him we would probably not be here this morning. Way back in June, 1913, when he was superintendent of the Wisconsin Employment Service, he invited about 100 employment offices, I believe, to join with him in holding a public employment-service convention. He sent a follow-up letter in September—a particular plea—and the responses he received encouraged him to call a meeting in Chicago the latter part of December, 1913.

As I understand it, they met in a small room, just a few gathered together, but from that meeting came inspiration, and from 1913 each year up to the present the International Association of Public Employment Services has held a meeting. To Doctor Leiserson the greatest credit is due for establishing this organization. He is here this morning to add zest and inspiration to this meeting, and I have the honor and the pleasure of presenting to you Dr. William M. Leiserson, professor of economics, Antioch College, Yellow Springs, Ohio.

### WHAT CONSTITUTES A GOOD EMPLOYMENT SERVICE

By WILLIAM M. LEISELSON, *Professor of Economics, Antioch College, Yellow Springs, Ohio*

I have not been in touch with the practical work of public employment offices now for almost 10 years, so that I can not tell you very much about what constitutes a good public employment service except in theory. I can raise some questions, and even though I may not know very much about the practical side of it any more, I used to know a little bit about the employment business. Still I think it is worth while to have somebody come in from the outside every once in a while and raise new questions.

Some one has said that if you want to improve the brick business, never get a brickmaker. Get some outsider who will ask fool questions, for the brickmaker knows all about the business. If you want to improve the steel business, don't get a steel man; get some outsider who asks fool questions. And the same thing applies with respect to the employment offices. Those who are very close to the work know the practical end of it, know what needs to be done immediately, but it is well to bring in an outsider once in a while who asks some fool questions, why we do it this way or that way. That might start the practical man to doing things a new way and you might make some progress.

I was really glad to come here merely to see what had happened to this little organization that we started in 1913 in Chicago. At that time we could not afford to go to hotels for meetings. Imagine a hall up near the northside branch in Chicago. Our purpose in getting together at that time was primarily a technical one. People talked about employment offices in general, about how they were needed as a first step in any program dealing with unemployment, how the public ought to support them and all that sort of thing, but very few people were giving any attention to the actual technique of operation of these employment offices.

A few of us who had the responsibility of actually making these employment offices work thought that we ought to have a place where we could get together once a year at least and discuss these details, the very practical and uninteresting things of how to register people, how to get orders, how to send them out to work, how to introduce them, how to check up as to whether they got to the job or not, and all of those things, and I am glad to see that from year to year more of that character of discussion has come into the meetings of the association.

However, it was never our idea that that was the only thing we should discuss, because the employment offices have a relation to the whole problem of unemployment, and no manager or director of an employment service can do his job right or build a good employment service who does not see the larger aspects of the relation of his work to the problem of unemployment as a whole.

There is another reason why the technical side should not be the only one. It was borne in upon me in this way: When I became superintendent of the Wisconsin Employment Office some 15 years ago I was interested in the problem of unemployment as a whole. We were going to try to solve the problem of unemployment, and the superintendent of the Milwaukee office, the late Fred King, and I were the only ones to run that office at that time. Since that time Mr. Lippart has become head of the big organization.

We were both interested in unemployment; we were enthusiastic; we were going to work out remedies for it; and then what happened? We found ourselves in an office working 12 and 13 hours a day, standing up to a counter and taking in the breaths of a whole lot of common laborers while we were registering them. We registered great numbers and we got jobs for very, very few, and we began to get somewhat discouraged at first. Is this solving the problem of unemployment?

If we had gotten into the state of mind that all we were doing was trying to get jobs for these men who went there, under these unfavorable conditions under which we were working there, we would not have had the heart to go on with it. But we did feel that all of that dirty work that we were doing there from day to day was necessary, that it was laying the foundation for a program that would some day help to mitigate this greatest of all problems, the problem of the man who wants to work and can not get a job. And so if you will keep your eyes on the larger aspects and then really attend to the technical details, that, in my judgment, is the basis of building a good employment service.

The program committee has asked me to discuss with you the question of what constitutes a good employment service. First, there are all varieties of good employment services. We can not say that an employment service is really good until it is perfect, but a good employment service can be good although it is accomplishing very little, provided that under the circumstances, with the amount of money it has and the kind of stuff it has, it is doing the best that could possibly be done.

To try to discuss what is the best under all those circumstances is, of course, impossible, so I will have to content myself with laying out what would be a good employment service if you had the money to do all the things that you wanted to do, and the circumstances were such that you could accomplish things that you know ought to be accomplished.

In my judgment, the thing that every employment department must aim at is to be the employment department for the town. What I mean by that is, that just as every large industrial establishment has found it necessary to concentrate into one department the hiring, the firing, and the handling of the employment problem and to take it away from the separate foremen and superintendents, and so on, so that all the problems of employment will be dealt with in a centralized place, so in exactly that same way the handling of employment problems for the town needs to be concentrated in the employment service of the town. Of course, it will never be exactly the same, because it can not have the authority of hiring and firing that a plant employment department has, but the relationship on the whole of the employment manager of a factory to the various departments of that factory ought to be the one toward which a public employment service aims. It ought to try to occupy the same relation to the industrial and commercial plants of the town that the employment department occupies toward the various departments within the plant.

That means that the employment service must aim at dealing with all of the problems of getting help and of getting jobs that present themselves to the community—the different kinds of people who have to be gotten jobs, and the different kinds of jobs that need to be filled. It may start by having only two departments, one for men and one for women, but it must aim in one way or another at handling the problems of the skilled mechanic, the semiskilled, the unskilled immigrant worker—in every community there are a good many of those—the negro workers, the juveniles, the handicaps—all of those ought to be aimed at by an employment service. Even though it may be able to do very little in that direction, that aim ought to be in the back of the head of the employment director.

The theory of having an employment department in an industrial establishment is that when any question with respect to employment comes up there is a place to go to find accurate information, to find a man who is specializing in those problems and who will be able to advise the management of the concern as a whole what the situation is with regard to employment in general, what the situation is with regard to any specific problem, and what ought to be done about it. In exactly the same way, in my judgment, a public employment

service is not a good employment service if the person in charge of it is not aiming to become and is not gradually becoming the employment expert for the town. If, when people want to know what is the state of the labor market, they have to go to the chamber of commerce or to the central federated union or whatever it is, or to the social workers, or to anybody else, and can get more information there than they can get at the public employment bureau, that is pretty good evidence that the public employment office is not as good a service as it ought to be. Obviously, each one of these services is busy doing its immediate job of placing people and all of that, but that immediate job can not be done right and can not be properly handled unless the director of it is informing himself and becoming the employment expert of the town.

Now that requires certain things, and while the general tendency in the country is to bring about that condition, I want to call attention to it. That requires first that the person in charge of the employment office shall stay in it long enough to have time to become an expert; that is to say, it is very essential in those States where the employment service has not been placed under some kind of civil service law, that that be done as soon as possible, because after all it is not so much a matter of examining the candidates for the staff of the employment service. Most of the people who are put on, with some exceptions always, are pretty decent sort of people. They are just our kind of folks.

The only question is, when they are not protected by civil service what happens? It takes them about two years to catch on to the job, and just about the time they are getting interested in it and really beginning to learn something, then the administration changes and a new set of people are put in who have to go through the whole business again. And so it is important that a staff stay in as long as it behaves itself and does its work properly. That seems to me to be the very essential bottom of all good work of the employment service. These people can not learn to be experts unless they have a tenure of office long enough to permit them to become experts.

It is also important for the building of a good employment service that that service aim to get the confidence of the community as a whole. You know all that. It is nothing new that I am telling you, but I do want to emphasize one method of doing that.

It does not do any good to appeal to the public thus: "You ought to employ, you ought to patronize, the public employment service; you ought to have confidence in it; you ought to call for help there," and so on. That sort of an appeal will not get the confidence of the community.

What is necessary is that the leaders of the business of the community, the leaders of the working people, the leaders of the social workers, the leaders of various groups in the community be brought into the offices—something like a board of directors or service board—in such a way that they can be thoroughly informed and bring their information to this particular central clearing house.

I do not care how competent and how expert the director of an employment service is; he can not get the confidence of that community unless he brings it, or at least the leaders, into close touch

with the work of the community, constantly observing and knowing about the cause. Otherwise the great mass of people hear about the employment office only in a general way. They have no direct contact with it, but if these leaders are there to help direct them and know what is going on in it, you can get real confidence. Let me cite an example from my own experience as to that.

When we were organizing the Milwaukee employment office we had the citizen's committee on unemployment represented, the chamber of commerce, the manufacturers' association, the trade council, and so on. We thought it was necessary to get their confidence, particularly in Milwaukee where they had socialist administration of the council of the city, although the socialists did not entirely control the council, and there was a great deal of fighting between the socialists and the manufacturers, and so on. We were sort of in between the devil and the deep blue sea. We did our work as well as we could, and we had this committee at our meetings at least once a month and the members saw everything that was going on.

Well, after a while the administration of the city and the State began to change, and the superintendent of the Milwaukee office and I were both accused of being radicals and socialists and of having carried on this employment office just to further the work of the socialists in Milwaukee or the labor crowd. The State political committee had to have a meeting to discuss the question because of the number of complaints that appeared against us, and then what happened? The three representatives of the manufacturers who were on our committee were influential in the affairs of the State political committee and controlled the State, and were also influential in the town. Those three representatives said, "We are not going to stand for any interference with the work of those men who are in charge of the office. When you say that they put politics in, you mean you would like to put politics in. We have been observing the work of those men in the office. We know that they have been attending to business. We know just what is going on, and our organization, the manufacturers of the city, and the State manufacturers are not going to stand for any interference with the way that office is going to be run."

Without some such committee that was able to see what we were actually doing in the office, it would have been very easy to make all sorts of charges against the management of the office for political or other purposes. So that civil service and some sort of a joint committee seemed to be very essential in order to keep the office out of politics and to make it essentially a central clearing house for all of the unemployment information in the town.

Now, a word about registration and records. I have often heard employment people say, "We haven't time for all of these statistics and all of this registering and all that sort of thing. We've got to get people the jobs. That's important."

In my judgment, that is just about as sensible as a storekeeper saying, "We haven't time to record how much money we are taking in and how much we are paying out, because we must get rid of these goods."

The registration and recording and so on are the necessary book-keeping of an employment service. It is a very difficult kind of bookkeeping. It requires an entirely new kind of accounting because it deals with men and jobs rather than with dollars and cents, and if there is one thing more than any other that I would like to emphasize to you at this time it is that I think you ought to begin to pay more attention to the system of records and reports of the employment office.

I have been looking through a good many of the reports of the States and of the Federal service, and if you have been doing that you have noticed that they are becoming pretty well standardized and everybody is doing pretty much the same thing, and pretty much the same thing has been done for the last 10 years or so.

When you are doing the same thing for 10 years and have a rapidly changing civilization, such as we have, that shows that there are a lot of new things that you are probably overlooking. And so it would be a pretty good thing if the association had some kind of a committee to review the whole question of records and see if new ways of recording can not be devised, simplifying matters, eliminating waste in the methods of keeping accounts, and so on.

During the early history of this association the most distinctive thing about it was that from 1913 up to about 1917 or 1918 almost every State was trying out new ways of keeping records, new ways of making records, and new ways of registering, and those were the days when the employment offices were making the greatest progress in their efficiency.

I may be mistaken in thinking they have not progressed since that time, but it seems to me important that you should be watching that sort of thing, and just as in accounting and ordinary business accounting new methods of cost keeping, new methods of keeping accounting of unit cost, are constantly being developed, so in the employment office new methods of keeping the records and reports, and so on, ought to be constantly developed, because you can not get the community to support you as you ought to be supported unless you can show that community in some concrete way what you are doing. Merely to say, "We are doing good; we are getting people jobs"; that is not going to help you very much.

One of the necessities in building a good employment service, therefore, is to have some kind of a definite standard of measurement like a ledger account or a balance sheet in the business that you can show the public. That means you have to do an increasing amount of business from year to year, and you must show that you are doing that increasing amount of business from year to year at a constantly decreasing unit cost. The cost of every placement ought to be going down from year to year—in other words, Ford's principle that the sound principle of business is to keep lowering prices and keep raising wages applies to a good employment service as well.

You must increase the number of placements constantly. You must give more service to the community, and at the same time if that service is being given at a cost that does not justify itself—if it costs you \$2, \$3 or \$4 to place a common laborer or a semiskilled laborer—it is not worth it.

Now, then, how long can you go on increasing the business? That is an important question. No one has yet been able to work out the

number of placements a year in proportion to the size of the town that it is legitimate for the employment office to expect to make. Obviously an employment office, no matter how efficient it is, can not go on increasing business all the time. How many placements ought there to be a year in a town the size of Cleveland, or the size of Columbus, or the size of any of these cities that you are working in? You will never be able to tell that until you have this record system and until your central employment office has this information: that is necessary in order to deal with the problems of employment in the town.

But it does not mean that that information can not be secured. It may take a long time, and yet a good employment service will work toward that end. The farmer is in trouble nowadays, because the individual farmer does not know the consuming capacity of the world for the particular thing that he is raising, whereas business men, through their trade associations, are finding out what the consuming power of the country is for their particular crop and what proportion of the total business they are likely to be able to get and can plan their business intelligently, and that is why they are making progress. The employment services will be in the same hole that the farmers are in if they do not know what the total demand for services from the employment offices in the community is, or ought to be, and what portion of that business they ought to have.

It seems to me that the director of the employment service ought to say to himself something like this: The purpose of the employment service is to remove all of that unnecessary unemployment that comes from people flying around for jobs without knowing where they are going, that unemployment that is due to people not knowing where jobs are, and, of course, that unemployment from employers not knowing where men are. The employment service must set itself to abolish all of that.

How much of that is done? Nobody knows to-day; perhaps nobody will ever know 100 per cent, but the aim of a good employment service must be to find that out and to try to get all of that business centered in the employment office, at least all of the information about it even though they do not do all of the placing.

When the entire amount of unnecessary unemployment of that town is done away with by the employment service in its own placement and in its cooperation with the various plants of the town, keeping the record of all the changes and placements they can make as far as possible as well as what the employment service make, still there will be a great deal of unnecessary unemployment left. We must not fool ourselves about that at all. There will be a great deal of it left—that unemployment that is caused by other things than the mere fact that men and jobs do not meet.

Has the good employment service any function to perform in that respect? I think it certainly has. I think it needs to isolate the various other problems right in the employment bureau. If you get people who come to the office and are untrained and unskilled, and you have a lot of jobs that you can not fill because they require training or skill, then that information must be hammered into the minds of the community, and also that your suggestion is that a good deal more unemployment would be done away with if there was

some system of training in the community—a comprehensive system of training I should say.

Not long ago I attended a meeting of a personnel association. Everybody was talking about unemployment. They said there was no unemployment, and everyone of them got up and said they could use so many J. N. L. machine operators or so many lathe operators and various other kinds of operators requiring some skill, but they could not get the men. Then they said, "There is no unemployment. The men who come to our offices are mostly unskilled whom we can not use and who go from place to place."

Well, those people are human beings, too; they are God's creatures. They make up in total number a great many more than the total number of men who are wanted for these skilled jobs, and if the reason they can not be used to fill the places is because they are untrained, there is a problem that the community has ignored. If the reason is that they are too old, it does no good to send out to work people who are too old to work. Then the employment office sends to the places only the people who can do the work and says to the community, "Every day at our office there are so many people over 60 or 75, and so on, who need work but who can not hold the job," and that is the problem of old age rather than unemployment, and so on. Similarly with respect to the handicapped people and other questions of that kind.

As to the problem of men being temporarily out of work because of the seasonal change in industry, men who are skilled mechanics but can not be used in other industries, employment offices that have a good service will isolate that problem and show to the community that there is need, not for trying to get those men other jobs, but for some other provision, either for doing away with the seasonal fluctuation, or perhaps for insuring those who necessarily have to be out of work from one season to another.

Now, one word about publicity. There is a good deal of talk about the publicity an employment office can get. Of course it is always interesting to the community when it is on the first page through having human interest stories about what goes on at the employment office. It is always valuable, but it may do a good deal of harm. I think the most useful kind of publicity the employment service can get is when the director or manager of that employment service is constantly being called upon by the community to give information on various problems having a bearing on unemployment, such as the question of employment of handicaps, the question of placement and vocational guidance of the juvenile, and the question of whether people over 40 are really being turned down for employment or not, and when an organization calls the director to make a speech about these things to give it information, and above all when he really has some information to give both to the employers and the wage earners and to the community in general. Then you get the kind of publicity that it seems to me really builds toward a good employment service.

Mr. Fred King, who was superintendent of the Milwaukee employment office, after we had been running that office for about three or four years and had built it up to quite a staff and quite a business,

said to me one day, "You know, you and I make a great team." He said, "I do the work and you, [meaning me], shoot the bunk."

He was correct in this sense; that he was particularly qualified for knowing just how to do the right thing in the actual management of the employment office on the inside. He knew how to interview people. I could make a fine speech about how you ought to interview people, but when I tried to do it myself I always did it exactly the way I said you ought not to do it. I could preach it very well. He could not preach it. He could not make a speech about how it ought to be done to save his life, but when it came to doing it he did it just the right way.

And so I was constantly called upon to give information to the community about these various problems. Whether I knew anything about the subject or not I could usually make them think I knew a little about it, and it had the result of centering interest in the office, bringing people to the office, bringing employers to the office, bringing orders, bringing workers, and centering more and more of the business there, and then the other man had the ability of doing what I said he ought to do.

A good employment service has to have those two types of people. A good preacher is very rarely a good practicer, and it is pretty hard to get the combination in one person. So as a concluding message to you, I would say that in order to build a good employment service you want to be sure to have both of those types in your office—one who can specialize on the larger problems so as to keep holding the ideal employment before the staff, holding it before the community, trying to get this information all centered in the employment office, trying to make the employment office the place where everybody will come for real knowledge on the question, and incidentally attracting people that way and giving the office the right kind of publicity; and then the other type that is studying the technique of interviewing, registering, getting orders, recording and keeping the accounts of the office. The two together are necessary to build up a good employment service.

## DISCUSSION

Chairman JONES. Professor Leiserson, I have gained much valuable information from listening to you this morning. I am not privileged, as many of you are, to conduct a public employment office. I am your office boy—that is of most of you here. You tell me what you want me to do in Washington and I am always glad to do it. We are, from the Federal standpoint, your doctor in the employment service, but our aim is to cooperate with you.

In our Rochester convention the question was brought up of having a standardized system of registration, of forms, and of procedure. The matter is under consideration at the present time. The committee was appointed and we hope that before this convention is over this committee will recommend to the convention a revised system of registration, one that will be adapted to the entire country.

The discussion leader is a gentleman who is recognized as the outstanding character in the public employment service in the State of Wisconsin. Frequently, when I am up against a proposition I

communicate with Mr. Harry Lippart, and I have the pleasure of introducing him to you as the leader of this discussion.

Mr. LIPPART. Some 15 years ago I received bulletin cards from the superintendent of the public employment office in Milwaukee, Doctor Leiserson. I really did not know where the public employment office was located, but I remember the day very well. It was a dreary morning in March, raining and snowing. The office was located on Ford Street and men were hanging around outside the building. The office was in a large room upstairs, with benches around the sides. Men were lying on the benches and some were standing in the corners smoking, and there were Doctor Leiserson and Mr. King. They saw me and came over and asked me what I wanted. I told them I was looking for employment and in about half an hour I was engaged to assist in that office.

At that time our office was considered to be very good, and we handled mostly common labor. We were supposed to select the right man for the right job, but in reality there was no selection, and we reckoned our growth according to the number of common laborers we could place. However, during the last 8 or 10 years conditions have changed.

In 1919 and 1920 there was a gradual decrease in the demand for common laborers, and as was said here yesterday afternoon it was the labor-saving devices that curtailed the demand. The question was, What should I do to carry on the business as Doctor Leiserson had done and still make it pay? The only answer I knew of was to branch out and take care of the skilled help.

I tried to make a study of the decrease in the demand for the common laborer and I asked firms if they had any figures to give me. I went to the large concerns who used the common laborer for construction work, steel work, building work, and also the large machine shops; they had tried to compile figures but had nothing definite. They could only say that machinery had done away with about 35 per cent of the usual common labor. That gives us some idea of what machinery has done.

We are continuously adding labor-saving machinery, and a good employment office must be able to follow the times. Get away from the common laborer only and serve the industries of the city in which the office is located. That, of course, means expenses but it will pay in the long run.

The clerical positions cost about \$4.50 each to place, or about \$8,000 a year, so you see the value of placing the man who has difficulty in finding a position and who has to pay for it in the private employment offices. Placing clerical help is especially good work, because often the clerical worker is somewhat timid in asking for a job.

We have in Milwaukee a couple of very good private employment offices for clerical help, but I believe that all of the public employment offices should gradually go over to the placing of the better grade of help. I think that is of more value to the community and to the employer. After all, you must depend upon the employers for your orders and if you can not get the orders your business will decrease.

Doctor Leiserson in his talk mentioned the citizens' committee, and I want to say that its interest is just as keen now as it was 15 years ago. We sometimes have difficulty there. Many of the members of the committee are in politics and are members of the council. This year, of 20 members 11 of the old members are my stand-bys, and when we get new members I have to work to keep them interested.

There is one more service, which Doctor Leiserson mentioned, that a public employment office can render and which is of great value, and that is to be an authority on labor conditions. It is a good thing for the office to keep in close contact with labor and the labor market so that the information it gives out will be of value.

In Milwaukee, in order to know what is going on, we make local surveys once a month. The survey is made on the 1st and the result is in the mail the next day. It is an absolute local survey, but the results are used by the various banks, department stores, and employment managers. The survey means a lot of publicity for us, which overbalances the cost of making the survey.

Taking everything into consideration I believe the public employment offices will have to grow and grow with the times in order to render the best service.

Chairman JONES. There is a lot of discussion in this and I hope that you will bring up your questions rapidly.

Mr. WILCOX. I would like to ask how that survey is conducted.

Mr. LIPPART. We have for the last 10 or 12 years taken a survey of 50 factories representing various lines of industries. We call these firms on the telephone the 1st of every month and we get their figures. At first we had a little trouble, but now they sometimes call us to give us the figures. We use the same firms over and over.

Mr. BOYD. I think that the discussion is along practically the same lines as that of public employment service and perhaps the two subjects can be discussed from the floor at the same time.

Chairman JONES. If there is no further discussion we will close this subject and proceed to the next address, which is by a gentleman from Canada, Mr. V. C. Phelan, who has been in the Canadian employment work for the past 10 years and is also treasurer of the Civil Service Federation of Canada.

## CREATING AND MAINTAINING PUBLIC INTEREST IN A PUBLIC EMPLOYMENT SERVICE

By V. C. PHELAN, *Secretary to the Director of the Employment Service of Canada*

I suppose the fact that we are present here to-day may be taken as an indication that we, as officials responsible for the operation of free public employment offices on this continent, believe it to be necessary once every year or so to forsake the beaten tracks for a few days in order, not necessarily to learn new things, but to refresh our minds regarding matters that we may have known at some previous time, but which we have since forgotten. It is with that thought in mind that I now undertake the discussion of my subject, "Creating

and maintaining public interest in a public employment service." I do not feel that I shall add anything conspicuously new to the sum total of the knowledge previously acquired on this subject, all of which, no doubt, has been laid before previous conventions of the association. I shall not try to do so, nor do I feel it is necessary to offer any excuse for my failure in that respect. If this paper succeeds in once more focusing your attention on this most important phase of public employment office work, and if it is instrumental in giving a new impetus to your enthusiasm for advancing the welfare of the national and community service with which we are connected, it will have amply fulfilled its purpose.

After all, that is what this association is for. Its main purpose now is to fan the flame which was lighted several years ago. A repetition year after year of the fundamentals of our work is not superfluous; it is essential, for only by that means can we insure the full use of the wealth of experience of the past, and temper it to our needs for the future.

Before proceeding to a consideration of the practical means for creating and maintaining public interest in the public employment service, it is worth while to devote some attention to the reasons why such interest should be maintained, rather than just accepting such maintenance as a matter of fact.

Modern democracy, the government of the people, by the people, and for the people, with its privilege of the franchise and its obligation of tax paying, places citizens generally in the position of shareholders with respect to their government. Such being the relationship, each department of government, unless the public interest itself directs otherwise, owes it to the public as a duty fully to acquaint them with its conduct, success, and failure, after the manner in which the shareholders in a well-conducted commercial enterprise are similarly informed. By such action are avoided the evils inherent in bureaucracy, and for them is substituted one of the most salutary features and essential characteristics of a thoroughgoing democracy—a live, healthy interest in public business on the part of the populace.

An employment service, however, does not seek to advertise itself merely to satisfy such an elementary concept of democratic government. It has even more vital, more fundamental, more peculiar ends to serve than that of an ordinary branch of government. Its very existence depends upon the interested response it is able to awaken in the body politic. It is a human relations department in a very real sense; it deals with people, not as groups, but as personalities, and it deals with them in their two most important economic classifications, as employer and employee. Its statistics of placements are not merely a mathematical index to an abstract employment market; they are a record of what the service has been able to do in the case of a given number of individuals, to assist them in earning a livelihood. To be of maximum benefit to the public, therefore, and to fulfill its mission most capably, an employment service must be a known quantity to a large section of the public; its existence, the location of its offices, and the nature of the service it performs must all be known to the public at large, to insure a steady patronage of its offices. From this fact arises the most cogent reason for advertising ourselves. Our business will show a tendency to vary in direct

ratio to our success in making our presence felt. The need for a persistent and continuous effort to acquaint the public with our existence can best be illustrated from the commercial world. Certain articles that have had a continent-wide vogue for years are still regularly advertised, at an expenditure of vast sums of money. One would have thought in many cases that such articles, having become household necessities, would advertise themselves. But business has realized that advertising never reaches a finality, for the public memory is short lived. Equally is this true of the employment service. We must persist in our efforts to broaden our clientele.

Not only must we interest the public in our service, however, to attract patrons to our offices. In a more specific manner is our continued existence conditioned by our work being fully known. Not unlike individuals and other institutions that are successful, we have enemies. It is fortunately true that their ranks are gradually being thinned as our successes accumulate, but on a complete public realization of our ideals and our accomplishments depends their final extinction. These enemies consist of the advocates of the obsolescent system of the organization of the employment market through private, fee-charging employment agencies, as well as a small number of would-be exploiters of labor who prefer not to deal with the public offices for reasons of their own. The organization of public offices was in response to a public demand for the supersession of older methods, too often very directly associated with the exploitation of workers. The old order changed, but its supporters are still with us, and they will not overlook an opportunity to defeat our purposes. One of their most potent allies is an uninformed public. Only by aiding the public to keep constantly in mind the reasons which inspired the movement for government offices, and by informing them of the success which has crowned those efforts can we hope to maintain the necessary legislative support, both moral and financial, for our enterprise.

A still further reason for publicity is one that fortunately is not experienced everywhere. In some localities private, fee-charging agencies and public employment offices work in competition. That the private agencies continue to exist in such circumstances is convincing proof that their operations are financially profitable. Now it is not in accord with the instincts of human nature that people should pay for a service which they may as conveniently secure free of charge. An obvious reply appears to be that both employers and workers have reason to feel that the private agency, though it charges a fee, performs its work so much more satisfactorily that dealing with it is preferable to soliciting the free service of a public employment office. As officials of public employment offices, we are not prepared to admit the truth of such an assertion, and in this respect our viewpoint has the support of numerous evidences. We find in Canada (and I presume that your experience on this side of the boundary is similar) that we number among the patrons of the offices many, if not most, of the largest, most reputable, and most efficient employers of labor in the country, and their numbers are annually augmented by others of the same type. These firms would not be content with our service unless it were satisfactory to their needs. There must be, therefore, other reasons for the con-

tinued existence of fee-charging agencies, and while admitting that there undoubtedly are many factors complicating the situation, one of the most important causes is the lack of a realization of the service provided by our offices. Here again we are faced with one of our serious problems: Man's inherent conservatism causes his delay in changing his methods. Employers have been accustomed to dealing with private agencies, and it is a process of years to induce all of them to effect a change in their methods by adopting the newer employment policy of dealing with the public office. Only by assiduously educating them to the efficiency of our service and by showing them the benefit accruing to themselves and the community by making the fullest use of it will a change be effected.

Having considered the reasons for creating a public interest in the public employment service, the next duty is to examine the means at our disposal and the use made of them, in order to determine how adequately the requirements of the situation are met. In this connection I should point out that it is intended to deal solely with the publicity with which I am familiar, namely, that which concerns the Employment Service of Canada. Such a restriction of scope is not due to a spirit of provincialism; it is rather due to a lack of knowledge of the methods generally in use in the United States, though I suppose the situation here is not unlike our own. After this session is over, I hope to know more of your publicity methods, for I hope that some of the American delegates will tell us about them.

At the outset let it be stated that the Employment Service of Canada is voted no appropriation for publicity work on any broad or comprehensive national scale. Loyalty to my department would cause this fact to be concealed, rather than emphasized, were it not that our situation is not singular in this respect. The complaint seems to be rather widespread that governments, in some cases all too frugal anyway where public employment offices are concerned, withholds money for advertising purposes, and, indeed, it might be added that most governments are equally parsimonious in advertising any branch of public service. Perhaps there is an explanation for this; it may be that legislators feel that anything connected with affairs of state receives sufficient publicity without a monetary consideration being involved. Whatever be the cause, it is not apparent that the result is wholly to be regretted. "Necessity is the mother of invention," it is said, and, such being the case, with the need for publicity abundantly clear to those in charge of an employment service, it behooves them to make use of the means at hand, without dissipating their energies by bemoaning the absence of funds for a national advertising campaign.

As is the case in the United States, employment service in Canada is a joint undertaking of the Federal and local, that is to say, the provincial, governments. In some cases the decentralization of control that naturally accompanies a joint undertaking of this character is a decided weakness. With the employment service this weakness is not so apparent as in many other cases, and in connection with publicity the decentralization is a positive asset. Instead of there being but a single authority responsible, as would be the case with centralized control, there are nine governments, each responsible to

a degree and each lending its prestige to the employment service. In each separate locality there are two governments—the provincial and Federal—linked up with the employment office, and the effect of the cooperation is bound to be that of increasing the standing that a single authority could give such a service. When it comes to the matter of publicity, there are the nine governments interested in advertising the service, with the consequent gain this distribution of authority yields.

In practice our publicity falls into two natural divisions, Federal and provincial, or, to put it another way, national and local. These two classes may, for convenience, be viewed separately.

For national publicity purposes, full use is made of the ordinary channels. Whenever the opportunity presents itself news stories are given to the press. The dispatches dealing with the movement of harvest labor from eastern to western Canada, for instance, each year feature the employment service. From the time the estimates of the numbers of harvesters required are made until the distribution of workers is finally completed our service is regularly featured in the news items concerning this national question. Again, in connection with the placement of handicapped ex-soldiers—a special division of our work, and one in which public interest is very readily aroused—the employment service is frequently featured. In the case of other national employment problems, and likewise in the case of the publication of our statistics, it is found that the Canadian newspapers are very ready to cooperate, without any necessity for much solicitation of their good offices in the matter. At less frequent intervals the employment service has been the subject of articles in Canadian magazines of national standing. Taking account of the position in the community of magazine readers, the fact that these publications consider the story of the employment office possesses sufficient romance to merit attention is of substantial benefit to the service, and it can only be regretted that the scope for such publicity is not wider.

A further method of interesting the public by the use of the printed word, and one which, while of a narrower range than newspaper or periodical notice, ranks high because of the section of the public served, is through the use of the publications of the Department of Labor. Besides carrying statistical and other data relating to the operations of the employment service, the *Labor Gazette*, the official publication of the Department of Labor, regularly carries an advertisement for the service. While, like most official publications, the *Gazette* has a restricted circulation as circulations of newspapers and periodicals are reckoned, it reaches the very class whom it is desirable to interest in the public employment service—large employers, trade organizations, trade-unions, and so forth. Advertisements similar to that in the *Gazette*, giving the location of employment offices, are likewise carried in practically all the other publications of the department, irrespective of the subject matter of the bulletin. Here again the element of a selected mailing list enhances the value of the publicity. Moreover, lists of the offices and the annual reports of the service are distributed from time to time to persons known to be interested.

A more unique form of interesting the public and maintaining that interest than the foregoing, however, and one believed to be about as efficacious as could be imagined, is the advisory council attached to the employment service, known as the Employment Service Council of Canada. This council, established by an order in council issued in pursuance of the employment offices coordination act, is to assist in the administration of the Employment Service by considering its problems and recommending in connection therewith to the Minister of Labor. Every chief section of the country that should have a natural interest in the establishment and operation of an employment service is represented on the council. Besides nominees of the Federal and provincial governments, its membership consists of representatives of the following: The Canadian Manufacturers' Association; the Canadian Construction Association; the Trades and Labor Congress of Canada; the Railway Association of Canada; the Canadian memberships of the railroad brotherhoods; the Canadian Lumbermen's Association; the Canadian Council of Agriculture; and the soldiers, veterans of the Great War. This council has met every year, with one exception, since 1919. The annual sessions are featured by the discussion of practically every problem which an employment service is confronted with, either locally or nationally. As it is free to any member of the council to suggest topics for the agenda, the meetings of the council are a subject for consideration by the constituent bodies prior to their being held. The representatives reporting back keep the different organizations informed of the activities of the service. These several organizations—representing as they do employers, labor, farmers, and returned soldiers—through their contact with the Service via the council, feel a close, somewhat personal interest in its welfare, not only the feeling of ordinary citizens in a division of government but one approaching proprietorship, inasmuch as their representatives have an opportunity to give advice concerning its management. The success of the council in this respect may well be judged by the interest taken in it; at the ninth annual meeting, held on April 19 and 20, 1928, there were present a complete roster of members—a fairly accurate measure of the live interest these representative bodies take in the employment service. As a safeguard, lest the employment service council might be considered from the foregoing as a mere "publicity stunt," it is well to add, though not strictly relevant to this paper, that the advice and information received by the Minister of Labor (the giving of which is the real reason for the council's existence) has proved of substantial value on more than one occasion, and successive ministers have considered the council as meeting an obvious need.

Passing from a consideration of national to local publicity, it may be observed that each of the eight Provinces cooperating in the Employment Service of Canada handles its publicity after its own fashion, a situation which, while producing some diversity, is admirably suited to the needs in a country where economic development shows wide variation as between Provinces. One of the items construed as a legitimate expenditure under the Dominion-provincial employment service agreement is advertising, providing that the total of the expenditures under that heading do not exceed 10 per

cent of the total expenditures for all employment office purposes. In practice this means that any Province may recover from the Department of Labor approximately one-third of the sum it spends on advertising (the subvention payments in practice being on that basis), but in spite of this provision no Province has ever undertaken any organized, extensive, province-wide scheme of advertising. Some paid employment service advertisements are run by the Provinces, it is true, but for the most part other forms of advertising are utilized.

Much provincial publicity is handled locally; that is to say, it is left to the judgment and genius of the superintendent of the local employment office to advertise his business. In practice this distribution works well, for the superintendent who is thoroughly alive to the publicity opportunities open to him can secure much advertising of a highly satisfactory sort at little or no cost. Without exception the 64 superintendents of the Employment Service of Canada secure ready access to the local newspapers. News items, "human interest" stories, feature write-ups, and so on, all provide access to the press, with the result that this form of publicity is the most common, and perhaps it proves quite as satisfactory as any that could be devised. In some centers business houses are requested to give the employment office a share of their paid space for the insertion of a special appeal for handicapped ex-soldiers or the like. The response has invariably proved most encouraging. Company bulletins have also allotted space on occasions for the insertion of employment office news. In one fair-sized city the employment office has been successful in inaugurating an annual clean-up week, with the result of immediately placing many casual workers and succeeding in permanently augmenting the patronage of the office.

While recourse to the newspapers' columns predominates as a method of local publicity, other means are not neglected. Billboards, office displays, and speeches before local service clubs have all been used effectively. Latterly there has been some development in the direction of radio talks, and this is a field holding promise which has not yet been fully exploited. Favored by being manned by alert personnel, all local employment offices, after 10 years and more of existence, have succeeded rather well in occupying the niche in local affairs to which the nature of their service entitles them.

To sum up, I have briefly indicated the reasons for creating and maintaining public interest in a public employment service, and I have hurriedly sketched what has actually been done in Canada in this regard. The question might be asked, have the efforts you have outlined been successful? The reply to that question would be, yes, to a degree. But as stated previously, there is no finality in this field. As it is extremely difficult to appraise the results of publicity in this work, one thing only is certain—as long as public employment offices are operated, they must be advertised. The employment office statistics in Canada rather indicate an annual increment in our business, making allowance for the variation in employment conditions from year to year. But only by continuing and redoubling our efforts will the employment service eventually fulfill the destiny that rightfully awaits it.

## DISCUSSION

Chairman JONES. The discussion leader is Mr. Herman J. Merz, superintendent of the State-City Employment Service of Columbus, Ohio.

Mr. MERZ. I have never until just recently given very much thought to the theory of creating and maintaining public interest in the public employment work. By that I mean we all do it in a more or less unsystematic way perhaps as a part of our work, and so I want to comment on two or three things in connection with that subject, from the viewpoint of our point of experience of course.

We have to make a beginning somewhere on this subject and I would begin with the employer, the employer being the most vital consideration, I believe, representing that part of the public that furnishes the job. We know that without jobs, no matter how well we are organized or how many good applicants we may have, we can not function. So, I would begin in this manner.

We have industrial bureaus in our city, and when we are apprised of the fact that a new industry is coming to the city we send it a letter offering the use of our service, as a beginning toward creating an interest in our employment bureau. Then at the earliest opportunity a representative of the office visits this employer, getting as near to the top of the organization as possible, and gets it to make the first step in using our office in its business. If we succeed in that, of course, the next step would be prompt and efficient service.

We follow that up, both with our old patrons and the new ones, with a monthly bulletin, such as is used in Cleveland, perhaps, and other cities, but I think that the Columbus bureau was the first one to send out a monthly bulletin, with a list of applicants whom we feel are well qualified to fill the positions for which they apply, and including other information that will create interest among the public.

As to publicity, we found we had to do a great deal of that, which meant a great deal of effort in educating our city officials. The Employment Service of Columbus had moved three or four times for various reasons—either the building was to be torn down or the rent was increased, or some other reason—and when the city council finally decided that we must have a new municipal building in Columbus, I made it my business to get in touch with it and later with the architects, and the service director and the architect planned, according to suggestions offered by our staff, an employment service that would be organized in the department.

As we state when we give out information, we aim to have a labor department, a steel department, and a clerical department, and we succeeded in establishing ourselves in the new municipal building along those lines, and in all publicity in connection with the new city hall there was something concerning the employment service.

Then we had difficulty, of course, in getting our work properly financed, and this required educational work, creating interest as it were among the members of the council, the city auditor, and others in the department of public safety, under which our division operates from the local standpoint.

Now as to the reading topic for the public, as we call it, we have depended largely, which is in the nature of our work, upon furnish-

ing statistics or records. As was stated by Doctor Leiserson, they show the business. What you are actually doing must be presented by figures and by records, and of course any improvement that can be made upon our system of keeping records will help greatly in our publicity work to the reading public and in getting the confidence of the public in general.

Considering the competition that we have in Columbus I feel that the Columbus office has the confidence, as the manufacturers and the chamber of commerce use our office at all times in connection with information concerning employment, concerning the number or estimated number in the metal trades out of employment, or why there may be a shortage in the number of building-trades workers, or the number of unskilled workers, or the number of farm help that might be available. So I feel that we have done a great deal in that direction, but we lack somewhat, I think, in newspaper publicity; that is, reading matter, news stories, and also in paid advertising.

That is a great handicap, because if you solicit an employer and get his interest and tell him that you can furnish him not only help of the common laborer variety, but also clerical help, bookkeepers, and accountants, and when you finally receive orders you are unable to advertise for that class of help as the fee-charging agencies do, it weakens your position very much with the employer. I think that covers the three major points of creating and maintaining interest in our work.

**Mr. MITCHELL.** In response to Mr. Phelan's request in his most excellent paper, and also for the benefit of the other delegates here assembled, I would like to give you a brief résumé of what I consider the most advanced and most effective means of publicity I have met in the more than 10 years that I have been associated in free employment work.

We have in the State of Pennsylvania as director of our bureau of free employment services, Mr. Walter J. Lloyd, who will address you this evening. Were he not here I might tell you how much we think of him as director, but I shall confine my remarks solely to the matter of publicity.

The director developed a monthly survey letter bringing actual information based on fact to the attention of the leaders of industries throughout the entire Commonwealth of Pennsylvania. This monthly survey letter made its appearance at the psychological moment, just when the cloud of doubt and discouragement and fear seemed to cover the whole sky. It appeared with its ray of hope and renewed courage just as the sun breaks through the clouds in the sky.

The information contained in that letter is assembled through the several offices that comprise the bureau of employment. Each superintendent makes a monthly survey of actual conditions in the chief industries common to their respective districts, delving into all sections of the several counties that comprise the district. Then we give a summary paragraph in that letter setting forth the outstanding developments as they appear to us and are obtained through our contact with those who are in touch with local conditions.

When the first survey letter was compiled I got in touch with the borough managers and the secretary of a group of boroughs within a district of two and one-half miles and found that in that small area, in those relatively small communities, one and one-half million dollars' worth of public work was planned. That was an item of interest. The survey letter then carried to all the discouraged people of Pennsylvania the message that millions of dollars' worth of work within our Commonwealth was being planned. The urgency of the unemployment situation was brought forcibly to the attention of business executives and civic leaders, and they in turn acted with a greater degree of speed in the matter than would ordinarily characterize such procedure, and as a result millions of dollars' worth of work was started affording employment to a lot of people who otherwise would have been unemployed.

This message was delivered on a postal card to over 8,000 business men, captains of industries, leaders in the communities, civic leaders, clergymen, and others who occupied a strategic relationship to the community in which they resided, and as a result people began to develop free employment consciousness and to-day we have thousands of substantial persons interested in the activities of our bureau, which otherwise would have passed unnoticed because of the limited funds and the limited opportunity we have to present to these people information about the surveys and the nature of the work that we are doing.

You know it is the ideals of the man at the head of an organization that determine the channels through which the management of that organization shall flow and in what direction its efforts will manifest themselves, and so, when the business people of Pennsylvania got the idea into their heads that the director of the bureau of employment of our State was a man who had the courage to stand up and preach hope when things looked hopeless, they rallied around him, with the result that he has been invited to address 50 or 60 meetings of such people in different sections of our State. I had the pleasure of hearing him address the convention of boroughs of the State of Pennsylvania.

To-day when a representative of the State employment office goes into any incorporated municipality within the limits of the Commonwealth of Pennsylvania, he can touch a man who knows about our work and our methods by calling upon the burgess or some civic leader in that community.

We have received responses by the score, most gratifying and encouraging indeed, and I know of no other means of attracting to the public employment the right kind of interest that has equaled the letter that has been put out by the director.

On the other hand, we have as a member of this group here to-day Mr. R. A. Dye, who is superintendent of the Jones & Laughlin Steel Corporation, which I believe to be the largest patron of the public employment services in the western part of the State of Pennsylvania. Its plant is located approximately 20 miles from the city of Pittsburgh. Being off to the side it did not come in contact with as many applicants for positions as it desires.

Mr. Dye follows this method: When he wants to get specially trained men he inserts an advertisement in the local paper, instruct-

ing those applying to come to our office, and he meets them there personally and interviews them. That brings our service to the attention of highly skilled and trained workers, of whom there is always the most urgent need when they are needed. Of the others we always have an abundant supply.

I can say that I heartily recommend to all the delegates here serious consideration of the monthly survey letter as we have used it in Pennsylvania, as it has been developed by our director as a means of bringing our efforts to the attention of the public and getting behind us the outstanding business executives, the civic leaders, and the persons who are important in the community.

Chairman JONES. I want to testify to the splendid work that the director of employment of Pennsylvania is doing. He is young in the service but old in experience. The bulletin that he is sending out each month is eagerly watched for in Washington and elsewhere throughout the country for the inspiration that comes from him. He tells us that in a short period of time he proposes to have no less than 50 public employment offices in the great keystone State. We wish him all success in his efforts.

Mr. DOLLEN. I would like to ask Doctor Leiserson if he does not think that the number of cards and forms that are used by the free employment agencies is unnecessary and that they can be simplified and thus relieve us of the unnecessary labor that the staff in the office have to perform.

Mr. BOYD. There are four recognized fundamentals in any business: Financing, production, marketing, and accounting, and I might add human relationship and research—research of accounting and financing. Those probably answer Mr. Dollen's question to Doctor Leiserson too. We have to go first to the legislature and get our money, that is true. Then we come to production. We must get our commodity to sell as is done in any business, and then we must market that commodity that we have for sale, and then account for it. Those are the four principles in any business and they are the same in ours.

The chairman has said that there is a committee on forms and figures, to be standardized for this particular accounting, and I think that something will come out of this convention with reference to getting a uniform system of accounting.

Doctor Leiserson propounded the question of whether we had progressed from 1913 to the present day. Have we gone forward at a proper rate of speed as in other businesses? I believe we have. We have a called meeting of our superintendents each year. Last Wednesday and Thursday all the superintendents from down State met in the city of Chicago, and publicity was one of the items that came up at that particular meeting.

In 1917 we had a fund of \$1,000 for general publicity, but since 1917 we haven't had any money for publicity. Do we advertise? Yes. We advertise in several ways. We must bring our service before the public. We advertise by giving out statements of the industrial condition, and in fact requests have come to us for it, and the human story Doctor Leiserson spoke about is always rated in connection with our office. We advertise by sending out a semi-

monthly bulletin. That goes to 3,000 employers and brings to the attention of these employers, men and women with special qualifications fitting them for a particular line of work.

Let me cite one or two cases to let you know that that bulletin is retained by the employers. Last April a doctor came to us for a job. He wanted to be an industrial physician. He had worked for the municipal tuberculosis sanitarium for seven years. He specialized in consumptive cases. We bulletined him in April and nothing turned up for him until the following July, when a train company of Chicago sent in and said it would like to interview No. 1473, or whatever the number may have been that was opposite his name. We not not publish names.

In the meantime, the 1st of May or shortly afterward, the doctor had set up in business for himself and had signed a lease for a year. He came to me and said, "I can get the job at \$3,000 a year, but I must give all of my time to it. Would you advise me to take it and give it all my time?"

"Well," I said, "That is for you to decide, friend." But, I said, "You have been in a tuberculosis sanitarium, and you were pushed out by civil-service examination. You may be with the train company for two or three or four years, and then be pushed out and in the same position as you are to-day. Think for yourself." He did not accept the job.

Quite recently—in fact it was last Friday—a man who was an advertising salesman and earned as high as \$8,000 a year came to us for a job. We bulletined him about three months ago, and in the meantime we secured him a job with the Red Book Co., classified directory, soliciting advertisements for Donley Co., who publish that bulletin. East Friday a call came from a trade journal asking an interview with that man whom we had bulletined three months before. I am citing this to show you that those bulletins are not lost sight of and are a means of advertising. Those two situations would clearly demonstrate that the bulletins are kept by the employers.

Have we progressed? I think we have. Our State superintendent, Mr. Charles M. Crayton, took our offices out of the slums, out of the back alleys, the offices down State particularly, and put them in the front business streets, recommending to the legislature that sufficient appropriation be made for rent for those offices to take them out of the slums. I recall attending a meeting in Milwaukee about 11 years ago when some of your officers wanted to rent an office in some back alley and it was objected to by the employment service and they came out on the front street.

So we have made some progress in our line of work, and I feel that the papers by Doctor Leiserson and Mr. Phelan were really worth while.

Chairman JONES. We will now proceed to the next address on the program. I have great pleasure in introducing the next speaker, whose subject is, "How can the public employment service best serve in times of unemployment?" The next speaker has been in the employment service work upwards of 15 years. He was brought up at the feet of one of the great outstanding characters in his department and the work of the department of labor in several States—the former Commissioner of Labor of New Jersey, who has gone on

but whom we will remember kindly. I now have pleasure in calling upon Mr. Russell J. Eldridge, assistant Federal director of the United States Employment Service for New Jersey, who is in charge of the employment service work in that State.

Mr. ELDRIDGE. The subject assigned to me of unemployment and how we may best approach it or serve it is so basic a one in all employment bureaus that I fear that what I may say may be subject to plagiarizing upon Doctor Leiserson. I am certain it will be a duplication in a considerable degree of the statements yesterday of Commissioner Hamilton and of the various persons who discussed the subject. Perhaps the very fact of the dispute of the items yesterday is my warrant for opening my subject with the exact statement I have prepared. Even though it may repeat, it does, I think, state some conclusions of my own which may be opposite to some of those of yesterday.

### HOW CAN THE PUBLIC EMPLOYMENT SERVICE BEST SERVE IN TIMES OF UNEMPLOYMENT?

By RUSSELL J. ELDRIDGE, *State Director of Employment, New Jersey*

In this country in recent decades, we have been led to expect unemployment once each seven years. History has repeated itself, as we have followed the experiences of Egypt in the days of Moses and of Joseph. There were then periods of locusts and other plagues; there were 7-year periods of famine and then of plenty—times with the difficulty of finding a leader with the plan and ability to bring relief, and that leader's problem of getting cooperation.

Our own industrial unemployment problem seems to be analogous in several respects. We have and have had our locusts, including the unemployables, the advocates of the subversive practice of lowering the age limits for employing workers, and the disciples of an open immigration policy inimical to high-wage standards. We have and have had our plagues, including remediable cyclical unemployment and depression, remediable seasonal unemployment, and also the constant labor turnover which, experts say, is easily subject to reduction and which is responsible for much of our ever-existing margin of normal unemployment, amounting to 3 to 6 per cent or more of all our population listed as requiring employment for gain, or rather for a livelihood.

Our periods of plenty, and especially the period from 1920 to the start of 1927, have as usual lulled us into forgetfulness of the available remedies to correct and to prevent the economic losses and individual distress in our normal and sometimes abnormal unemployment. This feeling of the failure to realize the remedial measures advocated in several of the past periods of large unemployment is held I believe by many of those in public employment work. It has been expressed by a leading industrialist, Mr. Gerard Swope, president of the General Electric Co. In the publication, *The Nation's Business*, in 1927, I believe, he stated: "I do not know of a more grievous problem of modern industry, nor one which we fail more signally in solving, than the question of unemployment. We have done but little in its solution. There have been unemployment con-

ferences and many suggestions have been made, but it really takes a concerted effort on the part of industry as a whole and on the part of the community as a whole, to deal effectively with this very serious matter."

One means of relief, that with which Mr. Otto Mallory, of Philadelphia, has so long been identified, the allocation of public works, is at last approaching a realization. At least a bill is before the Congress, sponsored I believe, by Senator Jones, of Washington, to provide a reserve of Government funds to be used in times of low employment. The public employment service should, and undoubtedly is, fostering this idea nationally. The State and local units should at all times preach this example locally, pointing out the better prices available with slack material markets which usually accompany a slack labor market. It is probable that any great success locally will have to await the example of national action. Local governing bodies, with a short term of office, seem unwilling to relinquish to a successor the political value of the expenditure of any funds within their control.

In the employment service we are so close to the problem that perhaps we can see only one side of it; we miss the grindstone for looking through the hole in it. We are engrossed in our figures of the ratio of applicants placed and of the fewer placed than in last year. We see no great gain in turnover reduction except that occasioned by the fear of losing a job. We can count no great number of converts to the elimination of seasonal changes in business; to the program of manufacturing for stock in order to maintain labor forces. But although the traditional remedies for unemployment are not being adopted wholesale, although the enlargement of the employment bureaus, as the first necessary step in combating unemployment, has not been according to expectations, still a change for the better is here. Unemployment seems now not to represent what it used to. Its character is different to-day than in former periods. We have a volume of applicants which, viewed from our experience of from 12 to 18 years, is curious in the light of the accompanying shortage of many types of workers and artisans. The lack of bread lines or of the other usual effect of unemployment, and the general prosperity of our country are, to me, answered together by what has been called the greater mechanization of industry. It is being said in some quarters that the use of labor-saving devices will reduce the number employed to a dangerous degree. My reasoning is that any unemployment we may have is not in any degree a cause for national concern, as proven by the experiences of the past year, and for the very reason of this greater use of machinery, this greater efficiency and production and of cheaper costs. For this we have to thank a leader, who casting beyond the traditional remedies for unemployment, pointed the way to elimination of wastes, as he did in the post-war period, so that we all to-day enjoy greater comfort, greater security, and are, as he has said, further removed from the poorhouse than ever before. His program started in 1921 has resulted in our present industrial efficiency, and we have become the creditor nation of the world.

The changed character of unemployment to-day suggests one of the major things the employment service can and should do. It should assume and fulfill the duty of reporting not only the quantity

but also the character of unemployment. The quantity of unemployed is now always in dispute between those wishing to believe the worst and those wishing to apply an artificial optimism, neither rendering true service to the problem. The usual description of unemployment volume seems to me to be about as true a one as the answer given by a civil service applicant who was asked to describe what was a moron. He replied "A moron is a person more on than off, but not much." The reporting of persons employed in certain businesses has proven unreliable as an index of unemployment, because of the constantly changing character of business and the limited field covered. I believe the records of the employment bureaus of the number of placements as compared with other periods are about the best index, and can be made a better one with better facilities, of the ratio or gauge of unemployment. Together with the ratio of placements against total applicants they provide a full cross-section of all businesses and are not restricted to manufacturing as are the pay-roll statistics. No one can hope to approach closer to the actual figures until such time as the employment service may be equipped to provide the sort of perpetual census as the English bureaus do through their connection with employment insurance.

As to the character of unemployment, that mark of its effect and that guide to its correction, where better can this be learned than in the employment bureau where all walks of life are congregated? The present labor market with its unusual features is composed of the usual surplus of clerical workers; the increasing group of people superannuated at a more and more early age; the unskilled worker; and the skilled worker who is less fit than his fellows. The sharp competition of business costs has increased the standard of the job specification. Those who were released as being below the new par are hit again by the new standard applied when forces are being increased.

Such a situation brings to the fore some of the major duties of an employment service, as they are expressed in our law in New Jersey, namely, "to supply such information as may enable persons to secure industrial and agricultural training, also to investigate the causes of unemployment and as far as possible to suggest remedies therefor." Our new problem of the persons displaced by changes in industrial and commercial methods, as it is described by our esteemed collaborator, Ethelbert Stewart, must be considered from the angle of improvement and retraining of the individual as well as from the angle of inducing industry to reopen a place for them. The same type of work is called for as in the companion problem of placement of junior wage earners, which should be acknowledged as the backbone of our service. Our work in junior guidance and placement has shown two things, the great differences in mentality and ability of individuals, and the perilous lack of adequate facilities to aid people in securing employment wherein their material needs may be met with opportunity of development of their abilities and ambition. If we are not equipped we should seek additional equipment with which to do the job of interesting first the individual workers and then the school administrators and school boards and the employers. We should tie up to and bring together the growing but scattered interests now evident as pertaining to juniors. It is a school function to

supervise education, but the employment service must match that result and that need to the requirements and experience of industries. More than anything else to be gained at this convention is, to me, the possibility of learning how better to sort and grade and determine the relative abilities of juniors and of adults. Given this, we would have far more than ever before to equip us to guide and to place properly.

For the local office one of the great opportunities and responsibilities of a period of unemployment is to revisualize its function of placement. The usual office, underequipped as it frequently is, finds in the rush of normal business little opportunity of delving into a man's fitness or the possibilities of the job. In slack periods it should take stock of itself and, following the successful example of case work in the rehabilitation field, should devote more time to promising or to needful individuals, and develop a bulletin service to interest employers in such workers.

Efforts locally to relieve and remedy unemployment must include the use of a central employment bureau. On the degree that it is efficient and is adequately financed depends the success of its contribution to the problem. If it is efficient in the speedy filling of jobs it reduces the time out of work and increases the number of days at work. By curtailing a labor reserve in front of each plant it can put more men to work and more quickly. By properly filling the job with the right worker it aids in reducing turnover, which is the root cause of much unemployment. The employment bureau should work closely with the aid organizations to give early placement to those in greatest need. However, it should, of course, not give any such preference unless the job requirements can be met by the applicants. Clean-up campaigns and odd-job solicitation give some relief and are valuable also in focusing needed publicity on the local bureau. It should emphasize preference to residents for jobs as against labor shipments from outside.

A really constructive action to relieve unemployment is for the bureau to suggest new industries for its community in order to utilize the number and character of its workers which such a bureau knows to be definitely a surplus. We are told that this is an age of almost overnight changes in business, induced by demand for new products and by our increasing inventions. In New Jersey we have had illustration of the possibilities of this in the city of Passaic, where there has been located the new industry of manufacturing shatter-proof glass for automobiles, absorbing some hundreds of those workers hit by the retrenchment in the textile industry occasioned by changed styles of wearing apparel.

This brings us back to the old idea of clearance of workers but now in a different form, that of bringing the industry to the workers. Clearance has dwindled greatly in recent years except as practiced by the United States Employment Service in the harvest fields of the West. I strongly believe that the idea should be discarded that the function of the United States Employment Service is only the clearance of workers. It should be supported and financed so that it could point the way to the States in the readjustment of workers to new industries as well as in the important and still new work of

placement of juniors. With an equal responsibility, but to a far greater number of people, it should have the same appropriations as granted Federal rehabilitation work or as subsidy of vocational education within the States.

While the United States Employment Service needs more facilities to cover its field, this is more true of the State services of which I have knowledge. This possibility of attracting new industries and of absorbing labor surplus seems to me one of the most practical sales points to prevail upon business men and legislators to approve the increased facilities necessary properly to handle this work, and also to demonstrate that we are a business service organization and not a political one.

I find in the report from the International Labor Office in Geneva on the subject of unemployment an indorsement of the idea that this cause of unemployment which I have just discussed can be remedied. It states that "the adoption of American labor-saving devices produces a certain amount of unemployment of a temporary character, but on the other hand, creates new employment in almost all lines except agriculture." Until we may come to a shorter working day and shorter working week, this seems to be the remedy we should attempt to help to work out.

Now, as to the other cause of present unemployment—the reduced age limit—the employment bureau has again a responsibility and an opportunity. Its responsibility is in pointing out the problem and its effects, and of the fallacy, or considerable degree of fallacy, which has caused it. I am thinking not only of the lesson that age brings valuable attributes of experience, judgment, and stability not usually associated with the youth who are now preferred for jobs, but more so to what I believe to be an equal cause; that is, group life insurance. This is given by employers with the idea of sharing with and protecting their workers and also in the hope of developing a tie to the job. It does not operate to tie to the job so far as I have experienced. Its attraction can not seem to compete with a higher offer in wages. Nevertheless, the application of this insurance brings with it the requirement of a low age limit, and of physical fitness, to guarantee a profit on the risk. The employment service must concern itself with the solution of this problem. It should be able to locate the jobs which even to-day are open and adaptable to the men and women in the discard, including those jobs where production is not the criterion but in which youth is served because of the insurance limitations.

The problem of an adequate solution is, I believe, comparable with that of workmen's compensation in its early phases. The situation is fast becoming a sociological danger, a matter of State concern. I believe that, as in workmen's compensation, we will shortly see, in the industrial States at least, legislative committees inquiring as to the extent of this situation and as to whether the remedy may not be new social legislation of old age or retirement pensions, applicable at a ridiculously early age. Then, and then only, can we expect a real decision to be made by industry as to whether it would be wiser to accept an increase of paternalism and of taxes, as a solution, or whether on the other hand industry might well revise its ideas of the wisdom of its present practice of following the line of least resistance

in barring those stigmatized by the pessimistic Doctor Osler. In such a campaign and investigation, the employment service should find a great opportunity to obtain a needed recognition of the support it deserves and requires to accomplish constructive results. To-day we handle scarcely 10 per cent of the replacements going on continually. With greater opportunity from more cooperation by employers we could at once demonstrate the possibilities of fitting the man to the job with advantage to both. Our duty is to prove now by our works the potentiality of the idea and our ability to handle it.

## DISCUSSION

Chairman JONES. The discussion leader is Mr. John S. B. Davie.

MR. DAVIE. The address was, "How can the public employment service best serve in times of unemployment?" First, I think you should see if you have anything on which to work. There are certain groups of people who are forever playing up this unemployment proposition in our respective districts. We must find out whether this human cry is a move on the part of some certain group to reduce wages or to lengthen the hours of labor.

The employment service must be constantly on its guard and study the conditions in its immediate district that lead up to those particular things. It is true that we do have periods of unemployment, and it is the duty of the employment service to take care of just as many people as it possibly can when confronted with that particular problem.

I have argued for a good many years, relative to appropriations for public works, that a certain portion thereof, whether national, State, or municipal, ought to be set aside, to be used only in times of unemployment in the respective districts of the country.

We hear quite a lot about the displacement of many men by machine production. In some cases that is absolutely true. It is very true in work that is largely duplicate work, but I think that thing could be solved if we would spend a little time as employment officials in studying the possibilities of trade schools; that is, go back to the beginning and see if we can not during the school age of the young man and the young woman lay such an excellent foundation that, if in later life they meet with machine production, you can give to an employer in some other industry a man or woman who will make good.

I never had the opportunity to get very much education, and being a dyed-in-the-wool trade-unionist I can remember how machines were accepted when they were introduced into my industry, that of iron molding. I was so proud that I would not work on a machine, but I have gone along a few years and if I could go back to yesterday and start all over again, I would help my employer to work out the best possibilities of that machine.

So I think that in these periods of unemployment we could save this country a whole lot if we would go right back to our schools and find out just what the boys and girls are adapted to do best and train them along that line.

I do not know how many delegates here are identified with a department having a connecting link with the United States Employment Service, but I think one of the finest things we could do throughout the length and breadth of the whole United States to help solve this problem, would be to give 100 per cent cooperation to the United States Employment Service in the way of clearance. By that I mean that the surplus of unemployed people in the eastern part of the country who are adapted to do work in the middle part or some other section should be shifted there during these times of unemployment, and people from those other sections should be sent east and other places where they can be used.

I think we should have such a fine system of clearance and co-operation between the States and the United States Employment Service that we could reduce very largely this human cry every once in a while—I do not care whether it is 7 years or 10. I feel that an employment service should give men and women who are out of work an opportunity for employment and should be able to tell them where jobs are available, and they themselves owe that service something and that is to go and take those jobs.

We do find in this service some who want to name their own jobs and their own rate of wages. Yet when figuring out the number of unemployed they are included in that list. There are jobs that some people can do very well, but I am over 16 years—I guess you would know that to look at me—and it makes me absolutely tired to hear employers say, "We don't hire men after they are 45 years old." Even at my age I can do practically as hard a day's work as I did 10 years ago; in fact I work 24 hours a day sometimes; I know a lot of young people who can not follow many of the men I know in the employment service for the number of hours that we give and the service that we give, and so I think that thing is carried just a little too far. There are many men with whom I have stood shoulder to shoulder in industry who were really a great deal better after 45 than before 45, because they did not have so many hot suppers and so many opportunities to change here, there, and everywhere. There are many men, to my point of view, who do not get down to that good, substantial, solid foundation until after they are 45 years old. Then they have experience and have sowed the wild oats of youth, as they say.

Chairman JONES. I can always count on Mr. Davie when disaster overtakes the State of Vermont. As you know, Mr. Davie is our Federal director in New Hampshire, and he jumped right into the breach and within a few days supplied over 800 men to help to rehabilitate the State of Vermont. We sent men there too, but he got there before they reached there from Washington. That is the kind of service that he and the other Federal directors give, and let me take this opportunity of paying my respects and thanking the several States for the hearty cooperation they are giving to the United States Employment Service.

Our good friend, Russell Eldridge, of New Jersey, is doing as much work for the United States as he is for his own State, and he gets the fine compensation of one dollar per annum, receipt of which is hereby acknowledged.

MR. BOYD. I want to take this opportunity to ask this convention to give Dr. Leiserson at least a vote of thanks in recognition of his address to-day and practically starting this association some 15 years ago. At the reorganization of the Illinois Free Employment Service in 1915 Dr. Leiserson came to Chicago and gave our employment group a very nice talk on employment service and their duties and relations to it; for that reason we appreciate very much his presence here to-day and I move that a rising vote of thanks be given. [A rising vote of thanks was given.]

DOCTOR LEISELSON. This discussion has interested me a great deal, and I want to make a point that I think will be of interest to you. When we started the association in 1913 I claimed that I knew about as much about employment offices as anybody did, and I came here to-day not so much to tell you anything about it, because, as I said, I have been out of the game for about 10 years, but to see if I could learn something. I want to tell you of the impression the papers and discussions made to-day.

The first impression I got was that there is a much higher type of man in the employment game now than there was when I used to be in it. My own address was a desultory talk, but the other papers were systematically prepared and the speakers knew what they were talking about. The papers were logically arranged. Attention was given not only to detail problems but also to the larger aspects of the problems. What I held before you as an ideal that I thought you might perhaps work toward, the papers have shown, is what you are actually doing.

I feel very proud to have had something to do with starting this movement, and I am sure that if those who were at the original meeting could all be here, they would feel that their hopes had been realized more fully than they expected in the short period of 15 years.

The main thing I wanted to tell you about this meeting is that there is a higher type of individual, better things, and so on. I gave you a few instances. I said nothing about records. In the old meetings we had over and over again not one person but a dozen who would say, "Oh, why bother with that? We are supposed to give them jobs." You do not hear any of that to-day.

Another thing, your speakers are alive to the dynamic nature of your business. One of your speakers showed you that if the common laborer business is showing changes and industrial development, he got busy immediately and tried to develop the newer line of business.

In Wisconsin we started the idea of publishing every month a statement to the effect that for every hundred jobs available at the office, so many men were applying for jobs that particular month; that is a very rough index and it ought to be improved in many respects, and I wish you would set your minds to working on how it might be improved. It requires careful registration in order for the figures to mean anything, but if that same index is carried through the different kinds of occupations, you will find this situation with regard to clerical workers: That in the last 40 years the number of clerical workers in manufacturing industries has multi-

plied nine times, while the number of manual workers has just about doubled.

That means that there are more opportunities for young people in clerical than in manual occupations, but it may also mean that more young people are going into the clerical field than are really needed, and the employment service has to keep pointing out for each particular occupation, the variation from month to month for every hundred jobs, and what kind of applicants are appearing. If the employment managers and the rest of the people interested in employment in the community are watching for that index from month to month, you get more publicity than almost any other way.

But most important is the thing that was mentioned by the last speaker with regard to the new generation, the young people who are coming to take our places. Just think of it, every year thousands and thousands of young people are going into the industries of the country. What do they know about the channels they ought to go into and the industries from which they ought to keep away? Most of them get their information in a most haphazard way, but the employment service, it seems to me, has to call the attention of the community to that great problem of guiding the young workers into the channels where there will be a demand for them, where the figures show the demand is increasing, and away from the channels where the demand is decreasing.

That can be done only by studying the larger aspects of the question, and by keeping good records. It seems to me particularly that the State directors and the Federal directors have more time to look at these general problems than the local people, and that they ought to keep hammering away at the school authorities and the community, "How about guiding the young people? How about seeing that the proper kind of training is given to them throughout the country?"

You find a movement, referred to here, trying to lower the child-labor limit for young people and the feeling that perhaps we have gone too high in the matter. Anyone connected with the employment service knows that we have not gone too high. More training and more education are necessary for that adaptability that Mr. Davie spoke about, and for the ability to adjust themselves to new situations, to meet new problems with the rapidly changing industry. That can only be done by education, by keeping the children in school longer, and by giving them more vocational training, more of these continuation schools. They all have a bearing on the problem of unemployment, and the juvenile employment service or the juvenile division of the employment service, it seems to me, is the thing that we ought to spend more and more time on, because you can not do much with old ducks. After all, it is a matter of only a few years for them, but we can see that the new ones do not repeat the mistakes that we have made.

It is incumbent on the employment people to watch constantly the nature of the business, the changes, and how to get labor to go into the new kinds of industries just as business men are finding that they must constantly study the changes in demand and change their manufacturing to meet the things that the consumers want. There is no use going on manufacturing the old things when people do not use them any more. The cotton people have found that out.

So I would like to call your attention to more study of records, more accurate records, not for the records themselves, but for the purpose of finding out these changes, and emphasize particularly the importance of a juvenile department that will be looking toward the future in directing the new labor that is constantly coming in. Give the boys and girls vocational direction and guidance that will in some sense be in accord with the plans of the industries of the communities rather than leaving the matter to haphazard chance.

[Meeting adjourned.]

## **WEDNESDAY, SEPTEMBER 19, 1928—AFTERNOON SESSION**

**CHAIRMAN, CHARLES J. BOYD, GENERAL SUPERINTENDENT CHICAGO FREE EMPLOYMENT OFFICES**

Chairman BOYD. I want to say a few words regarding Dr. Andrews. Dr. Andrews, as you know, was born in Wisconsin. He was educated there, as well as in colleges in other parts of the United States. He is editor of *Legislation* and the *American Labor Legislation Review*, and is also an author of several books on labor and social work in addition to his work. I take great pleasure in introducing to you the speaker of the afternoon, Dr. John B. Andrews.

Dr. ANDREWS. It is always a special pleasure to attend a conference of this association. I attended the first one back in 1913, and I have attended at least one held in Canada, and I am very glad to meet with you this afternoon. In the course of the year I always try, in the *Labor Legislation Review*, to give news that is timely with reference to developments in the field of employment and to use some of the best things that come out of your convention. There wouldn't be much space for any other subject this year if I should use all the good things I heard this morning.

I want to take not more than perhaps 10 or 12 minutes to speak about two or three things which I have found to be very interesting and on which I want your suggestions.

This question of the fee-charging employment agencies was referred to rather distantly in your morning discussion. There was reference to occasional abuses, and it would seem to me that perhaps one point which always is kept in mind by the good business man—that is, what his closest competitor is doing—did not enter quite as much into your discussion here as I expected it would. That is, a convention of silk manufacturers meeting to discuss their problems would almost invariably say something about artificial silk competition.

One of the most illuminating discussions I ever heard in my life was one I heard once when I wandered into one of those long rooms in one of the government buildings in London. I thought I was getting into a discussion of insurance, as they were discussing one point of insurance, but it turned out to be a British royal commission relating to tariff and they were discussing the competition of artificial silk made over on our side of the ocean, giving me an interesting view of how people in other organizations look upon some of the things which we take for granted.

### **FEE - CHARGING EMPLOYMENT AGENCIES — COURT ACTION CREATES EMERGENCY—NEW LEGISLATION NOW NEEDED**

By JOHN B. ANDREWS, *Secretary American Association for Labor Legislation*

The recent decision of the Supreme Court<sup>1</sup> that a State can no longer limit the fees to be charged by private employment agencies

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<sup>1</sup> *Ribnik v. McBride*, 48 Sup. Ct. 545, May 28, 1928. See *American Labor Legislation Review*, Vol. XVIII, No. 3, September, 1928, pp. 279, 280.

lessens public control of a business that to the general public has been known chiefly because of its abuses.

We learn from every investigation that commercial agencies which make a business of charging fees for the service of finding jobs for unemployed wage earners are under certain peculiar temptations. An employment agency may be opened with the outlay of but little capital, and the current expenditures may be very small. The least desirable of these agencies are often operated by persons without special training or skill in conducting a business of great importance to the community. Such agencies frequently deal with the weakest members of the community, who, either through lack of understanding of their rights under the law or because of their urgent need of a job, are no match for the cunning of the unscrupulous agency manager. The relationship between the agency and the applicant for work is usually not a continuous one, and the unscrupulous manager is therefore not to the same degree as in most businesses under the necessity of maintaining the good will of his constantly changing customers.

Among the principal forms of abuses have been:

1. Misrepresentation through false advertising or misleading descriptions of conditions of employment.
2. Petty graft—requiring “gifts” or the use of facilities controlled by the agency.
3. Deliberate encouragement of labor turnover—collusion with gang bosses and superintendents, or providing unsuitable jobs.
4. Refusal to return fees when no work or unsatisfactory work is found. Also charging of exorbitant fees, which in the case of low-grade clerical employees often amount to the entire first month's salary.
5. Immorality—general unwholesome atmosphere of agency and sending women to houses of ill repute or similar resorts.

The fact that some able and honest men and women in this business have always suffered in reputation on account of sins of their less scrupulous associates should lead them to welcome necessary new public regulation designed to raise the standard of the business as a whole. But whether or not the better managers of private employment agencies are willing to see necessary new laws enacted, it is clearly the duty of the State to act promptly to protect the unemployed—the weakest element in the community—from the new threat of additional exploitation.

It is possible now, as a result of the most recent court opinion, for one of the abuses—that of charging excessive fees—to be practiced unrestrained, and, if this should tempt an increased number of unscrupulous persons to enter this field, the situation may at any time become very serious.

For information and guidance at this critical time the public naturally turns first to the experienced men and women who conduct our public employment service. They, above all others, have had the opportunity to know conditions, and in an exceptional way they have a responsibility to give their best thought and energies to the legislation that must now be formulated and enacted in most States. They should surely have clearly in mind the abuses practiced by fee-charging agencies; they know of progress made in some advanced

States to check these evils; they can, of course, be relied upon to cooperate in the application of practical remedies.

Important among remedies attempted by various States and Provinces in the past are three:

1. The regulation, through licensing, of the opening of fee-charging agencies—according to the character of the applicant, the suitability of the premises, and the community need.

2. The fixing of the schedule of fees to be charged.

3. The prohibition by law of fee charging.

Discussing these historically, and very briefly but in reverse order:

Prohibition of fee charging by law is impossible in the United States, although practiced elsewhere. (Washington State law declared unconstitutional by United States Supreme Court, 1917: *Adams v. Tanner*, 244 U. S. 590.) In Canada, five Provinces have already prohibited fee-charging agencies. In Germany and in other continental countries of Europe also, such agencies have been generally outlawed, and on account of the same type of abuses still practiced in America.

Fixing of fees is impossible in the United States, although practiced elsewhere. (New Jersey State law declared unconstitutional by United States Supreme Court, May 28, 1928: *Ribnik v McBride*, 48 Sup. Ct. 545.)

Regulation through public competition and through annual licensing is expressly permitted. In *Ribnik v. McBride*, above, the United States Supreme Court pointedly proclaims that it is clearly within the power of the State to license employment agencies and to regulate their business. And in *Brazie v. Michigan* (241 U. S. 340, (1916) the United States Supreme Court said: "The general nature of the business is such that, unless regulated, many persons may be exposed to misfortune against which the legislature can not properly protect them."

In recent years the legislative program—whatever its final detail may be—has been shaping itself along two main lines: 1. Increasing care in the licensing and inspection of fee-charging agencies; and 2. Increasing support of the public employment service.

The recent Supreme Court decision, brought about by organized efforts of a federation of fee-charging agencies, is a fourfold challenge to: (1) The public employment officials; (2) The conscientious element in the fee-charging business; (3) The general public that can speak through chambers of commerce, trade-unions, the churches, and social welfare organizations; and (4) The legislators.

A year ago the Association for Labor Legislation wrote to State officials throughout the country calling attention to the attack then being organized by the fee-charging agencies against their regulation by the States. In many cases—although there were a few exceptions—the State officials then appeared quite unconcerned. And inasmuch as the attorney general of New Jersey was then supremely confident of his ability to handle the legal case without any outside assistance, little could then be done. At the end of May when the destructive Supreme Court decision (*Ribnik v. McBride*) was handed down, another communication was sent and the interest by this time was keener. But in some States there still appears to be a lack of full understanding that, unless there comes a reversal of

the highest court's divided opinion, in future the fees charged by employment agents can not be limited by the State.

An employment service, according to six of the nine justices of the United States Supreme Court in this recent case, is not sufficiently charged with a public interest to justify the fixing of the fees to be charged. "That business," says the court, "does not differ in substantial character from the business of a real-estate broker, ship broker, merchandise broker, or ticket broker. \* \* \* The interest of the public in the matter of employment is not different in quality or character from its interest in the other things enumerated." But the court says that it does not admit of doubt that the State can require a license and regulate the business of an employment agent.

When asked recently to testify on this subject before the New York State Industrial Survey Commission I stated, in response to a question, that the majority justices must have based their decision upon inadequate information. This is the view also of Justices Stone, Brandeis, and Holmes. But the majority decision stands, and it is now necessary to face the new situation.

When called upon in New York by the official investigating commission, I recommended:

(1) That an applicant for a license be required to give at a public hearing satisfactory evidence of the need of an additional agency and to satisfy the State labor department as to both the character of the applicant and the suitability of the premises. This requirement is already in effect in at least two countries in Europe and in two States in America.

(2) That the yearly license fee (especially in the interest of more nearly adequate facilities for administration of the law) be substantially increased. (In *William v. Fears*, 179 U. S. 279 (1900) the United States Supreme Court held valid an annual license fee of \$500 for an "emigrant agent.") In New York City, where more than 1,200 employment agencies were licensed last year, the total amount collected in license fees is insufficient for adequate supervision.

(3) That adequate personnel and appropriations be provided for healthy growth of the public employment service. Only \$1,403,906 was provided last year through combined appropriations of Federal, State and municipal governments for the maintenance of this important work through no less than 170 offices.<sup>2</sup>

Increased appropriations in the United States, as in Canada, can perhaps best be secured through Federal-State-municipal co-operation. In the present Congress legislation is pending which has had for years the hearty indorsement of numerous civic organizations and public officials. The Wagner bill (S. 4157) of this Congress is the Kenyon-Nolan bill of a few years ago.

The adoption of this measure by Congress and the States would provide resources several fold greater for the country as a whole than is now appropriated for the public employment service. An adequate permanent service would be possible if the pending legislation were adopted. Meanwhile, the various States are naturally to be urged directly to increase their appropriations.

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<sup>2</sup> See American Labor Legislation Review, December, 1928: "Public employment office appropriations."

But improved regulation, through licensing, is now, with competition, the most practicable means of directly meeting the immediate problem. Three points, judging from experience and for legal reasons, should be bound up together in future State legislation for this purpose. Before a license is granted the appropriate State authority should be satisfied, through a public hearing, as to: (1) The character of the applicant; (2) The suitability of the premises; (3) The community need for a new agency.

These provisions have worked well in several countries of Europe, and in Wisconsin for 15 years. New Jersey, the only State having a legislature in session since the recent Supreme Court's decision, has also adopted this method of regulation.

Public employment officials will probably be especially concerned during the next few months with the results of the Supreme Court dictum that the employment service is in the same category as the selling of cheese and of theater tickets.

The fee-charging agents, through their own organization, have deliberately brought about this result, which is but one step in their program. Their campaign is aggressively planned and executed. Will the public's employment officials, and the representatives of social welfare organizations, chambers of commerce, trade-unions, voters' leagues, and the more conscientious managers of the private employment agencies, all cooperating with their representatives in the various legislatures, be equally resourceful and equally influential in asserting a general welfare attitude?

## DISCUSSION

Doctor LEISERSON. May I ask Doctor Andrews to explain one point? Does the New Jersey law actually fix fees or does it merely require that fees fixed by the employment agencies themselves be filed in the public employment office and be adhered to?

Doctor ANDREWS. The New Jersey case involved provided that the applicant for a license to operate a fee-charging agency must submit the schedule of fees to the commissioner of labor, and have the approval in this way of the State before he could get his license.

Chairman BOYD. This is a very important question, and the challenge is going out to the public employment service. I can recall what the governor said a good many years ago, "Make your service so effective that you will drive them out of business."

Mr. KOVELESKI. I have tried to get legislation in New York regulating fee employment agencies. My attention was called to that by Mr. Francis I. Jones, Director General of the United States Employment Service, Washington, D. C. and I immediately got to work on a bill. Doctor Andrews helped on this, but we could not get the department of labor to help.

I did not want to cross the commissioner when he was here, and I thought probably some of you would feel that I was, so I let him go. However, he has never assisted in any way, nor tried in the State of New York to help the department officers. I have appealed to

him and I have appealed to his department. My office is in one of his offices in Rochester.

We could not get any assistance, and as a last resort I went to the legislature and asked for a committee. A committee was appointed two years ago consisting of three senators, a representative of the Manufacturer's Association, a representative of the public, and a representative of labor, and I became the unfortunate representative of labor on that committee.

We worked for two years and I kept pounding the committee to go into the employment situation. Finally this year they have made that their program. We are going into it whether the political machines of the State of New York like it or not. We are going to try to rid the State of that evil.

As Doctor Andrews has told you, there are 1,262 fee-paying agencies in the city of New York alone—1,262 of them paying \$25 a year for a license—and an inspector who probably goes around once a year unless a complaint is made. Something must be done. This association can do a whole lot if you will only get together and take some action, as Doctor Andrews has suggested, and send it out to our commission.

Some of you know who our secretary is, Mr. Henry Sayer, formerly Commissioner of Labor of the State of New York, and you can help us materially in our work because we are handicapped in our State with this fee-paying agency.

Mr. DAVIE. I would like to ask Doctor Andrews a question, so that we may be able to deal with it intelligently. In the arguments presented in connection with the decisions to which you referred, was there anything said about the human side of it; that is, the down and outer going up against the unfair fee-charging employment agency and paying his last dollar and also a certain percentage of his future wage? In your research have you done anything on that?

Doctor ANDREWS. Just to confine this to the Supreme Court's own statement and that of the three dissenting justices—in the opinion written by Justice Stone of New York and agreed to by Holmes and Brandeis they specifically bring out the point that you mention.

Mr. DAVIE. What I wanted to bring out is this: If our resolution committee should adopt a resolution getting behind this, what would be your opinion as to the human side of that? Would it be shown up and would the general public understand?

Doctor ANDREWS. I think it would help very much if the organization did adopt a sufficient preamble and resolution. All these things are based on education. Unfortunately some of our lawyers did not begin early enough.

Mr. LLOYD. I believe I can talk as authoritatively on this subject as any of the delegates present, the State of Pennsylvania having imposed upon me as director of public employment the duty of looking after the licensing of private agencies.

It is no doubt true that there are many men in the private employment business who recognize their obligation to the public. I say that in justice to a great number.

In the State of Pennsylvania, we did not attempt after the decision of the New Jersey case became known, to antagonize those agencies but stood still and marked time. However, we immediately began the formulation of a law to be presented to our next legislature. The law formulated contains 26 sections, and we believe is adequate to meet the situation regardless of the decision.

It is left entirely with the director of the bureau of employment of Pennsylvania and his immediate superior, the secretary of labor and industry, to determine or to show who shall not secure a license within Pennsylvania. They decide primarily upon the fitness of the individual and his ability to carry on efficiently the work for which the license is being asked, his knowledge of conditions, of personnel work and of the location of the employment agency and the surroundings, taking into consideration every factor that might enter into this business.

We do find, and we have found in the last eight months, many of the things which Doctor Andrews has brought before you to be true. We were amazed to find that many reputable business men—and I make this statement cautiously and advisedly—under the guise of securing stenographic, secretarial, or clerical help, go to the paid employment agencies with a special request for a typist, a girl, etc. Frequently we have found upon following up those requests that the object was not secretarial work, not stenographic work, not clerical work, but work that the applicant should be placed in jail for attempting to bring about, but our laws to-day are inadequate to cover that.

Our new law has a section that if any man, individual, corporation, or association request help from any private employment agency of Pennsylvania, and does so with any knowledge or the desire of securing such help for other than a legitimate purpose recognized by the laws of Pennsylvania, he shall be guilty of misdemeanor and so punishable.

We are covering every phase of the employment agencies, dividing them into groups, such as professional and technical, common, theatrical, and those which desire to cover the entire field of office work. Our license fee will begin at \$100, \$150, and \$200, determined by the branch of the business the agency wishes to enter.

We will compel such agencies—this portion of the act was drawn very carefully by two members of the attorney general's department—to file with us their schedule of fees. We do not set the fees but we do, in a clause, say that if they do not meet with the requirements of this bureau within reason, then we have a right to reject them, which we will do, and the department has advised us that that is legal.

We are going to try to solve that problem in the next session. This being the month for the termination of last year's licenses, we find that, owing to that decision, approximately 100, in submitting their schedules for next year, have increased them anywhere from 25 to 60 per cent, and we have immediately rejected their applications.

I called them together in Philadelphia, where the greatest number are located, and said to them, "I am in a sense talking to you as your competitor and as your boss, but I want you to go along with me upon reasonable grounds," and then I read to them certain por-

tions of the act we were going to submit. I argued that it was for their best interest, if they desired to maintain a legitimate business, to help us to bring the business up to a higher plane and place it upon that basis where it will be recognized as a legitimate business and not a business which every person, upon hearing the name "private employment agency," will immediately think of common labor being exploited.

They agreed with me, much to my surprise, and the fees that had been submitted were withdrawn. They abided by our idea of going along with us, and at the end of next month every licensed agency within the State of Pennsylvania will be assembled in groups in different parts of the State, and we will discuss with them each section of this act, getting their ideas and trying to come to a common understanding.

If there is any good in men it is bound to come out, and that is what we are trying to do in Pennsylvania. We hope we will succeed in January of next year.

Mr. CRAYTON. At a meeting of the State of Illinois employment men last week this subject was discussed. As to the possibility of the director, or whosever authority it might be, requiring a submission of the scale of fees as a part of the licensing of the paid employment office, it would simply be the same thing that the Supreme Court decision has held unconstitutional.

A great many of our superintendents were of the opinion that the reason that a good many of the employers preferred the paid employment people was that there was an understanding between the hiring foreman and the paid employment director whereby there was probably a fee.

It was the unanimous opinion of that convention that it would urge at the next meeting of the Illinois Legislature an act based on the Wisconsin act, and that is, that before a paid employment office can secure a license it must convince the director of labor of the necessity of that paid employment office; through the enactment of that law that department could maintain, control, and eliminate such employment offices as were not necessary, because that simply would lead up to discretion, and as I understand that is one of the things that the Supreme Court of the United States held proper; and it was our purpose to pattern that after the Wisconsin law which apparently would pass muster.

Mr. ELDRIDGE. Like Mr. Lloyd of Pennsylvania, I have the responsibility for both the public bureaus and the private agencies, and in New Jersey we have always maintained an inspection which I believe is closer than in some other States.

We go around every two months to the agencies—we have, I think, 167 licensed in the State—and we scrutinize every entry, every item, every placement, every fee collected or returned on the books of the agents, and through that type of inspection the agency business is cleaner in New Jersey.

The agencies who have been licensed in New Jersey were not in sympathy with the agitation to contest the supervision of the State. They are still in opposition to the change and are willing to abide by a reasonable program we have proposed, with the exception that they now ask a slight adjustment, and I had hoped this afternoon to

learn the fees actually charged in the different States by the agencies for clerical, office, and technical jobs, although any agency gets very few technical jobs to fill. Our fees now are below one week's wage, ranging from 10 or 15 to 25 per cent of a month's wage, based upon the amount of the salary.

Our inspection of the general type of individual, plus the recent amendment of the law, which gives us, we believe, a control of the number of agencies, has kept the business clean. I think it will keep it clean and will keep it down to a reasonable quantity, but at the same time I think it is one of the strongest arguments I could have used that would build up public employment service.

If there is any time remaining, I would like a statement of the prices that are charged for clerical jobs so I can be guided in our present requests. Our agencies are willing to go along with anything reasonable.

Mr. DOLLEN. What effect, if any, will the legislation have on your present established agencies?

Doctor ANDREWS. If you refer to the three elements I spoke of, it would have an effect, I think, which has been spoken of many times here this afternoon, that of offering a competition which would keep the private agencies in line. That would have some effect in that direction, I think, and the number.

A substantial increase in the annual license fee would have the effect of preventing the less responsible individual—the fly-by-night kind—from going into the business. It would not prevent the great majority from continuing in their business, but it would do this—and this is the most important—it would furnish in New York possibly four times as large a fund so that we could build up more efficient administration agencies, more careful agencies for supervision of licensing.

Those two things, of course, would be tied up with the supervision of the character of the applicant and of the suitability of the premises. Those two things, with this serious public discussion representing employers as to whether another one is needed, would have a salutary effect I am convinced.

Mr. LLOYD. Do you believe that the public-employment agency is a necessity? The reason why I ask that question is, that in Pennsylvania we are prohibited, during times of industrial disputes, as public-employment agencies to refer help. Where will the industries turn if we attempt completely to wipe out the fee-charging agency?

I believe our greatest problem is to educate the fee-charging agencies that while they may be a necessity and have, perhaps, a place in our economic life, that place should be so fixed by responsibility that they will not enter into this exploitation of those who are liable to be exploited.

Chairman BOYD. Answering Mr. Lloyd's question of whether it is a necessity or not, the law says that it is a legitimate business and they can go to the decision of the Supreme Court. By the way, part of that decision is printed in one of the Illinois bulletins, and we have several copies here. If any one is particularly interested we can give them a copy. Also we have here a decision of the

United States Supreme Court, No. 569, of the October term of 1927, in which the complete decision is rendered. You might take a note of that number and write to the Springfield clerk of the Supreme Court and get it there.

The challenge has gone out to the public employment service, and as Doctor Andrews has told you, a hearing will be held in Washington in about three weeks and we ought to set up our house so as to meet and answer questions that will be propounded.

[President Urick took the chair.]

President URICK. Doctor Andrews can not be with us to-morrow, but as president of the association I assure you that we are going to make arrangements so that the matter can be further discussed sometime to-morrow or Friday. This challenge is too great to let it go by with the short discussion we have had.

[A motion was made, seconded, and adopted that when the meeting adjourned it would be understood that this subject would be further discussed.

Meeting adjourned.]

## **WEDNESDAY, SEPTEMBER 19, 1928—EVENING SESSION**

**CHAIRMAN, A. L. URICK, PRESIDENT INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES**

[At this session, held in the dining room at Nela Park, Stanley A. Corfman, industrial service manager of the National Carbon Co. and chairman of the employment managers' group of the Cleveland Chamber of Commerce, addressed the delegates, welcoming them, and saying in part as follows:]

Mr. CORFMAN. I want also to take this opportunity of expressing to you our public appreciation of the service that our State-city employment service is doing here in Cleveland. It is a real service, a service that we can depend upon. If we need people we know that all we have to do is to call up Mr. Seiple or one of his associates and they will be sent to us. Not only is it a service that we can depend upon to send people to us, but it is a service that we can depend upon to take care of people in case we are laying them off. In other words it is a real clearing house of labor in Cleveland, and we do appreciate that service, every member of our group.

President URICK. I have the pleasure at this time of introducing Mr. Walter J. Lloyd, director of the Bureau of Employment of Pennsylvania, whose subject will be, "Job specifications and the age limit in industry."

### **JOB SPECIFICATIONS AND THE AGE LIMIT IN INDUSTRY**

By WALTER J. LLOYD, *Director of Employment of Pennsylvania*

I bring to you to-night greetings from the great industrial Commonwealth of Pennsylvania, and assure you that it is the aim of the officials of Pennsylvania to make the bureau of employment of this Commonwealth the standard for all States in the United States and even for foreign countries. This is a standard and a goal we have set for ourselves, although we know it will be difficult of achievement.

Past history often repeats itself. I am not going back in history very far but will take you back to December, 1927. It was during this month that there was forcibly brought to the attention of the Department of Labor and Industry of Pennsylvania the fact that there was in Pennsylvania a great amount of unemployment. In conjunction with some very broad-minded industrial leaders of Pennsylvania, I interested the industrial relations committee of the Philadelphia Chamber of Commerce, and as a result of that first meeting we held a series of meetings, covering approximately 8 to 10 weeks. At the end of that time we had perfected a plan that at first was thought to be little more than a dream.

We were about to approach the great industrial leaders of Pennsylvania with a proposition that had never before been heard of;

we were about to go to the governor of Pennsylvania with a proposition that had never before been placed before a chief executive. We went before these industrial leaders with this proposition: We said that unemployment exists to-day, but from definite causes, and we related the history of the bituminous coal strike in existence in the western part of Pennsylvania and the history of the barring of men from employment in many of the industries of Pennsylvania that were then in existence.

We received little attention at first, but finally one of the outstanding members of that group, who was one of the wealthiest men of Pennsylvania, appreciated what we were trying to do and gave us his aid and his cooperation, with the result that on Monday of this week something happened in the city of Philadelphia that—mark my word and mark it well—will redound to the credit of Pennsylvania, and go not only across our own country but into other countries—a system by which we can regularize and stabilize business and employment.

A dream I have heard some say, but let me call your attention to the fact that in that group on Monday of this week were 150 industrial leaders and the governor of Pennsylvania. Eight men in that group represented 268,000 individual employees and a pay roll of \$194,000,000 a year. The total number of men in that group, including the Governor of Pennsylvania and the mayor of Philadelphia, represented 1,260,000 individual employees of Pennsylvania. And this is what that group unanimously passed, a resolution indorsing, and is willing to undertake—listen to it for a moment, if you will—to regularize employment, to regularize business conditions.

But employment can not be increased unless there be business to be done. The problem, therefore, is to stabilize business so as to eliminate as far as possible the troughs in our business experience. It is to the solution of this problem that we urge your attention and cooperation, and for its study we have proposed a series of conferences outlining this particular program. The men there assembled went on record in outlining and proposing for the interest of the community of Philadelphia and the State of Pennsylvania the following topics at these meetings:

At the first meeting, that our business can be increased and employment regularized by proper selection and promotion of employees. The second meeting will be on cause and effect of migration of industry. The next meeting will be on distribution. The next will deal with seasonal occupation and how it can be adjusted to increase business and regularize employment. The following meeting will deal with regulation of production and employment. The next will deal with a prosperity reserve, and at this meeting it is proposed by these leaders of industry to set up in their organization a budget covering a period of years, and from this reserve fund to be established, upon the call of the governor of Pennsylvania, in any part of Pennsylvania where the need is shown and in which their plants are located they are ready, with the money available, to begin operations and start employment. The next meeting will deal—and in this I am vitally interested—with the effect of age limits in industrial establishments. And the last meeting will be on the best method of acquainting employees with their responsibility and their part in the plans to increase business and regularize employment.

I believed that this was of sufficient importance to bring it to you from Pennsylvania, and so I have digressed for just a moment before going into my subject. I will now take up the subject assigned to me.

France, I believe, took the lead in the matter of bringing together employers who needed help and employees who needed positions. The public employment services of this country and of Canada have grown to be a mighty force in the upbuilding of the morale of every community in which they are located. The subjects of "Job specifications" and "The age limit in industry" were assigned to me. To attempt to discuss fully either of these subjects in detail would consume more time and try your patience more than anything you have ever experienced. I will, however, discuss briefly both of these subjects.

This is the day of specialization, as the job specifications laid down by our industries, which men must meet in competition for positions or jobs, make it almost impossible for other than physically fit and trained men to be employed.

In looking over the unemployed, I find that the greatest number are barred from employment on account of age, or because they are untrained in any line of employment, or because they constitute that great class of individuals who when asked the question, "What can you do?" usually reply, "Anything," which in the last analysis means nothing.

In an examination of 95 per cent of the employment applications of the large industries of Pennsylvania, you will find that the outstanding questions of all of them are these: What is your age? What is your special training? What has been your past experience? Have you any physical defects?

Invariably these questions must be answered to the satisfaction of the personnel manager before an applicant is even given an opportunity to name his qualifications for the position to which he may be aspiring.

In analyzing the various application blanks of the larger industries, I believe that there are too many personnel managers who create what seems to me to be a paternalistic attitude toward employees. This is dangerous and should not be encouraged except in special cases. I do not believe that personnel organizations should encourage a sponsorship of employees after their working hours. I mean by this that if a man's efficiency, conduct, and work meet the requirements of his employer during working hours, the employer has no right to pry into his private affairs. Personnel organizations have shown marked efficiency in building up and welding together very fine and efficient working forces, and they should not destroy this efficiency by attempting to inject paternalism.

Too often in life we can not see the problems of others, and judge every one from our individual viewpoint. We should hesitate to condemn anyone from impression. It is also a dangerous practice, inasmuch as it is the divergence of opinion in life that makes life interesting. We can not all be good types.

I have found that many personnel organizations in accomplishing their great efficiency have forgotten or lost sight of the human element that should necessarily enter into every organization, whether

it be business or social, for without the human side of life no accomplishment is worth while.

Human minds, in their eagerness to accomplish ends, sometimes make rules for others that are cruel in the extreme, and I wonder if the mind that created some of the job specifications which I have seen could meet their requirements, or are we making rules only for others to obey? None of us should lose sight of the fact that, though young to-day, time waits for no one and to-morrow we ourselves will be in the class of the aged.

Job specifications should be based primarily upon the standard of efficiency required for the work to be done, and should be so flexible as not to injure anyone in his search for employment who is physically able to pass a medical examination or test and who can fulfill the requirements of the work he may be called upon to do. This is only fair and is not asking too much of any employer.

As to age limit in industry, let me say that I believe it is a serious mistake for industry to bar men solely on account of age. Some men work until they die and work well. This age limit is an economic waste that some day must be paid for. It is a choice either of giving work or giving charity.

The Bureau of Employment of Pennsylvania recently conducted a survey among the physicians and surgeons of our State to ascertain at first hand the opinion of medical men as to the barring of men from employment on account of age. We sent out approximately 7,500 questionnaires, of which more than two-thirds were answered and returned.

Question No. 5 of our questionnaire read: "As a physician do you believe in barring men from employment because of age?" More than 85 per cent answered this question in the negative, and invariably the physicians gave us answers reading something like this: "A man should be allowed to continue in his work dependent upon his own ability to hold down his job. His years of service to a firm should be respected and such work given him as is within his physical ability to perform. No man should be rejected solely upon the basis of his age."

No physician could arbitrarily say men were unfit for physical or mental work because they had reached a certain age. Most physicians believe that physical examinations would aid industry to determine the physical fitness of men to such an extent that, after a short period of time, the proper classification of persons within the industry would more than repay the amount expended. Examinations of individuals to keep them healthy are as important as the examination of machinery to keep it perfect. It is a far better investment to repair men than to repair machinery. Yet we spend grudgingly on medical advice.

More than 1,600 firms in Pennsylvania have listened to the appeal of our bureau and have lifted the age ban from the employment of men.

Each of us in life should keep in mind that we have but four spans. We begin our lives in the morning upon the day of our birth. Sun rises, everything is beautiful; hope, ambition, and desire are ahead of us. Our morning of life has begun.

In the afternoon we reach our greatest point of efficiency, our greatest accomplishments, our greatest ambitions, and our greatest failures. It is the working time of our lives. Our afternoons of life spell success or failure for us all.

Then we reach the twilight of life and as we slowly watch the setting sun descend behind the western hills, we stand either as successful men in the twilight of our life or in the position of the failure, or perhaps we belong to that great bulk of workers who have reached but a mediocre position, although throughout life every honest effort has been made.

And then, as the twilight shadows fall, there is another group of men—those thousands who are wandering over our streets and our highways, barred from the chance of earning a livelihood because they have reached a certain age. Some are barred from employment at 35, some at 40, and some at 45, for few over 45 are employed.

All of these men who are barred to-day on account of age have during their lives rendered faithful service to some individual or company, and then suddenly found themselves with income taken away and the chance to fit into the world's work closed to them, notwithstanding years of faithfulness to some employer. They are told they are too old.

Let me give you an example of just what I mean: A great many persons are under the impression that industry discharges men who reach a certain age. This is not true. I know employers in Pennsylvania who have men in their employ who are 80 years old and who have been with the same company for periods of from 18 to 50 years and more. As these men grow older the companies usually let them fill positions fitted to their advanced years. Many companies pension long-service, faithful employees.

This, however, is not the way in which men are being thrown upon the labor market and then barred from earning a livelihood on account of their advanced years. The following will show you and give you reasons why our labor market is becoming burdened with unemployed.

A large steel company of Pittsburgh, Pa., was located in one place for more than 50 years. Two years ago, through certain patented machinery just perfected, this company was able to cut its working force approximately 35 per cent. After a period of six months this company decided to abandon the entire plant and consolidate all its activities with another plant located about 40 miles outside of the city of Pittsburgh. It had discovered that with the new improved machinery it could cut down its labor force and greatly increase its production, and do in one plant what it formerly did in two.

Now what happens? I can take you to the homes of at least 15 men who lost their jobs when this plant closed, and there are many others; but these 15 I know personally, and they were formerly employed in this plant for periods of from 18 to 36 years. Some of these men have reached the age of 45, some 58, and a few have arrived at the age of 60. But each one of them has been thrown on the labor market by modern machinery and consolidation. After years of faithful service to one employer, the doors of other employers are closed because they do not hire men over a certain age.

Another example: Arthur Dix had, since he was 17 years of age, worked in and studied electricity. A few months ago a sales managership was open in a large electrical supply company. Mr. Dix applied for the position. The interview was satisfactory and the company was well pleased to have been able to secure a man of Mr. Dix's ability and experience. He looked not a day over 40, having been all his life a home-loving and clean-living citizen of Pennsylvania.

Mr. Dix was asked by the general manager, as a matter of form, to fill out a formal application. Mr. Dix filled out the form and answered truthfully every statement, even to his age. When he returned the form to the general manager a grave look came into his face and he said: "Mr. Dix, I am extremely sorry, but I never dreamed that you were over 45 years of age. It is the policy of this company not to hire men over that age." Mr. Dix had just reached his fiftieth year.

Since this happened, the former employer of Mr. Dix has gone out of business, and though capable and physically fit, Mr. Dix has been unemployed for a period of five and one-half months, and he walks the streets, barred from employment and labeled unfit at 50—unfit, though as strong physically as a man of 30; as keen mentally as any human being could be—pronounced so by a leading physician of his community.

Modern machinery and age limits are barring men from employment so rapidly that we can not keep pace with them in our estimates. Modern machinery and age limits have been installed in every progressive industry during the past 10 years and, even though we are living in the fastest period of all times, and even though the advent of new industry has come into existence rapidly, this has not kept pace with the modern inventions that have eliminated human hands and made age limits advisable. The installation of modern machinery has eliminated human hands in many vocations for all time.

Modern inventions not only have invaded the industrial field, but have invaded the field of amusement as well. Just recently I was invited to witness a demonstration of a new musical instrument called "the phantom organ or orchestra." At the touch of an electric button, strains of the most beautiful organ you have ever listened to pealed forth; another button, and in an instant came forth the beautiful strains of a symphony orchestra; a third button, and in an instant the strains of jazz music burst forth; not in the mechanical way which we have been accustomed to hear in late modern inventions of musical instruments, but in a way that is revolutionary in music, without even the semblance of mechanical sound or scratch.

I was informed by the makers of this instrument that 18 of them have recently been installed, and that each one will eliminate from 4 to 10 persons in employment, as they do away with the necessity of orchestras ranging from 4 to 10 men.

Where, then, will these men, ranging in age from 30 to 50 years, and with no other trade or profession, turn? The clerical field to-day is overcrowded. The field of unskilled labor, such as chauffeur, street-car conductor and motorman, collecting, selling, and in fact every part of the field of the unskilled, is so crowded that it offers

to us the greatest problem of unemployment. Should, however, openings be plentiful, the present system of age limits in industry would bar these men from being employed.

I could go on reciting to you thousands of cases parallel to the cases just cited from every part of Pennsylvania, and I am positive that there are just as many in other States and in other countries.

The following, then, in my judgment are the outstanding causes in this country of the ever-increasing army of unemployed: (1) Modern machinery; (2) barring of men on account of age; (3) consolidation of operations at central points and centralizing of activities; (4) closing out or discontinuance of business through consolidation or failures. The failures are few.

Industry must awake to this danger of the ever-increasing army of unemployed from these plants, for if they continue to bar men on account of age they will find eventually that the State must come to their aid. This will be economically unsound—a burden that industry can not carry.

It must also be realized that it throws upon the shoulders of the younger generation the burden, which even the strength of the younger generation may eventually be unable to carry. It means that we must in this country give employment or give charity. It would be better and more economical to give employment. It certainly would make better and more useful citizens of our people.

Let me at this point seriously criticize public officials who establish age limits in public employment. Public office, whether elective or appointive, is but a trust given us by our fellow citizens, and we in these public offices have no right, through the barrier of age, to close the door of public employment to any man. Yet there are cities, counties, yes even the United States Government in certain branches of service, barring men on account of age. Can we expect private industry to lift the age ban when public employment maintains it? If physically fit (and physical fitness should be left to the opinion of the doctor), every man has a right to an opportunity to earn a livelihood in either public or private employment.

Would it not be better if all of us were to realize that the human element in our daily occupations should never be disregarded or set aside? It may be a dream that I shall never see realized—all men employed and none barred on account of age—but I am positive that if that dream could be realized every barrier between employer and employee would break down. I believe there is nothing more hopeless than suddenly to find one's self without a position or an occupation and, consequently, a livelihood.

Men of to-day must realize, whether they be successful leaders in industry or the most humble foremen in the shops, that without the cooperative spirit of every employee, they start off with a minus mark attached to their efficiency records. Cooperation can be gained only through confidence. Let us develop the confidence of men.

May I, in closing, appeal to the delegates of this International Association of Public Employment Services to become advocates of the propaganda that will lift from the industries of our own and foreign countries the restriction that bars men from livelihood on account of job specifications and old age at 50.

Awake, industry! Awake, public officials! Give to men a chance to live, is my closing appeal. Enlist in the common cry, "Do not bar men on account of age. Do not make the specifications of jobs so severe that we, ourselves, could not meet their requirements."

President URICK. I mentioned yesterday the fact that we were gathered here from two nations; that matters of politics did not enter into our convention. We are all working for a common purpose, and sectarian matters, religious matters, do not enter into this convention. We are here to devise the best possible means to render a service to our respective communities and to our respective nations. During the evening the crowd joined in singing our national song, it also joined in singing the national hymn of the Dominion to the north of us, showing our solidarity in working toward given ends. I take great pleasure at this time in introducing to you a man who to those of you who are Clevelanders needs no introduction—in fact he needs no introduction to many of us who come from other localities—Rabbi Abba H. Silver, who will speak to you on "The relationship of the church to the public employment service."

## THE RELATIONSHIP OF THE CHURCH TO THE PUBLIC EMPLOYMENT SERVICE

BY RABBI ABBA H. SILVER, *of Cleveland, Ohio*

I must confess, friends, that I was frankly timid and hesitant about accepting the gracious invitation which was extended to me to appear this evening and to address this body. I know so very little about the subject to which you are devoting your time and your energies. My own profession so much engrosses my time that I have not the opportunity to make as thorough and as scientific a study of many economic and sociological subjects as I would like to.

While I am not scientifically qualified, as Mr. Lloyd naturally is, to discuss the subject relating to your work, I am deeply interested in man as a clergyman. I was deeply stirred by that address of Mr. Lloyd's. I was deeply moved by the human note that ran through it. He was thinking of man not merely in relation to his job but as a human being. That is, what industry frequently loses sight of. We sometimes forget that the good Lord created us men in his image, not clerks, nor miners, nor bankers, nor bookmen. Not "jobafide" human beings but men capable of a thousand marvelously beautiful impulses if given a chance.

It is because I, as a religious man, always think of men in that relationship, because I regard every human life—the sinner, and the failure, and the outcast, and the successful man—as being inviolate, an end in itself, that I am deeply interested in this problem which engrosses you.

What prompts me to discuss this evening the problem of unemployment in relationship to the church is not only the fact that unemployment exists to-day on a considerably larger scale, but that it has always existed intermittently on a large scale and continuously on a small scale. We have no accurate, authoritative figures of the number of unemployed, and more is the pity. Our department of labor, in my mind, ought to be in possession of accurate machinery for discovering

the extent of involuntary unemployment at any and at all times; for no proper handling, not to speak of a solution of the problem, can be had without first having at our disposal all the information and data that can be gathered.

It has been estimated that there are in the United States to-day anywhere from two to four million people unemployed. In 1921 the number varied, according to various estimates, from three to five and one-half million people. It was then stated that one out of every seven workingmen in the United States was without a job. In 1914 the situation was almost as bad, and it was only the intervention of the war, with the great demand for war material, which saved our economic situation then.

A study was made a few years ago by a group of economists of the unemployment situation in the large cities of America in the 15 years between 1902 and 1917, and it was discovered that the average of these 15 years was something like two and one-half millions of unemployed.

Now the amazing thing is that the American people are rather indifferent to the problem except when the problem becomes so acute that the aggregated unemployment is so bad that the public can not any longer ignore the problem. We have somehow assumed, uncritically of course, that unemployment is in the nature of things and a period of unemployment is inevitable. We have reconciled ourselves to the situation, and we content ourselves with extending relief charity to those who are unemployed over a period and who are in want and dire need. That is the extent to which American ingenuity and American inventiveness and economic sagacity have gone in the matter of solving this ever-present and at times terrifically serious problem of the unemployed workingman.

We seem to have overlooked the social menace involved in this unemployment. I am not now speaking of economic loss; I am now speaking of the social loss. Some one has truly said that irregular work means irregular manhood, and there is a world of truth in this statement. Irregular work does mean irregular manhood. Irregular work means shiftlessness and enforced idleness; it demoralizes character and robs the workingman of his dignity and of his self-respect. Unemployment over a long period of time makes a man disgruntled and sour at society.

Unemployment discourages the thrifty workingman, who may have during his weeks and years of employment saved up a competence, perhaps to build a home for himself and family, perhaps to educate his children. He sees unemployment slowly eating up the little savings day by day, and week by week, and leaving him exactly where he was 5 or 10 or 20 years before. Nothing so corrodes character. To see a man paying for his home week by week out of his salary, looking to the day when he will establish himself as a home owner, and then to see that man's home taken from him because of his inability to meet the payments, caused not by his inability or unwillingness to work, but because society has made it impossible for him to work, is to witness a very tragic spectacle indeed.

Social workers will tell you that many a home has been broken up because the home provider found it too heavy a load to carry to keep a family alive; the emotion and the strain are too great for some

men, and they break morally and seek relief in escape from their obligations and their problems.

Unemployment is sending thousands to the doors of charitable and relief institutions, and nothing is more degrading than that. For a self-respecting, self-sustaining American family to be compelled, because of unemployment, to knock at the doors of charitable institutions and to seek alms is to drink the very dregs of the bitter cup of life. And reports came in during last year from all parts of the land, as they came in in 1921 and in 1914, as they came in in 1907, of an increasing number of families driven to the doorsteps of charitable institutions. What does it mean? It means that we are pauperizing heretofore self-respecting families; we are driving them to beggary and alms-taking because we have failed to answer the question, Why unemployment?

And when one reads of those long lines of people waiting for a job and of mothers applying to relief agencies for cast-off clothing for their children, and at the same time one reads of millions made by speculation and stock gambling in Wall Street; when one reads of 42,000 millionaires in the United States; when one reads of one apartment house in that "gold coast" of New York City, Park Avenue—one apartment house alone—giving dwelling place to some 60 millionaires; when one reads of that handful of human beings in that golden avenue spending some \$280,000,000 upon themselves, one is driven to the conclusion that something is wrong. The contrast is all too glaring; and somewhere the common sense and the ingenuity of the American people have been lacking to permit such a glaring and, may I say, such a menacing contrast in our economic organization.

Psychology tells us there is no fear in a man's life as weakening and debilitating as the fear of joblessness—the fear that to-morrow or next week or next month a man may be unceremoniously and without notice thrown out of a job, leaving him helpless in a world indifferent to his fate. And that is the fear that makes for insecurity and instability of character, for it is only upon a sense of security and permanence and stability that real character can be built.

I am not now speaking of what unemployment does to industry itself in the way of destroying a workingman's loyalty to his industry. How can industry expect loyalty from the workingman who may to-morrow and at the slightest fluctuation in the market be thrown out of his job? Unemployment, then, makes for inefficiency and demoralization in industry just as it makes for inefficiency and demoralization in human character.

Many explanations have been offered to account for unemployment both here and abroad. I am not an expert student of economics, nor will I enter into a detailed discussion of causes of unemployment. The problem is too intricate and involved. No one explanation and no one formula is sufficient to account for it.

Great responsibility is placed upon the shoulders of what is called the business cycle. The business cycle is said to be responsible for periodic unemployment. The business cycle has been blamed for economic depressions and panics. Perhaps I should not use the word "panic"; it is no longer fashionable to use the word "panic."

Nowadays, if the business man goes broke, together with some 10,000 other business men, he is expected to keep quiet about it, to ignore the problem, and to follow the philosophy that the problem does not exist if you do not recognize it.

The business cycle has been credited with responsibility for periodic depression, and yet the business cycle is not a law, like the law of gravity. It is only a word, a phrase—not inherent in the nature of business. Business can get along far better without a business cycle. The business cycle can be anticipated, can be modified, can be controlled. If a fraction of the ingenuity that has gone into the technique of production, if a fraction of that ingenuity, of that inventiveness, had gone into the problem of regularizing production and stabilizing the market and controlling credits, this ghost of the business cycle, I suspect, would have been laid long ago.

It is to my mind and in my humble judgment altogether a problem of engineering—engineering in a large national scope—and to this problem the American business man is just beginning to turn his attention.

It has been stated this evening forcibly and intelligently that the machine is responsible for increasing unemployment. The improved technique, the increase and the efficiency of production, the many inventions, the many new machines, make it possible for a business man to dispense with hand labor and with man power; a machine can do the work of a hundred men, and therefore a hundred men are thrown out of jobs.

The situation is said to be a serious one. Our Secretary of Labor summarizes the situation by asking, "Is automatic machinery, driven by limitless power, going to leave on our hands a state of chronic and increasing unemployment? Is the machine that turns out our wealth also to create our poverty? Is it giving us a permanent jobless class? What is the answer?"

A hundred years ago the workingman dreaded the machine as some of them are beginning to dread it to-day, and those who are acquainted with the history of the industrial revolution of the last 100 years know that in many instances the workingmen attacked the factory and the shop and smashed the machine, because they saw the machine as a competitor; they saw in the machine their greatest enemy. But there was a flaw in their reasoning. The machine turned out to be the workingman's greatest friend. The machine was able to produce things more cheaply, and was therefore able to create a greater demand for the products, and the greater demand necessitated greater production and the employment of more men. It was the machine that gave to the workingman a standard of living higher than that possessed by workingmen at any time in previous human history—shorter hours of work, higher wages, and better conditions of employment—and I make bold to say that the machine is likely to continue to do just that in the future.

New inventions and the production of new commodities will more than absorb those people whom the perfected machine in other industries will dispense with. Think what the automobile has done in the last quarter of a century in the way of employing men. It is true that the automobile forced out of a job a certain number of

people who at that time were employed in the making of wagons and carriages and similar vehicles, but think how amazingly many more workmen have since been employed in the automobile industry. Think of the number of people that our new industries, like the moving picture or the radio, employ. Think of the number of people the airplane is likely to employ in the next quarter of a century when travel by air is likely to become as common as travel by land.

The machine is not the enemy of the workingman; the machine is the friend of the workingman. During the process of adjustment there must inevitably take place a great deal of maladjustment, of hardship.

Other factors are said to be responsible for these cycles of economic depression—the industrialization of women, the industrialization of the colored people.

However serious the problem is, and we acknowledge it to be a serious and difficult problem, it is not beyond solution. The wealth is here; the resources are here. In mine, in field, in forest, and in stream a good God has placed untold wealth, wealth capable of sustaining in comfort, nay affluence, 50 times the population which now exists in these United States. And the man power is here, and the technical knowledge is here, and the mind is here. What is wrong?

This is not a country like other countries—starved, stunted, poverty stricken, an ungracious soil, mountains devoid of riches. This is a country blessed by God with nearly all things human beings can want and all things here are in profusion and in abundance. There is enough here and a surplus to go around, so that every man may have his necessities and his comforts without depriving any other man of these self-same means, and yet from two to four million men are out of work to-day.

I firmly believe that if the American people were to bring to this problem of unemployment a little of that same daring thought, that same will to experiment, that same freshness of outlook which they brought to the successful prosecution of the last war and which they manifested during the pressure of emergency—if they would bring a fraction of that same freshness of outlook and originality of thought to this problem, it would be appreciably solved.

A great deal, of course, can be done by individual industries and a great deal is now being done by some industries. It was assumed in some industries, for example, that their industry was a seasonal one, and therefore it was inevitable that for certain months during the year the workingman should be unemployed. And yet a careful and voluntary scientific study of these industries made by the industries themselves revealed that they can be reorganized so that the workingman shall be employed the year round without in any way diminishing the efficiency or the profits of the plants involved. Some industries are now attempting to do it. They are planning their production well in advance. They are manufacturing for stock during quiet times. They are developing one or more staple articles by which the plant can be kept in operation. They are inducing customers to place their orders and to accept delivery well in advance of the season. They are transferring surplus help from one occupation to another, and from one department to another.

In addition they are seeking to develop organization of their products, to produce a different line of goods for different seasons, and to reduce prices at strategic intervals.

Unfortunately, the firms that have been conscientiously working along these lines constitute but an infinitesimal number in comparison with the firms which accept the seasonal character of their industry as inevitable. The challenge to-day is for the business man to make a careful, scientific survey of his particular industry to see whether he can not introduce within his industry, and cooperative with others in the same industry, a scheme which will eliminate periodic unemployment.

A great deal can be done in this way by your splendid organization. A great deal can be done in this country by establishing a chain of adequately equipped labor exchanges. There are 1,600 of such labor exchanges in England to-day. In our country, our city, county, and State employment offices largely serve—there are many exceptions to this statement—nomad industry. The self-respecting, so-called stationary, skilled workingman often hesitates to go to some employment agency—not so much the public as some of the private employment agencies. And yet there should be in the United States a related and coordinated, an adequate, chain of such labor exchanges, which would advise workingmen to seek employment in this place or in that place; which would even train workingmen for new trades which are not overcrowded; and which would move groups of workingmen about the United States, as the farming industry is doing, to tide over periods of economic depression.

A great deal can be done and should be done by controlling public work. Hundreds of millions of dollars are spent in this country by the National Government, by the States, and by municipalities for public work, highways, bridges, educational projects, improved public buildings. If such of these public works were controlled by intelligence, if the Federal, State, or city government would build only in periods of economic depression and retard its works in periods of prosperity when there is enough work to go around, it would straighten this curve of fluctuation out a bit. When, for example, there comes a period such as we experienced within the last year, when the curve of unemployment slumps, the State, city, county, and National Government could begin constructing and building, and on a large scale provide employment for the unemployed. When conditions become normal again and there is enough of private construction, the Government should deliberately curtail its building so as not to compete with private undertakings and with private builders.

And lastly—this is the chief thought I should like to leave with you to-night, a thought which perhaps many of you will not agree with—there should be established in these United States, as a means, not of solving the unemployment problem, but of relieving distress during periods of depression, compulsory unemployment insurance. The workingman is entitled to be protected against involuntary unemployment, just as he is entitled to be protected against disability due to sickness or old age.

Unemployment insurance is just as legitimate a charge upon business and industry as fire insurance or accident insurance is a part of

the overhead. Some private industries in the United States and some trade-unions have worked out for themselves a system of unemployment insurance on one basis or another, but no State in the United States has adopted universally a system of compulsory insurance. Germany has and England has. In Germany to-day 18,000,000 industrial workers are insured; almost the entire industrial population is insured by an act of the State. The workingman pays 1.5 per cent; the State pays nothing except the overhead, the cost of administering this fund.

When a period of unemployment sets in, when the man is thrown out of a job, he is entitled to draw insurance benefits. There are, of course, certain restrictions—certain qualifications, naturally—to protect both the State and the workingman, and a man who applies for his unemployment benefit to an employment agency established by the State must first of all convince the authorities that he can not find employment, and he must satisfy that board that such employment as is suitable for him does not exist in his vicinity.

The board can then suggest to the man one of two things: There is employment for you in the next city or the next town or the next State, or we will train you for another type of work where there is a greater demand than the one in which you now are in. If the board can not do any one of these things, the workingman is entitled to receive his insurance. So that every workingman is cared for and not thrown upon the scrap heap when there is a period of depression.

In England to-day there are 12,000,000 workingmen insured. Please do not confuse this with the English dole system, which was a post-war measure and which was given to workingmen who were not insured. This has nothing to do with the English unemployment insurance.

England was the first country to introduce an insurance law back in 1911. In England the State pays part of this insurance fund, equal to about 25 per cent of the fund, and it has been said by keen observers, by students of economics, that it was this insurance bill which saved the British Empire a few years ago when it was threatened with revolution and disaster in the general strike.

Workingmen will not rebel, my friends, if they have an investment of good will in the Government. Workingmen, as a rule, are a conservative group. All men are by nature conservative. The pull of social gravity holds them where they are. It is only dire need, terrible want, or cruelty which drives men to rebellion. If the workingmen in England had felt a few years ago that the Government had no use for them, that it merely exploited them, that when there was no work the Government paid no attention to them, the English workingman, who has a fair sense of justice and loves freedom and is not cowed by government, would have torn down the pillars of the British Empire when the long dreadful period set in, when over 27 per cent of the British working class was out of work.

Now there are only two alternatives—and possibly I am quoting, verbatim, from Mr. Lloyd now—possible when unemployment sets in. One is charity—the degrading and desolating thing which we call charity; and the other is insurance—a benefit which a man gets, not a dole, not a gift, but his rightfully because he has invested in it.

It would be well worth while, if such an insurance plan should be adopted by State or by Federal Government, if it was so drafted as to put a premium upon regularity of employment. I believe that every business man and every manufacturer ought to be penalized for not studying to regularize the employment of his workingmen. The premium could be so regulated that financial pressure would be brought upon industrialists to regularize and stabilize employment.

The workingman's compensation act reduces accidents. It proved profitable for the manufacturers to install safety-first appliances. So an insurance plan drafted with the idea of rewarding the business man who organizes the employment within his industry so that it becomes regular and steady, and punishing the man who does not, will go a long way toward reducing the so-called seasonable trade in American industry.

The soundness of unemployment insurance is proved not only by the experience of countries like Germany and England, but by the fact that insurance companies in the United States, such as the Metropolitan Insurance Co., are ready to issue contracts against unemployment as soon as State legislatures permit it, recognizing unemployment as a hazard.

The sum total of what I have said may be summarized in a few words. The primary concern of all Governments is the welfare of its working classes. The stability, and in the long run the prosperity, of a country depend upon its working classes. Life has moved very rapidly in the last generation, and more especially since the last war. The masses of the people of the earth to-day will not submit themselves long to institutions which they regard as indifferent to their welfare. I should like to stress this point. Our entire economic system, our entire economic philosophy, has been challenged, not by a doctrine or two, but by a country which covers one-sixth of the world's area, by people who constitute 40,000,000 souls. Our entire system of a comparatively few capitalists and private properties is being called into question to-day.

I, for one, believe that our system has not yet said its last say, and when I defend our system I do so not because I regard it in a sacred sense and not because I am afraid lest I be damned as a radical or a bolshevik. To me there is nothing sacred inherently in human institutions. A human institution is holy when it serves the highest interest of the largest numbers of people, when it contributes to the enrichment of human life. When an institution, however holy and sacred with age, exploits human life, becomes an obstacle in the way of human advancement, that institution then becomes an enemy to society and should be destroyed.

The Russians are training their children in 10,000 schools of Russia to look upon our present system, our economic organization, as an antiquated, outlived, and baneful institution. I, for one, do not believe that it is baneful or outlived or antiquated, but I do believe that we have not yet exploited the finest human and social possibilities. I do not believe that we have as yet wrested from it the greatest blessing which it is possible to yield to society.

If we are afraid of bolshevism—and we were terribly scared five years ago during that hectic period of deportation and raids—if we look upon bolshevism as the enemy of human liberty—which it is—

then the way to protect ourselves against it is not through the State Department or by deportation or by spies, or by the suppression of free speech and right of public assembly. The way permanently to protect ourselves against the invasion of these subversive fantastic economic theories is so to reconstruct our own system as to make it yield the greatest good to the greatest number, so to reconstruct it as to give every workingman within that system a sense of belonging, a sense of being part of an organization which cares for him as long as he gives to that organization the best of his physical and mental capacity, an organization which cares for him, which guides him, which, when he is unemployed, looks after him, and which, when he is broken by old age, does not throw him upon the scrap heap.

To my mind, a system of unemployment insurance will go a long way toward giving to our working classes that sense of stability, of security, and of belonging to which they are entitled.

This period of unemployment will pass I am sure. We may enjoy, next month or next year, another great period of prosperity, and we will again forget this ever-present problem of the unemployed. We are a thoughtless people and we do not learn from experience. It is our hope that a few thoughtful men, the far-visioned business men in our country will to-day, and the next day, and the next year tackle this problem until they have wrested a blessing from it.

I should like to see in these United States a system of protection for every honest workingman, one which will protect him against sickness, against unemployment, against old age. Every human being is entitled to that. That is a minimum, that is elementary, and in a land such as ours, blessed by God with plenty and prosperity, there should be no question about it. It is my hope that this will come to pass sooner or later, and my prayer is that it may come to pass sooner than later.

## THURSDAY, SEPTEMBER 20, 1928—MORNING SESSION

CHAIRMAN, JOHN S. B. DAVIE, COMMISSIONER OF LABOR OF NEW HAMPSHIRE

[Dudley S. Blossom, director of the Department of Health and Welfare of Cleveland, welcomed the delegates on behalf of the department, and in the course of his remarks spoke as follows:]

Mr. BLOSSOM. Speaking of the workhouse, it is a question that I hope you will find time to discuss, as it would aid me greatly in my work. As you probably know, the director of health and welfare is the official parole board for the city workhouse. Each Tuesday I go there and, after looking over a group of 20 or 30 individual prisoners, perhaps parole 15 or 20 of them; they come to my office the next morning and we place them on formal parole and give them their instructions.

One of the things that the paroled prisoner usually says first is, "Well, the first thing I need is a job." The statement, of course, is a fact, as probably one of the reasons why he was arrested was because he was unable to find a job. So we send them down to Mr. Seiple's department, and Mr. Seiple and his staff attempt to find jobs for the delinquents. Now, at the same moment when this prisoner comes there to get a job there are 150 or 200 men and a good many women also seeking jobs, and it is a very difficult thing, in my mind, to figure out whether it is better to give the prisoner a job. There is a job that this prisoner can do capably, and 150 outside of the railing are looking for the same job. Is it better to give the prisoner the job or one of the 150 who have never been arrested?

It is a mighty difficult decision to make. If you do not give the prisoner the job he will land in jail again in another week perhaps, or a month, because he can not find a job. He has no money to go to a private agency, and perhaps his wife and children are starving or on the verge of starvation.

It is a matter which bothers me quite a good deal. I do not know what is just. I do not know what is the right thing to do. Perhaps you might find a moment to give that a little thought. There are many other problems, of course, that occur and that you are here to discuss.

We are very proud of our division of employment in the city hall. I think we are doing as good a job perhaps as many other agencies in the country. Mr. Seiple feels that his department, a division of the Department of Health and of Welfare of Cleveland, is the most important division. He has often told me that it is the most important division, because if he can not get people jobs then they land in the poorhouses and workhouses, or some other division of my department. So I rather agree with him that it is important.

[President Urick spoke briefly in response to the greetings of Mr. Blossom, expressing appreciation thereof.]

Chairman DAVIE. The first speaker comes from over the line. I want every delegate here to know that the folks from over the line have stood loyally by this association and have been able to show some of us people here in the United States some real things about employment service.

It is not only a great pleasure but I consider it a great privilege, to introduce to you the first speaker of the morning, Mr. John A. Bowman, provincial general superintendent of the Employment Service of Winnipeg, Canada. He will address you on the subject, "The public employment service, its weakness and its strength," and I know he will do a good job.

### THE PUBLIC EMPLOYMENT SERVICE—ITS WEAKNESS AND ITS STRENGTH

By J. A. BOWMAN, *Provincial General Superintendent Employment Service of Winnipeg, Canada*

I wish to thank the members of the executive committee for the privilege they have given me of participating in this program—not that my contribution may add much, but that I may profit by the discussion to follow. These, the address and the discussion, may perhaps respectively illustrate the phases of my topic—the weakness and strength of the employment service.

One element of strength in our service is the privilege we have of meeting together in our national and international conventions to discuss our common problems. I have not had until now, with one exception, the opportunity of attending an international gathering, so that what I shall say on the subject assigned to me may have been said before. The subject is one, however, that is worthy of consideration from time to time, "The public employment service—Its weakness and its strength."

In endeavoring to speak on this subject I shall attempt to be as impartial as possible. I should like, if it were possible, to deal with the topic in the order of its wording—that is, to discuss fully the weaknesses of the service first, and then, and only then, deal with its elements of strength. This treatment of the subject should perhaps bring better practical results than to emphasize the strength of the service and then in the time left to deal with its weaknesses.

If I were speaking to strangers I might think it my duty to lay the main stress on the strength of the service, but as I am speaking mainly to our own people, I should put my strength into its weakness. I am sure that you would approve of this method. Whatever strength we have, it is better to show it than to talk about it, but of our weak points the reverse is true. It is far better to talk about them among ourselves than to show them, especially if by talking them over in a friendly way we can escape showing them to others.

I find that I am unable to follow that order, however, for strength and weakness are apt to lie very close together, just as in individual character our faults are often just our virtues pushed too far. John Smith may be said to be a very generous fellow, but you know that sometimes his generosity has gone too far and he has been not only generous but prodigal. Or James Jones may be a fine thrifty soul, but at times you suspect that his thrift verges on stinginess. Mrs.

Brown may be said to be frankly outspoken, but there are moments when her friends know that she bluntly blurts out truth when silence would be golden.

As one has said, "When I am weak then am I strong," and the converse is often true—where I am strong, there am I weak. We shall, therefore, not be traveling very far from our strong points while we are discussing our weaknesses.

To give some coherence and comprehensiveness to our inquiries I propose to consider the weakness and strength of the public employment service—(1) In its internal relations, and (2) in its relation to other organizations. In presenting this subject I shall necessarily have in mind our Employment Service of Canada, for I am not sufficiently familiar with the Employment Service of the United States to know whether my criticisms, either favorable or otherwise, are applicable to that service.

We shall, then, first consider the weakness and strength of the public employment service in its internal relations. Here its weakness and its strength are to be found in the human element that affects the service and in its organization and operations. The human element that affects the service either for its weakening or strengthening is to be found in the personnel of the department of the Government under whose direction the service is operated—sometimes in the legislature as a whole, and sometimes in the members of the office staff.

In large measure the strength of the service depends upon the attitude of the authorities who control the service. Where there is a lack of high ideals for or of real interest in the service on the part of the directing department, weakness is bound to mark the service. Even in this enlightened age the patronage system is not quite dead in some places, and where it exists men and women will be appointed as members of the staff, not because of any fitness they have for the office but because of personal or political affiliations. Not until every member of the staff, from the superintendent down to the young girls who do the filing or who operate the switchboard—not until all have been appointed purely on the ground of merit—will we get the maximum service from the offices.

Where patronage does not exist, there may be another characteristic, either of the whole legislative body or of the directing department, that has a crippling effect upon the service. I refer to a policy of parsimony where there is no vision of the importance of the service.

Ours is a benevolent branch of the Government; it is largely a humanitarian enterprise; it is a government institution that brings in no monetary returns; it is a spending branch of the Government, not a revenue producing branch—then why spend so much money upon it? That is the attitude of some members of some legislatures, and especially of some who happen to be on the opposition benches, no matter which party may be in power. In such cases, crippled because of lack of funds, the service can not have the publicity that it should have, and because of lack of advertising the service must remain unknown or be badly misunderstood.

One reason for the birth of the public employment service was the wish to protect the workman from exploitation practiced upon him in all too many instances by private employment agents. The great majority of the workers in mind were those known as common labor-

ers, although the exploiting was not confined to that class. Because these were in the majority, the public in some communities is still of the opinion that this public service is exclusively for common labor, and accordingly does not patronize the service when requiring help of the so-called higher classes. You may call that a weakness in the public mind rather than in the public service, but the weakness is there nevertheless, and there is little chance of remedy apart from good advertising.

Not only must there be sufficient funds granted to the service for proper publicity, but sufficient appropriation should also be made for an adequate and efficient staff.

Where adequate provision is made for publicity and an efficient staff, through the sympathetic vision on the part of the directing officials in the Government, backed by the hearty support of the legislature—men who see that a great good has already been accomplished by the service, and that at a time like this, when there is so much unrest, anything that tends to place men at congenial work and to give them employment of a more permanent character will do much for the individual, the home, the industrial interests, and the nation—under these circumstances, I say, the public employment service, just because it is a government institution at the service of all the citizens, should hold a strong place in the respect of the community.

Another realm where the weakness or strength of the service is shown is found in the attitude of each member of the staff towards his work. He should realize that as a public servant, just as truly as if he were in business of his own, he must have his heart in his work, and have an intelligent appreciation of what his work means. He must in every way possible endeavor to "sell" the service to the employers and applicants of his community. He must accordingly be courteous, sympathetic, and patient, and above all he must never allow his daily contact with the unemployed to cause him to become callously indifferent to the other man's troubles or needs. When we handle a rake or a pick or a pair of shears day after day, nature is kind to us and raises a callus on our hand which protects us and does no harm to the rake or pick or shears, but when we allow constant familiarity with the misfortune of others to raise a callus on our sympathies, while it may make it a little easier on our nerves, it sorely wounds the poor fellow who has come to us looking for our help. Perhaps no better apprenticeship could be devised for those who intend taking up such work than a temporary membership in the ranks of the unemployed, with a first-hand acquaintance with the way it feels to be obliged to sue for work in an employment office.

Leaving now the human element which bulks so largely in any business, we come to the more technical aspects—the organization and operation of the offices.

In regard to the location of the offices, it is reasonable to say that they should be placed where they will be most patronized. That means that the various sections of city offices should not all be under the same roof. The section for business and office men and women should not be in the same building with the lumberjacks or day workers. Human nature being what it is, we can not expect all classes of people to frequent the same office. Our aim should be to make it easy for people to patronize the service.

In a certain city there are two department stores, close together on the same street. They started business with seemingly equal chances of success. They have both done well, but one has far outstripped the other, and the reason given for this difference is that to enter the less successful store customers have to go up one step. You may take this for what it is worth, but the moral is plain.

In cases where it is necessary to have a number of sections combined, it is well to have these groups as closely allied as possible.

A very fundamental feature of the service which makes for its strength lies in the system of reports, bulletins, transfers of labor, interprovincial clearance, notices of strikes, lockouts, and so forth. This linking up of the offices over the length and breadth of the land is calculated to give us constant and practically exact information as to employers' requirements and the location of labor. This enables us to transfer labor to the nearest vacancies. This simple statement sums up a large factor in the strength of the system of public employment offices. But, like all other systems, it is dependent upon the human element. It functions only if these records are well and faithfully kept and promptly forwarded. If these records are not well and truly kept, then what is designed to be a source of strength becomes weakness.

We now come to consider the weakness and the strength of the public employment service in its relation to their organizations. Here cooperation spells strength, but lack of that cooperation means weakness. In our relation to other branches of the Government we have an element of strength. For example, when the immigration department cooperates closely with us by inquiring from us, before admitting workmen into the country to fill vacancies, whether such vacancies could be filled by suitable labor available anywhere in Canada, the ranks of our unemployed are not increased to the advantage of foreign labor.

The public works department, too, should work in harmony with the service, advising where public work is to be done, and endeavoring to persuade the contractors undertaking the work to engage their help through the employment service.

The department of justice may also render good service by undertaking to collect unpaid wages from unfair employers.

It is important, too, that a spirit of cooperation be found between the employment service and other employment agencies. Tradesmen usually find employment through their own offices, and consequently few of them register with the public employment service. Often, however, the Government office appeals to the unions for men for vacancies that are reported to our offices. The unions criticize our service for displaying orders for tradesmen that specify a lower than union rate of wage, and for sending applicants to fill such vacancies, but we have yet to hear of an objection from them to our sending men to a vacancy where a higher than union rate of wages is offered. We are of the opinion that it is only fair to display all orders and to allow the applicants to decide whether or not they will accept the offers.

There is a growing spirit of cooperation with industrial employment offices, and where such has been established, there has followed a mutual appreciation. The Province of British Columbia has a

law compelling such agencies to report regularly their activities to the Government employment office.

Our Canadian service has been very closely related to our railway companies, and this has added much to our strength. They have granted to us a special rate for the transportation of labor from any center where we have an employment service office to any other place in Canada where the distance is over 117 miles. This reduction in the railway rate influences applicants to patronize our offices.

On occasions these railway companies have granted the service very special reduced rates for the movement of farm labor from districts that have had the crops destroyed by drought or other causes to places where their help was required. This, too, has been appreciated by those who have benefited by such reduced rates.

Then in the securing of harvest help the service would be unable to supply anything like an adequate number of men if it were not for the splendid cooperation of the railway companies in advertising in the East the needs of the West and in putting on harvesters' excursion trains to carry the laborers at an exceptionally low transportation rate to eastern harvests, not only from the East to Winnipeg, but also from Winnipeg to any place in the three western Provinces.

The other cooperating institutions may simply be mentioned in a sentence. The schools have shown a readiness to cooperate with us, especially in connection with our junior sections. A lack of funds up to the present time has been offered by the school authorities in one city as the reason that a cooperating official has not been appointed by that board to supply records of the boys and girls who are leaving school to look for work.

In all of our cities where unemployment relief committees have been functioning—so far as my knowledge takes me—there has been hearty cooperation between such committees and our office, strengthening the link between the city and our service.

I had intended speaking briefly on the way in which the city churches can strengthen the service, and how they have done so, especially in announcing from the pulpit the need for finding work during the periods of aggravated unemployment. Some churches have appointed a representative member to work with the service in finding jobs, but these have more often reported applicants for work than vacancies.

The service has secured a certain amount of cooperation from some of the service clubs and fraternal lodges, and the press has always been ready to give us publicity.

I hope for a good, friendly discussion that may help us all to strengthen some of the weak spots in our service. I say "all" of us, for human nature being pretty much the same everywhere, our basic problems, both south and north of the boundary line, are probably very similar.

John Ruskin somewhere speaks of the nation as a big farm. If on a farm operated by the sons of the family some day at noontime some of the sons say to their father that they have finished all the work assigned to them and have nothing more to do, how foolish that father would be if he allowed these big strong boys to waste their time and get into mischief just because they have no one to direct them to other jobs about the farm. Why, there are ever so many

other things that might be done to make the farm more profitable and the home more comfortable and pleasant. No, the father sees to it that the boys are all kept at work, for he knows that work well done brings a great satisfaction, and that if all do their part the home and the farm will prosper.

Now, Ruskin says, the nation is just like a great farm, and it is the business of a good government to see that all the sons of the nation are at work if it wishes a continued and prosperous people.

The time has not yet come when the Government can see its way actually to supply the work to be done, as the father does on his farm, but our service is a step in the right direction. Its chief strength lies in its aim to give to men permanent and congenial work if such work is available in any place over our broad land.

### DISCUSSION

Chairman DAVIE. The leader of the discussion is Mr. A. W. Motley, superintendent of the United States Employment Service, at Erie, Pa.

Mr. MOTLEY. Mr. Bowman has covered that subject very well, I think we will all agree, because what makes for the success or for the failure of the public employment service is mostly the same.

The human element of the staff is probably the most important thing in our service. If we are not in sympathy with the work we are doing and if we are not in sympathy with our applicants, there is no question that our service will be a failure.

I have jotted down several points, and one of them is location. The original public employment offices, I think, were laid out to take care of the common laborer, and it has taken us years so to lay out our offices as to handle the skilled and professional men. This is particularly true in the small offices, such as the one I have.

We are compelled to handle the common laborer, the skilled men, and the professional men in this one office, and there is one for women. It is hard to get the cooperation of the better type when you have to handle it in that way. We have made it a rule to interview the common laborers immediately and then they go on out; they are not permitted to wait in the office or about the building at any time.

Another thing mentioned was the cooperation between the States. I think that our service would be more successful if we did have a closer cooperation between the States. Within the State our cooperation is very fine. Take, for instance, our own city of Erie. We are a stone's throw from Cleveland and the same from Buffalo, but we do not have the cooperation with the outside States that we should have to make our service better. I think oftentimes we could be of greater service to the manufacturers of our city if we were in a position to draw from the larger cities which are close.

You mention the collection of wages. I do not know whether that is a function of the public employment service or not, but I have noticed in the last two or three years, since competition has become so keen, that a good many contractors have accepted jobs far under cost, and as a result they do not have the money to pay their men. Is this a function for us? If not, who should handle it? In our

State a man has very little chance of collecting his wages except through an attorney, and that is a hard process.

I think the strongest part of our service in the eight years that I have been with it is our cooperation with the industrial plants. I think they have given us all the cooperation we could ask and that this has been our outstanding success.

Chairman DAVIE. Is there any other discussion?

Mr. MERZ. I want to tell you the way we handle the question of wages. It depends a little on how long the particular contractor has used the office and how well he is known. If he is pretty well known to us, we try to handle it by calling him in and asking him to explain why we have received this complaint and what he intends to do about it, and in the majority of cases we can make the adjustment. But if he gets rough about it, then we direct the man to the public defender. Of course, every municipality does not have a public defender, but Columbus has had one for 10 or 12 years. That is our last resort, but we manage in nine cases out of ten to make the collection and force the man to pay.

Mr. KOVELESKI. What we do in the State of New York, or particularly in the 13 counties which are in my district, for the poor unfortunate who has been sent out and the contractor has failed to pay him, is this: If he has been sent out by the office, we get in touch with the contractor or superintendent—if he worked for a superintendent—and in the event of his failing to pay we have what is known as the legal aid society. We take the matter up with this legal aid society and immediately proceed to collect the amount, and add 15 per cent to the original amount of the wage to cover the proposition. Also, I know something about law and we sometimes go into court ourselves and prosecute the case for the unfortunate. We have an increased number of such complaints at the present time against the road contractors and the farmers in the outlying districts.

Now, a word to my friend from Erie. We are always glad to help the Erie office, and it can aid us considerably by sending men down to us. If a man feels that he wants to come to Rochester or New York City, if he has a letter of introduction I will be glad to give him a helping hand when passing through Rochester.

Mr. DOLLEN. I would like to tell what we do with the unfortunate who is to be released from the penitentiary or Auburn prison. Before a man is paroled a letter is sent to the superintendent of the employment office in his district. In turn, at least in our office, we take the matter up, if it was a major offense case, with the prosecuting attorney, and if he has no objection we obtain a position for the man, assuming that it is his first offense. We write to the warden of the prison stating that we have a position for the man.

Then the man reports to the office and we place him in a position. He reports to the chief of police and to his parole officer, and sometimes to me, depending upon who he is.

The second offense case the State employment office, or at least our office, refuses to handle. In fact, I have written to the warden about a young chap who has had two chances, and stated that if I had my way I would throw the key away and forget that he was in prison. So he is not coming our way.

As to the weaknesses and strength of the organization, one of the weaknesses, in my humble opinion, is the lack of training. There should be a time given over by the heads of the offices to instructing the staff in the duties and performances thereof. When entering the office a person should be given a minor position, or a position of a junior grade, and then work up by promotions as the vacancies occur. Unfortunately, many times a man is taken from the outside and for divers reasons placed in a vacant position over the member worker who has been there for several years. That does not create a good feeling in the office, and it makes it very difficult for the head of the office to straighten matters out. A period of training should be established in all offices for teaching the men who are brought into the office.

I have in mind now a superintendent of one of our offices, a very good fellow but without training, and he could not sympathize with the poor fellow looking for a casual job, as he had never been in a position where he had had to ask for assistance. More care should be given to the selection of men for these positions, selecting particularly older men, men who have had training. That I think would in a large measure be beneficial to our service.

Mr. Rigg. Probably there is no subject on the calendar which should command our attention to a greater degree than that which we are now discussing. It comes so intimately home to us. We are all familiar with the fact that there are elements both of strength and of weakness in connection with our organization.

I was particularly pleased to note that Mr. Bowman laid considerable stress upon the necessity for all of us who are engaged in this work retaining a sympathetic attitude toward those whom we have to serve. I regard this quality as one of the outstanding qualifications.

Brother Dollen has just been speaking about the necessity for training. I know that there are very considerable advantages to be obtained from the school method, but I am afraid there is no amount of training which will implant in a person's heart that quality of sympathetic approach to the problems we have to deal with. In other words, if it was not born there, if it is not an innate quality on the part of the individual who comes into our service, I am afraid that he will be permanently lacking in this great and primary qualification.

Last evening we heard in that wonderful address delivered by Rabbi Silver reference to the attitude of approach to the problem of unemployment, and you heard something about the business cycle. Some people are interested in this problem because of the material effects that are produced as a consequence of the recurrence of trade operations which we ordinarily designate as the business cycle. Some of them are interested because it spells for them failure, because it means the slackening up of trade processes, and because it means a reduction in the amount of profits derivable from the industry, and so on. It is humiliating because it is failure, and it is disappointing because it is not a financial success. Some people are interested in the business cycle from that point of view—too many.

Others are interested because the business cycle means human disaster, poverty, disease, human degradation. They are interested because they have some ideal of what should constitute human life; because they believe that every man, woman, and child should be afforded ample opportunities for living a full existence. I like that method of approach, and if I was a civil service examiner and had to deal with anyone who was seeking employment in our offices I would make that one of the outstanding qualifications—the impulse of humanitarianism, the feeling of kinship, a capacity for the sensing and sympathizing with suffering, and a yearning to get underneath and lift.

The private agency is not concerned about the faith of those with whom they are brought daily in contact. They are concerned principally with how much money they can make out of it. You can learn something about what is made by these private agencies by reading a paragraph in the Plain Dealer this morning. There is a rather staggering statement made by one of your senators here which indicates very plainly that there is a great deal of work to be done before the public employment service really lands where it ought to get.

Another strong feature in connection with our service, if it is properly safeguarded, is that we may have continuity of service. Mr. Motley indicated what is precisely the truth, and so far as the employment service of Canada is concerned it is not entirely free from the operation of the principle mentioned. There is not a very serious amount, but some. However, I am very happy to be able to tell you that this condition does prevail in Canada: That if the Federal and all the provincial governments changed overnight it would not mean the loss of one position to one individual throughout the whole length and breadth of the Dominion. It is a great thing to work for and it is one of the things that we must seek to promote in connection with our service.

Another great feature, if our services are properly organized and which is assured to us through its public character, is, as has already been mentioned by both Mr. Bowman and Mr. Motley, our friend from Erie, that in a service such as we are operating great advantages could be derived by coordination and cooperation.

It may surprise some of you to learn that, so far as the placements made by the Employment Service of Canada are concerned, at least 50 per cent of those placements involve transportation, and I do not mean street-car transportation at that. Mr. Bowman informed you that we have granted to us by the railways a special reduced rate for those who are sent for employment by our service. The reduced rate is about 25 per cent. One out of every ten of our placements involve the use of this rate, which means that one out of every 10 persons placed by the employment service has to travel more than 117 miles. In traveling from one end of a Province such as Ontario to the other, you travel a thousand miles, and therefore we consider it to be important that we should maintain our clearance system as efficiently as possible.

In mentioning the large size of our Provinces and the enormous areas which they cover, it will interest you to learn that a little over 7 per cent of our placements involve interprovincial clearing; that

is, the men are sent from one Province to another—a wonderfully fine arrangement, a magnificent help to the success of our work.

We had a rather curious case here recently which illustrates what the clearance means. Way up in the northern part of British Columbia, situated on the Pacific coast at a place named Anyox, is a mining firm. It needed a chemist, and because there was not a chemist available locally, this order was placed in clearance. It was telegraphed from Ottawa, and from Ottawa we broadcast it to likely districts by telegraphic means. This order was placed with us on a given day, let us say Monday as I do not remember the exact day, and on Wednesday from our office in Sidney, situated on the extreme edge of Canada on the Atlantic coast, a coal chemist was located. He did not go to the job, for the simple reason that on the same day in Vancouver, much nearer to the location of the job, a capable individual was discovered, but all the essential transactions with the exception of the actual placement were gone through, involving a distance of more than 4,000 miles in two days. I believe that, except for the discovery of a suitable applicant nearer home, undoubtedly that placement would have been effected from one end of the country to the other.

These are some of the strong features of a well-organized public employment service. I am saying this, and I will have more to say to you when I read my paper, for the purpose of inspiring you in the United States to exert every effort of which you may be capable in order to overcome the disadvantages which at the present time you suffer as a consequence of the operation of your individual State services, etc.

Chairman DAVIE. I think the convention will agree with me that they have seen an exhibition of some of the strength of the association by our friends across the line.

The next speaker on the program will address us on "The trend of labor in industry," and I take pleasure at this time in introducing to you Mr. C. M. Crayton, State superintendent free employment offices, Danville, Ill.

### THE TREND OF LABOR IN INDUSTRY

By C. M. CRAYTON, *State Superintendent Division of Free Employment Offices, Department of Labor of Illinois*

I think the committee or the gentlemen who framed this program did not use the judgment we would use in interviewing an applicant for a position. This subject was originally to be discussed by a gentleman who has passed a lifetime in and who has great technical knowledge of, the subject of labor, and as a substitute they have seen fit to select a lawyer to discuss this subject, because prior to entering this service my background has been entirely with the legal profession, except that in my younger days I was identified with a labor organization, when a union man and an anarchist were placed in the same category in the public mind. The public does not accuse lawyers of being humanitarians.

I am a political appointee to the employment service, and have been in my present position almost six years. At that time our par-

ticular party went over the top and when it distributed the spoils of victory, the State superintendency of the free employment offices was apportioned to me. I will frankly confess to you that I did not know what it was all about. You must remember that the State of Illinois has a population almost as large as the entire Dominion of Canada. I was very fortunate in having to assist me a man whom you all know, Mr. Charles J. Boyd, general superintendent of the Chicago offices. After making a survey of the situation I concluded that the best thing to do was to let Charlie run the organization, and I would try to look after such work as I knew something about.

I found deplorable conditions. The offices of the free employment bureaus in the State of Illinois, especially those outside the city of Chicago, were upstairs. You had to go upstairs and way back through the halls and into the most unsuitable quarters. In one place in the city of Springfield, the capital of our State, the office was in the red-light district, and the applicants, while waiting to be interviewed, were lulled by the music from an electric piano.

I found one office in the city of Rock Island, which has a population of about 60,000, installed over on one side of a garage which had a concrete floor, and to overcome the chilliness from this floor they had built a platform.

I found that the fault did not lie with the free employment service, nor was it with the Legislature of the State of Illinois. It was because the benefits of this service to the public at large had never been properly brought before the legislature. I have appeared before the appropriation committee at different times and have never yet had a reasonable request for appropriation turned down.

In Illinois to-day we have all of our offices on the ground floor of buildings located close to the employment districts, and we have nice furniture. We have fine quarters, well decorated, and they are offices that are a credit to the great State of Illinois. We have found that by improving the conditions we have increased the service over 50 per cent.

This subject that has been given to me, "the trend of labor in industry," is one on which I can speak neither with authority nor with technical knowledge. Although I have been identified with union labor and labor organizations for many years, it is only as a layman, that I am able to speak to-day.

The unemployment question has come up in about six of the speeches that have been made, and of course that is one of the questions that must be solved in the near future.

I have not heard anyone mention the agricultural districts. In the old days in our great wheat fields in Dakota and Kansas and Nebraska there was a seasonal occupation for a great many casual laborers. Harvest was a time when laborers were short, and this surplus labor was needed. The farmers would meet them in automobiles and treat them with kindness and regard them as men, but in later years there has come into use the combine, a machine which reaps the grain and thrashes it, so that it can be taken right from the machine to the car and shipped. Now, instead of meeting those casual laborers, those transient laborers, with automobiles, they meet them with sheriffs and put them in jail. All other industries have the same story.

In the old days the church and the State combined, as in the primitive village the medicine man and the chief worked hand in hand. The worker was a serf or slave and drew no wages. The difficulties which we have to-day are because the courts are bound by the old decisions. They are bound by rules of law and principles which were formulated back in the days when aristocracy owned the land and the man who worked had no rights whatever.

That is one of the greatest difficulties which labor has in getting anything like an even break in the decision of the court. In 1776 the Declaration of Independence was framed, and about the same time Adam Smith wrote the great book *The Wealth of Nations*. From that time the agitation began, and the world has been constantly impressed with the rights of labor, because the principles of the two are practically the same—that a man is entitled to life, liberty, and the pursuit of happiness.

Union labor to-day is hampered by these old decisions that have come down through the ages, because the courts are one of the slowest-moving institutions in society. It has come to a time now when there is a doubt whether or not civilization will be submerged in this rising tide of unemployment.

Take injunctions: For instance, the law in regard to conspiracy. This is a law that was formulated strictly for the protection of the State. You know the State necessarily must be very jealous of its prerogative rights, and in the beginning the law of conspiracy was applied only to conspiracy against the Government; but in decisions in the past, and in particular the Danbury hat case, with which you are all familiar, it has been applied to labor agitation. If a member of the union does any act which would constitute a conspiracy—understand, it does not have to be a legal act—a conspiracy can be something done by a number of persons illegally or a legal act by illegal means.

As to what are illegal means, that is strictly within the discretion of the courts, and they have held that if a picket out on strike commits an offense, the president of the union, who may be hundreds of miles away, is jointly responsible; and that has been used with great force by the employing classes during labor agitation.

Union labor is now between two fires. On the one hand it has contact with the employers and on the other hand is the rising force of communism. Union labor recognizes the rights of property, and it claims that it has the right to collective bargaining—that a man's labor is his property and that he has the right to unite and to sell that labor at the best price he can.

On the other hand syndicalism, communism, and the Independent Workers of the World lay down the flat principle that there is no compromise, that there can and never will be a compromise, between labor and the employer—capitalism, as they call it. They claim that the product of labor belongs to the man who makes it; that as to the product of the workers the men who create the value are the owners of it.

In this age, with its labor-saving devices and the great consolidations like the stores, which make an employee out of the owner of the little store, as they increase and make workers out of men not trained or skilled and increase the great volume of unskilled labor,

the problem of union labor to hold the balance becomes greater, because when a man is hungry that doctrine appeals to him very strongly, and you must remember that hungry men will fight for rights. There are a great many more workers than there are millionaires, and unless the employers solve this problem so as to preserve this balance in the end, the same disaster will overtake them that has overtaken the employers in Russia or in Italy. That is the trend of labor.

The rabbi last night spoke of unemployment insurance and I want to speak very briefly to you on that. The British law of 1911 covered only seven industries—building, construction, shipbuilding, engineering, vehicle construction, iron foundries, and sawmills. In 1916 a temporary plan extended benefits to munition workers. In 1920 like benefits were extended to all classes except agriculture, domestic service, Government work, and public service including railroads. The State pays one-third, and of the remaining two-thirds the employer pays slightly more than the worker. Up to 1920 the plan had accumulated a reserve of £20,000,000. By the end of 1922 that amount had vanished and the fund was indebted to the Government for nearly £30,000,000.

So you see that while unemployment insurance is all right in theory, it has not been very successful in actual practice, and to-day, after 17 years of unemployment insurance, there are a million and a half workers in England taking the dole, practically objects of charity.

It appears to me that this service is only in its infancy. I believe that it will be one of the greatest means of overcoming this situation and of bringing about an equal division of the profits between the employer and the laborer.

You know Karl Marx's theory was that a laborer received just enough to permit him to exist and to reproduce his kind. That is what he got out of his individual exertion. Everything else he produced was surplus.

Now you take a machine; it will do the work of 20 men—I believe that a machine in the coal mines can dig as much coal as 20 men. Therefore that surplus is enhanced 20 times. It is with these things in mind that it behooves the employing classes of this country not only to study this subject with a fair mind in order to preserve our present civilization, but to lend their assistance to any agency similar to the public employment service in order that they may arrive at the great conclusion.

As far as labor-saving machinery is concerned, that is a result of the ingenuity of the American and it will continue. Man's intelligence has made the pathway to the sun. It has dived beneath the waves of the seas and mapped the unknown lands. Man has raced his plane above the clouds and navigated the harbors of infinite space. He has gone down into the earth and raised up masses of mineral well hidden. He has harnessed the waves and the giants of force are at his bidding. This thing has man done between the portals of life and death.

What the future may bring one marvels, and what blessing it may constitute we can only conjecture, but one thing is sure, that the mind of man will ever be going on and on in the earnest search for truth

and improvement. Some day it may answer this inquiring cry of Cain that has rung down the ages, Am I my brother's keeper?

## DISCUSSION

Chairman DAVIE. Has any delegate anything to say on this paper or any questions?

Mr. RIGG. I want to take this opportunity of thanking Mr. Crayton, whom I have the pleasure of meeting for the first time, for his address, which was somewhat of a departure from the ordinary run of addresses that we have had delivered to us, but which nevertheless has packed away in it an enormous amount of food for thought.

We are all of us faced with this problem of unemployment. It is ever-present with us. It is the very reason for our existence. It is because government, municipal bodies, and so on, have been obliged to face this problem that employment offices have been established. The pressure of demand has necessitated the creation of this institution that we call the public employment service.

Governments do not anticipate public opinion, and public opinion is constituted out of the consolidated thought and feeling of the community. While we are concerned about unemployment, the poor we have always had with us. They have always been the underdogs. The tale of the toiler is one of suffering and of oppression, and it is only within recent years that this suffering has acquired a voice, and it hasn't much of a voice yet. It can not shout very loud. In some countries it may be heard a great deal more clearly than in others, but it is acquiring the power of articulation and will increasingly demand attention. It has demanded sufficient attention to-day to have necessitated the public employment service, and why should it not?

We are a little bit off the beaten path, but it is a mighty good thing, I think, to get off the track once in a while. There used to be reasons why people were poor. There isn't a reason to-day, so far as the resources of nature and the power of application of human labor to those resources are concerned. There used to be families. We heard the other day a quotation from the Scriptures from, if I remember rightly, our friend Mr. Eldridge. I think he referred to that historic incident of the marvelous foresight practiced by Joseph in storing away the surplus of seven years of plenty in order to be ready for seven years of famine.

There used to be reasons why people were poor. It was inevitable because of the inability of human engineering and ingenuity to extract from nature's resources all that was necessary for the supplying of human needs, but what is the case to-day? When you look poverty in the face to-day, are you looking at poverty that exists because of an insufficient supply to meet that need?

What do you mean when you talk about a panic? As Rabbi Silver said last night, that is not a respectable word in our day, but when the lines on those charts that register unemployment are dipping way down into the valleys they are nothing but lines of ink as you see them on the diagram, but I want to tell you that they spell degradation and misery and suffering. That is what we have to discuss, and

the tragedy of it all is that the very reason why men, women, and children are going without shoes is because there are too many shoes. The reason they go without food is because there is too much food.

That is the tragedy and the irony of our present condition. We are concerned with that, and I want to express again to Mr. Crayton my thanks for having drawn our attention to this. People do not suffer to-day because of an inadequate supply. They suffer because of the abundance of supply. There is something for us to deal with and to think about and to work for. It suggests a line of activity and a growing sense of responsibility which will have to be increased until all involuntary poverty and all the suffering and degradation and despair which accompany it are done away with.

Chairman DAVIE. This association, as you have heard from the president, places no bar on account of politics, creed, nationality, or color. We have always been very broad-minded; in fact, it is only a few years ago that that wonderful colored man, a member of the Conciliation Service at Washington, delivered at our convention in Toronto, Canada, one of the finest papers that has ever been presented. We all remember it. He was a wonderful man and he represented a wonderful people, people in whom we are greatly interested, and throughout the larger cities of the United States departments for their special benefit in employment have been established.

It is not only a pleasure for me, but I consider it a great privilege, to introduce to you this morning a representative of those people. Mr. T. Arnold Hill, director of the department of industrial relations of the National Urban League, New York City, who will now address you on the subject, "The place of the colored worker in industry."

## PRESENT STATUS OF THE NEGRO IN INDUSTRY

By T. ARNOLD HILL, *Director Department of Industrial Relations, National Urban League*

In dealing with this black and highly explosive subject that has been given me, I am going to take some liberties with the program. I want to change that subject, "The place of a colored worker in industry," because the word "place" for us has a peculiar significance. We do not know just what it means. In some parts of the country your place is in the front part of a railroad train behind the engine. In that same part of the country you ride in the rear of the street car. Sometimes you are in the basement of an apartment, but in the theater you are in the gallery. So I do not know just what is meant by the word "place."

I want to talk about the present status of the negro in industry. The negro has passed through very distinct periods—the slavery period, the period of reconstruction, and, the most recent one, the period since the war.

During the time of slavery it was thought that we were fit only for work in the fields. We planted and harvested cotton, tobacco, rice, and other staples, but most of us lose sight of the fact that during that period we did something else. We learned how to build houses, to shoe horses, to repair implements, and to do many other

things with the hand, so that when we emerged from slavery into that second period we had a rather dominant position in the South in the trades and in manufacturing and mechanical pursuits, but that changed very quickly because large numbers of people came from abroad to this country, and we soon lost what might have been a very strong hold on the mechanical and the manufacturing industries of the country.

We went on then to the third period, the period which has come about since 1914, and the one on which I want to spend most of our time. In the period since the World War there have been some changes. To-day we still find two-thirds of all the colored workers confined to two occupations—farming and domestic and personal service. To be sure, we have decreased some in both of these lines, for we shifted some 371,000 workers from agriculture to manufacturing during the period 1910 to 1920, and we doubled the number of colored workers in the industries and the trades. Located in the principal sections of all of our northern cities, you will find considerably more negroes to-day than you found in 1910 and in 1920, and in some places in 1925.

If you want to know what colored people are doing, particularly in this section, study the population increase since 1910. The figures since 1920 are not very accurate, but we do have them for the period 1910 to 1920. You will find, for instance, in Cleveland 348 per cent increase in negro population, in Detroit 611 per cent, in Akron 749 per cent, in Chicago 148 per cent, and in Toledo 203 per cent. That simply means that the principal industries of these cities are hiring negroes, and if you want to know what they are doing with their money you need only to visit some of the banks in the large colored sections or the colored sections of our large cities, and you will come very definitely to the conclusion that despite all that is said about shiftlessness many of them are saving their incomes.

We opened a bank in New York City on the 17th of this month. You have perhaps heard about it—the bank which John D. Rockefeller is behind. He is demonstrating and experimenting. He has white and colored people in the bank—colored clerks, and colored tellers, and colored women working in other capacities. Within a very few hours on that opening day the deposits had surpassed \$200,000—almost exclusively negro money.

Some question is raised as to how the negro is succeeding in these new lines of endeavor. I think we can say without a question that the majority of the employers who do make use of negro workers regard their services as successful. If you were to send out a questionnaire to the employers of Cleveland or Detroit or New York or Chicago, you would find our experience in these cities is like the experience we have in other cities. You will find that about 80 per cent of them will tell you that the labor of the negroes has been as successful as the labor of others. You will find about 10 per cent of them evasive, about 5 per cent of them reporting something that you can not interpret, and the other 5 per cent will tell you very definitely that they do not think that the labor has been as successful as that of whites.

Now there are specific—I am passing over these points hurriedly because I want to get to something else that I think is more im-

portant—instances which will show the trends of future employment and the present status. For instance, there are some 1,400 negroes in the Postal Department working in the city of Chicago alone. There are some 5,000 women in the trades in New York City. There are 600 colored school teachers in New York City. Throughout the coal fields of Pennsylvania, of West Virginia, and of Illinois you will find colored miners, union and nonunion. In the steel district of Pittsburgh, here, and throughout Ohio, you will find many negro workers. There are foundries and there are steel mills in this State where 30, 40, and even 60 per cent of their workers are colored.

The metal trades in Chicago have gone forward in this direction. There are metallurgists and chemists and draftsmen and engineers and architects who have met preeminent success in all parts of the country in that very innovation that came about during this third period to which I referred in the beginning.

I imagine you get tired of statistics—I know I do sometimes—studying the ratio of the unemployed to what it was years ago and how much money we make to-day compared to what we made before, and the value of the dollar compared with what it was last week. So I want to talk about something else, something which denotes a status that I want to get rid of—the dead lines affecting negro workers.

To be sure there are some dead lines that affect them that must affect all people—economic dead lines. We referred to some of them to-day—mass production; the coming in of mechanical labor in certain parts of our country, which affects not only negro workers but all workers; in certain sections, women working; wage standards and hours—all of those, of course, bear directly upon negroes as well as upon others, but what I want to talk about are certain racial dead lines which we see and feel that are not felt by others, certain inherent beliefs shared by employers, employees, public employment agencies, fee employment agencies, and very often by negroes themselves. You have heard many of them.

I was very much amused when I came in to see that the badge that you selected was in color red. Negroes are the only ones who are supposed to wear red, and that belief has come down through the ages; also that we like watermelon and chicken, and yet I have never gone into a dining car—I travel a great deal—and found, when watermelon and chicken were on the bill of fare, that most of the car did not order it.

So it is in this matter of climate. We hear that all negroes die from cold weather, a belief that I think is shared very generally, and yet during the war the Government sent raw recruits from Louisiana up to what is known as one of the coldest States in the Union for encampment and for training. The only colored person who joined the Perry expedition was Matt Hinson, and it is rather strange that Matt Hinson still lives, and yet you say we can not stand cold weather.

We hear a great deal about the laziness of negroes, and yet there are figures which disprove this. In this country a larger percentage of negro men and negro women and, I am sorry to say, negro children work than of any other racial group, except perhaps one. I think the foreign-born men have a larger percentage of workers than

the negro, but our total for the whole race greatly exceeds the total of the Caucasians working in the United States. The South is what it is to-day because of the negro labor. Cotton has been the chief export of this country until recently. It certainly was the chief source of wealth in the South, and yet cotton has been produced almost exclusively by negroes.

You do not find colored carpenters, plumbers, and blacksmiths in Cleveland and Detroit, but you do find them in Atlanta, Montgomery, and throughout the South, showing very conclusively that at some period at least we have not been as lazy as our reputation would lead people to believe. I can go straight on with lots of other inherent beliefs that have kept us out of employment as well as out of other things, but I am discussing something that you have to talk about cautiously all over the country. Yet it is so important a subject, as I see it, that I think we ought to talk about it, even in Cleveland.

We ought to talk about the dead line thrown around negroes by labor unions. I want to say here that personally, officially, I believe in the principle of collective bargaining. I have said much for it and done something toward bringing it about. The subject is, of course, too lengthy to discuss here, but this much is a point in considering this question: That the labor union might have a legal right to exclude colored people from its ranks, but it has neither a legal nor a moral right to exclude them from work, and it does that by barring them from the union.

To be a plumber in almost any town—it might be different in Cleveland somewhat—one must belong to the union. Not to belong to the union is not to work, so that colored plumbers are almost unheard of throughout the country. There are some who do repair work, particularly in the South, but take the whole east coast from New York or from Boston straight through to Baltimore, and I doubt if you will find 10 registered plumbers. I lived for a long while in Chicago, and time and time again we tried to get jobs for colored plumbers and tried to get them admitted to the union, but it could not be done.

Now I understand the relationship between the various nationals and internationals, and the American Federation of Labor I know has avowed time and time again its interest in this question of fair play for negroes; but I know that there are some nationals and internationals—the plumbers being one, the machinists another, and the railway mail clerks another—that exclude negroes from their membership. Just so long as this continues will the policy of the labor unions constitute a rather insurmountable dead line to the efforts of negro workers.

I have just come from Buffalo and there is a young woman there in a most unusual position—unusual for colored people but not at all for other people, unusual merely that out of some four or five thousand people she happens to be the only colored person working in that office of a company, and I was curious to know why. I asked her if there any been any fights, if anybody had pulled her hair or if she had pulled anybody else's hair, or if anyone had gone home with a bad appetite the first day she worked there.

It is just the story of the owner of the company having it very definitely understood that here is a young woman whose parents he

feels grateful to for something they have done for him in the past, and he wants her to have a job, and she got the job and has been working there for a long while. The public knows nothing about this personal relationship. The employees know nothing of it, but they go along working quite satisfactorily.

There are three conditions under which colored people will be employed in places where they are not now. First is the labor shortage. When you have a labor shortage you will employ most anybody. I think all of us employment experts will admit that. I have seen firms employ negroes by the thousand in Chicago, and so has Mr. Boyd, because they could not get anybody else and they had to have their work done.

I know of a large house that employed at one time 1,400 colored clerks and they had not had one up to that time; another in the same city employed 700 because it could not get white clerks; and when the emergency was over those 2,100 people were turned out on the street within a week.

Then employers will employ colored people when they pay cheaper wages. The color line is forgotten then, and that, I think, is an injustice to the American white laborer. He is forcing negroes, who can not join unions and who can not have an equal chance in industry, to go in and work for a lower wage when offered to him by some employers who forget about color when money is concerned.

I have mentioned the personal element that enters into the situation. I know of a young woman who is a saleslady in one of the largest stores in New York—not, as we say among us, getting by or passing, but one whom everybody knows is colored. She is a saleswoman and has been there for years, and the story goes back to just such a relationship as I referred to a moment ago, that existing between the management of the place in Buffalo and the young woman who is employed there as a clerk.

This I have conceived to be of interest to the public employment agencies throughout this country and throughout Canada. If I have heard any one ideal expressed here to-day, it is that we should regard ourselves as a humanistic influence, as humanistic agencies interested in improving the welfare of man. Many expressions have been used to-day by practically all the speakers which would lead me to think—which would lead us all to think—that you are interested in improving mankind's social conditions and economic conditions, and here you have as public service a problem which you can do much to solve and much to lessen.

If, indeed, you are interested in mankind, and I believe you are, have you thought of the waste in industry that comes about because negroes are not employed, because, despite all I have said about their improvement, they are still confined to the lower grades of industries? They are still the unskilled workers, paid less, doing more work, and working more hours. Have you thought of the waste that comes about as a result of that? For instance, the waste in education. What has a young colored girl to do who finishes high school in Cleveland? What must she do in Chicago? What must she do in New York? Practically nothing but wait on table or work as a domestic. Occasionally a few of them become clerks, but they do nothing of the sort that the average white girl does who finishes high school.

Most any girl who takes the first or second year of high school or less can wrap a package in the 5 and 10-cent store. That does not require a great deal of training. I think that many of our girls can answer the telephone with just as few mistakes as are made by telephone operators. Yet you will find this great group of trained young people increasing in volume each year without corresponding increase in their employment opportunities.

This is doing a great deal to the courage of the negroes—it is discouraging them. Why work steadily this week and next week and next year, if at the end of 25 or 30 years you find you are still where you were when you began?

I went into the office of an agent in a large city not long ago, an agent whom I have known for some time, and while waiting for him I talked with the messenger who was on the outside. I had seen him many times before, and he was quite sullen that morning. I asked him what was wrong.

He said, "I have been thinking too much this morning. I have been thinking what is going to happen to my daughter who finished high school last night. I have just been wondering whether she must go through what I have gone through for the past 25 years with this corporation. I have been here at this door now for almost 26 years. The young man whom you saw go out I trained. He is now the first assistant to the first vice president." He went on to enumerate changes that had taken place since he had been in that position. It is doing much to discourage the young people who finish high school, and I take it it is a problem in which you are interested.

There are many employers who are losing the services of loyal and dependable workers. When you speak about the loyalty of negroes you forget about what happened during the war period when we showed our loyalty on the battlefield, and we show it just as much to-day. You take the man who is working in the office or corporation to-day. He goes home and talks about what "we are doing" "our business" just as if he owned the whole business. He regards it as his business, and that I think is a trait or attitude which is an asset to any business.

Then we lose because you can get a better colored worker than you can a white worker for certain types of work, not because intrinsically or inherently we are any better mentally or physically, but because the grades of work open to us are so few and so similar that wherever you can get a person of good training and put him up a little beyond that ordinarily offered to negroes, it is better than he has been getting. That is the reason why you find in post offices a higher grade, as a rule, of mentality among the negroes than among the white people. It is a good job for us but not for other people.

I have a friend who said in that connection that whenever you see a colored man that is as high as he may go, but whenever you find a white man doing a thing that is as high as he can go. He may not be exactly correct, but I think his principle is correct.

They tell me in the telephone companies that there is a great shifting of girls from their employment to the employment of private companies that have exchanges; that as soon as they train a girl she goes over to an exchange. "Well," I said to one man, "if that is

true, why don't you take some girl who will not have the opportunity to go over to exchanges, and thus cut down what all employers say is the heavy cost of labor turnover?"

You can get, therefore, a much more dependable worker, a better grade worker, taking everything into consideration, for certain types of work among negroes than you can among others.

Then the public loses because it must give alms to people who are unemployed, and it must support the penal institutions. We contribute our full share to that largely because of smaller crimes. When you do not give people employment and they need shelter or food, the rule is to try to get it, and the rule of the Government is to punish people if they do not get it the proper way. As a result, the penal institutions have far too large a percentage of negro inhabitants, and would have a smaller number if we were only given a more equitable share of the employment.

I trust I have not given you the idea that I regard negroes as being any different as individuals from anybody else. There isn't any formula for it. I am frequently asked, "Do negroes make good draftsmen," and do they make good in other technical lines? Some of them do and some of them do not. Some of them make mistakes and some of them do not. Some of them are honest and some are not. Some of them are late and some of them are on time. I am not trying to give the impression that they are perfect individuals, but I am trying to give you the impression that we ought to deal in a human way with this very human problem.

We are not forgetting that a part of the trouble is our own, that in this industrial equation of which we are a very important factor we have something to do. I always like to make that clear, because I think the shoe is not always on the one foot.

We must train ourselves. We must get out of these depths of despondency and discouragement. We must work harmoniously in plants. I know the problems that we have, and I know that you can not make these radical changes overnight, and that some of our own people are responsible for some of the discord that results. But I also know that there is a problem that has in it all of the elements of success or failure that any similar problem has, and I offer it to you students of employment as one in which you can make a very valuable contribution.

The organization with which I am connected, the National Urban League, is trying to do just three things. First of all, it is trying to improve the caliber of service rendered by our own; second, it is trying to bring to the attention of the employers a large number of capable, well-qualified, well-disposed people that we have within our group; and third it is trying to dissipate those theories and those rules of practice so often believed by other people which have resulted in our failure to obtain what we think is a reasonable share of the work of this country.

## DISCUSSION

Mr. KOVELESKI. I was very much interested in the address just given and somewhat taken aback by some of the statements made.

I have been a representative of the American Federation of Labor for 22 years, and I represent a large international union in that unit.

I have been one of those who have tried to organize the negro into our international union and organize them in some other parts of the country, but they will not come in.

We are now having our troubles with a man by the name of Randolph. Instead of coming in where they belong, they are running away from us. They want to be independent of us. Mr. Hill, I know, attended a convention of the American Federation of Labor when the late Samuel Gompers took up the fight and insisted upon the international unions opening their doors. I was one of the delegates who assisted in that fight. I am still assisting, and because four or five international unions have not seen their way clear to open their doors, I do not want to hear the entire labor movement condemned.

Chairman DAVIE. I believe Mr. Hill qualified his statement very ably by specifying organizations. That is a little outside the issue, but if Mr. Hill would like to make a reply to this statement, he is at liberty to do so.

Mr. HILL. There is much to be said. I did say that the American Federation of Labor has taken such an attitude, but I also said that it is composed of national and international unions, some of which, I mentioned, do not admit negroes to membership. But the very fact that you are still working for it means that I must have stated what is correct. We are all working to have it done, but it is not done to-day, although there is a much more liberal attitude on the part of the labor movement than there ever was.

I can not fight Mr. Randolph's battles, but I can very definitely state what the point is. Mr. Randolph is the general manager of the Brotherhood of Sleeping Car Porters, called by some Pullman porters. He wants to go into the American Federation of Labor, but he does not feel that he ought to go into the American Federation of Labor as a member of the hotel and bellmen's union. I do not know whether he is right or wrong, but I do think we ought to get a correct statement of the situation. He does not object to going into the American Federation of Labor, but he does object to going in attached to the hotel and bellmen's union, so that he and the rest of the officers will be swallowed up by the others and lose their identification, and not be an independent organization. That is the issue.

Mr. KOVELESKI. That he wants an international union of his own to supersede the men who have the jurisdiction over its work.

Mr. HILL. You have no Pullman porters in the union?

Mr. KOVELESKI. We have dining-car waiters.

Mr. LLOYD. I rise to say that the point is out of order, and that I do not believe this discussion has any bearing on the convention.

Chairman DAVIE. I rule that this discussion is out of order, sustaining the point made by the gentleman from Pennsylvania. I would like to qualify this ruling sustaining the gentleman from Pennsylvania. Being a trade-unionist myself, I feel that it is only fair to mention that if we want to discuss this particular subject successfully we had better call a special meeting.

The meeting is now open to any delegate who has anything to say pertinent to the subject discussed by our colored friend.

Mr. ELDRIDGE. I want to mention a few facts about the operation of the New Jersey public employment service in connection with this question.

We cooperate very closely with the Urban League in the city of Newark—I think that is the only branch they have in New Jersey—and have done so for years. In our Newark employment bureau, which is the largest in the State, we annually place thousands of men and women.

The Urban League in Newark has its address separate from our employment bureau, being situated about three-quarters of a mile away, and at its choice has set up there a placement office under its direction. It is listed as a branch of the United States Employment Service in the records, and is accorded all the privileges that the United States Employment Service gives any other office.

As to the character of opportunity available to male negro workers, at least in New Jersey, I can say that it is on a relatively high plane. I know from personal experience that masons, carpenters, plasterers, and bricklayers are given work, particularly through our public employment bureau and doubtless through other agencies. I know this personally from seeing the jobs given and received, and through the unfortunate necessity of aiding these people in collecting wages, which contractors, sometimes of their own race and sometimes of other races, have not given them.

The last point of interest, to me at least, is whether it is felt that the unemployment situation has affected the negro worker adversely, whether it is thought that it has operated against him unjustly. I had a request for such information from a Chicago institution. I imagine it was associated with a detective agency—something in the name gave me the idea. In fact, the local office of the Urban League could not quite understand what the organization is.

The request covered several questions, such as whether negro workers are being discriminated against in the layoffs or in the failure to hire which is occasioned by our present unemployment, and our investigation in conjunction with the agents of the Urban League did not seem to disclose, in New Jersey at least, that the negro worker was discriminated against for racial reasons. We did find that there was a discrimination for economic reasons, such as Mr. Hill described. It is a fact that in many cases the negro was not discriminated against, but was retained for employment because of the fact that he would work for lower wages.

But my question is whether Mr. Hill feels that in general the negro worker has been discriminated against in the processes that have brought us the present unemployment.

Mr. LLOYD. I was very much interested in the address the gentleman has given, and inasmuch as we of Pennsylvania have just recently instituted a new colored division of our Philadelphia office, I am going to ask you to recognize our superintendent from Philadelphia, Mr. Collbaugh, and he will tell you of some of the things the colored man in charge of this division is doing and intends doing in the future for the colored people.

Mr. COLLBAUGH. I was very much interested in what Mr. Hill said. As Mr. Lloyd has indicated, we have a very large colored popula-

tion. About eight months or a year ago we had what I think was a rather enlightening experience. It has been my own thought that we would get much farther if we had a little more intelligent discussion, such as Mr. Hill has given us, and a little less agitation on the subject. We have cooperated with Mr. T. J. Manley, of the Armstrong association, for many years, and I know that it has been Mr. Manley's thought that we could get much farther with the colored race if there was more harmony—just a little more sawing of wood and less agitation.

About eight months ago one of the largest shipbuilding companies on the Delaware River was up against a labor shortage. The turnover among the white skilled and semiskilled help was so great that their production schedule necessitated their getting about 75 to 100 men, riveters, and so forth, and they came to my office and told me that for about a week they had been discussing the problem—they designated it as their problem—whether or not they should employ colored riveters, and so forth. There are a great many colored mechanics in those trades in Philadelphia. Many of them came from New Orleans. They said that in the discussion the opinions of the foremen of the various positions and of the general superintendent were asked, and one man wanted to call a mass meeting of all the employees to find out whether there would be any objections to employing colored men, another thought they ought to send out a questionnaire, and so forth. This gentleman's own position was that they should try it out, so he gave us an order for 50 men of these various trades.

He told us simply to send them down there without even designating the particular trade to which they were being sent. Over a period of about 10 days we sent down about 75 men all told. I am giving you the actual facts, and if anybody wants the names I can give them to you. There was not a single objection raised in the entire shipyard, comprising about 2,800 employees, and that same thing has been done for 15 years in New Jersey.

You will find negroes employed in the Federal shipbuilding yards as bolters, riveters, etc., and the reason why there has been no trouble is that they have simply gone ahead quietly and tried it out, and there has been no agitation and no objections so far as I know.

Mr. Lloyd mentioned the establishment of a colored division in our Philadelphia office. This was done about six months ago, and is in charge of a graduate of a Virginia industrial school. He is just getting into the stride. He has called on quite a number of contractors, builders, etc., trying as much as possible to keep away from controversial subjects, and so far he has done very, very well.

I might say that in his particular section, and I do not think I am exaggerating, over 75 per cent of our calls for common labor specifically call for colored labor. That may reflect on our own race, but that is the situation in Philadelphia.

Chairman DAVIE. The gentleman from New Jersey has asked the question, Do you claim that the colored worker has been discriminated against in the general layoff?

Mr. HILL. Do you want to know whether it is due to economic reasons or racial reasons?

Mr. ELDRIDGE. I would like to know whether it is your impression or your thought or feeling that any such discrimination has resulted.

Mr. HILL. The inexperienced person who knows very little about it will tell you that there has been a great deal of it, but we have looked into it very carefully in New York and sent letters to some two or three hundred people, and we could not discover that there had been any discrimination on account of race during this particular unemployment period that had not existed before.

It was brought out that on account of this unemployment we are losing certain menial jobs that we once had; particularly in the South, men who before would not do certain things now do them. But that again I think is due to the fact that they need work. Women are doing some of the work that white men used to do, and they are doing some of the work that we used to do.

Mr. CRAYTON. I want to say that in Illinois we have an appropriation for a separate free employment service for colored workers. In the Chicago office on Thirty-fifth Street there are 8 employees, 5 men and 3 women. There are also 3 men and 1 woman employed in the other Chicago office, and out of 100 employees, a colored man is the only solicitor we have in the city of Chicago. Also in the one office that we have in East St. Louis we have one colored clerk. Wherever there is any great number of colored workers we have always placed men over that location.

Chairman DAVIE. I notice that there are a couple of colored women here, and I wonder if they would like to make any remarks on this subject before we adjourn.

Miss HUNTER. I heard the gentleman from Philadelphia make the statement that if there was a little less agitation and more sawing of wood, perhaps the negroes would get further. I am reminded of a very wonderful white worker who told me that the reason why negroes were kept and the reason they are treated so badly by white people is because they have no fight in them, that they have no backbone. There has been fight in the air ever since the war. Fight for what you get. Even in the churches they sing, "Onward, Christian Soldiers," and I am of the opinion that they are right; that if we are going to get anywhere we must contend for it.

I do not believe in actual physical encounter, but I do believe in the mental fight for these things which we need and must have. We must have recognition. We won't get it unless we contend for it, and I trust when you go back to Philadelphia you will carry this thought, that if the negroes are going to be recognized they must fight, mentally and otherwise.

Mr. CONNERS. I want to say that there is the closest cooperation between the State-city employment service here and the employment department of our organization [the Cleveland Urban League]. Our State-city employment service makes every effort to place colored people, and when it does not have the right colored man for the job it calls us, and when we do not have the jobs we call it.

There is that close cooperation, and if there is any industrial problem affecting colored people we go down and talk it out. I think it is only fair to state to this body that there has been this

cooperation in our work here for several years, and so we are gradually breaking down these barriers that Mr. Hill has spoken of.

It is a fact that some of the labor unions do not take colored workers, and there is, as Mr. Hill said, that problem of working over the line to extend the field of opportunity for the employment of men and women who can render efficient and satisfactory service.

[Meeting adjourned.]

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## THURSDAY, SEPTEMBER 20, 1928—AFTERNOON SESSION

CHAIRMAN, R. A. RIGG, DIRECTOR EMPLOYMENT SERVICE OF CANADA

Chairman RIGG. This afternoon we are to be favored with the presentation of some of the phases of our various problems from a point of view which is essentially important to us. The only way we can really hope to understand our own work is to know what others are thinking and saying about us and our work. We can always, without any difficulty, get the opinion of our applicants, sometimes with most refreshing frankness. This afternoon we are to have the opportunity of having presented to us the views of those who will represent the employers' side of the case, and it is just as important to know what they have to say about us, what their conception of our work is, as it is to have the representation of the applicants themselves.

The first subject that we have to deal with this afternoon is, "What the employer expects from the public employment service," and this subject is to be presented by Mr. Oscar Grothe, vice president of the White Sewing Machine Co., and vice president of the production executives' division of the American Management Association, Cleveland.

### WHAT THE EMPLOYER EXPECTS FROM THE PUBLIC EMPLOYMENT SERVICE

By OSCAR GROTHE, *Vice President White Sewing Machine Co. and Vice President Production Executives' Division, American Management Association*

After Mr. Seiple asked me to handle this subject I went home that evening and jotted down notes of the things that I thought I wanted to talk about. Later I asked Mr. Seiple to send me such papers and publications on the topic as he might have. After I had received them from him and looked at my notes I thought, "This is a fine how-do-you-do; about all there is left for me to do is tell it all over again."

I find that is especially so after the paper delivered three years ago by Mr. Johnson, at Rochester. He covered this topic under a little different title, "What industry expects from a public employment office," and he covered the ground very fully and thoroughly, as those of you who have read the paper or heard it know.

I did jot down a few things from that particular paper which I would like to discuss before this group. One of the factors brought out, and which I want you to know I appreciate, is that you people who are in this public employment work are of necessity more or less mixed up in politics. Unfortunately for the kind of work the majority here are following, that is necessary. I know that in many of the things you are trying to do and do do, you are criticized—those

that are good and those that are bad—because it is hard to please everybody all the time, no matter what office you are in, and that is especially so in public office.

It is a good deal like an article I read in a magazine a short time ago about a newspaper which had published an article that half of the city council were crooks. There was quite a noise, and there were threats of arrests, and so forth, unless there was a retraction, so the next edition came out retracting the statement by saying, "Half of the city council are not crooks." That is about the position anyone in public office is up against.

We know that the bureau here in Cleveland is working hard. It has done a great deal, but still has a long ways to go, and we also know that it knows it. In Mr. Johnson's article he stressed the point—putting it in his words: "Your service can make a material contribution toward the solution of the serious and ever-recurring problem of unemployment." You are a nerve center of the situation. You can see things and do things from a standpoint that is impossible for those who are in industry and those who are seeking employment to realize.

You are in an intermediate position. If there is a scarcity of work, you are hounded from one angle. If there is a scarcity of help for the work to be performed, you are hounded from the other. Therefore every move and everything you do, every little thing put together, is what makes a big problem. There is no one big problem in any type or kind of work, but rather an accumulation of minute details performed by everyone.

Everything that you can do further to study employment and to reduce the occurrence of the peaks and the valleys will be accomplishing great good, and you are all in a position to do a great deal in that direction.

I believe that if the people in the towns you come from could be fully informed of the situation, of the service that you render—for instance, if every man employing people here in Cleveland, or any percentage of them, would visit the employment department of the city hall—there would be an entirely different attitude at times and a different viewpoint on giving advance information to you to assist in attempting to flatten out that curve and keep people employed. I think that is more your job—keeping people employed—than furnishing employees to industries.

Just to get a first-hand picture—I had not been to our local bureau for several years—I went down there Monday morning when the rush hour was on, I believe it would be worth while if you could get a little movie of the situation across on the screen to some of the people, and try to make them realize, for instance, that in this office on Monday morning inside of a two-hour period one particular individual had to interview about 75 people. True, Mr. Seiple said that many of them were repeat people and that he knew them very well as they had come a great many times, but how can industry expect you intelligently to allocate these men to these various positions that have put applications in, if you haven't sufficient time properly to interview them and to make sure that they are as nearly right as possible.

Reading further in Mr. Johnson's paper, he states:

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

It would seem with the network of public employment offices that are provided 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.

It is hard for me to visualize some of those situations of labor, not having had the necessity of large shifts in forces in my own experience, but I can readily see that where some district may have an excess of a certain kind of help and some other district a shortage, with careful guiding through your bureaus it is possible for you to steer these people into situations and do a great good for those individuals, as well as for the community and the companies affected.

The reason why it is hard for me to visualize this is because in our particular institution our aim at all times has been steady employment. That is our first and foremost aim in handling our help. We try to have as little change and as few seasonal conditions as possible, and go to great lengths to eliminate that. We make very few calls, I believe, on the bureau in Cleveland, but if a cargo comes in and we want so many men to help unload it, they are furnished.

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.

That, of course, goes without saying. I disagree somewhat with Mr. Johnson about the private interview for skilled and office help. I think that should be provided in the case of everyone. Even though men may be doing rougher and coarser work, they have hearts and souls the same as the other fellow. I think if a man can be interviewed alone you have an opportunity to do a great good while you are interviewing him. This is possible no matter what type of job he may happen to be seeking.

When skilled help is wanted, certainly we have a right to expect that the applicants 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 the actual placements made. Industry has a right to expect you to send out men who in some degree qualify for the job open. It has been the experience of many that this has not always been the case. Of course, it is not always possible. If it were so easy, many of these institutions that are asking for this help would do it themselves. It is always easy to criticize what the other fellow does. If all the employment men in the various private institutions would visit the public employment bureaus they would probably get a little different aspect of what the job is.

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. \* \* \*

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. \* \* \* 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.

This brings out what I was trying to emphasize in the first place, and that is to make known to the general public, to the employers, and to those seeking employment, what the problems are that you are facing, and especially so in the case of those who are in the industries, so that your departments will get support.

Possibly, practically every district represented here is short of funds to do the thing as you would like to do it and as it should be done, and the only chance I can see that you have really to get to the point where you have the proper accommodations, the proper locations, the proper kind of people to do the interviewing, and enough of them, and the proper place, is to sell your public on the matter, so there will be enough money available to do the job properly. If you, as men in that particular line, do not foster and spend some time on it, you will find that nobody else will fight your battles for you, but you can get help and assistance if you are constantly bringing the matter to the attention of the other fellow.

So I would say keep the employer informed as to the kind of help available, and the kind of help not available. Some companies may fill a job temporarily with some man who does not exactly fit and later on make a shift when proper skill or ability is available.

Give the employer the benefit of your reactions from interviews as regards company policies, rates, etc., or anything that you may learn to the best interest of your community.

Study the various companies' policies and personnel, plant conditions, pay methods, whether seasonal, etc., possibility of advancement both as to rates, earnings, and filling positions of higher rank, so that you may inform the prospective employees, and give them some idea of the kind of place where they are going to make application, and that you may judge better whether it is worth while sending the applicant.

There is a great deal you can do in steering the employer. You can feel the pulse very nicely through different people when they are applying as to their feeling regarding the institution where they have been working, or that you have sent them to, and a little word here and there would help a great deal in this laying-off problem, firing and rehiring, and all that.

True, many an employer may take it ungraciously but do it anyway. Give them pointers and if they profit, fine, and if they don't, all right. You have a clear conscience and have done it.

The studying of problems in the various institutions, of course, would have to be done over a period of time. You can not do it in a short time, and you have the problems at your own location, but still there is nothing that takes the place of personal contact. You can send out all manner of circular mail and even make telephone calls, but there is nothing like a face-to-face talk to sell your wares and to get public interest.

Study in a general way the various companies' classifications of jobs, and should there be some particular job with a large turnover, it is possible that you might study this more in detail and recommend some changes in the job, or a different type of individual might remedy the situation.

But remember that nothing takes the place of personal contact. Have the prospect know that he must still sell himself when you send him to the employer and that you are just interviewing him. The most essential objective you should have is to get the square peg in the square hole, and the round peg in the round hole. As Mr. Seiple very aptly puts it in his introductory remarks in the publication they get out here, "Our aim is prompt, courteous, and intelligent service," and our motto, "The right person in the right position." That is just telling the story in another way.

One of the objectives that should be always uppermost in your mind is to assist in reducing unemployment. I touched on that before, but I want to remind you again. The employer should, however, always cooperate and pass on the proper information and give as much advance notice as possible, whether he wishes to fill jobs or is going to do any laying off.

If the employer has made a request for help and has filled the job, he should let you know immediately, so that you will not send some one after the job is filled. Should he have one or more employees in his institution who are misfits or who could fill better jobs than he may be able to offer, he should keep your department informed. There should be at all times a frank expression of the truth by both the employer and the employment bureau.

Getting back to this interviewing of the individual, I think there lies the greatest opportunity. There are many things in your work that are fine and that have wonderful opportunities, but I think in that personal contact that you get with some of these men when they are alone, in many cases probably down and out at the time, you have a real human job, the job of human engineering. It makes a great deal of difference to that individual, whether or not you may have some employment for him that day, as to what you say and how you say it.

That is true not only in public employment work, but in any private institution. The same care should be taken not to turn them away coldly, because that may be the last straw to that particular individual, whereas a little cheery word just at that time will perk him up to fresh courage and a new start; and remember that all these individuals who seek assistance in obtaining employment want, is an opportunity to earn a living. They are not asking for charity, but they are asking for an opportunity to earn a living, and that is the time that you can get closest to them.

A great work can be done by you if you study carefully the needs of both the employee and the employer, and let them both know that you have the best medium of getting them together with the greatest benefit and satisfaction to all concerned. If you do this I do not see how a private employment bureau can exist, and for my part I hope that you will soon be so successful that they will eliminate themselves.

Chairman Rigg. I might say—I think I speak for all our officers here represented—that we are not afraid of criticism. It is quite

true, as Mr. Grothe said, that we are very much exposed to criticism. The very fact that we are a government institution and a public institution, of which the public pays the cost, begets in the minds of applicants and employers and all who may be interested something of a sense of proprietorship. In other words, we are a great cooperative concern with everyone who has any interest therein feeling that he has a right to discuss us and criticize us as freely as he may like.

I do not want anyone to feel that I regard this as a disadvantage. Personally, I regard it as very considerable advantage which we possess. To be exposed to criticism is perfectly all right. You never have to fear criticism so long as you are doing the right thing. It is only those who are seeking to do the thing they should not do who are afraid of criticism. Therefore, we welcome criticism.

So far as I personally am concerned I pay very little attention to compliments. I like to get them. It is human to want some one to pat us on the back and say, "You have done a good job," but if they don't say that but come along and severely criticize us, I do get very serious. I may tell you that complaints get a great deal more attention than compliments. That, I think, should be the way all through the service.

The point that Mr. Grothe made with regard to selecting the right person for a job is an extremely important one. In industry and business in general it is considered to be a vital principle that you should know the material with which you are dealing. Applying that same principle to employment service work, we have to study the applicant's particular job. It is hard enough to know ourselves and it is a great deal harder to know anybody else. We have to understand the employer, we have to understand his industry, and we have to understand the relationship which may exist between the capacity of the applicant with whom we are dealing and the necessity of the job to which we are going to send him.

I want to say very frankly that our governments have never yet decently appraised the value of a service of that kind. However, no matter whether we are adequately paid for it or not, there is a great deal of wholesome satisfaction derived from being able to do your job right, and in being able to select the right person for the right job we render a very considerable community service. We should study to be better able to select the required workman than the employer himself would be.

We are passing over the discussion of this question at the present moment because it is very similar to the next one and we will discuss the two together. I want it to be understood that it is both a privilege and a duty to be ready for this discussion—a duty because we are here not merely to be talked to, not merely to receive, but to give. And I want you who are delegates attending this convention to feel first of all that it is your duty to give as much as you may be able toward making this convention a success, and also to esteem it a high privilege to have the opportunity.

I take great pleasure in asking Mr. Charles E. Adams, president of the Cleveland Hardware Co. and chairman of the Cleveland Community Fund, to talk to us on the question of "Why and how employers should support the public employment service."

## WHY AND HOW EMPLOYERS SHOULD SUPPORT THE PUBLIC EMPLOYMENT SERVICE

By CHARLES E. ADAMS, *President of the Cleveland Hardware Co. and Chairman of the Cleveland Community Fund*

I am going to talk to you just as though you were in my office and we were having a chat, because, after all, each one of us is interested in the particular thing that he is doing. You are not particularly interested in what I am doing in the hardware end, but you are very much interested in this employment situation.

I really think this question of employment is a great job. It is a major proposition for the majority of us. There are only a very, very few who do not need employment. It is the most important thing with the vast majority of us—in fact, I think, all of those who are of any use; I do not mean this man who is out of a job, this man who has so much money that he quits his job.

I talked to one of the biggest attorneys recently, Mr. Andrew Squires—a fine old man and one of the leading lawyers. He has been here for 50 years—and he said, “Charlie, I am just scared when a man comes in and tells me that he sold out his business and has retired and is going to play the rest of his life, because I am reasonably sure that within a year I am going to attend his funeral.”

People who work every day think, “Oh, dear, I am so sick of this work; I wish that I could do something or something would happen that I would have a lot of money and I could just rest.” Take the average man who goes along and works for 30 or 40 years, and then finds he has enough saved and says, “I am going to take it easy the rest of my life.” After six months he finds that the hardest work he has ever done is to play, and he finds he has time for aches and pains of every kind that he never thought of when he was working. So I say that for the vast majority of us the job is the thing we want—something to do and something by which to earn our daily bread.

I think your problem is going to get bigger all the time. I do not know about your towns, but a year ago we were having great unemployment in Cleveland. We were facing unemployment for the whole winter, and people were saying they could not foresee what was going to happen to Cleveland. The men out of jobs were estimated at one time to be three or four hundred thousand. Probably we did not have that many, but we had too many out of work and nothing for them to do.

There are some companies, like Mr. Grothe's, who have a wonderfully well-established business with customers taking everything they make pretty near the year around—there are a few of those concerns, but not many—but as far as most of us are concerned, it is a question of what we can sell. We are more anxious to employ people than they are to be employed, because we don't make any money if we don't have any people.

I happen to be head of our community fund here, and one of the speakers said, “If the people in the city of Cleveland once a year, a week before Thanksgiving, will give us \$4,600,000, we will guarantee that no man, woman, or child will want for food or clothing or shelter or heat.” In 10 years we have raised by voluntary contributions nearly \$40,000,000.

We are asking again this year for \$4,600,000 the week before Thanksgiving, and I would like to tell you of the conditions we are up against. The Associated Charities budget is about \$175,000 to \$200,000 for those who are unemployed through no fault of theirs, and between January 1 and May 1 we spent \$160,000 to relieve our people—much more than we had figured on when we took up that campaign in November. Those people did not want charity, they just wanted jobs, and we did not have the jobs for them in Cleveland. We could not give them the jobs; that was the trouble.

After the war we had more machinery and more factory buildings here than we are going to use in the next 25 years, and what was the consequence? The builders of machinery said to themselves, "Well, now, apparently we are out of business," but they told their engineers that the thing to do was to build a line of machines that would force the manufacturers to buy. Competition is more keen all the time, and so now when a man goes into an office and says, "I want to sell you a machine," and you say, "I have no use for it, because I have five times as much machinery as I need," he will say, "Yes; I know, but this machine will take the place of five men in your shop."

You may say, "Yes; that may be so, but I don't think I will buy the machine," and the man goes next door and sells the machine to your competitor. Your competitor then makes his merchandise for one-fifth of what it costs you and you are forced to buy the machine whether you want to or not.

The problem of these United States of America to-day, and the problem for probably the next five years, is the question of what we are going to do with people who are out of jobs, people who are willing to work but who can not get the work.

Mr. Ford thinks he has solved it by working just five days a week, but I do not think that will be enough. Maybe we are going to work six hours a day, I am not sure, but I want to tell you that there is one thing that you and I have ahead of us, whether or not we believe it—we are our brother's keeper, whether we like to be or not.

I have just come from a meeting where we sat and discussed the question of a telegram from Washington saying \$3,000,000 must be raised immediately for those people in Florida who are without homes and without food or clothes. So far as their possessions are concerned, they might just as well have been washed from the face of the earth, and through no fault of theirs. Three million dollars must be raised, and Cleveland's share is \$75,000. Are we going to say to the Red Cross, "That is all right, but we don't know anything about those people in Florida?" No; we can not do that; and whether we like it or not, the problem of the people who are our brothers and sisters is our problem.

I concede that there are many people who do not want to work, but I do say that the vast majority of the men and women want a job. We have a peculiar problem here in Cleveland—you must excuse me for talking so much about Cleveland, but I was born and raised here, and to be truthful I do not know about any other place. But this problem in Cleveland I think is your problem.

We have two classes of people who are pretty well taken care of now. We have the so-called rich man. He can take care of himself. We do not have to worry about the rich man and the rich woman.

There are a few of them here, a very few. Then we have the skilled mechanic in Cleveland, and the day-laborer, the so-called industrial worker, if you please, and I think he is pretty well taken care of, too. I am not worrying one bit about him this winter. If he wants to work he is going to get a job, I think, for the next 12 months. I am that much of an optimist.

We have those two groups of people, the rich man and the so-called industrial worker or poor man. But you don't get any sob stuff out of me any more for this poor man. There is no such thing as a poor man. When I first went into the hardware business for \$1 a day of 10 hours, then there were poor men.

Last Monday morning, a week ago, our employment manager (who is here this afternoon) hired 13 different nationalities—within an hour he hired men from 13 different countries, men speaking 13 different languages. A young man applied to him, a German who came over here from Hamburg and who has as fine a set of tools as has ever come into our place (they charged him duty of \$35 on that set of tools). This young man had been sweeping the steps of the courthouse in Hamburg for \$1.50 a week, and he obtained a position before sundown the first day he arrived here at \$1.10 an hour—\$1.10 an hour against \$1.50 a week in Germany. I am not worrying about him.

I have quit talking about the poor people. I know something about this because I am interested in two or three banks in town. I am a director in one, and I know something about the banks in Cleveland. I want to tell you, and I know what I am talking about, the working men and women of this town are putting in the savings banks an average of \$5,000,000 a month. Now get that—\$5,000,000 a month, not a year—\$5,000,000 a month.

A year ago I was asked to talk in connection with a "build a home" movement. We were going to try to boost real estate, and I said, "Let's find out whether we have anything to build a home with." I went to four large trust companies in Cleveland—the building and loan association information I could get from Columbus, because such associations must report and I knew the figures were right. On August 1, 1927, in four savings banks and the building and loan associations—we have lots of others—in Cleveland we had among the so-called common people \$600,000,000 in savings, on which they were getting 4 per cent interest. The banks and these building and loan associations were paying these people \$2,000,000 a month interest. Those accounts averaged a little over \$400 apiece.

I am not worrying about them, but in between here is a great class of clerks, bookkeepers, secretaries, and men who have done clerical work, who are suffering because concerns are constantly trying to have their work done for less. In Cleveland the greatest tragedy there is is for a married man or the average woman to get out of a job. I want to tell you that they have the most heart-rending job ahead of them that you can imagine. Nobody wants them.

One of the leading Presbyterian ministers came up to my house; he was worried and he said, "Mr. Adams, is 45 years old the dead line in Cleveland?" I said that I had never thought of it that

way, but we looked it up and we talked about it, and I made up my mind that I would find out whether 45 years is the dead line in Cleveland. I went to the railway company that employs 6,000 people, and the Cleveland Electric, and the East Ohio Gas Co., and three or four other companies, and I said, "What is that 45-year-old stuff?" and they called it to my attention that the proper thing now is to insure employees. They figure that if they can insure their employees and guarantee them a pension when they get to a certain age, that this will stop the turnover and keep them away from your institutions looking for a job. These employers are going to try to keep their own people.

Now that they have to pension these people when they are 60 years of age, naturally they are not going to employ them at 58 and in two years put them on pension. So the insurance companies say, "You shall not hire a man who is over 45 years of age."

The Bell Telephone Co. said it had had a case like that the other day. A man had worked for it for 20 years. He came to the company when he was 22 years old, and when he was 42 he thought he would like to make a change. So he left the Ohio Bell Telephone Co., and tried to get another job. He went into business for himself and lost his money, and lost his job. Last year he came back to the company and wanted his old job back, but in the meantime he had become 46 years of age, and so far as it was concerned he might as well have been 76 years of age. Those are the things that we are facing, my friends, in this labor problem.

It seems awful to me to think that more and more that thing is going on all over the country. It is spreading like wildfire, and in 10 years a man is going to have a hard time getting a clerical position or job in a factory or anywhere if he is over 45. It is going to be a tragedy if he loses his job. No matter how smart and how intelligent he may be, and how wise, it is going to be a tragedy if he loses his job after he reaches 45.

So far as your job is concerned, I think you have one of the greatest jobs in the country. I think it is a job where you can be kind. It is a job where you can give a kind word. You know when we are down and out that is the time when we just stand and let you talk to us, but when we have all the money in the world you can talk to us and you can talk about us, and we just let you talk and it doesn't mean a thing.

You meet these men and women—women who need scrubbing to do, women who need washing to do, and women who have sick husbands at home and sick children; and men with wives in the hospital and wives sick and facing starvation and not wanting to go to the Associated Charities or the other charitable institutions in town. They have a pride about it.

A man came to me the other day about our community chest. He said, "Mr. Adams, I wonder if you won't interest yourself in a man and his wife and children. They are living on Eighty-second Street, in a colored district. This man is an engineer, at one time earning \$20,000 a year. He went to South America and became blind, and he has a wife and a baby four years old." He lost his job and lost his money. He had just enough to get to Cleveland, and

she got this rooming house over on Eighty-second Street, which happened to be in the colored district, and it was hard for her to get white people to stay with her.

"Well," I said, "That is part of our job." We sent our worker to talk to this woman. She said, "I don't want help." She was a nice, clean little woman, the child was clean, and her husband was blind, very much discouraged, and very bitter about everything.

We said, "What can we do for you?" and she asked if we could get her something to do; that she did not want money from the Associated Charities, but she would like something to do. "Maybe there is a little apartment house with three or four suites where I could have my rooms in the basement with rent free and I could take care of the sidewalks, and I could take care of the furnace with his help, and I think we could get along."

I want to tell you, my friends, that we gave her more than a job. We gave her more than money. We gave her hope, that is what we gave her, and we got her something to do so she could hold her head up as she had done. There is that kind of tragedy all over the country.

I was laid up in the hospital two years ago for two months—the first time since I was two years old. I had never been in the hospital in my life, and the terrible thing to me about that wasn't the nurses, it wasn't the doctors, it wasn't the surgical operations, but it was the expressions on the men's and women's faces who came in there—a man with a sick wife or a sick baby, and week by week every dollar of the little savings that he had saved, looking forward to buying a home or doing something of that sort or educating his children, going for hospital service.

I think I know how those people felt, and I think yours is a wonderful job. It is a wonderful thing to be able to take these people by the hand, and even if you haven't a job for them, you can say a kind word to them, and sometimes give them something else that they need—a good lecture. I congratulate you on having that kind of a job. I hope your towns are as proud of you as we are of our institution here, and I hope you are giving as good a service as we are getting, and that you realize that you are working for something besides money.

[A rising vote of thanks was given Mr. Adams.]

## DISCUSSION

Chairman Rigg. Mr. Adams has given us a wonderfully inspiring address. It is hardly one over which there can be any discussion. He has been dealing with those very fundamental human relationships which are brought home so closely to us every day in the office—that intimate contact of ours with that big problem—about which we have spoken so many times, and about which we had a little something to say this morning—those human beings with minds and souls who stand before us, the victims of circumstances over which they have little or no control, but who, because they are the victims, have to suffer day by day and week by week and are able to get only a bare mouth-to-mouth existence.

It is a wonderful opportunity that we have, and if at the end of the day we have sent so many people to jobs and removed them, for the time being at least, from the fear of want and restored to them something of the hope and joy pictured by Mr. Adams, it is a great thing to have done.

We now have a little time for discussion of the two addresses we have just been privileged to listen to—the very frank one by Mr. Grothe and the more idealistic one by Mr. Adams, both of them dovetailing very beautifully. I am going to call on Mr. G. E. Tomsett, provincial general superintendent of the Employment Service of Canada, Regina, Saskatchewan, to lead the discussion on the subjects as they have been presented to us.

Mr. TOMSETT. Not being from an industrial center, I feel that I am unable to add much to the very able address given us by Mr. Grothe this afternoon, but no doubt during the afternoon the members of this association who are living in such centers will tell us what they are doing toward carrying out the suggestions given.

Being from an agricultural Province, where some 75 per cent of the people are engaged in agricultural work, we have our troubles, and our troubles are added to greatly by the lack of cooperation we receive from the employers.

By that I mean that most of our business is done either by mail or long-distance telephone, and although we have no private employment agencies in the Provinces, we have competitors in the two great transportation companies who are permitted to bring in immigrants ostensibly for farm work. The employers in our section leave the ordering of men until the very last minute and then expect us to anticipate the requirements and have men on hand. That, unfortunately, we are unable to do.

Each spring we import men to carry on the work of the farm. We have two sources from which we can draw; one is Vancouver, some 1,000 miles west of us, and the other is Winnipeg, some 400 miles east. We get these men in and talk to them and interest them in the farm jobs that we have, and then call the farmers by long-distance telephone to tell them that we have the men for the jobs. In many instances we find that the farmers have also placed applications with the transportation companies and that the latter have beat us to it, and have failed to tell us about it, with the result that we have brought a fellow from a great distance and have to find him another position.

Then again, as the chairman said this morning, in connection with our harvest we are called upon during the month of July to estimate the number of men required to handle the harvest for the year. We have several ways of trying to get this information. We circularize the municipal sections, of which there are some 400 in our Province, asking them to give us an idea of what will be required in these municipalities, which comprise nine square miles.

After we get these replies, which I might say number less than 40 out of 400, we have to go to Winnipeg without any idea of the number of men which will be required, and we may estimate it as 30,000. We notify the farmers by means of advertisements in the papers that these men are coming, that the trains will be in Winnipeg on a certain date and suggest to them that they go to the station

and pick them up, so that they will have them on hand when they start harvesting their crops.

These men are sent to us to distribute over the Province, and in some instances the crops do not ripen as early as it is anticipated, with the result that the farmers will not use the men, and when the local police see four or five of them together they send them back to the cities, with the result that we have to keep them and send them out again.

This has happened several times, and owing to the lack of co-operation on the part of the farmers we have been up against some stiff problems this fall, resulting in our having to keep a large number of these men until they are required. A little cooperation on the part of the farmer would solve this difficulty and everybody would be happy.

In our country we do not have many men looking for jobs. They are practically all transients and when we are through with them in the harvest season we distribute them again or they go to see Mr. Bowman, but our principal difficulty is getting the cooperation of the farmer so that the men can be put to work with as little trouble and delay as possible.

Chairman RIGG. Mr. Tomsett has told you something of the problems which are involved in connection with the employment service and its relation to the farmer. One of the great difficulties which we experience in Canada—I do not know whether you experience it to the same extent in the United States—is that when the farmer wants a man, he wants him quick, but he doesn't want him until he absolutely needs him. That is, when the harvest is coming on if two or three wet days intervene which slow up the ripening of the crop, although you may have gone to very considerable trouble, he will turn the men down until the crop is precisely ready for their activity. In other words, he would like to have labor in the same position that he has butter and eggs, and that is in cold storage, so that it can be put away and kept there without any trouble or expense to him until the very minute that he requires it, and then be taken out and handed to him. That is one of our big outstanding problems so far as farm labor is concerned.

Mr. SEIDEL. I found Mr. Grothe's address very interesting and constructive, but I can not entirely agree with him in his statement that he thinks it is the duty of the employment office to stabilize employment, more so than in the placing of men. That may be true in some respects, but if we were successful in accomplishing that purpose and stabilizing and regularizing employment there would be no need for our employment offices. The employment offices would all be out of a job and you would be finding positions for us if everything was stabilized.

Another thought I have in mind is that the employer will exhaust every possible effort to secure a certain type of workers, and if he is unsuccessful he will call the employment office, and in many cases he is satisfactorily served.

Mr. LEE. I was asked by the Federal director of Missouri, whom I believe is known to all of you, to explain to you a project which he has sanctioned, and it seems to me that there would be no better time than to come into this discussion on Mr. Grothe's paper.

Mr. Grothe spoke of the problem confronting us—of the round peg in the square hole. I represent employers and yet I am a member of this organization. I will talk to you as briefly as possible and perhaps what I have to say will interest you.

In St. Louis I am connected with the automobile industry. We in that industry found that our trained help was drifting away from us. We found ourselves frequently in need of trained people, and yet we did not have them. So I undertook the task of fitting the man into the position, and I have done it in such a way as to merit the approval of the Federal director of Missouri, Mr. Hinkle, and later on I received the approval of Mr. Jones, the Federal director at Washington. Here is my plan.

A person getting out of a job in our industry—a clerk, mechanic, bookkeeper, stenographer, and so forth—would immediately go to a private employment agency, and then, either immediately or later on, would be placed in a new line, perhaps in the hardware line, or the dry goods line, or some other line with which he is wholly unacquainted and of which he does not know the technical terms, and so forth. Worst of all, he naturally has to start at the bottom as to wages, since that is a misfortune that comes to people who get out of employment.

So here is the solution, and I believe it has worked out so far as my own community is concerned. I organized a free or public employment bureau devoted solely to the automobile industry, my feeling being that I might take this stenographer who had been trained in the office of the factory agency and who knows automobile parts and automobile terms and automobile conditions and language, and place her in a position with the Marmon distributor or Chevrolet or some other automobile concern, where she would be happy. She would be familiar with the job and with the terms of the business; she would know the language as we talk it in this particular office, because she was familiar with it elsewhere; and above all, she would have a better salary than if she went to work for the White Sewing Machine Co. where she knows nothing about the atmosphere and the technical terms.

That same argument would hold good, as you can understand, with the automobile bookkeeper, the automobile mechanic, and the automobile salesman. So I began to issue circulars through my own people. I sent out each week an employment circular to about 300 automobile concerns in St. Louis, and I have built up a clientele and am getting customers for my service. From 2 or 3 or 4, I have run up to 50 whom I can list.

For instance, here are car washers (colored), mechanics, electrical experts, stenographers, greasers, service managers, parts managers, salesmen, general sales managers, general managers, and even partners in the business—I have been successful in getting jobs of that kind, not for a few but for many people. Also, through the sanction and cooperation of Mr. Jones, I am permitted to be a special agent of the Federal department with the privilege of using a frank on letters about labor matters, and owing to this I have been able to enlarge my scope. I am now able to send my circular letters regarding positions wanted to nearly 700 automobile concerns in and around St. Louis, East St. Louis, and some of those other cities, and the results are getting better and better all the time.

The work is easily handled. One of my clerks takes care of it. She keeps track of these applicants, and the telephone calls that come in, or the letters saying we want No. 57 or we want No. 112. No. 112, for instance, is furnished with a letter or card of introduction and sent there, and if at all suitable, probably gets the job. We try to send, as you suggested, the suitable man or the suitable woman to the suitable firm.

This is something that I thought you might be interested in, and that Mr. Hinkle, of Missouri, thought you might be interested in. It is a specialized free or public employment service that has worked out wonderfully well. We work as intimately as we can with the State director and with his representative, Mr. McFarland, who is here, and I feel that I have done a big job. I have made many families happy through making the heads of the families or the supporting members of the family happy. I have put them in positions where they might get the maximum rather than the minimum salary. I am exceedingly happy in the work that I have been able to do.

Mr. ELDRIDGE. The public employment bureau is supposed to be a clearing house. Naturally, it never has much difficulty in getting labor; that is the easiest commodity to get. In it the employers have a paid employment bureau. This is true, because, of course, the employer helps to pay the bill through the taxes. The employers have in general given the employment bureaus the same opportunity of knowing the available work, and so, logically they have immediately the available people to work.

This is not said in a spirit of heckling or criticism, but I remember that Mr. Grothe said he had no great occasion to use the public employment bureau. I have run up against that, and so have all of our bureaus in New Jersey and doubtless elsewhere, especially in times of unemployment. How can we be expected to perfect our technique, and keep a supply on tap as the demands warrant? Farmers, industrialists, and office employers, what can you expect from us unless you give us a fair chance?

I do not imply that the employers should discontinue hiring through any means that they have found to be successful. The employers' association, newspapers, friends, or social acquaintances—those things have always been used and will continue to be in some degree. I believe in the idea, though, that the employers should give the employment bureau notice of their opportunities, whether they choose to hire at their gate or otherwise. If they will give us an equal chance we will always have the workers.

Mr. DOLLEN. I can not agree with the gentleman from New Jersey in the position he takes as to Mr. Grothe because of the fact that our Mr. Johnson, whom Mr. Grothe referred to this afternoon, never makes more than five or six calls on our office during the year. Mr. Johnson, like Mr. Grothe and Mr. Adams, is of more value, in my opinion, to the free employment service than if they took 20 men each day, because their moral support and aid and counsel are invaluable to our service.

All through this convention we have talked about the fellows past 45. No one has offered a solution to the employment service of what

we should do with them, or what will be done. For that reason I should like to ask Mr. Grothe his opinion of what will be the result, or what he has to offer as a solution of this very urgent and great problem with which the free employment service is confronted.

Mr. GROTHE. In regard to you people here losing your jobs if it gets so there is no unemployment, I hope that it does get to the point where you lose your present jobs, and I hope that everyone of you are able to fill one that is better than the one you are now filling.

As has been said in your many meetings, your big job is in being really sincere in the help that you are trying to give; not just the fact that you have a job, or that I have a job, or that any of us have a job.

I haven't any quarrel with the man from St. Louis, as to making a round peg fit into a square hole. I think that is one of the things that we will have to do; it is one of the things you people will have to do. If there isn't any more unemployment, you will have to be molded or shaped over; we will put you in our wood-turning department and turn you into another shape. We all have to do some of that, and I think it is a fine work. If we look at the changes that are taking place continually around us, we will see that it is going to continue to be necessary.

Recollect the hairpin industry a few years back? It is practically dead to-day. Those people have had to learn to do other things. The mode of living, the type of things that we have in our homes, and everything is continually changing, and not only each industry but each community will have to learn different types and kinds of work because of the replacement of certain hand operations by equipment, etc. It is a continuous process, and must go on.

Surely we do not want to leave things as they are to-day, any more than we would want them to be as they were 100 years ago or even 50 years ago. It is a continuous evolution.

Inadvertently I gave you the wrong impression about applying to the public bureau here for help. We do use it, but not to any great extent, as an institution that has a big turnover of help would. I still believe that the policy of an institution to have its own employees bring their friends and their relatives into that particular institution, regardless of your public employment institution, is the best kind for the community to have.

That is where we really draw our help. We never put an advertisement in the newspapers, and, personally, if I could have it my way I would pass a resolution refusing the newspapers the privilege of advertising for help at all, even during the strenuous period of 1919. If you will look back through the files you will find a couple of advertisements by our company, but as soon as the management found it out it was stopped immediately, because in the majority of cases the fellow you will get through the advertisement is usually at work in some other place. You can reach the unemployed better through your bureaus that are in personal touch with them than through that channel, because I am satisfied they are going to register and report to you.

I do believe that you will do great good if you can influence the institutions in your districts so to run their plants that their present

employees will want to bring in their friends and their relatives—the fathers their sons and the sons their fathers—in some cases we have the mothers bring their daughters and things of that kind. I do not believe that you can direct much criticism to an institution that gets its employees in that way. Even if you did I would continue to do it as long as I can get them that way, because they are introduced before they ever come there, and somebody is responsible for them after they are in, they are happy, and it keeps the labor turnover down.

In regard to the employing of older people, there are two major viewpoints to that. There has been a great deal said about hiring people who are over 45; and, as far as our particular institution is concerned, we do hire them older than that—and considerably older—where we have positions that they can fill, but our main objective, as far as we are concerned, is to prevent that type of men, when we have them in our organization, from becoming unemployed.

It might be interesting to you to know that, out of the 1,300 employees, 600 of them have been with us 5 years or more—I am talking about our local organization, as I am not out in the fields—and between 250 and 300—I do not remember the exact figure—have been with us 20 to 50 years and over. Therefore, you will find that we have men who are along in years right in our organization.

There are two reasons, I believe, why we are in that condition. In the first place, we are a fairly old institution for this particular district, though not comparable with some of your New York and New England institutions that have been going a good many years, and some of our older employees were with the company before it was incorporated. The other reason is that practically all our executives throughout the whole institution have worked up through the ranks. As far as I know, every man whom we have in charge of other help or who has any responsibility as to help has filled minor positions himself. That in itself makes him more sympathetic. It gives him a soul when dealing with people.

Many times when a man or woman gets along in years, he or she, perhaps, gets more unreasonable than the younger person, and many institutions look on that as a good excuse to get rid of the fellow. Our policy, if he has come to the point where his particular work is too strenuous for him, is to find something that he can do—not necessarily at the same pay. We have had a couple of those old men that it has been impossible to do that for. One in particular, whom I can think of right now, has been with us 52 years and he hasn't the use of his legs. The other boys who live near him bring him in an automobile. They take him upstairs in the elevator and he sits there and works at a boy's job, but still he has an occupation. He isn't making big money, but he has something to go to every day, something to occupy his mind, and he feels that he is useful, for, as Mr. Adams says, if he quits working he will not live long, but this way he will. Of course, when that individual comes to the point where he can no longer come into the plant with safety—regardless of any compensation; I am not thinking of that—because of danger that he might be maimed or crippled, we can not have him there.

We have no fixed, given way of taking care of that, but each individual case is taken care of on its own merits. We have some men

to whom we are paying pensions. I believe that group insurance, industrial savings plans, and such plans have a lot of merit, but it is not necessary not to hire over the age of 45 to get that type of insurance.

But surely it is a problem, and to my mind to-day the only real way of making sure that the individual when he reaches the age where he is incapacitated will be able to take care of himself is by some form of savings or insurance plan, or by the institution itself seeing to it that it takes care of as many as possible of its own or at least takes care of those who come up through the institution itself. I think every institution ought to do that as far as it is able to, but there may be times when it is not able to do it.

The reason why group insurance or savings plans are essential is because many an individual will not, unless somebody steers and directs him, save enough at least to exist. The percentage who will, as we learn from insurance companies' statistics, is very small. It is a sad story and I wish I had the answer for it, but I am afraid I would have to be a superman to have some solution for the problem.

Mr. BOYD. I would like to ask Mr. Grothe whether his company has a pension. I heard him say that it takes care of some.

Mr. GROTHE. No regular form, but we have some that we are paying pensions to and they are handled on their merits.

Mr. BOYD. Let me ask you, have you an age limit of employment?

Mr. GROTHE. No; we have no age limit at all.

Mr. BOYD. Have you a physical examination?

Mr. GROTHE. Yes, we have; but we examine for eyes and hernia only.

Mr. BOYD. I would like to ask the gentleman from St. Louis what remuneration he receives or where he gets his pay?

Mr. LEE. I prefaced my remarks with the statement that I am in the automobile business, and have been for 20 years and my remuneration comes from that, and this service is merely a part of the routine of my office.

Mr. BOYD. Helping the employers in the automobile industry to fill the jobs that are vacant, and also helping the people whom they lay off?

Mr. LEE. I remember Mr. Johnson's paper very well, and I think that Mr. Grothe had to get a little of the sting that Mr. Johnson gave us in his constructive criticism of our methods. I think Mr. Johnson was very lenient with us. As the chairman said, we do not get as much criticism from the employers as we do from people applying for work.

We get a great deal of criticism from people applying for work that are not fitted for the job. It is the round peg in the square hole. For that reason we only send those who fit the job.

Mr. BOYD. Mr. Grothe also said that he did not feel that we sent enough persons to be interviewed for jobs; that is, that the placement clerk or the employment office feels that its records are kept down in that respect. If you will glance over the publication of the United States Employment Bureau, you will find that 90 per cent of the offices reporting from the various States to the United States

Employment Bureau send at least 25 per cent and a great many more to jobs. When they send so many people it means probably that the selections are poor, but it is a fact that they give this report. I can take the report here of our own office and show you that it is a fact. We will send fully a third more people. I can show you from a report for last month, that we have right here, that we sent probably one-third more—I do not know just the figure now. However, it is immaterial.

We also find in that report which the United States Employment Bureau publishes and sends back to the various public employment agencies, that in some States and in some cities there is a perfect record of 525 persons referred and 525 persons placed. I want to tell you that it is impossible to do that, and you are not fair with yourselves and you are not fair with your States when you make a report of that kind.

Since the workmen's compensation act became a law in the various States—I think it is in 46 States—a study has been made by the Employment Managers' Association, or the Industrial Relations Association of America, as to the effect on men over 45 years of age in industry, and they find that when a man reaches 45 years of age he slips. His arches are fallen, his eyes are defective, his hearing is not just what it ought to be, and he may have hernia or rupture.

There are many physical defects that the man over 40 or 45 years of age has. If he is not turned down by the employment office and the firm does not have the rule of not employing a man over a certain age, when he passes out of the personnel or employment office and gets into the physical examination office for examination as to physical fitness for the job he is turned down by the doctor.

Also to-day organizations that have an employment manager or personnel manager have adopted in many instances the rule of advancement within the organization. I remember this one instance in particular: I took a personal interest in a young lady who was a graduate of high school and had had a year and a half or a 2-year course in a business college, taking a course in general office work and specializing as a comptometer operator. I went to see the personnel manager of one of the large banks in Chicago. I had lunch with him and he brought me down to the cafeteria and showed me where the employees ate. We sat there for two hours during lunch and talked the employment situation up and down, acrossboard, and otherwise.

My point was to get this girl a job as a comptometer operator and I knew of no better place than the bank. He said, "Boyd, we have 4,000 employees in this organization. I'll hire the girl as a girl, and I will keep her qualifications in mind, but she must come here as a girl on the ground floor and work up to this comptometer position or whatever she is trained for. We have 4,000 employees in this organization and I am not permitted to employ anybody but a boy or girl. Everyone in the organization is advanced."

What chance is there for the man whom Mr. Adams spoke of to get into industry, or to get any kind of a job, if everybody in the organization is going to be raised? It is the proper procedure to advance the people within your own ranks. It certainly is fine and

a nice thing to do. It means continuous employment for them, and they advance and go right up with the organization.

Now there is a pension paid by these organizations after the men reach the age of 60, 65, or 70, or after 30 years' employment. Let us suppose that the man goes into that job at the age of 30 or 35 and he marries and has a little family to bring up. He works for 15 years. That will bring him probably between 40 or 45 years of age. Is that man an independent man? Is not his independence taken from him? He can not get a job if he leaves that organization, and so he must turn the other cheek.

Laws have increased the compulsory age of education. In our State the age is 18. Now I, and many of us here, got out to work at the age of 11 or 12 to help support the family and bring up the other children in the family. I wouldn't change that law, nor would I change the workmen's compensation law. None of us would. It has hurt some, but it has helped many. I am not advocating change, but I am pointing out to you how laws are to help the great majority and they harm the minority. That is absolutely the truth. Some people suffer through our law-making bodies.

Railroads to-day have adopted the same rule. You know that. A job in a railroad office must be marked on the board for seven days before it can be filled from the outside. Everybody in the lower ranks in the organization has the opportunity to apply for that job before the company can hire an outsider and put him into the job.

Why am I saying these things? I am saying these things to bring out more forcibly the necessity of employment offices being on the job and specializing in their work. We must find what those people will fit into.

A case comes to my mind of a large organization that built a plant in another city at least a thousand miles from its home office, and one of the men who had been employed there for over 20 years, earning a salary of about \$50 a week, was told that his operation was going to be conducted in that other office—we will say Denver. It was not Denver, but we will say it was—and it would be necessary for him to go to Denver in order to continue his work. The man has made his little social connections around his home; he owns his home; his daughter was married; he was a grandfather; his son was getting along very nicely; and it would mean breaking up the family in order to go there and earn his \$50 a week.

He talked it over with his wife and found that she would not go. He did not want to go. The firm said, "Well, we are going to discontinue that operation here and the only thing is a job in our shipping room, and we will send you down there at \$22 a week." He left the job. That is the way he told me the story. I have not made a verification and I do not know the truth of it, but that is his story.

There is another point in regard to pensions, and I might as well mention the name of the concern, as it is a public matter. Morris & Co., of the Union Stockyards in Chicago, began to take over Armour & Co. and all of the people who have been paying into a fund for pensions for 20 years will receive nothing. While they were paying into that pension for 20 years they could have gone elsewhere, particularly during the war, and earned twice and three times the amount of

money they were earning, but they stayed. This is a matter of public record, and I have no hesitancy in mentioning the subject.

Those are some of the things that we are up against. The question was asked, How are we going to get out of this thing? What is going to become of the man? As employment and placement men we must connect the jobless man with the manless job. We must find out where these people can be placed, where they can work, and strive to place them in those jobs.

Mr. GROTHE. I would like to answer one point there in regard to this policy of advancing within the organization. Suppose this individual with his wife and children had been working there 15 years and there were jobs in that institution that were better, if you were that individual, don't you think you would have a better right to aspire to them than somebody outside of the institution? Don't you think you would want it?

Mr. BOYD. Yes, I would; but I am bringing out the point, Where is he going?

Mr. GROTHE. When such men lose out there is no doubt that in 99 cases out of 100 they are going to make some temporary sacrifice; but this individual, this expert comptometer at the minor job, it won't be long until she is up there as an expert comptometer operator, because every institution is looking for skilled people within their organization. I was employed as a salesman in 1904 earning \$250 a month—big money in that day—and I took a job at Lloyd & Wagner at \$12.50 a week, but I did not stay there.

Mr. BOYD. It is right to raise the people in your organization.

Mr. GROTHE. I wanted to make sure that you were not against advancing people within the organization.

Mr. BOYD. No, I am not; but I want to bring to the attention of these employment and placement people the fact that there is no place for these people to go, unless we study and make it a point to know where we can place such people who come to our service.

Mr. GROTHE. That is a big job.

[A rising vote of thanks was given Mr. Grothe.]

Chairman REEG. Mr. Barney Cohen, whom you all know intimately, is director of the United States Employment Service at Chicago, Ill. Unfortunately, he can not be with us to-day, but his paper is here.

## THE COLLECTION, TABULATION, AND DISTRIBUTION OF EMPLOYMENT INFORMATION

By BARNEY COHEN, *State Director, United States Employment Service, Illinois*

[Read by A. L. Urtek]

Keeping the employer and employee alike informed as to current employment conditions is, to my mind, one of the most important phases in the general employment situation. I have given considerable time and thought to the collection of employment data. In some instances, the local chambers of commerce do not seem to recognize the importance of this work and frequently decline to answer

our questionnaires, or answer them very vaguely, giving very meager information and short answers, such as "yes" and "no." It has occurred to me that the Department of Labor, through the general office at Washington, might take this matter up with the National Chamber of Commerce, at Washington, and have the National Chamber of Commerce instruct its membership, first, to answer the questionnaires promptly, and, second, to answer them in detail, advising of the industrial employment conditions existing in their city or locality. The same thing would be true as to the Employers and Manufacturers' Association. If the same agency in Washington were to take the matter up with the Employers and Manufacturers' Association and the representatives of the American Federation of Labor, they in turn could instruct their various units throughout the country to furnish us the information we desire. We, through our local districts, have tried to impress upon these various organizations the importance of this work, but our influence is not strong enough; if the requests came from their national headquarters at Washington, instructing them to furnish us this information, they would be more apt to recognize demands coming from this source and the gathering of our reports would be greatly facilitated.

From the above remarks, I do not want it understood that I am not receiving splendid cooperation from some sources. In this connection I want to take this opportunity of particularly commending the Labor Department of the State of Ohio. I have never made a request upon this department without meeting with immediate response. Let me take this opportunity of thanking the gentlemen who are responsible for this splendid cooperation.

This is a very important work. Perhaps I can demonstrate particularly the benefits which accrue from this service by citing an instance that came to my particular attention in connection with our farm labor service. Some time ago some young college men came to my office seeking farm work. They were very deserving and anxious to secure work; however, they did not have sufficient funds to finance any "wild goose chases." I wired our Mr. Tucker at Kansas City, and he promptly informed me where work could be secured at the time in the wheat fields. As per Mr. Tucker's instructions I sent the boys direct to their destination, where they secured employment for the summer. I afterwards received letters from these young men thanking us for the service rendered them and exclaiming about the proficiency of our service. Many testimonials of this nature have been brought to my attention, and tend to goad one on to further service to those deserving. The growth of our farm labor bureau is due solely to the untiring efforts of Francis I. Jones, the director general of our service at Washington. He has established at Kansas City, Mo., and Fargo, N. Dak., in the heart of the farming countries, farm labor offices. The men in charge of these offices keep in constant and direct touch with activities in the agricultural industry and at just what point workers are required. These offices have proved an unailing source of help to the farmers by furnishing men at the time and the place they are desired. These offices also react to the benefit of the employees by advising them of the exact point where they can secure employment and over how long a period the work will last. What a marvelous service to render to employer and employee alike.

My immediate work consists of the collection, tabulation, and distribution of employment data for the United States Employment Service, covering the States of Illinois, Indiana, Michigan, Wisconsin, and Ohio. I have dealt slightly with the subject of the collection of this data and the importance of the cooperation of the various chambers of commerce. In the majority of instances I receive the full cooperation of the various banks, chambers of commerce, employment offices, and civic bodies, but a few delinquents still do not seem to understand the benefits which accrue to their particular communities through their cooperation with this service. However, we are making marvelous strides along these particular lines, and my various contacts are gradually realizing the importance of making known the existing industrial employment conditions in their cities. If a report is published reporting a surplus of unskilled labor, that tends to act as a red flag discouraging other applicants from augmenting this condition. On the other hand, if a dire shortage of workers is experienced in some particular line, the publication of this fact will generally alleviate this condition, bringing to the city a number of desirable applicants.

The questionnaires are forwarded from my office on the 15th of each month, with a request that they be returned around the 20th of the month. Immediately upon their return, the questionnaires are sorted by their various States and communities, and the tabulation or my general report is put under way. It is not only from the questionnaires that I receive information, but from daily news items in various authentic newspapers and various factory reports. I am always on the alert for information that would prove valuable to employer and employee alike. Upon completion of this report same is forwarded to our director general, Francis I. Jones, at Washington, who in turn edits the Industrial Employment Information Bulletin. Press release copies of the report are then referred back to me, at which time I forward same to over 300 newspapers in my particular district. To my mind the publication of this report in the various newspapers is of considerable benefit to both employer and employee, and inasmuch as the newspaper is the logical means of keeping the worker informed, greater cooperation between the newspapers of the country and this service should be cultivated. We have been severely handicapped in securing newspaper publicity due to the late release date of our report. The fact that we do not get the publicity which is due a report of this nature is because we do not get the information to the public much before 15 days after the month for which the information was gathered. Additional publicity will be secured at the time when we can release the information to the public the second or third day of the month following that which the report covers. I realize fully the tremendous task the Washington office is confronted with in compiling all these reports from the various districts, but sincerely hope a way will be worked out whereby this report can be released to the public at an earlier date, thereby greatly increasing its value.

In closing let me ask the cooperation of the various employment offices, chambers of commerce, and civic bodies in the furnishing of employment information and the cooperation of the newspapers in the distribution of the information.

## DISCUSSION

[President URICK took the chair.

A motion was made and seconded to adjourn until 8 o'clock in the evening, at that time to have an open forum to discuss the address of Dr. John B. Andrews, delivered yesterday afternoon, but after some discussion it was decided to continue in session for half an hour.]

President URICK. There may be some who are not quite familiar with the subject [of Dr. Andrew's paper], and for their information I want to say that twenty-one States of the Union regulate the fees that may be charged by employment offices, some by a certain per cent of the first month's salary and others by a fixed sum, and some States require that a private employment bureau file with the commissioner of labor or some other person a schedule of the prices they expect to charge.

If the charges are considered unreasonable—the Commissioner of New Jersey may correct me if I am wrong—the director or some other authority in the respective States may refuse to issue a license to the private bureau. In New Jersey a case was appealed to the Supreme Court of the United States, which on May 28th of the present year held that the New Jersey statute, and in fact all similar statutes of other States, was unconstitutional, basing its decision in part upon the minimum wage decision of the District of Columbia, but largely and more emphatically on the decision in a case which came up from New York. The New York Legislature several years ago enacted a statute providing that ticket scalpers could not charge in excess of 50 cents above the price stamped upon the face of the ticket. The Supreme Court, when that came up, held it to be unconstitutional, and it was largely—am I right Mr. Eldridge?—upon the New York decision that it based its decision in declaring the New Jersey law unconstitutional.

Mr. ELDRIDGE. I can not say as to the New York decision, to my knowledge; it may be.

President URICK. Three of the judges dissented from the majority opinion. Judge Stone wrote the dissenting opinion, which was concurred in by Justices Brandies and Holmes.

Under the law in our own State the private employment bureaus are permitted to charge but five per cent of the first month's salary for furnishing employment. That includes any registration fee that might have been paid by the applicant. It is the general opinion that the decision of the Supreme Court of the United States invalidates our statute and the statutes of 20 other States. Briefly that is the case, and we are now ready for the discussion.

Mr. ELDRIDGE. I am sorry that Mr. Andrews went away a little bit disappointed in our reaction at the time. He has been one of our warmest friends and should be encouraged. He was disappointed also because he had not been able to get sufficient replies as to the appropriations in the public employment service for use in comparison. That certainly should hit some of us, or all of us.

He cited his experience in gathering information and support in the Supreme Court decision of the New Jersey law. He was unable to get us interested until the decision went against our interests.

I think Doctor Andrews had in mind two things that we ought to get excited about and do something. One is remedial legislation to get around the Supreme Court decision. We have a law in New Jersey to-day which in a fashion was copied after the Wisconsin law, and although that State has never had its law tested in the 11 years, we think it has something it can get away with and that we can get away with. The other point that Doctor Andrews was interested in is a definite effort in every State to build up public interest. Those are the two points that we should be interested in. We should get warm to the subjects, mapping out a campaign of a definite line of advancement, as they are of vital concern to us.

I am glad to give any information I can about what happened in New Jersey, what our law was, and what our rights are. The commissioner may refuse a license on the ground that there are sufficient businesses to serve the needs of the employers and workers. That is our threat if they do not play ball with us—that we will let in Philadelphia agencies which want to come in—and they sit up and play ball with us and their schedules are the same as they were before the court decision. Not that we need to hold the threat over them. Those in New Jersey were entirely satisfied with the law and our fees. It was an outsider, financed by the National Association of Employment Agencies, who came in and went to Washington after going through our State courts and losing.

Now two more points: It was asked yesterday whether it was felt that the private agencies were a necessity, because public employment bureaus in other States were prohibited from sending workers to employment institutions during industrial strife.

Our law in New Jersey surmounts that—and I think it is a logical remedy—by saying it is our duty to send workers to any employment whether or not there is an industrial dispute or strife, but we must advise the workers of the full circumstances as we find them. We give service to every job that comes in if it is within the bounds of reason.

The last point was a question of interstate shipment of workers by labor commissaries. In the New Jersey law there is a statement to the effect that the acceptance or the receipt of a commissary privilege is synonymous with the word "fee." In other words, a man who has the privilege of selling tools and equipment to workers could, in connection with that, provide the men with employment but he has to have a license.

There are some commissaries, with home offices in New York and Philadelphia and Baltimore and other towns, who canvass for employment and labor in New Jersey, but the wages are paid in the other cities and car fare and all the other charges are deducted there, and because of that it was supposed that we had no authority.

We have tried to get around that. I do not know whether it is going to be successful, but I told Doctor Andrews when we were discussing our proposed remedy that it should be a matter of national interest, as it involved the crossing of State lines. I think frankly it ought to be used in some fashion in the hearings of the bill before Congress for a national public employment service, to show definite abuses. It should interest the Members of Congress and will show that we are concerned. It will show that there are thousands of

workers every year crossing State lines to these commissary agents. That, I think, ought to be a very good argument to use in Congress to support the proposed bill.

President URICK. Are there any further remarks? Let us hear from some of you. The subject is one of decided importance and we should find some means to make a campaign of relief.

Mr. BOYD. If I remember correctly, I said when Doctor Andrews was here that a challenge had gone out to the public employment offices, and I think I told you at the time that one of our former governors said, "Make your office so good that you put them out of business." I do think that the commissioner of labor or the department of labor can tighten the line on private employment offices. Let me illustrate something that came to me not long ago.

You will recall the school that advertised all over the country that it would teach various lines of trade in a comparatively short time. One of the large automobile schools advertised that way. It does not advertise in Chicago particularly but does in the smaller towns all over the United States. I had a letter from the State of Washington which asked me if it was possible for this particular school to teach automobile mechanics with all its branches, including electricity, in three and one-half months, and I answered that letter by saying that to my mind it was impossible and that some people could not learn it in three and one-half years. I told this man to consult with his bankers or the association of accountants before he paid his tuition in any school and I have heard nothing more about it.

We get those letters from all over, but that was my answer to him. It was misleading advertising. What do these schools do? They have an employment man in their office; in their advertisement they say, "Earn while you learn," and they practically promise a man a job as soon as he pays. This school is two or three hundred miles from Chicago, but it gets the money anyhow.

People who come from Europe evade the immigration laws by saying they are coming in to learn some kind of a profession, and they are admitted even though the quota is filled. There is an immigration law that permits students to come in, after the quota is filled, to study law, medicine, or some other profession. Do they study law? No; those poor fellows are held up by the so-called schools until they pay the tuition, and they pay \$100 or \$200.

[Meeting adjourned.]

## FRIDAY, SEPTEMBER 21, 1928—MORNING SESSION

CHAIRMAN, EMANUEL KOVELESKI, EXAMINER UNITED STATES EMPLOYMENT SERVICE, ROCHESTER, N. Y.

Chairman KOVELESKI. I take pleasure in introducing Mr. F. D. Grist, commissioner of the department of labor, Raleigh, N. C., who will address you on the subject "Employment problems of the Southern States."

### EMPLOYMENT PROBLEMS OF THE SOUTHERN STATES

By F. D. GRIST, *Commissioner Department of Labor of North Carolina*

Employment problems of the Southern States are varied, but in many instances similar to those in other sections of the country. There is one element absent in the greater part of the South, with which the North and East have to contend, and that is the foreigner who does not speak the English language. In fact, we have very few foreigners compared with the more industrial sections of the North and East, but they are gradually migrating to the Southland.

During the past 20 years the South has gone through a great era of development, during which it has risen from a dormant community to that of a really live, wide-awake, progressive section of America. Statistics make dry reading and likewise are not of much interest in an address and are sometimes contradicted, so it is not my intention to resort to statistics in this discussion.

Our chambers of commerce and boards of trade have heralded to the four corners of the earth the natural advantages and the great resources of various communities. And along with this era of great development naturally came much employment in the industrial and building trades, and the result was a grand rush to a section, as old as America, that seemingly had become awakened. Great real-estate developments in towns and cities came up apparently overnight, which resulted in much building. With this condition existing over a period of a few years, naturally the population was increased and concentrated in the larger cities and boom towns, but some two or three years ago the bottom dropped out of a portion of these developments and some of the towns became deserted hamlets. Many of the people who came into the South from other sections of the country found themselves stranded and out of employment. However, this condition is not generally known throughout the United States. I do not mean to create the impression that the Southern States are not now progressing and developing to a great extent, but there are thousands of people in the South out of work as a result of these decreased operations, and one of our great problems is to find employment for this surplus population. A great many of these workers are skilled workmen, and some of them do not care to take employment at all unless they can go to work in their

own specialized line, at their own stipulated figure, at any time they please, and finish the day when it is most convenient for them. To illustrate this point, I recall a young fellow from New York City who had been south into Florida and was on his return trip North. He stopped in our employment office in Raleigh one morning, with a pitiful tale of how long he had been out of work, and that he was hungry and must have work at once or he would have to call on charity or starve. We learned that he was an expert printing pressman. We referred him to a position in his line of work, but because the prospective employer would not pay him over \$35 per week, he revolted and said he would rather starve than work for that price. I do not mean to convey the impression that all those seeking employment show this attitude, but it is rather common among the class of people who are shifting from one section of the country to the other.

Public work, such as construction of highways, schools, and other public buildings, in the South has done a great deal in the past in solving our employment problems, both in the common labor class and as to clerical and professional workers, but this line of construction is being curtailed and of course it is throwing a great many people of all classes out of employment. The Southern States have gone forward by leaps and bounds in this progressive work, having spent millions upon millions of dollars, and in a great many cases have piled up large public debts in the way of bonds and other means of financing these operations. So now they are curtailing operations and taking stock, so to speak. It is necessary for these workers to procure employment somewhere, and if not in the South then it must be in other sections of the country.

One of the most serious problems along employment lines in the Southern States is through the agricultural belt. During this era of development, many farmers, both land owners and tenants, have deserted the farms to go into public works and manufacturing plants, and as a result have caused an overproduction of manufactured articles; they have left their lands idle and left very little surplus labor in the rural sections. It is easily understood how a farmer boy or girl who once gets the thrill of the city and the Great White Way resents the idea of going back to the quiet, simple life on the farm. So it is a problem indeed to secure sufficient labor to harvest the crops in the early spring, especially the trucking crops such as strawberries, beans, peas, potatoes, and other vegetables, that have to be moved rapidly from the fields to the populous centers of consumption. I have sent special agents into the larger cities to obtain labor for the harvesting and transporting of these crops, but, even though out of work, it is very difficult to get this class of unskilled labor out of the city long enough to harvest and market these perishable crops. We have accomplished some good along this line, but not to the point where it is entirely satisfactory. Most any price will be paid workers during the rush seasons, and housing facilities are as good as could be expected. Later on in the summer and the fall we find practically the same conditions existing in the tobacco and cotton sections—surplus crops and shortage of labor—on account of our surplus labor preferring to stay in the large towns and cities instead of working on the farm.

Another problem of employment, and I do not think it is confined entirely to the South, is a natural result of the World War. It is the entry into industrial work and the professional world of women, thereby keeping men out of employment and women out of their natural vocation of making homes. I realize that this is a delicate subject to approach, because it is just as necessary for some girls and women to work as it is for men, and some of them do just as much good for the community in which they live and are just as capable as some men. But to me, the horrible side of this problem is the woman working while her husband loafes under the pretense of seeking employment, or a woman without children holding a good position that some jobless man with a family to support should have, while her husband holds a high salaried position sufficient to keep them both in comfort. I realize that in the present day business organization some girls and women are as necessary as are some men, but I believe that, with proper discretion, any employer can secure efficient girls, when it is necessary for him to employ them, from that class of girls who, from some cause over which they have no control, are dependent upon their own resources for their very existence. I have in my own employment girls of this kind, and—I do not say this from a charitable inclination—I am glad that I have the opportunity to help girls of this type. But to my mind it is almost criminal to employ married women whose husbands are able and capable to furnish their wives and families with the necessities of life, and by so doing keep some man out of employment who really needs the work to support his family. Married women can make a greater America if they will produce better home life.

## DISCUSSION

Chairman KOVELESKI. The paper just read by Mr. Grist is now open for discussion. I would like to have you discuss the paper, the ladies especially.

Miss FITZGERALD. I think the ladies are well qualified. You must remember that some of us have to work for our livelihood.

Mr. GRIST. You will recall that I did not object to women working who find it a necessity. I think it is just as necessary for some women to work as it is for men, but the point I am making is that of married women working who have no children and who keep a man out of employment who has a family and needs work.

Miss ULRICH. What do you think about the single girl who is following a profession but later on marries; she has experience in the business or professional world and has no family? Should she sit in a two or three room apartment? Speaking for Detroit, we represent a large industrial center, of course, and we have many girls and married women in industry, either through necessity or because they want to be in that line.

I wonder what the gentlemen from North Carolina thinks about the woman who is about 18 when she goes into industry or a profession. She marries perhaps at the age of 21 or 22, but she has had some experience in the business world. She does not have a family and she lives in a two-room apartment.

Mr. GRIST. She should quit work, and she can read or knit to occupy her time.

Miss ULRICH. In the large cities a man does not make enough to keep up a home. That is the situation and has been for some years. We have such an influx of people from other States and cities, that with the abundance of labor and scarcity of jobs wages are naturally kept down. A man does not make enough to support his wife as she has been supported before she was married, and of course before she was married she did not think about those things. What are you going to do with that woman?

Mr. GRIST. She should stay single.

Mr. WITTER. Don't you think that in a good many instances married women in industry or business have something to do with the wages of male earners being held down. Where a woman can afford to work for a fraction of the amount that a man would have to get, and if the woman can do the work, naturally the industrial concerns are not going to pay a higher salary to a man just because he has an obligation to support a family.

Mr. GRIST. In some instances.

Chairman KOVELESKI. I believe that a woman should get the same pay as a man if she does the same amount of work. That has been our position for years.

Miss MERCER. Ought a married woman to work if her husband is an invalid or incapacitated?

Mr. LIPPART. The question of women working is very pertinent to all of us here, and I will relate a couple of instances in our office that will show you the tendency. Recently a young girl came into the employment department and insisted that she had to have a job. She must have a job because she was going to get married in a few days and the man she was marrying did not have any work either. Then we had a man come into our clerical department who also must have a job. His wife insisted upon his getting a job. He said that his wife was making \$150 a month, and that if he made that much a month he wouldn't ask her to go to work.

Mrs. MICHEL. I can make a few statements, if I may be permitted to go back into my past. It is not too shady but it may be interesting. Is it not a fact that many young girls who are in professional life refuse offers of marriage because they can take care of themselves so readily?

The aim, I think, of every woman, or rather I might say the purpose for which we were created, is to marry and establish homes. If the man of our choice is not physically fit, mentally or otherwise, to make a living equal to that to which we have been accustomed, and if we are willing to sacrifice what we have been accustomed to for the life and affection of that man, that is the individual's affair, and I do not think any legislature or any kind of a law should rob us of that privilege. If we prefer the living to which we have been accustomed, we should not marry out of fairness to ourselves or to the man.

I have been married, and I have raised a daughter who is now married. Unfortunately, at the beginning of our married life my husband, through an accident, became crippled, and it was impossible

for him to make a living for the family such as we should have. At that time—you will remember that has been more than five years ago—we did not need the amount of money to support a family that we need to-day.

After five years of married life I found that it was necessary that I contribute to it in my way, whatever that might be. There were several vocations in life that I tried, each successfully, and I thank God for the privilege. In any event, we have cared for the home, we have raised the girl and she is married, and we have had a very happy life. I have never been discouraged because fate was against me.

I could not depend upon my husband to care for the home. Should I be banished and be refused the privilege of earning a respectable living when I am just as necessary a wage earner as my husband? Probably more so, and I say this with no credit to myself, but I think I am the more intelligent of the two. I have had more education than he has had, but that does not depreciate the man in my value. He has been all that any man could be; he has done all that he could. Now it is up to me to carry on so long as we both live.

In this time and age, perhaps had I been in the professional or industrial world and this man had proposed marriage to me, I might have said, "No," because I was capable of making more than the man did; but when we marry we take it "for better or for worse," and if we get the worst of the game, fight on, and if we get the best of it, all right.

Now, to the lady from Detroit who wants to know what she should do if she has only a 2-room apartment; I would say there are two alternatives—either get into some charitable work without compensation or go fishing.

Mr. LEE. I would like to ask the gentleman a question in regard to employment. We find in St. Louis that there has been a very great influx there of the negroes from your country, or rather from Mississippi and Alabama. Our negro population has increased from 60,000 to 125,000 in three or four years. What has been the effect in the South of that migration north.

Mr. GRIST. It has taken a great deal of the common and farm labor out of the South, not only into St. Louis, but from all sections of the South. In fact, it is a problem for us to harvest our cotton.

Mr. LEE. I was born in the South, and my experience has been that the white man doesn't work in the cotton fields at all, so what are you doing for cotton-crop labor?

Mr. GRIST. We are just getting along the best we can with what colored labor we have left, and there are some few white people going into the cotton fields.

Mr. BOYD. What about Mexicans?

Mr. GRIST. They are coming in through Texas—but we do not want them in the South. We would rather not have the crop harvested.

Mr. DOLLEN. While I am not interested in married women, I take the same attitude that the gentleman from North Carolina does. Having hired people in industries, I know something about the effect that the married woman coming in and applying for a job has on

the hourly labor wage. What I am interested in, and deeply interested in, is what is the South doing for children, to reduce the hours and labor and advance education?

Mr. GRIST. I can speak for only North Carolina in replying to your question. We have a child labor law that no child under 16 years of age shall work, and no woman can work over 10 hours. No child can work at night, and we have compulsory education up to 14 years of age.

I am not satisfied with that, and I am going to make a fight before the next legislature that any child, regardless of age, should at least finish the seventh grade. Make it an educational qualification instead of age limit.

Chairman KOVELESKI. We are privileged to have with us this morning a Senator from the State of Ohio, one who holds one of the highest positions in our government as representative of the people of Ohio and who speaks for us in the United States Senate. The subject is, "Is nation-wide unemployment primarily a national or a local problem?" I take great pleasure in introducing to you the Honorable Cyrus Locher, United States Senator from Ohio.

### IS NATION-WIDE UNEMPLOYMENT PRIMARILY A NATIONAL OR A LOCAL PROBLEM?

By HON. CYRUS LOCHER, *United States Senator from Ohio*

I was interested in hearing the discussion in reference to the colored people drifting north, and about how many colored people have gone into St. Louis in the last couple of years.

We talk about the migration of population, and you will recall that immediately after the Civil War a great many went west beyond the Mississippi River, principally to Iowa, Nebraska, and Kansas. Before that they had the great stampede to California in the gold rush in 1849. Then you remember about the great migration to Oregon and Washington and before that to Colorado and Utah, and yet by far the largest migration in population we have had in this country was in 1916 to 1920 and again from 1920 to 1924 when the colored people came north. It is estimated that at least 750,000 colored people have crossed the Mason Dixon line and come to the North. In fact there are many people who are beginning to think that not only have we the colored question in the South but eventually we will have the colored question all over the country.

That is a very serious thing for labor to consider, because there are so many in various centers of population and they are not very readily assimilated. I am rather interested in that question, and a few days ago I completed reading a book dealing with that particular question.

The subject assigned to me is, "Is nation-wide unemployment primarily a national or a local problem?" Of course, unemployment is always either national or local and sometimes both. This unemployment question is a very serious question at the present time, and it has been for several years.

You know we have had very serious periods of unemployment in this country, and they are what is known as the business cycle.

There are numerous bills pending in Congress that are to try to eliminate those business cycles.

We are in one of those depressions now, although we have a political campaign on and we hear on one side that there is a depression and then we hear on another side that there is no depression. That there are a considerable number of unemployed in all the centers of population, of course, can not be disputed. I heard Secretary Hoover the other night say that there are 1,874,000 people out of work—1,874,000 people ready, willing, and able to work but who are not able to find employment.

I happen to know where they get those figures. The Secretary of Labor made a report some time ago and said that there are 1,874,000 people out of work in these United States; later on, the Bureau of Labor Statistics said that it furnished those figures and that they were not intended as statistics of unemployment. It said that all it did was to compare the pay roll of 1925 and the pay roll of 1928, and that the difference of those pay rolls was 1,874,000 people.

Of course, we have no place where we can get accurate labor statistics. The Labor Department hasn't got them, and there is no place in this country where you can get unemployment statistics that are accurate and reliable; that is one thing that Congress is trying to do. It is trying to set up a statistical department and have that department contact with the various labor agencies and the various centers of population to get accurate information, because no government can take care of a question unless it has the facts. No doctor can cure any disease unless he makes a proper diagnosis, and the first thing to do is to get the proper figures and the proper statistics.

A resolution has passed the Senate appointing a special committee to investigate this unemployment question, to find out and get accurate information. Financial institutions, manufacturing companies, and various other agencies and foundations have agreed and have volunteered to assist this committee to get this information, in order to determine what means shall be adopted to take care of this unemployment situation, which is one of the serious things that any government has to deal with.

I am one of those who believe that it is not the function of the Government to support the people. The Government owes nobody a living, but society does owe everybody the right to earn a living when they are able, willing, and ready to work.

First, this committee wants to decide what effect mass production has upon the unemployment question. Mass production, no doubt, is here to stay, but if it is one of the causes of unemployment, then we must shape up different policies that will take care of this unemployment.

The committee will also want to know what effect the big mergers and consolidations of these great industrial institutions have had upon unemployment, and a great many questions of that kind will have to be answered.

Senator Couzens happens to be chairman of the Committee on Education and Labor, and in making up this committee he appointed all of the members of that committee as members of the special committee. I saw in the newspapers that he, together with

the committee, is going before Congress when it convenes the first Monday in December.

There are 1,874,000 people out of work as shown by a comparison of the pay rolls of 1925 and 1928. Clearly, that does not take into consideration the people who were out of work in 1925, and a great many were out of work at that time. Neither does it take into consideration those people who came into this country from other lands. Government immigration statistics show that 252,000 came into these United States from other countries and became competitors in the labor markets during 1927 alone.

It also did not take into consideration that about 3,000,000 persons left the farms of this country and moved into the large centers of population and joined that throng of unemployed in industrial centers.

It did not take any of these things into consideration at all, and so some people estimate that there are from four to six and seven million people out of work. Is it a local or is it a national question?

Like all businesses—our means of transportation, our water power, etc., and the way our industrials are set up—it may be only local but in a large sense it is also national.

Yes, I believe that we have this particular labor problem at this time and have had it for the last few years. Then there is the agricultural situation in this country. About one-third of all of our local population in the United States is either directly or indirectly dependent upon agriculture, and that one-third last year had about 7 per cent of the national income.

Now what does that mean? The largest purchasing power in this country of any class of people are the farmers. When you cut down the purchasing power of one-third of your population, naturally that immediately goes to the industrial centers. The illustration that I would use is the automobile, and that is just as good an illustration as anything the farmer can buy. The census shows that the farmers of this country own 25 per cent of all the automobiles. Now, then, when the farmer can not buy automobiles—and he is not buying any at the present time—the steel mills will need that many less tons of steel, the railroads will haul that many less tons of material, and the automobile manufacturers will make that many less cars, and all along the line that many less hours of labor are being employed and that many less automobiles are being sold. What applies to automobiles applies to everything that the farmer buys when he has money.

Let me use another illustration. Suppose that this year every farmer would have a gross income of only \$1,000 more than he had last year. That would make \$256,000,000, because we have 256,000 farmers in Ohio. Every dollar of that \$256,000,000 would find its way to Chicago, Cleveland, New York, Columbus, Cincinnati, or the other industrial centers. So I say that in this country it is impossible for any centers of population to have prosperity for any period of time when in the country a large part of the population has reduced purchasing power, and that is why I say this farm question is the most serious question that we have in this country to-day.

In this campaign they tell you about farm relief and that the farmers are discouraged. The farmers themselves are not for this relief because they have no confidence. I do not know where the

presidential candidates stand on this question—they seem to change their position every few weeks—but we have gained this one thing: Never in any presidential campaign has the farmer had quite as much attention as he has had in this campaign. Because he gets that attention at the present time, and because the platforms of both parties have pledged themselves to do something, and because both candidates are talking about it, the industrial centers and the financial institutions are now beginning to realize the situation. No doubt when Congress meets something will be done by way of legislation, so far as it can be done to relieve that particular condition.

In my judgment, the reason for the real-estate slump in Cleveland and in all the other large industrial centers of population in the United States is because the purchasing power of a large per cent of the population has been practically cut in half, and so I say in this respect the labor question is a tremendously large one. It is a national question, even though it may be local.

Now, then, this means that not only ought we to get better statistics than we have so we may know the situation, but we ought also to extend the labor agencies. I appreciate that a labor agency does not create jobs. All a labor agency can do is to reduce the time between jobs, and to reduce the time and expense of hunting jobs.

When we have cooperation between the various States and the industrial centers and the National Government and have some accurate information, then we can make some progress toward the solution of that question.

#### DISCUSSION

Chairman KOVELESKI. Would any of the delegates like to discuss anything that was said by the Senator?

Mr. LLOYD. May I ask the Senator if he wanted to convey to us the idea that there are some four or five million unemployed in the United States?

Senator LOCHER. I said that a great many reach that figure because of the manner in which they calculate.

Mr. LLOYD. You do not believe that that is a fact?

Senator LOCHER. I know there are more than 1,874,000.

Mr. LLOYD. Thank God, Pennsylvania has not contributed to it.

Senator LOCHER. I have lived in Cleveland some 22 years, and I have never known the time when there were so many people out of work as there are at the present time.

Mr. LLOYD. We have unemployment in Pennsylvania, but we have basic facts. We have no difficulty in our employment bureaus in Pennsylvania in placing any skilled person in a situation. We do have difficulty in placing the floating population in common labor or in the field of the unskilled, but outside of that we do not have any difficulty. In fact we sent to Ohio recently and asked them to help us get machinists, pattern makers, die makers, etc., because we can not get them. The paramount reason for unemployment to-day is modern machinery and centralized population.

Senator LOCHER. Certainly, with reference to skilled mechanics, I understand that is the situation in Cleveland to-day—that because

of this machinery skilled mechanics are in demand but common labor is not. I imagine that you people have some difficulty in finding places for people over 50 years old.

This resolution that the Senate passed is on an economic and not a political question, and that is the way we have to approach this question. We have had prosperity in certain lines in this country for five years. We have not had prosperity in the textile line. We have not had it in the coal business. We have not had prosperity in the agricultural business, but there has been prosperity in various other lines.

Of course, there are two classes of people out of work in this country—one because of the invention of machinery, for if a machine does the work of 25 men, there are 24 men out of employment; and the other because of a business depression.

What are we coming to with this mass production? That is one of the big questions. Nobody knows. If anyone did know, of course, it would be a great advantage at the present time. Mass production is here to stay in my judgment. I am told there is a demand everywhere for skilled mechanics, but it is the man who is over 45 years old and who is not a skilled workman who is your problem, the problem of Congress, and the problem of the industrial centers of this country.

Mr. LLOYD. I do not want the Senator to think that I am criticizing because I am the head of the labor department of Pennsylvania. We recognize the problem of barring men on account of age, and we have succeeded in Pennsylvania in inducing over 1,600 industries to lift that age limit—to hire men on the basis of physical fitness and not to bar them on the basis of age.

I have told audiences in Pennsylvania that if the industries did not awaken to this danger, sooner or later the State must act for them; we have that obligation. They have answered that, and last Monday in Philadelphia over 150 industrial leaders—and when I say “leaders” I mean leaders—sat in conference for the purpose of devising ways and means to stabilize and regularize employment. Each of them, even the economic experts who were there, agreed that to-day in the city of Philadelphia there is not over 5 per cent unemployed. Most of them agreed to absorb the 5 per cent if it were at all possible to work out a plan so that it would be equitably distributed among all concerns. In other words, we felt that if only one or two of the large industries acted, it would have no effect upon those who were employed, but if all of them would act it would have some effect.

We have induced Pittsburgh, Erie, and all our large industrial cities to follow this example, and we have reached some sort of a solution and stabilized employment for the winter. So it is just a matter of information.

Mr. BOYD. I think that Mr. Lloyd has done a wonderful thing in what he told us in the very excellent paper he read.

The Senator has said that this is not a political question, but an economic one. He is not talking politics and I do not know whether he is a Democrat or a Republican; I do not know from his remarks with what party he is affiliated.

When the United States Congress was so agitated about the employment condition in this country, our records in Illinois showed that it was as bad as in the winter of 1921-22, or almost as bad. In the city of Chicago in 1921-22 we had 329 registrations for each 100 jobs, and in the winter of 1927-28 we had 315. Now there was a serious crisis of unemployment.

How many were out of employment? There is nobody in the United States who can tell us. The Senator has said that no statistics have been kept—even the United States Government hasn't statistics sufficient to show how many people are unemployed in the United States. Its estimate was only a guess by the pay rolls, as he has said, but we do know this: If the supply goes up and the demand comes down, we can look for worse. It is at least a barometer of conditions. If the reverse is true, we know that things are getting better.

Isn't this absolutely true? If we find more people coming to our office and registering for jobs and if we find fewer orders coming from employers, there is no question that this is a safe barometer, showing that conditions are bad.

During the summer of 1921 we knew that condition in 1921-22 was coming and prepared for it. Doctor Klein, of the Russell Sage Foundation made an investigation shortly after that time, and he published the results in the book, *The Burdens of Unemployment*, published by the Russell Sage Foundation. He quotes Chicago, but I think he also traveled through probably 15 States in the Union to find out what machinery was set up at that time in order to take care of the unemployed.

As I said, the index for Chicago shows that in the winter of 1927-28 the situation was almost as bad as in 1921-22. As has been said this morning, we are short of skilled mechanics to-day in Chicago. Only last Saturday we advertised for lathe hands and for high-grade machinists. That shows a shortage, but there are other occupations, as we have said, where we have a considerable surplus.

Speaking of machinery and the farmers and people who have left the farms owing to machinery production on the farm, I was talking to a young man who had gone through Wisconsin, Minnesota, and back into Iowa with a potato planting and harvesting machine. That machine will furrow the ground, drop the potato in the ground, and throw the dirt over it, and go along and space it 7, 8, or 9 inches—whatever distance you want to have between the potatoes. In harvesting the potato is picked up by something that looks like a fender on a car, and thrown back over the car and through a net work of chains. The dirt falls through these chains, the potato is rolled back and put into a hundred-pound bag on the back of the car. The machine replaces 12 men.

The young man said that in the northern country potatoes were selling, if you take them out of the ground, at 18 cents a hundred, and the freight rates are about 35 cents a hundred. There is twice as much for the hauling of this particular commodity as for taking it out of the ground. I think by the time it gets to the markets in Chicago the cost is probably eight times as much.

The merging of the great institutions is going to enter very seriously into our problem of placing the unemployed. Railroads will

merge I take it. We have a big dollar bank in Chicago that has just merged. That is not private information; it is public, as it was in the newspapers. Do you think that after the merger of those two banks all of their employees will be required? A lot of people are going to be out of work, they say.

It reminds me of when they changed the management at our union stockyards in Chicago a good many years ago. An eastern system took them over. There were men there who were paid \$50 a month working for the stock markets. Great big headlines came out in the papers that this new management was going to do away with this \$50 a month and no man would get less than \$2 a day. The men got \$2 a day and a shorter week, because they did not work on Saturday. The farmers would not send in cattle to be kept over Sunday and fed, so there was very little doing at the end of the week. The men worked only five hours a day, five days a week at \$2 a day, which is only \$10 a week instead of the \$50 a month they got before. Whereas it looked as though the men were going to get more money at \$2 a day, as a matter of fact they got less.

What does all this amount to? It illustrates, as the Senator has told you, that there is no place to get information on unemployment. What business is there in which there is no unemployment? Take the clothing industry, which is probably seasonal. A tailor is confined to the inside and that is all he knows anything about. What can he go into? What other lines of work can we train him for?

We need a proper classification of jobs and the proper keeping of records, and the same kind of records to be kept all over the country. We have representatives here from 40 States of the Union, and there are 40 different kinds of records kept. Now, Senator, I think it is to the United States Government's interest to make a sufficient appropriation and set up sufficient machinery for the purpose of collecting this information, for the purpose of having one classification of jobs, one method of registration, one method of employers' orders, and one method of information—that can be gotten from the Department of Labor or the Bureau of Labor Statistics—the same as Canada has.

We worked last night on this thing until after 12 o'clock, and we really got no place, but the Government can direct the States or municipalities in the method of doing this particular work.

Mr. DAVIE. There is just one little thing, that Brother Boyd left out, to make this statement complete. I think the data can be secured if the United States Government would supply sufficient funds, through its Employment Service.

Chairman KOVELESKI. If the United States Government would supply sufficient appropriation to the Department of Labor—or, as constituted to-day, through its public employment division—it could get the statistics very readily, if it had the money, is that what you mean?

Mr. DAVIE. That is right.

Mr. BOYD. I know that the Senator is interested in this economic question. Mr. Rigg, a representative of the Canadian Government, and one who is thoroughly familiar with employment, is here. I

think for the benefit of the Senator he should say something about what they have in Canada. Let them know in the United States Senate what our difficulties are, so as to get a sufficient appropriation for the United States Employment Service to get these things that are necessary.

Mr. RIGG. If I complied with this request, I should read my paper. I am to follow immediately after this discussion, and if the Senator can stay, the ground will be covered to some extent in this paper and the request will be complied with. In other words, I do not want to travel twice over the same ground at this session.

Chairman KOVELESKI. The Senator is going to stay with us.  
[President Urick assumed the chair.]

President URICK. It is unnecessary to introduce the next speaker, as we are all familiar with him.

### **PURPOSES, ACCOMPLISHMENTS, AND POSSIBILITIES OF THE INTERNATIONAL ASSOCIATION OF PUBLIC EM- PLOYMENT SERVICES**

By R. A. RIGG, *Director Employment Service of Canada*

These annual conferences constitute the birthday anniversaries of the association, and birthdays are commonly regarded as occasions calling for happy celebration. In childhood and youth they can, and should be, little more than this. But the burden of responsibilities and the weight of years have a tendency to check among older folk the spirit of hilarity and to balance, if not outweigh, it with more serious thought. As with individuals, so with organizations, occasions which sharply mark off the passage of time should be utilized not merely for the purpose of celebration, but also as opportunities afforded to stand still in order to ascertain our exact position; to look behind and review the path that has been traveled; and to gaze forward toward the horizon, so that an intelligent estimate of direction may be formed.

The reason for our being, the justification for our existence and for its perpetuation—these I take it are involved in the task assigned in the request to which this paper is the response. The subject is too large to permit of comprehensive treatment within the narrow limits at our disposal and, therefore, our efforts must be confined to the presentation of a somewhat rugged outline.

It is eminently appropriate that a halt should be called, and a little time devoted to retrospect, present whereabouts, and prospect at this convention. To the State in which we are meeting belongs the honor of being the trail blazer in the field of public employment activity on this continent. Thirty-eight years ago the Legislature of Ohio enacted legislation providing for free public employment offices, and five offices were created as a result, one of those being located in the city of Cleveland. During the next two decades the movement in the United States gradually spread. In 1911 a report on unemployment in the State of New York was prepared for the Commission on Employers' Liability and Unemployment by Prof. W. M. Leieron, whom happily we have with us on this occasion. From that report we learn that there were then in existence in the

United States 61 public employment offices, distributed throughout 19 States, all of which were conducted by State Governments, with the exception of 7 which were established and administered by municipalities. Twenty-eight States had, by 1917, passed legislation authorizing the creation of free public employment offices, and in January, 1918, Federal legislation creating the United States Employment Service was enacted.

Absorbed in the herculean task of conquering nature and exploiting her rich agricultural and industrial resources, and with a comparatively meager population widely scattered throughout her broad domain, Canada paid little attention to the problem of providing State machinery for a public employment service until the industrial debacle of 1907. In that year the Province of Ontario responded to an agitation conducted for many years by organized labor and made legislative provision for the establishment of free public employment bureaus. Three years later Quebec followed the lead of her sister Province. Distress occasioned by the slump of 1913-14 brought the problem of unemployment sharply to the attention of local authorities, and during that period many of the larger Canadian cities established, and for some years continued to operate, free municipal employment offices. In May, 1918, the Parliament of Canada enacted the employment offices coordination act, which has been supplemented by ancillary legislation passed by eight Provinces, out of the administration of which has grown the Employment Service of Canada.

At the present time there are, in the United States, offices operating in 173 centers distributed throughout 42 States, which cooperate with the United States Employment Service. Offices of the Employment Service of Canada operate in 64 centers, and all the Provinces cooperate, with the exception of the small maritime Province of Prince Edward Island. Such is the sketchy and fragmentary outline of the development of public employment office systems in the United States and in Canada.

Quite obviously the institution of the public employment office system, developing as it did by slow, jerky, and manifestly experimental stages during several decades, imposed problems upon those charged with the administration of the offices. The principles involved widely differentiated the new system from that of the private commercial agencies. These latter had demonstrated the need that existed for an agency that would perform the functions of securing workers for employers and employment for workers. The methods of operation in connection with these fee-charging agencies were very simple, and their defects need no reference at this point. Suffice to note here that a radical and vital distinction, which separates them by an immeasurable gulf, exists between these two systems. Fee-charging agencies primarily seek to exploit need for financial gain, while the free public employment offices exist wholly for the purpose of rendering public service.

This fundamental, motivating distinction is not merely idealistic, but it imposes characteristic and complex responsibilities. Not only must employment office work be viewed from a different angle and approached by other routes, but wider fields must be covered and new methods of operation devised. The problems involved were

not merely theoretical and capable of solution by academic treatment. They were of an eminently practical character and were soluble only in the crucible of experience. Lacking the advantage of a knowledge of each other's experience, each administrator naturally devised his own scheme, with the inevitable result that widely different systems were adopted and the much-to-be-desired cooperation rendered impossible.

The consciousness of this serious limitation of the usefulness of public employment service work led to the formation of this association, which originally bore the title of "The American Association of Public Employment Offices." Here we must pay high tribute and gratefully acknowledge our indebtedness to Professor Leiserson. So far as the records which the writer has at his command testify, to Professor Leiserson must be ascribed the parentage of this organization. It is not proposed to dilate upon the noteworthy achievement of Professor Leiserson. Undoubtedly he finds abundant recompense in the work accomplished by the association and the substantial progress that has been made during its lifetime in the improvement and growth which have marked the history of this branch of public service. As superintendent of the Wisconsin employment offices, Mr. Leiserson quite obviously sensed keenly the need for an organization of this character. That other officials in charge of similar work experienced the same need is evidenced by the fact that this association was born.

On June 11, 1913, Mr. Leiserson addressed a circular letter to all public employment office superintendents in the United States, in which he suggested that a conference be called. As vividly illustrative of the purposes which it was sought to accomplish, let extracts culled from this letter speak:

Would you be interested in the organization of an American association of public employment offices? Several officers in charge of such offices, with whom I have spoken, have felt that we were not getting the benefit of each other's experience as we should. Your methods of handling men, of registering applicants and sending them to employers, of keeping records and making reports, your attempts at advertising, and your attitude toward private labor agents are things in which we are all interested, and when one has worked out a new, successful method of doing some particular thing, the others should be in a position to learn about it quickly, and to adopt it, if it is suited to their needs. \* \* \*

I know that what our offices in Wisconsin need is the benefit of the experience of other offices on the problems that come to us, and we could no doubt give to others the benefit of our experience on some points. If we could have a meeting of the superintendents of all the offices to read and discuss papers on the management of employment offices, we might work out a more uniform method of doing business which would make cooperation among the various State offices easier. A system of interchange of reports might also be devised, and from these accurate information as to the condition of the labor market throughout the country might be compiled and circulated.

As a result of this initiatory correspondence a conference was held in Chicago on December 19 and 20, 1913. At this conference, in addition to the reading of papers dealing with pertinent subjects and discussion thereon, a constitution was drafted in which the objects of the association were declared to be:

1. To improve the efficiency of the public employment offices now in existence.
2. To work for the establishment of such offices in all the States.
3. To secure cooperation and closer connection between the offices in each State and among the States.

4. To produce uniform methods of doing business in all the public employment offices.
5. To secure a regular interchange of information and reports among the various offices.
6. To secure a proper distribution of labor throughout the country by the cooperation of municipal, State, and Federal Governments.

One of the resolutions adopted suggested that a study of public and private employment offices be made by the commission on industrial relations and, if deemed advisable, a plan of National and State cooperation worked out for distributing labor throughout the country. Another resolution was adopted, the text of which reads as follows:

Whereas this meeting has shown that there is such great disparity in methods used in the various public employment offices that their work can be compared and cooperation in distributing labor is almost impossible: Therefore be it

*Resolved*, That the executive committee be instructed to make a study of the methods used in public employment offices throughout the world, and to work out a set of forms to be submitted to the next meeting of this association for discussion and approval.

These references to the first convention are sufficient broadly to register the aspirations of the movement. They reveal the principal purposes which constitute the *raison d'être* of the organization. Because they mark the starting point they also afford to us a means for estimating our achievements, for measuring the degrees of our success, and for baring for our inspection the unaccomplished tasks.

To assume that all the progress made was solely due to the influence of this association would constitute a ridiculously extravagant claim. It may, however, be truthfully said that the organization has proved itself to be an active and potent agency, making for an improved public conscience respecting the problem of unemployment.

The rapid and widespread expansion of the public employment service in the United States and Canada since the formation of this association has already been indicated. In this country, offices are established in 42 States and the District of Columbia, while for practical purposes the whole of Canada is organized to furnish such service. Not only have the offices increased in number and the field been enormously widened, but the technique has been greatly improved and the efficiency of operation considerably increased. This accomplishment has been rendered all the more difficult because this service is financially a 100 per cent governmental liability. There is no direct financial income derivable to balance, even in part, the expenditure imposed upon the responsible authorities. This feature undoubtedly militates against the popularity of the system from the point of view of those who must bear the cost. It also tends to stimulate a more critical attitude toward the service than might otherwise be the case. This attitude is one that should be welcomed rather than regretted. The only fear that can legitimately be entertained is lest the work should fall below the standard of good performance. So long as the offices succeed in exploring and exploiting the fields of opportunity for the employment of labor to their utmost capacity, no misgivings need now exist concerning the continued support of our various Governments.

A study of the history of public employment service development reveals the fact that the agitation for such service owed its origin principally to the predatory and oftentimes criminal activities carried on by many private agencies. Allegations that work seekers were deceived and robbed were lodged against agencies, and every official investigation into their activities justified the suspicion that a high percentage of private office operators were commonly guilty of mercilessly fleecing their victims. The evil reputation of the private commercial agencies, thus acquired, was undoubtedly one of the potent influences which led to the establishment of free agencies operated under Government control.

Although abuses still exist, it may be granted that the challenge of the public employment service has somewhat checked the vulture-like rapacity previously characteristic of a large proportion of private operators. In addition, the public conscience, awakened to the enormity of the offenses practiced, has compelled the enforcement of more strict regulations.

To those who regard it to be the duty of the State to provide protection for comparative economic helplessness, it has been noted, with serious misgivings, that a few months ago the United States Supreme Court majority decision in the case of *Ribnik v. McBride* declared the legislation enacted by New Jersey, imposing limits upon the fees which a private employment agent might charge his patrons, to be ultra vires of the State legislature. That three of the judges dissented is the most hopeful feature, but a decision which affords unlimited license to the exploiters of work seekers in the matter of fees levied can not be accepted with equanimity.

So far, Canada has been more happily successful. Five of the provincial governments have condemned the commercial employment bureaus as an unnecessary public evil and outlawed them. British Columbia, Alberta, Saskatchewan, Manitoba, and Nova Scotia have closed the doors of these agencies. Ontario and Quebec have retained their licensing and regulating powers, but in the former there are only 14 licensed agencies and in the later only 11. The Province of New Brunswick has no law, but the effective competition of the offices of the Employment Service of Canada has practically driven the private agent out of the field. Thus, in Canada, there are about one-half as many private fee-charging agencies as are to be found in the city of Cleveland.

The complete inadequacy of the private-agency system to function with any degree of efficiency, and its failure to meet the conditions existing during the Great War and the postwar years, furnished eloquent testimony of the need for a more efficient instrument, and this evidence, coupled with the odoriferous taint which attached to commercial bureaus, aroused legislative authorities to action. It is an axiom that legislation trails behind public opinion.

As we have already seen the objectives of this association, as enunciated at its first meeting, included fostering nation-wide cooperation, the promotion of uniform methods, the interchange of information and reports, and the securing of a better distribution of labor throughout the country. It is a startling commentary that although Canada, so far as the writer is aware, was not represented at the initial meeting of this body, and, indeed, had made only the most meager pro-

vision for this work at that time, a practically nation-wide coordinated system of employment offices has been operating in Canada since 1919, while in the United States the service is unquestionably rendered less efficient through lack of cohesion, cooperation, and uniformity of procedure.

Obviously, the ambitions of the organizers of this association have not yet been fulfilled. That the weaknesses and deficiencies of a series of disconnected State systems are at least as keenly appreciated to-day as they were in 1913 is evidenced by the fact that the subject of coordination, with its concomitants of uniform methods, etc., threatens to acquire the static quality of the hardy annual. Whether this paper was placed on the program with the deliberate design that it should immediately precede the business meeting is unknown. If not, it is an interesting coincidence that the program is so planned that almost immediately following this reading the convention will be called upon to receive the report of a special committee on uniform methods of procedure. Certain it is that if the United States Employment Service is ever to attain within measurable distance of the glorious achievement which is possible to it, the existent chaotic condition must be changed, and a uniform and coordinated system be evolved. The achievement of this task is the most important problem immediately awaiting us. It constitutes a challenge to us, and untiring zeal should be directed to effect its accomplishment. To be content with less would be our shame.

As a member of the committee above referred to, the writer has submitted material for the use of the committee, showing the plan of organization of the Employment Service of Canada, the methods of procedure adopted, and forms used. It is in no spirit of egoism or boastfulness that this is done. As Canadians we live in too close relationship with the United States and entertain too much respect for its citizens to indulge in vainglorious conceit. We learn much from you, and if in some measure we can repay the debt, we count it a privilege to be seized as between friends.

In this spirit, as a contribution toward the molding of public opinion to a favorable appreciation of the practical possibilities that are inherent in a well-coordinated, nation-wide system of public employment offices, it is proposed briefly to outline the Canadian system. Substantially identical governmental jurisdictional problems had to be solved in Canada, in order to effect coordination, as impose themselves in this country. Constitutional authority for the licensing, regulation, or prohibition of private employment offices and the establishment of public employment bureaus is vested in the provincial governments. The Federal Government in Canada has no power to establish or regulate offices, either private or public, except for the convenience of immigrants. The desired result has been attained through the medium of the employment offices coordination act, an act to aid and encourage the organization and coordination of public employment offices, which was passed by the Parliament of Canada in May, 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. For our present purpose it is enough to state that under the terms of this agreement the Federal Govern-

ment reimburses the provincial governments to the extent of approximately one-third of their total expenditures in connection with the maintenance and operation of their employment offices. Coordination of the activities of all offices throughout the country is effected; uniformity of procedure is insured; identical forms, some 30 in number, supplied free by the Federal Department of Labor, are used in all offices; provision is made for interprovincial transfers of labor when deemed desirable and necessary; and weekly reports outlining the industrial conditions prevailing in their respective zones are received from each office and circulated for the information and guidance of the staffs in all the offices. Two interprovincial clearing houses are maintained by the Federal Department of Labor, the headquarters office being located at Ottawa, with a subordinate clearing house for western Canada established in Winnipeg, Manitoba.

The inevitable limitations of this occasion preclude the amplification of this bare outline. It suffices to show, however, that the original main objectives of this association have been attained in Canada. The service rendered in Canada would be immeasurably less satisfactory both to employee and employer were it not for the coordination and uniformity that are the very foundation stones upon which the employment service of Canada has been erected.

As has been indicated, the vital function of the public employment office is to render service—service to the unemployed seeking work and service to the employer needing labor. Necessarily, it brings us intimately into contact with the victims of unemployment. This age-old problem of unemployment to-day compels the focusing of public attention to a degree never before known. The establishment of public employment offices is in part an official recognition of responsibility for, and a contribution toward the relief of, unemployment. But the service is also an agency for the educating of the official and public mind concerning this problem. The State can not recognize its responsibility by establishing employment offices without the question of unemployment being more definitely directed to the attention of legislatures.

Increasingly the horrors of unemployment, the physical, mental, and moral degradation that it causes, and the social diseases which it creates project themselves before the public vision. Unemployment is an evil that saps the stamina of the body and soul of the individual. It is an enemy of national health and progress. It is more to be dreaded than accident or disease, and it is a greater national curse than the white plague or cattle or crop diseases. It is so fearsome that no nation has yet developed the courage to look it straight in the eye and grapple courageously with it. But closing the eye to its misery and stopping the ear to its cry provides no escape. Like murder it will not down. To quote statistics indicative of prosperity or to point out that millionaires are rapidly increasing in number to the man or woman without a job, who must work in order to eat, is adding insult to injury.

The rapidly developing control of industry by giant corporations and the increasing mechanization of it are features which exert a dehumanizing influence. The element of human labor in industry is only incidental. No matter whatever idealistic conceptions we may have regarding the responsibility of industry to provide for all,

or whatever ethical principles we may think should apply to industry, the fact is that the employment of human labor is of secondary consequence, and industry is endeavoring with feverish intensity to dispense with as much human labor as possible. Even the mechanical man has become a reality.

I confess that I am more concerned about the wastage of man than I am about the wastage of man power. I care less for the fortunes of business than I do for the fate of men, women, and children. Whether trade languishes or is prosperous is a matter of secondary importance to the heart-rending tragedy which afflicts millions to whom economic injustice bequeaths its legacy of human wretchedness, suffering, and despair. It is this warm, pulsing, human interest that gives me the joy I find in this work. It brings us in constant daily touch with those for whom either work must be found or bodies, minds, and souls are going to deteriorate and the joy of life be lost.

I trust you all feel as I do, that by entering the employment service you have in no way lessened your opportunity for serving humanity, no matter what your fields of work may have previously been. I know of no way in which we can make more of life than by putting as much as possible of it into this work of ours.

Every unemployed person who seeks the assistance of our offices creates an opportunity for service, and blessing or condemnation depends upon our utilization of these opportunities. By matching the manless job with the jobless man two big things are done—one much bigger than the other: On the one hand, service has been rendered to industry, and on the other, a soul has been relieved, at least partially and temporarily, from the blighting curse of unemployment, and he has gone on his way with revived hope, renewed confidence, and a more cheerful spirit. A great thing to do! Where else shall we go for work which affords more opportunities for the real flushing of the heart with the sense of good wholesome satisfaction?

It is inevitable that mistakes in greater or lesser degree will be made and that disappointment will sometimes trouble us. There is, however, a vast difference in the standards of quality which apply to the one who, realizing imperfection, strives earnestly to do better and the one who, with such realization, feels himself a beaten man.

My time is gone and this address must close. Within its narrow limits the possibilities of this association have been only dimly suggested. It is hoped that the vista is there, but it must be left to the seeing eye and the interpreting mind to discern the details. A great field of opportunity lies before us, and if we are to be worthy of the trust given us, great things will be accomplished. Let it be ever remembered that the real essence of reward is not necessarily for those who are perfect, but rather for those who, no matter how far they have to climb, still keep on climbing.

## DISCUSSION

President URICK. We have a short time for discussion of the paper.

Mr. JONES. May I ask the speaker if the Dominion has joint authority with the provincial government in conducting the employment services of Canada?

Mr. RIGG. Yes, but that is only acquired through the medium of the agreement to which I made reference. We have an agreement which we enter into each year and I might say that it is a uniform agreement. There are no variations in the agreement between the Federal Government and the Province of Nova Scotia on the Atlantic, and the agreement between the Federal Government and the Province of British Columbia on the Pacific. They are identical.

Mr. JONES. Then you have a certain authority over the provincial public employment offices?

Mr. RIGG. We have the authority to withdraw our support from them if we do not like the way they do things.

Mr. JONES. The Federal Government of the United States has no authority or control over the public employment services of the States.

Mr. RIGG. Neither have we in Canada. The Federal Government has no authority except such as is acquired through these agreements by which the provincial government undertakes to permit the Federal Government to invade its field in recognition of the cooperation and financial assistance.

Mr. JONES. May I ask if it is an agreement of the Dominion Government, or is it of the employment service or the director general, or a stipulated law by the Dominion Government?

Mr. RIGG. In May, 1918, the Parliament of Canada enacted the employment coordination act. Under the powers of this act the Department of Labor or the Minister of Labor, corresponding of course to the Secretary of Labor, has authority given him to enter into negotiations with the provincial governments, in order that there may be within Canada, from coast to coast and from north to south, one system of employment service.

Mr. JONES. May I ask what financial contribution is made by the Dominion Government to the Provinces?

Mr. RIGG. We have nine, but there are only eight cooperating.

Mr. JONES. What is the amount of your contribution to the Provinces?

Mr. RIGG. The act provides for \$150,000, which amount is used exclusively for reimbursing the Provinces in the proper proportion which the expenditure of one Province bears to the sum total of that of all Provinces, and, as I said in my paper, it amounts substantially to one-third of the total expense.

Mr. JONES. What is the total expenditure of the Provinces?

Mr. RIGG. The total expenditure of the Provinces would amount to between \$450,000 and \$500,000 a year.

Mr. JONES. You contribute to that?

Mr. RIGG. We reimburse them to the extent of one-third.

Mr. JONES. May I state at this time that the appropriation of the United States Employment Service for the fiscal year 1928-29 is \$205,000. Out of that we use approximately \$80,000 in our farm-labor service.

As you understand, we conduct what is known as a farm-labor service, recruiting and distributing men for seasonal harvesting and

also for finding permanent jobs on the farms, from the State of Texas to the great State of Washington, covering perhaps two-thirds of the country. That is a Federal operation, and paid for by Federal funds amounting to about \$80,000. We are extending that service this year, and the character of the service is that of moving men from one section to another.

Perhaps it might interest you to know that we begin in the Ozark regions of Arkansas and Missouri, where there are about 60,000 acres of strawberries to be harvested, and then we go into Texas and follow the harvest, and we are still looking for men in January to pick cotton in Texas and Arizona.

The balance of our appropriation we use for administration and for the information division. You have seen, Senator, the industrial information bulletin which we publish monthly; that is where the balance of our money goes. We are not as happily situated as our friends in the North. Our form of government, with 48 sovereign States, places us in a little different position than that in Canada.

I must at this time pay my respects to our Canadian friends. Senator, they have a splendid employment service in Canada. We should have in the United States a service similar to that in Canada. We have not at the present time, and there is not enough coordination between the Federal Government and the several States. Each State is jealous, as you know, of its State rights. It should not be; but it would be well if we had a better Federal employment service, and Congress should direct how we should enter into these agreements, under what conditions and terms, such, perhaps, as in the maternity bill and for the building of good roads and our school appropriation.

I should like, as Director General of the United States Employment Service, to be under more specific orders by Congress. I should like Congress to see the wisdom of giving to the Employment Service sufficient funds in order to coordinate the work throughout the United States. I believe that if we could extend sufficient aid financially to the several States that we could establish here a splendid coordinated service.

Mr. WILCOX. I should like to ask Mr. Rigg one question. I have noticed that the Canadian Government has an exceedingly fine classification of industry for use in statistics as to workman's compensation, and I am curious to know whether it has the same classification of industries in its employment service, or one very similar.

Mr. RIGG. Not precisely identical, Mr. Wilcox, but one very similar, and one that we regard as a sufficiently satisfactory classification.

Mr. DOLLEN. It seems to me that our greatest trouble in the United States is as to forms of registration. Our registration is not as complete as it is in Canada, and until the several States enter into some agreement whereby we can have one form of registration, one form of employment or "help wanted" registration we will not arrive at any fair solution of the problem.

It is hoped that some good will come out of this convention and that we may arrive at some definite form of registration that will be of value whenever we are called upon to furnish information to Congress.

Mr. WILCOX. What would Mr. Rigg consider to be the chief points of interest in determining whether public necessity and convenience call for the licensing of new private employment agencies?

Mr. RIGG. That is a strange question to put to me, because, as I said, there are private employment agencies in only two Provinces.

In striking contrast to the decision of your Supreme Court, I may say that just two weeks ago in the city of Montreal a case came before the courts involving the question as to whether a provincially licensed employment agency operating in that city had a right to conduct its business within the city without paying to the city itself an additional license fee. The firm had a license from the provincial government costing \$200 a year, and the city demanded its \$200 license fee, which the employment office refused to pay. The matter was taken to court, and not only was the decision of the court that the employment office had to pay the second or municipal license fee of \$200 a year, but it tacked on an extra \$25 for good measure as a fine for having attempted to operate without obtaining the license.

I am not an expert at determining the locations of private employment agencies, Mr. Wilcox. I have devoted most of my time, so far as private agencies are concerned, to dislocating them and I believe in that policy a great deal more than I do in location; therefore, being definitely hostile to the private employment agencies, which, as definitely said by legislation, are an unnecessary evil, why should I trouble my mind for one moment where they are located in our country?

Mr. WILCOX. I think it is appropriate to make rejoinder to the effect that the most practical forward step to be taken in this country appears to be proceeding, not in the line of limiting licenses by legislation or otherwise, since the Ribnik case makes that impossible, but to follow the suggestion, made earlier in these sessions, of requiring hearings to be held in connection with the location of private agencies.

Very often solutions can be seen by outsiders more clearly and with refreshing light as well as frankness, when to us they are problems indeed, and I accept with perfect grace the clear and rather clever answer of Mr. Rigg. I still think, however, that it is worth the time of this association to get each other's ideas. If any here present should go before legislative committees advocating legislation of that kind, as I hope they may, I think it would be a good plan to know what the criteria are, what the tests are, and to be familiar with the literature, if there is any, outlining that type of information. For that reason I raise the question and I hope some attention will be paid to it.

Mr. ELDRIDGE. I am going to take the liberty of speaking for Wisconsin, subject to correction. I believe that the criterion in New Jersey has been and will be under our present law, which makes this remedy possible, the opinion of the community, not as to the physical location, but as to the desirability or necessity of a further service of fee-charging character.

Our experience has been that the employers' organizations and representatives and those of the public and of the workers, organized and unorganized—but principally organized, of course—when once acquainted with the trend of possibilities that will follow a private fee-charging agency or the actual facts of their cost in operation to

the workers and to the public, immediately come to the conclusion that it is not necessary, providing, of course, there exist public or private agencies to serve the absolute needs of the community.

We have a resolution prepared for the afternoon, and Mr. Boyd urges me to read it now subject to your approval.

[Russell J. Eldridge read resolution No. 11 (see p. 160).]

President URICK. The resolution undoubtedly covers the major part of the question. It will be discussed this afternoon during the business meeting, before we have its adoption. I permitted it to be read at this time so that all of you might know just exactly what it contains.

[The president appointed Robert E. Lee as a substitute for Roy B. Hinkle on the committee for nomination of officers, the latter being unavoidably detained.]

Meeting adjourned.]

### **FRIDAY, SEPTEMBER 21, 1928—AFTERNOON SESSION**

**CHAIRMAN, A. L. URICK, PRESIDENT INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES**

[The chairman of the credentials committee reported receiving, since its report at the opening session, additional credentials, which on motion duly made, seconded, and carried, were received, the chairman then reporting that with these additions there were 110 accredited delegates to the convention.]

[The president reported on certain instructions given to the executive committee regarding the matter of securing the records and finances properly belonging to the organization which had not been turned over by a former secretary-treasurer, relating in detail what had been done and explaining the situation. After considerable discussion, on motion duly made, seconded, and carried, the report of the president was accepted, to be made a part of the records, and the incoming executive committee was directed to take all possible legitimate means to secure all the data belonging to the organization in the hands of such former secretary-treasurer. It was also directed that a copy of the motion be sent to such former secretary-treasurer, together with a letter of explanation, and also to his superior officer.]

President URICK. We will now listen to the report of your secretary.

Secretary-treasurer SEIPLE. This report, being written up in advance, will cover in a small measure some of the features that have just gone before, and I do not want to change it because it is my report.

### **SECRETARY'S REPORT**

At the time of my election at the Detroit convention, one year ago, the secretary-treasurer of the association was not in attendance and no records, mailing lists, or funds were available, which explains my inability immediately to advise all members of the association of the important results of the Detroit conference.

The first task of your secretary was to arrange for an advance of funds from private sources to provide stationery, membership cards, receipt books, etc., which was done. The next step was to assist the president in attempting to

secure the records, funds, and mailing lists of the association from the former secretary. However, our best efforts in this direction proved unsuccessful, with the exception that the former secretary did remit, on December 29, 1927, the amount of \$182.66 without proper comment, explanation, or accounting.

As a result of our inability to secure the past records of the association it became necessary for your secretary to build up an entirely new mailing list, which required several months of consistent effort in which splendid cooperation was received from the Director General of the United States Employment Service, from the Director of the Employment Service of Canada, and from the general superintendent of the Chicago offices as well as from Federal directors and labor department heads of the various States, the final result being a regular mailing list of over 600 prospective delegates.

Following the first general communication on this mailing list letters were directed personally to the governors of every State in the Union and to ministers of labor in the several Provinces of Canada, advising them of the objects and purposes of this association and urging them to see that their respective States or Provinces were properly represented at the Cleveland convention. The response to these letters to executives was most encouraging, indicating great interest in the public employment work and expressing the desire to be properly represented. However, in many cases the executive reported that, not having anticipated such attendance, no funds had been provided by legislative bodies and therefore attendance this year would be impossible. During the course of this correspondence your secretary received communications direct from every governor in the United States, excepting only Florida and Tennessee.

The next effort of your secretary was toward the building of the convention program, in which every effort was directed toward securing as convention speakers men and women of outstanding and recognized merit and ability so as to force upon the general public a realization of the value of the public employment service. In this effort it is believed that the program committee has been very successful.

Your secretary then directed his attention toward the securing of proper financial support to provide for the carrying out of this program and to assure as far as possible a successful convention; in this effort he was given every assistance of the director of the Department of Industrial Relations of the State of Ohio and the welfare director of the city of Cleveland. With this assistance it was not difficult to secure the cooperation of the many friends of the service in Cleveland and vicinity, and their generosity has provided for your comfort and entertainment at the conference. As a result of this particular effort a great local interest was aroused among official, civic, and economic organizations as well as among individual employers and employment people throughout the city.

As proof of the general interest being shown throughout the entire United States and Canada relative to this association, we have on file invitations from more than a dozen cities seeking the 1929 convention, which seems to be in decided contrast to previous years.

In carrying through the work which has just been outlined your secretary mailed out over 6,000 pieces of direct mail, not including indirect communications by means of the regular monthly employment bulletin issued by the local office. In response we received hundreds of letters, most of them very encouraging, as well as many letters and telegrams of regret at the inability of some members to attend the convention; in fact, quite a number of these delegates sent in their membership dues in order to retain their good standing in the association although unable to be in attendance this year.

The local newspapers have been very generous in their support and have carried many articles of publicity which have reflected to our credit.

We also have had the hearty support and cooperation of all Federal, State, and city officials.

In conclusion it is a pleasure to report that our association seems to be better recognized than ever before and much interest is being shown in the progress of the very worthy cause which we are endeavoring to promote. It would seem, therefore, that the future of this association should be one of continued growth, popularity, and progress.

Respectfully submitted.

INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES,  
B. C. SEIPLE, *Secretary*.

[On motion duly made, seconded, and carried the report was accepted with a rising vote of thanks to the secretary.]

President URICK. We will now hear from the committee on uniform methods of records, of which Mr. Boyd is chairman.

#### REPORT OF COMMITTEE ON UNIFORM RECORDS

I will preface my remarks by saying that your president asked me to take the chairmanship of this committee on uniform records some time ago, and he appointed to comprise that committee, Mr. R. A. Rigg, of Canada, Mr. Francis I. Jones, of Washington, Mr. H. C. Hudson, also of Canada, and Mr. O. W. Brach, of Columbus. There has been so much to do, and my time has been so much in demand, that I have not prepared a set form for this.

We find in the records, back in 1916, and Royal Meeker was then the Commissioner of the Bureau of Labor Statistics at Washington, what records should be kept in a public employment office and how they should be used. Among other things, Mr. Meeker says, "I am asking you to send the Federal Bureau of Labor statistics monthly." Now that means that monthly reports date back to 1916.

And the best information available as to the work done by the public employment offices throughout the country, and the cost of conducting these offices.

That was back in 1916 and practically nothing has been done since that time. Then again, in the Rochester convention Mr. Francis I. Jones, of Washington, submitted a paper on uniform forms and uniform reports and uniform procedure of the States and provincial offices or service, and in one paragraph he says that uniform forms and uniform reports are so closely interwoven that it is difficult to separate one from the other.

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.

Mr. Jones goes on to say:

The question of registration is one that has been discussed for many years and 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? \* \* \*

May I not 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.

We find in the United States Government's report of monthly activities that California registers but once a year. Take one of these items—they are all practically the same—where we have 1,233 persons registering for jobs and 4,513 jobs to give and 3,995 filled. Nothing can be obtained from that record of value to statistical divisions. Here the supply is 1,233 out of which were filled 3,995 jobs. We can get no proper data out of reports of that kind. It is the same all through California.

Denver, in Colorado, had 248 applicants and filled 261 jobs. It had, by the way, a demand for 451, but placed 261 persons. Also Denver had a supply of 71 registered and filled 595 jobs.

Mr. JONES. May I say that the Denver office is cooperating with the Young Women's Christian Association, and the second enumeration given by the United States was the negro office. As with California and Massachusetts Colorado registers once a year, and there is a reserve that explains the count or the bookkeeping. It is not uniform and what we want to get is uniformity.

Mr. BOYD. There are three offices in Denver according to your report. One is the Young Women's Christian Association.

Mr. JONES. The American Legion now has a public employment service but financed by the community service, and we are interested in that service.

Mr. BOYD. The first one is the Young Women's Christian Association. The second one had a supply of 71 and placed 595. The third one, office for colored you speak of, had 40. It did better than anybody else. It had 40 registered and only placed 30 people, so it had a surplus there.

We find according to this report that in Massachusetts it is the same way. Massachusetts had a supply of 651 registered and 1,253 opportunities and placed 1,122. So out of a supply of 651 it placed 1,122 people.

Mr. WILDER. We register only once a year, and the placements there have to do with the number of jobs filled, not the number of persons placed, so that one person may be placed once or twice a month. Does that explain it?

Mr. BOYD. We had Massachusetts and also California up some time ago, and while the explanation is the registering once a year, a person reading statistics without that information—

Mr. WILDER. It tells you on that report. That accounts for it. It looks like a discrepancy but it is not.

We have 48 States in the Union and we have only two or three that do not report in the same way, whether it is proper or not. We wrestled with this question last night, and I want to say that the expense of getting the committee together before this convention was so great that it was impossible for the committee to meet before last night.

Last night we met and we found a great variance in the methods used in several States.

At that time we had presented to us the Canadian records of how it conducts an employment office and everything pertaining to the conduct of that office as well as reports and figures.

We also have a letter here which Mr. Jones presented from Mr. Ethelbert Stewart, who is Commissioner of Labor Statistics in Washington, which was read at that meeting. I will read a few paragraphs of it.

The vital question involved is not the question of forms but the question of registration. The registration of a man every time he applies for a job is misleading, and worse than misleading it creates in each case a new set of forms to be filled out for a man for whom you already have a set of forms filled out.

My advice is that registration for employment should be for one year. If you send a man out to a job and he works for a week and comes back, let that be entered on the back of his card. The record should show how many men have registered for work with the bureau, not how many times. An utterly unknown number of men have registered.

Then your statistical report should be presented in two ways. First, the number of men and the number of jobs secured, which we will say is five times as many men, which means that on the average each man had five jobs; second, the length of time they worked which we will say is 25 weeks. In other words 100 men registered, 500 jobs were furnished, and these jobs supplied 2,500 weeks' work, which means that on the average each man had five jobs and worked 25 weeks during the year.

I do not know how, from Mr. Stewart's reference to registration and jobs, we could get a percentage of the people applying against the number of orders, such as supply and demand. I can not see how we can get it from Mr. Stewart's records.

I will also read to you what we have in Illinois on that subject, just a few paragraphs:

What is a registration?

Now that is the question we want to determine here. What is a registration? What is a supply?

For the sake of uniformity of practice, when an applicant first appears at the office he should be required to fill out a card. If the applicant is sent to a job and is accepted, the transaction has been completed, and the office should take credit for a registration, reference, and placement. If he is referred but not accepted, then credit only for reference. If some other applicant is referred to the same position, credit is to reference.

A comparison of those referred to placed is a test of the office's ability to make careful selections.

The same rule in reporting should apply when determining employers' orders, reference, and placements. If on the last day of the month an employer calls for a certain number of workers, credit should be taken for that amount. If they are not filled that day and on the following day, the beginning of another month, the positions are again open they should be treated as a new order, and, if filled, as a new placement.

By following these rules an accurate and useable record of activity of the office can be had.

We are called upon now for reports as to industrial conditions and how long an applicant remains on a job. That is information we are called on to give now. We will want to know the ages of the applicants when it comes to registering for old-age insurance or unemployment insurance.

What opportunities are there? What opportunities are open for juveniles? Educational societies, boards of education, superintendents of education of your towns, particularly where they have continuation schools, will call on you for that information. What shall we train our juveniles for? What line of work is in demand? What would you suggest for us to put in the schools so that we can train our boys and girls? We do not want to send them into blind-alley occupations, and what have you to suggest?"

What can we answer? Records of that information should be kept. The registration and employers' orders, if kept uniform, would at least furnish a trend of industrial conditions and would be a barometer by which we could measure the ups or downs of placements.

In Illinois's classification of jobs there are 19 classifications and 130 subclassifications. Is Illinois right? I can say that probably it is not, but there are some basic things that could be on the report on which all States could report alike.

[The report of the committee was accepted as reporting progress and the same committee was continued to report at the Philadelphia convention.]

President URICK. We will have the report of the auditing committee, of which Mr. Eldridge is chairman.

#### REPORT OF THE COMMITTEE ON AUDITING AND FINANCE

The committee on auditing and finance wishes to report that they have gone over the records, receipts, expenditures, and disbursements of the association and find them to be correct. The record shows total receipts since the date of the last audit of \$398.66; total expenditures during the same time have been \$203, leaving a cash balance on hand of \$195.66.

[The report of the auditing committee was accepted.]

Philadelphia was chosen as the place of the next convention. The officers and members of the executive committee for 1928-29 were then elected. Their names appear on page v.

The committee on resolutions reported the following resolutions, which were adopted.]

#### REPORT OF THE COMMITTEE ON RESOLUTIONS

10. Whereas the Jones bill now before the United States Congress provides for the use of a revolving fund for the stabilizing of employment to be used at times of business depression; and

Whereas the International Association of Public Employment Services for many years has been and is now in favor of such action by the United States Congress; and

Whereas we, the members of the International Association of Public Employment Services, in convention assembled at Cleveland, Ohio, believe that the passage of this bill would create a prosperity reserve for the stabilization of employment and which in return would reflect greater prosperity to the workers of our nation in the stabilization of employment by ever keeping our greatest markets available which are composed of the great mass of wage earners in this country: Therefore be it

*Resolved*, That we, the members of the International Association of Public Employment Services, go on record at this convention in favor of the passage of this bill and urge its adoption by Congress.

11. Whereas the United States Supreme Court, in its recent decision denying the constitutionality of the restriction of fees and similar control of fee-charging agencies, has run counter to the opinion of the majority of the States expressed in existing laws; and

Whereas in the press and through the reports of any delegates to this convention we have learned of the many abuses that have developed since this removal of restraint in placements within the States as well as interstate beyond the control of any State; and

Whereas the public employment service, both State and national, is charged by legislation and the demand of organized workers and organized employers, with the full responsibility of serving all requirements in this great field of public service and of keeping all workers gainfully employed; and

Whereas the facilities and funds granted to this work, both State and national have not been comparable with those of Canada and many foreign countries and have not in the United States since the war afforded sufficient facilities to serve the elementary duties imposed upon it: Now, therefore, be it

*Resolved*, That we, the delegates in session assembled of this the sixteenth annual convention of the Association of Public Employment Services, do hereby heartily indorse the following program:

(a) That the legislatures and the public of each State be at once acquainted by the delegates therefrom of the inadequate representation of the public interests by reason of meager facilities and appropriations.

(b) That the secretary of this association be directed to submit copies of this resolution to the governor of each State and to the United States Secretary of Labor so that they may be advised of the local and national aspects of the emergency problem resulting from unfair competition and the effects of our present industrial adjustment.

(c) That this association pledge itself to aid, by information and advice, the program of education and legislation to protect the workers and employers from exploitation by those present or future fee employment agencies unfit, by training or moral responsibility, to deal with this matter of vital concern described by our legislatures and by the United States Supreme Court to be possessed of great public interest.

12. Whereas the International Association of Public Employment Services must depend to a large extent upon voluntary effort on the part of its secretary-treasurer to carry on its business throughout the year; and

Whereas the volume of work has increased in past years and will, it is hoped, be further increased; and

Whereas the association is unfortunately not in a financial position even partly to reimburse the said officer for his personal services: Therefore be it

*Resolved*, That this association in convention assembled desires to authorize and does hereby direct the executive committee to use funds of the association to defray the necessary and reasonable traveling expenses of the said officer, incidental to his work in the organization.

13. Whereas, the delegates and guests of the International Association of Public Employment Services of United States and Canada in its sixteenth convention assembled have been most graciously and royally entertained by the public officials, industries, and people of the city of Cleveland during their stay; and

Whereas, welcome and entertainment have been provided through the efforts and generosity of various public spirited citizens, business organizations, and special committees in the city of Cleveland; and

Whereas, this association is indebted to all people contributing in any way to the success of this convention and its most generous support and contributing to our entertainment and the proper dissemination of information through the Cleveland newspapers; therefore be it

*Resolved*, By this association that we do hereby express and declare our most sincere and heartfelt appreciation to all those committees responsible for the business arrangements, entertainment, and finance, and especially to the public press, to the White Motor Co., to the Nela Park Division of the General Electric and Cleveland Hardware Co., to the employment managers' group of the

Cleveland Chamber of Commerce, to the public officials of the city of Cleveland and the State of Ohio, to the Hollenden Hotel, and to all others who in any way have contributed to the success of this convention, the deliberation of the business and entertainment sessions; and be it further

*Resolved*, That the secretary be instructed hereby to forward a copy of this resolution to all parties herein mentioned and to the public press of the city of Cleveland.

[The following resolution was introduced and discussed a little, but because of the limited time and the feeling that it should be given serious consideration before being adopted, it was, on motion, duly seconded and carried, laid on the table.]

15. Whereas, the work of guidance and placement in employment of both adults and minors require special qualifications, training, and experience and can not rightly be performed without a spirit of service that is stronger than financial considerations, and involves personal relationships of a kind conforming to the recognized criteria of what is or ought to be a profession; and

Whereas, there is clearly a need of a more effective setting up and maintaining of professional standards;

Whereas, the problems of unemployment and proper placement are not only of fundamental social importance but affect industry and prosperity in a peculiarly vital and intimate way;

*Resolved*, That the executive committee be authorized and instructed either directly or through a special committee to be appointed by it to enter into negotiations with universities and with research and similar organizations, with organizations of the employment and personnel departments of firms with a view to erecting an institute of employment service which shall set up standards, offer and encourage training and hold examinations in the field of employment service, covering such subjects as the history, law, financing, organization, office technique, etc., of employment service, the organization of industry, job specifications, trade tests, vocational training, etc., and the economics of labor with especial reference to the currently recognized causes and proposed cures of unemployment, etc. In grading the examinations suitable credit shall be allowed for experience and familiarity with industries and languages.

[A motion was made, seconded, and carried that a committee of three be appointed for the purpose of creating a new set of by-laws, taking the old ones and going through them, and then reporting to the convention on what to adopt.

It was moved, seconded, and carried that a committee of three be appointed on ways and means in order to create finances for the support of the association.

It was also moved, seconded, and carried that the Chair discharge all committees with the thanks and appreciation of the convention, and that any unfinished business that might have been overlooked be left to the incoming executive board for decision.

The meeting adjourned.]

**FRIDAY, SEPTEMBER 21, 1928—EVENING SESSION**

**CHAIRMAN, A. L. URICK, PRESIDENT INTERNATIONAL ASSOCIATION OF PUBLIC EMPLOYMENT SERVICES**

[President Urick introduced Hon. Williams R. Hopkins, city manager of Cleveland, as toastmaster.]

Mr. HOPKINS. We are peculiarly honored in having to-night for our principal speaker the head of all the employment services in the United States. The Secretary of Labor of the United States is really the chief of you all. But more than his official rank, he brings to us, in my opinion, the most remarkable qualifications for the work which is especially committed to you.

In the first place, he is one of those born across the water and who came here as a boy full of the dream of America, and able to realize what America really means in contrast with all the rest of the world. As a boy working in the mills he understood the common lot of working people. As an active, ambitious, intelligent boy, he came early into prominence in the labor organization which prevailed in the industry in which he was engaged, and being a resident first of Pennsylvania he got the most perfect political schooling obtainable in the United States. But more than that, he passed on from active connections with industry, through office holding in which he made a very creditable record, to the chief position of what he has developed into one of the great fraternal organizations in the United States.

As head of that organization he is the founder of one of the most striking and valued and promising educational institutions in the United States—Mooseheart, the home in which the Order of Moose educates the orphans of its members in a way unparalleled in this country. It is a great thing for everybody who works that such a man should be Secretary of Labor, and it is a great privilege for us to have him here to speak to us to-night.

I have the honor to present to you the Hon. James J. Davis, Secretary of Labor, in the Cabinet of the President of the United States.

**ADDRESS OF HON. JAMES J. DAVIS, UNITED STATES  
SECRETARY OF LABOR**

Just now the air is vibrant with "issues," some real, some imaginary. It is so in every campaign year. Some of the questions raised are vital, others are not.

But there is one question that is vital to every human being engaged in industry, and that is the job by means of which he earns his living. Every man is anxious to keep his economic position where it is, or to improve it.

Your organization has been formed to consider this vital problem, and the importance of your task could hardly be exaggerated. How to keep our people fully employed is one of the most serious questions of our time, and it is one that increases in complexity. It is a question that calls for attention in every quarter of the land.

Last winter we had an employment situation that created a certain uneasiness. The number of jobless was greatly exaggerated;

nevertheless, the number, no matter how small it was, was something to make us think.

At the same time there is a brighter side. We are really doing some thinking to-day on this subject of employment. We are all coming to realize that it is a serious matter to have even one man out of employment. We know now that to prosper we must work and produce. We know that if our present prosperity is to be maintained, every able-bodied producer in the country must be kept employed for the maximum period of the year and at the maximum wage. Any break in wage earning means just that much less prosperity for us all.

We know that every man earning wages is a buyer creating business for all and employment for his fellow workers. We know that when we have any considerable number of people out of work and earning no wages, business suffers by the absence of just that number of buyers.

It is all the more important to study the problems of employment at this particular time because of the swift economic changes of the present which tend to break down this steady employment needed for all our people. One element of economic danger to our workers, and so to our prosperity, arises from the rapid spread of labor-saving machinery—what we call the mechanization of industry. This is something we must watch and consider. In all our great industries machines are being introduced to enable a few men to do the work formerly done by many. This is going on at such a rate that I am well within the bounds of conservatism in calling the resulting situation a new industrial revolution.

No one thinks of blocking this advance in production. The machine has made us what we are. That is thoroughly understood. In China and India, countries without machinery, a worker is lucky to earn a few cents a day. Hand labor always produced little and earned scanty wages. Machinery has not only relieved humanity of the drudgery it has had to endure for ages; it has not only lifted from the backs of men the tasks that wore them out, broke their hearts, and left them poor; but it has enabled men to produce, and to collect better wages for their product.

The sewing machine that once put numbers of seamstresses out of employment now enables an immensely greater number of seamstresses to earn a good living. The same is true of every machine invented. Every device that produces more wealth than human hands can do enables the worker to live a richer life. It is only the period of adjustment that needs to be watched, the time during which a man displaced by a new machine must wait and perhaps suffer until he can find a new occupation.

That period of adjustment can be a serious matter. It is serious enough to the worker who must wait until his new job has been found. It is serious to us all, in that if many such workers are displaced and made idle for a length of time, we lose their buying power in our markets.

I know from my own experience how trying this situation can be. As a boy and young man I worked with my hands in the making of iron and steel. In the steel industry, I know, it was once thought that many of its processes could not be performed by machinery

because of the human skill that was needed. Now, when I am shown through a modern steel plant, I am amazed to see great pieces of mechanism taking from human workers the heavy tasks and risks they have faced for centuries. Many of the operations in making steel have killed and maimed their thousands of workers. Now vast masses of white-hot metal, once handled by men, are lifted and shifted like feathers by the arms of electric cranes that appear almost to think at the touch of a lever or a button.

In nearly every other industry the story is the same. The heavy burdens are passing, and with them pass many of the perils. Ever newer and better machinery is coming in to do the work of more and more men. In one plant alone that I know of new machinery has been installed to do the work of 125 men. In another plant a machine has displaced as many as 250 workers. All those machines not only turn out more work, but their product is often more accurate than men can make, and they do all this with a speed that saves time and waste. In every direction machinery has proved its ability to lower the costs of production, which of course is the reason for its adoption. This is happening not alone in the factory. In the business office itself mechanical devices have stepped in to displace hand workers. Adding machines, addressing machines, mimeographs, and countless other mechanical aids are now so common that no progressive business man would be without them. And yet these machines have turned away numbers of clerks whose work they now do.

In no great while the entire telephone system of the country may be on an automatic basis, when thousands of girl operators will be forced to seek other employment. Go down the line in industry, and at every little point you will find some marvel of machinery at work, saving time and labor. And where mechanical marvels end, marvels of scientific factory method and management step in. For example, the railroads of the country now handle far greater volumes of freight and passenger business than ever, with over 300,000 fewer workers. This has come through more skillful planning and management, in the handling of men and materials, so that again time and labor are saved. Our manufacturing industries are turning out to-day 25 per cent greater volume of production with 3,500,000 fewer workers than they needed only a few years ago.

I well remember the outlook we puddlers faced in my younger days. All around us steel mills were springing up, and we saw steel taking the place of iron. We also saw steel makers threatening to step in and crowd us out of our jobs. These new steel mills were generally manned by new immigrants who worked for low wages because their standard of living was not up to ours, and what they got here was more than they had ever received at home. They threatened to invade our iron mills. That same situation would confront every skilled and well-paid worker in every industry to-day, if we had not clamped down the lid on unrestricted immigration in time. And the man over 40, always the center of the employment problem, would have been the first to take the blow.

Employers who allow their prejudice against the man of 40 to increase the total of unemployment are guilty, I think, of a blunder as foolish as it is cruel. In turning away such men they are building

up a class of the permanently unemployed. So long as this prejudice exists these older men can not be absorbed as the younger men are. The prejudice against them is all the more senseless because the man over 40 is sound, able, trustworthy, steadied by years of experience, and more inclined to stick to his trust. The new machinery usually intrusted to younger men is really safer in the hands of older men who are apt to be more careful of their employer's property and more watchful of their own personal safety.

While it is true that these new machines will displace workers only for a time, I wonder how many realize just what they are capable of in saving labor. Let me give you a few examples.

The International Harvester Co. has devised and tried out this summer a cotton harvesting machine, operated by two men, which was expected to pick from two to five bales of cotton per day. That is what two pickers could gather by hand in 8 or 10 days.

A plant at Bridgeport, Conn., handles hot iron caldrons by a mechanical conveyor and shifting system with one man where formerly it employed 25.

A New England can manufacturing plant announced that it had increased its production 100 per cent by the simple expedient of placing the machines in rows in the order of their place in the work of production, so that the material simply glides by gravity from one machine to another instead of being trucked by hand from one part of the plant to another.

A plant at Worcester, Mass., employing 6,000 persons, is now producing more goods with 600 fewer employees than it did before the war. Formerly the steel billets it uses were carried by low-wage workmen from the stock pile to the initial piece of machinery. Now a huge magnet attached to a crane lifts tons of this material at a time and swings it around where needed, one crane doing the work of 66 men.

An official of the International Paper Co. stated that in one plant 49 coal shovelers have been replaced by 3 men who turn the valve to feed crude oil under boilers formerly fired by coal.

Chicago has a brick machine making 40,000 bricks per hour, whereas in certain older plants one man, in an 8-hour day, produces about 450 bricks.

These are only a few scattered examples that happen to have come to my notice. But there are thousands of instances of the like. It is all wonderful to behold, this mechanical advance. Human pride swells as it witnesses this piling up of wealth for all to share. At the same time we must not blind ourselves to the fact that while we are producing more and more commodities to enjoy, we are temporarily reducing the number of people able to enjoy them. While we are lightening the job, we are taking jobs away. While we have more goods to sell, we are scaling down the number of buyers. In every direction but one these new machines that displace workers are a boon to humanity. But in that one direction of creating unemployment, even a temporary unemployment, they are creating a problem we can not ignore.

The situation is that machinery is taking the place of human workers more rapidly than we have thus far been able to absorb them in new pursuits. That situation may well become a grave one if we do not exert ourselves to meet it.

A century and more ago the world faced a similar situation when machinery first came to be invented. The entire field of industry was then forced to turn suddenly from universal hand labor to machine production; in one industry after another the new machines drove men from their looms and benches. In the long run those men learned to use the new machines. To-day industrial history is repeating itself, and again we witness the same resulting problems of temporary unemployment. The difference is that to-day the problem is not so grave, because only a few hundreds of men here and there are displaced, but still the crisis is serious enough to arrest attention. In winter we reach the peak of unemployment as caused by seasonal drawbacks, but I am convinced that thousands of the 1,874,050 people we found out of work last January were those whose jobs had been taken away by new machines.

A century ago the man thrown out of his job by a new machine was left to adjust himself to the new conditions as best he could. I would not say the world then was more callous toward human suffering. It was simply that machinery came in with such suddenness and on so great a scale that the entire industrial world was turned upside down. The social and economic changes wrought were too swift to be understood, too vast to be controlled. Even when the worker learned the use of machinery and got to work again, he still was so used to low wages that he still demanded little for the larger production the machine enabled him to turn out.

To-day we are in no such helpless condition. The industrial and economic experience of a hundred years is here to guide us. Not one of us is foolish enough to admit that we can go on making mechanical gains that cause us a human loss; if humanitarianism is not enough to stir us to prevent this suffering, then business sense should stir us. For we all know now that we all lose something when even one man is out of a job. We lose the goods that he might have produced. We lose the sales we might have made to him. And if we allow this loss to grow, so that thousands or even several millions of people have ceased to be producers and buyers, we face a heavy loss in national well-being. If for no better reason than to protect our own pockets, what are we going to do about it?

During the seven years and more that I have been Secretary of Labor, I have had an excellent opportunity to witness what people have to contend with, and what I have seen makes me think seriously and yet hopefully of the future. Seven years ago, when the present administration came into office, the country was burdened with one of the gravest unemployment situations in its history. According to the findings of the Bureau of Labor Statistics nearly 6,000,000 were out of work and dropped from the pay rolls. On the basis used in computing the more recent unemployment totals of last winter, it would have been possible to say that in 1921 not 6,000,000 but 12,000,000 Americans were out of a job.

What we do know is that those millions of jobless were put back to work, and in a remarkably brief period of time our country had reached a prosperity higher than any before in our history. And I have no hesitancy in saying that for this remarkable feat the American people are largely indebted to Mr. Hoover. The conference on unemployment which he called as Secretary of Commerce had much

to do in turning this economic tide from threatened disaster to triumph. Mr. Hoover has a fine mind, as I have come to know him. For nearly eight years we have worked together to solve some of these questions so much in need of settlement, and I know how much the cause of labor and the question of employment owe to him.

This year, though on a lesser scale, we have repeated this accomplishment. In January, 1928, the Bureau of Labor Statistics was again called upon for a survey of unemployment, when a total of 1,874,050 people were found temporarily off the pay rolls. Even this lesser number represented an economic loss, both to the individual workers affected and to the country at large. Yet at this short time since last January the great majority of these are back at work. The two instances, 1921 and 1928, prove that unemployment, even of a grave nature, can be met and solved if we go about it with determination.

I think these feats call the more for wonder in view of the obstacles in the way. Every year we admit to our country, even under restrictive immigration, a quarter of a million aliens, 70 per cent of whom come here to find work. Every year 250,000 young men come in from the farms to the cities, seeking industrial employment. Every year 2,000,000 of our boys and girls arrive at the age when thousands of them are compelled, or desire, to take their place in our factories, offices, and stores.

We see, then, that in spite of discouraging forces many of the factors tending to create unemployment are subject to human control. We do have means at hand to meet and conquer the evil. I shudder to think of what unemployment would have been to-day if we had not passed our protective policy of restricted immigration, the greatest legislative act in 50 years. I have been criticized for taking the stand I did toward this legislation, for it is sometimes pointed out that I am an immigrant myself. I do not deny the fact. I was born not in America but in Wales. But I came here nearly 50 years ago, when conditions were very different. Since then the volume of immigration has grown. To-day, with the gates wide open and with ships putting in here with a capacity for landing more than a million and one-half immigrants every year, American labor would have been swamped. I hate to think of what American labor would suffer in the way of unemployment, too, with foreign goods, made on the lowest wages, pouring in here without hindrance. The tide would close our factories, stop our amazing machines, and turn millions of our skilled workers on the streets to beg their bread.

As it is, the American worker is safe in his job, and I hope the American people will never, in any moment of weakness or folly, remove from our labor these twin protecting walls to keep out cheap labor and cheap goods.

I am just as sure that the far-seeing employer will see the mistake in too rapidly putting in machines and throwing out workers. Every manufacturer has a part of the American market right inside his own factory walls. When he lays off men he only removes from the pay rolls so many of his own customers. I believe the progressive employer will discover the good business wisdom in preparing new employment for his men as fast as his new machines displace them from their former jobs.

The early manufacturer of textiles who paid his workers wages so small that they had to dress themselves in shoddy clothes was blind to his own interests, and it is small wonder that rising competition drove so many of them to the wall. The textile manufacturer who pays his workers well only enables them to buy more of his own textiles. Where wages are poor, business is always poor. The steel manufacturer of to-day who turns too many of his steel workers out of their jobs seriously depresses the market for automobiles and so reduces his market for steel. The rule holds true in every line.

I know there are employers in certain sections of the country who have not yet learned the economic value of high wages. They do not realize that the man who pays a mere subsistence wage only robs himself of profits.

In other sections of the country business suffers and unemployment is rife because of the very lack of new machinery. Really this lack is caused by want of enterprise. Because they can still get labor at meager wages, employers of this kind neglect to modernize their plants. It is shortsighted policy and in time will result in the permanent backwardness of such communities. Modernization of plants and the payment of a liberal wage would bring production, profits, better wages, more spending, and better buying in these sections, with better homes, better schools, and better employment. For if business is poor where wages are poor, it is equally true that good wages invariably bring good times.

Another way of combating unemployment lies at hand in the shorter work period. The long day and the long week should be as obsolete in America as serfdom and chattel slavery. Wipe out the long week and you enable consumption to catch up with production, and so keep men in their jobs. Henry Ford has put the idea in a nutshell. The man kept at work all the time has no time left in which to see and buy things. Give him more leisure and he will consume more and want more. He will develop new desires, and so create new demands, new markets for new products.

Except in extreme emergencies there is no excuse in this day and age for the 12-hour day and the 7-day week. Public sentiment is rapidly rooting itself in the conviction that an employer who works his men in that fashion is not a civilized being but a barbarian.

Give the well-paid worker a shorter week, and he will take his family in his car to green fields and fresh air. He will need more tires, more gasoline, more oil. He will see things that he wants to possess. He will learn more about his country and his countrymen. With the spread of good roads the automobile will give him the opportunity to work in the city, and yet live in the healthful country. He will dress himself and his family better, and so stimulate the industries that supply him wearing apparel. There is not a single direction in which the short week will not mean better business, greater employment, greater material, and civic benefits.

We would do well, too, in studying the matter of employment, to remember the evil effects of excessive taxation. Every dollar needlessly extracted from industry in taxes cripples business and helps to reduce the funds available for wages. One section of our country contains many manufacturing plants which are far from prosperity because of taxation, State and municipal, that puts them under undue

strain. They can not pay more than subsistence wages, they can not guarantee unbroken employment.

In one village, where three mills once created prosperity, the whirl of machinery has not been heard for several years. One of these properties caught the eye of a man from another State who wished to purchase it, but when he learned how high was the tax rate he abandoned the idea in disgust. It is to the credit of President Coolidge that he has ever turned a face of flint to those excessive expenditures of government which necessitate a heavy burden of taxation. He has ever sought to diminish the immense debt incurred in the struggle to "make the world safe for democracy" and, as the debt has been reduced, he has favored constant reductions in national taxation. This has all been to the interest of industry, in the interest of the workers, and in the interest of unbroken employment. Thus President Coolidge has shown us another means we have of meeting our economic problems, including that of employment.

I believe our business leaders are destined to grow in human kindness as they ripen in industrial wisdom. I have faith in the American people. Throughout their history the heart of the American people has proven sound and true. It has been not on the side of slavery, but on the side of freedom. It has believed in favors to none, in fairness to all. It knows now, as it always has known, that the soundness of a nation is nothing but the sum of contentment enjoyed by its people. It knows that national welfare comes from the welfare of countless individuals. And so I believe that now, as in the future, if we wisely choose our leaders, all our troubles, including the problem of employment, need give us no fear. The genius of this people will be equal to its duties, as it has triumphantly met every duty encountered in the past.

Summing it up, industry will find that the machine is all right as long as it extends the human hands, but the machine designed to replace the human hand is destined to failure because it can do only one thing.

Mr. HOPKINS. I am sure that I express the feeling of all of you when I say that we are keenly indebted to Secretary Davis for this vivid presentation of one of the great American problems. It is inevitable that there should be unemployment in the United States and Canada. It is inevitable because, being a free people, each individual being free to work where he will at what he will or not to work at all, a certain amount of unemployment is inseparable from that freedom. It is inevitable because we are an ambitious, progressive people, seeking ever change and improvement, and change and improvement inevitably results in temporary disarrangements of employment.

It is inevitable that there should be unemployment in progressive countries inhabited by free people, and it is, therefore, necessary, as Secretary Davis has said, that we should face this problem of unemployment growing out of these inevitable readjustments, and apply to it the same intelligence which we are applying to the whole system of production itself.

Now this organization, as a machine, is an answer to this need. All these organizations undertaking to fill the gaps in employment, and to provide new adjustments where adjustment is necessary, repre-

sent the effort of Americans on both sides of the line to meet a great necessity.

Because this machine is comparatively new, because its origin was of necessity political, because anything having a political origin inevitably has at first certain weaknesses and defects, the machine still needs much improvement. But I am sure that this gathering has proved that this machine which has been devised is being steadily perfected. That the disposition to regard positions in these various organizations—these agencies, call them what you will, these employment bureaus—as mere political positions, that this disposition is being steadily displaced by the growing realization that a work so important and so delicate can only be done by people of experience and skill.

The great need of the hour in this country, so far as the problem of unemployment is concerned, is that all of our people shall recognize the necessity of keeping on the job the people who, by the work they have already done, have proved their interest in it and their capacity for it, and your part is not only to do the work of the day which comes first, but for you, through organizations and gatherings like this, to improve your own knowledge of the problem, to improve your own ability to grapple with it, and by these means more and more to perfect, so far as such a machine can be perfected, a machine to take care of the people dislodged by the invention of other machines.

But this machine, unlike the other machines, must be a machine that has a heart in it. After all your work could not be a success if you were merely holding positions or if you were merely interested in problems. The measure of your success is unquestionably the amount of heart that you have put into your work, because, with few exceptions, after all the business of getting anybody a job is the business of getting a job for one person at one time.

We are apt to overrate the results which can be obtained through government and governmental machinery. You all recall that after the war, while the diplomats and statesmen at Paris and other places were vainly trying to establish a basis for reconstruction of Europe, trying in vain and more and more hopelessly, by and by we began to discover that Europe was being reconstructed, not by statesmen and not by political organizations, but by the plain people who had to work and who had to find ways to start things going again.

And so it is, of course, in this work. Theories are fine, comparing notes are fine, but when you get all through with that, you are going to be able to do the work only so far as you are able to place people, one by one, when they are needed.

Of course, it is indispensable that you should have interest in your work and experience in it—a definite and intelligent effort to understand those causes of unemployment which can be reached and remedied, and above all to locate quickly those places where persons thrown out of employment in one place may be placed in another. All in all, it seems to me that the organizations here represented have a task calling for every quality which is making America notable in every other line, and not the least of those qualities is the capacity for devising means adequate to meet new situations and new

problems, in order that the American people may more and more, and with fewer and fewer exceptions, enjoy that kind of life which represents our national ideal.

Our next speaker, the Lieutenant Governor of Ohio, will address you upon the subject, "What the public employment service means to the State of Ohio." Lieutenant Governor Pickrel represents in the government of this State, not merely a high place, but the type of man who brings to his place great humane qualities which interest him in this sort of problem.

## WHAT THE PUBLIC EMPLOYMENT SERVICE MEANS TO THE STATE OF OHIO

By Lieutenant Governor PICKREL of Ohio

Frankly, I am amazed at the purposes and the work of this organization. I have glanced over your program and have seen the splendid addresses that have been made, the fine thoughts and reasoning, and I am tremendously interested to find here an organization international in scope that attracts the attention of the leaders of thought of the great nations; that you all get together to discuss in a wholehearted, sensible, but warm-hearted way the most tremendous problems that can confront any people.

I came into governmental life in a small way not a great while ago from the ranks of the civilian, one who was engaged principally in business enterprises. I had the opportunity to step into official life, and see what was going on in the biggest business that we had in this State. I may use this State of ours as an example, but I feel free to do so because I am certain that this State is quite typical of the various States of the Union or the Provinces of our neighbor, from which some of you come.

I had known something of what the Secretary of Labor has spoken—that business men for the past decade or more have studied most intensely their problem. They have endeavored to speed up production. They have endeavored in every way to eliminate waste and duplication of effort and to bring their product, at the lowest possible cost and the greatest convenience, to the consumer whom they endeavor to serve, and in that, of course, we find labor-saving machinery.

And I presumed, of course, that when I contacted with the biggest business in our State, that of our State government, I would find that there these same problems had been studied; that the same ideals that had prompted the business man to eliminate waste and duplication of effort in his factory or in his business would be duplicated in the State government. But, much to my surprise, I found that the ideal of the American business man is almost altogether lacking in our municipal, country, and State governmental operations, and I could not help thinking, when I heard Secretary Davis say how many working men had been thrown out of employment, that most of them have gotten jobs with some political subdivision, because there the employment is not constant.

In this State, for example, I find that about two decades ago the cost of operating the entire State government—all the appropri-

ations by our legislature or general assembly—was less in amount than what we appropriated at the last general assembly to operate just one State university in Ohio. So that the cost of government has been mounting, and the ideals of the American business man have not found their way therein.

Now, that is not the desire of the people. These American business men who have seen the advantages in elimination of waste, in elimination of duplication of effort in their plants, and these American consumers who have enjoyed the benefits of this study of the American business man, do not desire their Government to be operated under the old, obsolete methods that we knew in Civil War days. That is evidenced by the fact that in many cities where the people could get hold of their government they have eliminated the old system of government, which was probably well fitted for a century ago, and have put in its place a modern business system.

Here in Cleveland you have the outcome of that desire of the people to put business methods into their government; they have placed the government of this city on a business basis regardless of politics, and they have chosen the best man that they could get to run the city, and I congratulate them on their choice of their present city manager.

There are in our political parties certain leaders, so called, who have not sensed in the least this desire on the part of the people for business methods in their government. The popularity of the present Chief Executive of our Nation lies largely in the fact, in my opinion, that he has endeavored in every sense to put economical business plans into the great Government of the United States. But regardless of that fact and with that very example before them, you find leaders of our political parties in our States and in our counties who have not awakened to the fact that that same plan is desired, and they wonder why people do not line up in political parties any more. They wonder why they can not put the people in great groups, great blocks, under the cry of party regularity as they could a decade or more ago.

It is largely because the people are demanding the best they can get in their government that the party label is losing its power and its influence—because the party leaders have not been wise enough to step along with the modern trend of thought in proper administration of governmental affairs. And it is also partly our fault. You and I come from these various communities. We contribute our respective parts to the creation of common public opinion, and if we make our desires and wishes known along that line it will be brought about in your community and by your community. So that is an obligation that rests with you and with me that we represent and give to our government our talent and our judgment toward the operation of the common machinery.

With this development in American business tending toward a steadying of production and the elimination of useless causes of waste, and duplication of effort, and with this desire that the American people have to inject business into their governmental functions, another great epidemic has swept America in the last decade or so. This very study of the American business men to bring their business to the highest point of efficiency has brought great prosperity to

the Nation—prosperity of such an extent that there are many of us who sometimes wonder if this country is going along the path of other great nations of history, such as Rome, and Greece, and Carthage, which grew rich, selfish, lazy, and indolent and soon passed into the pages of history.

But with us in America we find a new trend of thought, and I am here to-night because I believe this organization is but a symptom of that "epidemic" as I have termed it. We have in this Nation to-day groups of men and women from all walks of life, the leaders and the lowly, who have banded themselves together in groups to give of their judgment and talent for the common good, to help those not able to help themselves, and to solve the problems of the community, which means happier, sweeter places in which to live.

We find great organizations like the Rotary Club where men get together and give their time and their talent and their money that institutions may be built where children, whom they have never seen, may be taken from the very floor in their crippled helplessness and made into rollicking play boys and girls—the life to which they are entitled.

We find great organizations, such as the Shrine organization, that raise a million and a half to two million dollars each year to build cripple hospitals all over the Nation. We find these great organizations getting together to raise the level and the standard of living in their communities. We find throughout the length and breadth of the United States, as they have in this great city and probably in the cities from which you come, what we term "community chests," where men and women get together, the busiest men and the busiest women in the community, and raise hundreds of thousands of dollars—yea, last year \$63,000,000—that those who were not able to take care of themselves may be helped.

That is a typical American "epidemic," just as typical to this continent of ours as any development that we have ever known. It was never heard of before. Rome had no Rotary Club. Greece and Carthage had no community chests. There were in those great lands no bodies of men and women, such as this, who got together to study and to solve somebody else's problem. When, a hundred years ago, the labor turned from hand to machinery, in my humble judgment the chaos and the suffering of that time was because that sentiment had not been born in the people on this continent. To-day we have men who study the problem, and who make it their life work that the worker at the bench may be kept happier, his home life better, and his children provided for.

It is not the man who studies the problem who gets the benefits, but he is inspired by the desire to be helpful, and that is the great distinguishing characteristic of the men and women of this day from those of other lands and other times.

You all recall, just as I do, that in our home town, when we were youngsters that the man in that town whom we looked up to was the man who had accumulated a lot of money and he kept every dime of it. We were just a little bit in awe and abashed when we were in his presence, and we thought to ourselves, maybe some day we'll have a lot of money like that fellow. That ideal in America has changed, and the man and the woman in our com-

munity to-day whom we respect, to whom we point our children's attention, is the person who contributes something of himself, his talents, and his wealth toward the common good of the community.

You of this organization, in the fine work you are doing to help the other fellow solve his problems, are engaged in a task that excites the envy of all of us who look upon you. You are doing something for the betterment of your community. You are doing something that will help your nation. In fact, the people with whom you have contact look upon you in many instances as the representative of their Government.

There are different people in official life who represent the Government, but few people see the governor or the President. Still fewer see the lieutenant governor or care to. Some see the sheriff and do not think much of that. Others have to see the county treasurer, and that does not excite any particular admiration, but for the most part they are people with money who are well able to take care of themselves.

Yours is the group that contacts with the people who need somebody to help them. You represent the Government to them in their time of trouble, and as you handle them, as you treat them, as you deal with them, you help form their opinion toward their Government. If they are treated properly, if they are treated as man to man, then they think this must be a pretty good government because the man or the woman at the State or the Federal government employment office is a fine man or a fine woman. That is about the only contact they have with the Government, and yours is a tremendous responsibility to that great ebb and flow of humanity whose opinions are so easily biased and warped, whose judgment toward the Government may be so quickly turned from affection to hate. Yours is a great responsibility because you represent the Government to that great group of people, and as you train them, as you work with them, you form in that group of people either a contentment with or a resentment toward the Government.

We will have in this Nation happiness and prosperity just as long as that great common-labor foundation is contented. Let these people be disturbed; let them get the idea that they are not getting a fair deal; let them be aroused to resentment—and the great numbers that are particularly in your large cities can very easily form a tremendous problem to the Government, not only of your community, but even of your nation. And so, my friends, yours is no small task.

When you think of the position that you hold it is no wonder that you get together, it is no wonder that you can attract to your conferences the leaders in thought of political and economic life of the entire continent.

I have had some little experience with your office in my own town, and I am glad to say to you that if all your offices are run like the one in Dayton, a great wave of prosperity is in store for your organization. I know the great ebb and flow of people who come into that office and the treatment they are given, and the contentment that arises out of that treatment. We have had no labor troubles in this town in a long, long time. No better investment could be made by our Government than to have such an agency as that in every community.

Where I went to college there was an awful lot of people and they gave us all numbers. They would call on a certain number, and it did not make much difference, when he got up, whether he had red hair or black—it was all the same just so he could recite. When these people come to you, many of them foreign born, do you make any inquiry about whether they have been naturalized or not? Now I know that you are awfully busy. I have never seen an office that does the work that the officers of this organization do, that wasn't busy, tremendously undermanned, and underpaid. When you think that in the great State of Ohio we spend a million dollars every year for useless registration and then starve out your employment agencies, why it just makes you hot headed. That is a fact.

No business in the world would allow the great waste that the Government does and then choke down the very necessary agency that contacts with its people. Because you know and I know, from our experience with manufacturers and production plants, that contact with your employee, keeping him in a happy, contented, proper frame of mind is just about the biggest investment in the plant, and more and more business men are realizing it.

See that the foreign born is naturalized; find out where he is living and how. There are social organizations and agencies in your town that can and will work with you in checking up to see that a man and his wife and family are properly placed in society and contented, so that the canker of discontent and distrust will not begin its work on him or her.

These people with whom you have contact, I expect, would, many of them, if you talked about a budget system in their family, wonder who was going to play budget if they got one. Nevertheless that sort of education is necessary more and more in the American family life of to-day, and I do not know of any agency that can more quietly, in a sugar-coated way, slip that sort of information to that great group of people than this organization represented here to-night.

Are they saving a little money? Whether it is a dollar a week or two makes no difference, but if they are saving a little money they are just a little better citizens; they are just a little easier for you to handle; they are going to rise a little faster in the manufacturing world than if they go along easy come and easy go.

Their children, what are they doing? What are their church affiliations? Do not be afraid to talk to them about that. No man or woman in this day and age needs to talk apologetically to anybody about whether his children are connected with some church organization, because that is a great stabilizing influence throughout our entire Nation, looking at it from a purely cold-blooded economic point of view.

So, my friends, I have just wondered if I could not bring that message to you in the wonderful work that you are doing—not that you have not realized that it is ever important, not that you are not carrying it forward to the best of your ability; but oh, my friends, the importance of getting over the personal contact and the personal touch, the heart interest that you have with this great group of people with whom you have contact. Looking them over you would not think you had a chance in the world to do a thing, but if you leave

them to their own devices, if you leave them to the agitator, they are just that much more dangerous in your circle of society. You can spread a wonderful influence among this great class of society. You can raise this standard in your own way. You can add to your work that happiness that comes to the man or woman who helps somebody else—the greatest happiness that you will know here on earth—and above all, you can make your community, your State, and your Nation a happier, sweeter place to live.

[Meeting adjourned.]



## LIST OF BULLETINS OF THE BUREAU OF LABOR STATISTICS

*The following is a list of all bulletins of the Bureau of Labor Statistics since July, 1912, except that in the case of bulletins giving the results of periodic surveys of the bureau only the latest bulletin on any one subject is here listed.*

*A complete list of the reports and bulletins issued prior to July, 1912, as well as the bulletins published since that date, will be furnished on application. Bulletins marked thus (\*) are out of print.*

### **Conciliation and Arbitration (including strikes and lockouts).**

- \*No. 124. Conciliation and arbitration in the building trades of Greater New York. [1913.]
- \*No. 183. Report of the industrial council of the British Board of Trade on its inquiry into industrial agreements. [1913.]
- No. 189. Michigan copper district strike. [1914.]
- No. 144. Industrial court of the cloak, suit, and skirt industry of New York City. [1914.]
- No. 145. Conciliation, arbitration, and sanitation in the dress and waist industry of New York City. [1914.]
- \*No. 191. Collective bargaining in the anthracite coal industry. [1916.]
- \*No. 198. Collective agreements in the men's clothing industry. [1916.]
- No. 233. Operation of the industrial disputes investigation act of Canada. [1918.]
- No. 255. Joint industrial councils in Great Britain. [1919.]
- No. 283. History of the Shipbuilding Labor Adjustment Board, 1917 to 1919.
- No. 287. National War Labor Board: History of its formation, activities, etc. [1921.]
- No. 303. Use of Federal power in settlement of railway labor disputes. [1922.]
- No. 341. Trade agreement in the silk-ribbon industry of New York City. [1923.]
- No. 402. Collective bargaining by actors. [1926.]
- No. 468. Trade agreements, 1927.
- No. 481. Joint industrial control in the book and job printing industry. [1928.]

### **Cooperation.**

- No. 313. Consumers' cooperative societies in the United States in 1920.
- No. 314. Cooperative credit societies in America and in foreign countries. [1922.]
- No. 437. Cooperative movement in the United States in 1925 (other than agricultural).

### **Employment and Unemployment.**

- \*No. 109. Statistics of unemployment and the work of employment offices [in the United States]. [1913.]
- No. 172. Unemployment in New York City, N. Y. [1915.]
- \*No. 183. Regularity of employment in the women's ready-to-wear garment industries. [1915.]
- \*No. 195. Unemployment in the United States. [1916.]
- No. 196. Proceedings of the Employment Managers' Conference held at Minneapolis, Minn., January 19 and 20, 1916.
- \*No. 202. Proceedings of the conference of Employment Managers' Association of Boston, Mass., held May 10, 1916.
- No. 206. The British system of labor exchanges. [1916.]
- No. 227. Proceedings of the Employment Managers' Conference, Philadelphia, Pa., April 2 and 3, 1917.
- No. 235. Employment system of the Lake Carriers' Association. [1918.]
- \*No. 241. Public employment offices in the United States. [1918.]
- No. 247. Proceedings of Employment Managers' Conference, Rochester, N. Y., May 9-11, 1918.
- No. 310. Industrial unemployment: A statistical study of its extent and causes. [1922.]
- No. 409. Unemployment in Columbus, Ohio, 1921 to 1925.

**Foreign Labor Laws.**

- \*No. 142. Administration of labor laws and factory inspection in certain European countries. [1914.]
- No. 494. Labor legislation of Uruguay.

**Housing.**

- \*No. 158. Government aid to home owning and housing of working people in foreign countries. [1914.]
- No. 263. Housing by employers in the United States. [1920.]
- No. 295. Building operations in representative cities in 1920.
- No. 469. Building permits in the principal cities of the United States in [1921 to] 1927.
- No. 500. Building permits in the principal cities of the United States in 1928. (In press.)

**Industrial Accidents and Hygiene.**

- \*No. 104. Lead poisoning in potteries, tile works, and porcelain enameled sanitary ware factories. [1912.]
- No. 120. Hygiene of the painters' trade. [1913.]
- \*No. 127. Dangers to workers from dust and fumes, and methods of protection. [1913.]
- \*No. 141. Lead poisoning in the smelting and refining of lead. [1914.]
- \*No. 157. Industrial accident statistics. [1915.]
- \*No. 165. Lead poisoning in the manufacture of storage batteries. [1914.]
- \*No. 179. Industrial poisons used in the rubber industry. [1915.]
- No. 188. Report of British departmental committee on the danger in the use of lead in the painting of buildings. [1916.]
- \*No. 201. Report of committee on statistics and compensation insurance cost of the International Association of Industrial Accident Boards and Commissions. [1916.]
- \*No. 207. Causes of death by occupation. [1917.]
- \*No. 209. Hygiene of the printing trades. [1917.]
- \*No. 219. Industrial poisons used or produced in the manufacture of explosives. [1917.]
- No. 221. Hours, fatigue, and health in British munition factories. [1917.]
- No. 230. Industrial efficiency and fatigue in British munition factories. [1917.]
- \*No. 231. Mortality from respiratory diseases in dusty trades (inorganic dusts). [1918.]
- \*No. 234. Safety movement in the iron and steel industry, 1907 to 1917.
- No. 236. Effects of the air hammer on the hands of stonecutters. [1918.]
- No. 249. Industrial health and efficiency. Final report of British Health of Munition Workers' Committee. [1919.]
- \*No. 251. Preventable death in the cotton-manufacturing industry. [1919.]
- No. 253. Accidents and accident prevention in machine building. [1919.]
- No. 267. Anthrax as an occupational disease. [1920.]
- No. 276. Standardization of industrial accident statistics. [1920.]
- No. 280. Industrial poisoning in making coal-tar dyes and dye intermediates. [1921.]
- No. 291. Carbon-monoxide poisoning. [1921.]
- No. 293. The problem of dust phthisis in the granite-stone industry. [1922.]
- No. 298. Causes and prevention of accidents in the iron and steel industry, 1910-1919.
- No. 306. Occupational hazards and diagnostic signs: A guide to impairments to be looked for in hazardous occupations. [1922.]
- No. 339. Statistics of industrial accidents in the United States. [1923.]
- No. 392. Survey of hygienic conditions in the printing trades. [1925.]
- No. 405. Phosphorus necrosis in the manufacture of fireworks and in the preparation of phosphorus. [1926.]
- No. 425. Record of industrial accidents in the United States to 1925.
- No. 426. Deaths from lead poisoning. [1927.]
- No. 427. Health survey of the printing trades, 1922 to 1925.
- No. 428. Proceedings of the Industrial Accident Prevention Conference, held at Washington, D. C., July 14-16, 1926.
- No. 460. A new test for industrial lead poisoning. [1928.]
- No. 466. Settlement for accidents to American seamen. [1928.]
- No. 488. Deaths from lead poisoning, 1925 to 1927. (In press.)
- No. 490. Statistics of industrial accidents in the United States to the end of 1927. (In press.)

### **Industrial Relations and Labor Conditions.**

- No. 237. Industrial unrest in Great Britain. [1917.]
- No. 340. Chinese migrations, with special reference to labor conditions. [1923.]
- No. 349. Industrial relations in the West Coast lumber industry. [1923.]
- No. 361. Labor relations in the Fairmont (W. Va.) bituminous-coal field. [1924.]
- No. 380. Postwar labor conditions in Germany. [1925.]
- No. 383. Works council movement in Germany. [1925.]
- No. 384. Labor conditions in the shoe industry in Massachusetts, 1920-1924.
- No. 399. Labor relations in the lace and lace-curtain industries in the United States. [1925.]
- No. 483. Conditions in the shoe industry in Haverhill, Mass., 1928.

### **Labor Laws of the United States (including decisions of courts relating to labor).**

- No. 211. Labor laws and their administration in the Pacific States. [1917.]
- No. 229. Wage-payment legislation in the United States. [1917.]
- No. 285. Minimum-wage laws of the United States: Construction and operation. [1921.]
- No. 321. Labor laws that have been declared unconstitutional. [1922.]
- No. 322. Kansas Court of Industrial Relations. [1923.]
- No. 343. Laws providing for bureaus of labor statistics, etc. [1923.]
- No. 370. Labor laws of the United States, with decisions of courts relating thereto. [1925.]
- No. 408. Laws relating to payment of wages. [1926.]
- No. 444. Decisions of courts and opinions affecting labor, 1926.
- No. 467. Minimum wage legislation in various countries. [1928.]
- No. 486. Labor legislation of 1928.

### **Proceedings of Annual Conventions of the Association of Governmental Labor Officials of the United States and Canada. (Name changed in 1928 to Association of Governmental Officials in Industry of the United States and Canada.)**

- \*No. 266. Seventh, Seattle, Wash., July 12-15, 1920.
- No. 307. Eighth, New Orleans, La., May 2-8, 1921.
- No. 323. Ninth, Harrisburg, Pa., May 22-26, 1922.
- No. 352. Tenth, Richmond, Va., May 1-4, 1923.
- \*No. 389. Eleventh, Chicago, Ill., May 19-23, 1924.
- \*No. 411. Twelfth, Salt Lake City, Utah, August 13-15, 1925.
- No. 429. Thirteenth, Columbus, Ohio, June 7-10, 1926.
- No. 455. Fourteenth, Paterson, N. J., May 31 to June 3, 1927.
- No. 480. Fifteenth, New Orleans, La., May 15-24, 1928.

### **Proceedings of Annual Meetings of the International Association of Industrial Accident Boards and Commissions.**

- No. 210. Third, Columbus, Ohio, April 25-28, 1916.
- No. 248. Fourth, Boston, Mass., August 21-25, 1917.
- No. 264. Fifth, Madison, Wis., September 24-27, 1918.
- \*No. 273. Sixth, Toronto, Canada, September 23-26, 1919.
- No. 281. Seventh, San Francisco, Calif., September 20-24, 1920.
- No. 304. Eighth, Chicago, Ill., September 19-23, 1921.
- No. 333. Ninth, Baltimore, Md., October 9-13, 1922.
- No. 359. Tenth, St. Paul, Minn., September 24-26, 1923.
- No. 385. Eleventh, Halifax, Nova Scotia, August 26-28, 1924.
- No. 395. Index to proceedings, 1914-1924.
- No. 406. Twelfth, Salt Lake City, Utah, August 17-20, 1925.
- No. 432. Thirteenth, Hartford, Conn., September 14-17, 1926.
- No. 456. Fourteenth, Atlanta, Ga., September 27-29, 1927.
- No. 485. Fifteenth, Paterson, N. J., September 11-14, 1928. (In press.)

### **Proceedings of Annual Meetings of the International Association of Public Employment Services.**

- No. 192. First, Chicago, December 19 and 20, 1913; Second, Indianapolis, September 24 and 25, 1914; Third, Detroit, July 1 and 2, 1915.
- No. 220. Fourth, Buffalo, N. Y., July 20 and 21, 1916.
- No. 311. Ninth, Buffalo, N. Y., September 7-9, 1921.
- No. 337. Tenth, Washington, D. C., September 11-13, 1922.
- No. 355. Eleventh, Toronto, Canada, September 4-7, 1923.
- No. 400. Twelfth, Chicago, Ill., May 19-23, 1924.
- No. 414. Thirteenth, Rochester, N. Y., September 15-17, 1925.
- No. 478. Fifteenth, Detroit, Mich., October 25-28, 1927.

### **Productivity of Labor.**

- No. 356. Productivity costs in the common-brick industry. [1924.]
- No. 360. Time and labor costs in manufacturing 100 pairs of shoes, 1923.
- No. 407. Labor cost of production and wages and hours of labor in the paper box-board industry. [1926.]
- No. 412. Wages, hours, and productivity in the pottery industry, 1925.
- No. 441. Productivity of labor in the glass industry. [1927.]
- No. 474. Productivity of labor in merchant blast furnaces. [1928.]
- No. 475. Productivity of labor in newspaper printing. [1928.]

### **Retail Prices and Cost of Living.**

- \*No. 121. Sugar prices, from refiner to consumer. [1913.]
- \*No. 130. Wheat and flour prices, from farmer to consumer. [1913.]
- No. 164. Butter prices, from producer to consumer. [1914.]
- No. 170. Foreign food prices as affected by the war. [1915.]
- No. 357. Cost of living in the United States. [1924.]
- No. 369. The use of cost-of-living figures in wage adjustments. [1925.]
- No. 495. Retail prices, 1890 to 1928. (In press.)

### **Safety Codes.**

- \*No. 331. Code of lighting: Factories, mills, and other work places.
- No. 336. Safety code for the protection of industrial workers in foundries.
- No. 350. Specifications of laboratory tests for approval of electric headlighting devices for motor vehicles.
- No. 351. Safety code for the construction, care, and use of ladders.
- No. 375. Safety code for laundry machinery and operation.
- No. 378. Safety code for woodworking plants.
- No. 382. Code of lighting school buildings.
- No. 410. Safety code for paper and pulp mills.
- No. 430. Safety code for power presses and foot and hand presses.
- No. 433. Safety codes for the prevention of dust explosions.
- No. 436. Safety code for the use, care, and protection of abrasive wheels.
- No. 447. Safety code for rubber mills and calenders.
- No. 451. Safety code for forging and hot-metal stamping.
- No. 463. Safety code for mechanical power-transmission apparatus. First revision.

### **Vocational Workers' Education.**

- \*No. 159. Short-unit courses for wage earners, and a factory school experiment. [1915.]
- \*No. 162. Vocational education survey of Richmond, Va. [1915.]
- No. 199. Vocational education survey of Minneapolis, Minn. [1917.]
- No. 271. Adult working-class education in Great Britain and the United States. [1920.]
- No. 459. Apprenticeship in building construction. [1928.]

### **Wages and Hours of Labor.**

- \*No. 146. Wages and regularity of employment and standardization of piece rates in the dress and waist industry of New York City. [1914.]
- \*No. 147. Wages and regularity of employment in the cloak, suit, and skirt industry. [1914.]
- No. 161. Wages and hours of labor in the clothing and cigar industries, 1911 to 1913.
- No. 163. Wages and hours of labor in the building and repairing of steam railroad cars, 1907 to 1913.
- \*No. 190. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1914.
- No. 204. Street-railway employment in the United States. [1917.]
- No. 225. Wages and hours of labor in the lumber, millwork, and furniture industries, 1915.
- No. 265. Industrial survey in selected industries in the United States, 1919.
- No. 297. Wages and hours of labor in the petroleum industry, 1920.
- No. 356. Productivity costs in the common-brick industry. [1924.]
- No. 358. Wages and hours of labor in the automobile-tire industry, 1923.
- No. 360. Time and labor costs in manufacturing 100 pairs of shoes, 1923.
- No. 365. Wages and hours of labor in the paper and pulp industry, 1923.
- No. 394. Wages and hours of labor in metalliferous mines, 1924.

### **Wages and Hours of Labor—Continued.**

- No. 407. Labor costs of production and wages and hours of labor in the paper box-board industry. [1926.]
- No. 412. Wages, hours, and productivity in the pottery industry, 1925.
- No. 416. Hours and earnings in anthracite and bituminous coal mining, 1922 and 1924.
- No. 435. Wages and hours of labor in the men's clothing industry, 1911 to 1926.
- No. 438. Wages and hours of labor in the motor-vehicle industry, 1925.
- No. 442. Wages and hours of labor in the iron and steel industry, 1907 to 1926.
- No. 452. Wages and hours of labor in the hosiery and underwear industries, 1907 to 1926.
- No. 454. Hours and earnings in bituminous-coal mining, 1922, 1924, and 1926.
- No. 471. Wages and hours of labor in foundries and machine shops, 1927.
- No. 472. Wages and hours of labor in slaughtering and meat packing, 1927.
- No. 476. Union scales of wages and hours of labor, 1927. Supplement to Bul. 457.
- No. 482. Union scales of wages and hours of labor, May 15, 1928.
- No. 484. Wages and hours of labor of common street labor, 1928.
- No. 487. Wages and hours of labor in woolen and worsted goods manufacturing, 1910 to 1928.
- No. 492. Wages and hours of labor in cotton-goods manufacturing, 1910 to 1928.
- No. 497. Wages and hours of labor in the lumber industry in the United States, 1928. (In press.)
- No. 498. Wages and hours of labor in the boot and shoe industry, 1907 to 1928.
- No. 499. History of wages in the United States from colonial times to 1928. (In press.)

### **Welfare Work.**

- \*No. 123. Employers' welfare work. [1913.]
- No. 222. Welfare work in British munitions factories. [1917.]
- \*No. 250. Welfare work for employees in industrial establishments in the United States. [1919.]
- No. 458. Health and recreation activities in industrial establishments, 1926.

### **Wholesale Prices.**

- No. 284. Index numbers of wholesale prices in the United States and foreign countries. [1921.]
- No. 440. Wholesale prices, 1890 to 1926.
- No. 453. Revised index numbers of wholesale prices, 1923 to July, 1927.
- No. 493. Wholesale prices 1913 to 1928.

### **Women and Children in Industry.**

- No. 116. Hours, earnings, and duration of employment of wage-earning women in selected industries in the District of Columbia. [1913.]
- \*No. 117. Prohibition of night work of young persons. [1913.]
- No. 118. Ten-hour maximum working-day for women and young persons. [1913.]
- No. 119. Working hours of women in the pea canneries of Wisconsin. [1913.]
- \*No. 122. Employment of women in power laundries in Milwaukee. [1913.]
- No. 160. Hours, earnings, and conditions of labor of women in Indiana mercantile establishments and garment factories. [1914.]
- \*No. 167. Minimum-wage legislation in the United States and foreign countries. [1915.]
- \*No. 175. Summary of the report on condition of women and child wage earners in the United States. [1915.]
- \*No. 176. Effect of minimum-wage determinations in Oregon. [1915.]
- \*No. 180. The boot and shoe industry in Massachusetts as a vocation for women. [1915.]
- \*No. 182. Unemployment among women in department and other retail stores of Boston, Mass. [1916.]
- No. 193. Dressmaking as a trade for women in Massachusetts. [1916.]
- No. 215. Industrial experience of trade-school girls in Massachusetts. [1917.]
- \*No. 217. Effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children. [1918.]
- No. 223. Employment of women and juveniles in Great Britain during the war. [1917.]
- No. 253. Women in the lead industries. [1919.]

**Workmen's Insurance and Compensation (including laws relating thereto).**

- \*No. 101. Care of tuberculous wage earners in Germany. [1912.]
- \*No. 102. British national insurance act, 1911.
- No. 103. Sickness and accident insurance law of Switzerland. [1912.]
- No. 107. Law relating to insurance of salaried employees in Germany. [1913.]
- \*No. 155. Compensation for accidents to employees of the United States. [1914.]
- No. 212. Proceedings of the conference on social insurance called by the International Association of Industrial Accident Boards and Commissions, Washington, D. C., December 5-9, 1916.
- \*No. 243. Workmen's compensation legislation in the United States and foreign countries, 1917 and 1918.
- No. 301. Comparison of workmen's compensation insurance and administration. [1922.]
- No. 312. National health insurance in Great Britain, 1911 to 1921.
- No. 379. Comparison of workmen's compensation laws of the United States as of January 1, 1925.
- No. 477. Public-service retirement systems, United States and Europe. [1928.]
- No. 496. Workmen's compensation legislation of the United States and Canada as of January 1, 1929. (In press.)

**Miscellaneous Series.**

- \*No. 174. Subject index of the publications of the United States Bureau of Labor Statistics up to May 1, 1915.
- No. 208. Profit sharing in the United States. [1916.]
- No. 242. Food situation in central Europe, 1917.
- No. 254. International labor legislation and the society of nations. [1919.]
- No. 268. Historical survey of international action affecting labor. [1920.]
- No. 282. Mutual relief associations among Government employees in Washington, D. C. [1921.]
- No. 299. Personnel research agencies: A guide to organized research in employment management, industrial relations, training, and working conditions. [1921.]
- No. 319. The Bureau of Labor Statistics: Its history, activities, and organization. [1922.]
- No. 326. Methods of procuring and computing statistical information of the Bureau of Labor Statistics. [1923.]
- No. 342. International Seamen's Union of America: A study of its history and problems. [1923.]
- No. 346. Humanity in government. [1923.]
- No. 372. Convict labor in 1923.
- No. 386. Cost of American almshouses. [1925.]
- No. 398. Growth of legal-aid work in the United States. [1926.]
- No. 401. Family allowances in foreign countries. [1926.]
- No. 420. Handbook of American trade-unions. [1926.]
- No. 439. Handbook of labor statistics, 1924 to 1926.
- No. 461. Labor organizations in Chile. [1928.]
- No. 462. Park recreation areas in the United States. [1928.]
- No. 465. Beneficial activities of American trade-unions. [1928.]
- No. 479. Activities and functions of a State department of labor. [1928.]
- No. 489. Care of the aged in the United States. (In press.)
- No. 491. Handbook of labor statistics, 1928.