

STATISTICAL PROCEDURE OF PUBLIC EMPLOYMENT OFFICES

AN ANALYSIS OF PRACTICE IN VARIOUS COUNTRIES
AND A PLAN FOR STANDARD PROCEDURE IN THE
UNITED STATES MADE FOR THE COMMITTEE ON
GOVERNMENTAL LABOR STATISTICS OF THE
AMERICAN STATISTICAL ASSOCIATION

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FOREWORD

THIS study of the scope and methods of recording facts in the daily work of public employment exchanges is primarily practical in its origin and purpose, and in the sources of its information. Administrators of employment offices in the United States and Canada are members of an organization called the International Association of Public Employment Services which holds annual meetings for interchange of experience and ideas. One of the most important questions for discussion at these meetings has related to statistical procedure. The methods of recording applications for work and openings for workers are important because only through adequate records, which yield quickly the maximum of relevant information with a minimum of time and expense, can an employment office accomplish its purpose of connecting work and worker appropriately. It is not too much to say that the efficiency of the administration of an agency for employment can be measured by the effectiveness of its system of records. They must be both adequate and time-saving. Offices have much to learn from one another's experience in recording these needed facts.

Besides facilitating placements, these facts have a broader significance as a measure of the ratio of demand to supply in the so-called "labor market." A state or a nation with a well-administered employment service can be kept currently informed of fluctuations in employment and unemployment in different occupations and in the various regions where offices are located. For this purpose, however, the offices must keep comparable records. The terms used must mean the same thing and all classifications, especially for trades and occupations, must be uniform.

The statistics resulting from an efficient employment service constitute an important part of the series of facts needed to measure changes in employment. The purpose of these measurements is to supply the statistics required for a better understanding of unemployment, looking toward its ultimate prevention; and meanwhile relieving as far as possible the suffering which results from

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it, and perhaps preventing it in so far as it is due merely to local and easily controllable causes, such as the inability of the worker without the aid of an employment service to know of an existing opportunity for work.

Recurrent unemployment has revealed the need for current measures of fluctuations in employment. In the United States the President's Conference on Unemployment in 1921 called attention to this need and the Committee on Unemployment and Business Cycles, appointed to carry farther the work of the Conference, recommended a program of co-operation between federal and state bureaus of labor statistics in gathering current data derived from payrolls, showing changes in numbers employed and in total earnings. This information was to be supplemented by the statistics of public employment offices.

To aid in securing the adoption of this program, the American Statistical Association appointed in 1922 its Committee on Governmental Labor Statistics, composed of statisticians concerned with the collection of data on employment and earnings in federal and state departments of labor, together with statisticians who use such data in universities and in research institutions. The Committee's first task was to develop a general program for employment statistics for the United States,¹ including suggestions as to the value of the statistics of employment offices. Preceding this publication was a study of public employment offices,² which contained information and suggestions of statistical procedure.

It was to the Committee on Governmental Labor Statistics that the International Association of Public Employment Services referred the task of recommending forms, records, and procedure for the employment offices in the United States, and the Committee accepted the assignment as the next step in its own program of improving the current statistics of employment and its fluctuations.

In view of the longer experience in European countries, the study began, as the pages to follow will show, in the employment offices of Switzerland, Germany, France, Great Britain, and

¹ Hurlin, Ralph G., and Berridge, W. A. (editors), *Employment Statistics for the United States*. Russell Sage Foundation, New York, 1925.

² Harrison, Shelby M., and Associates, *Public Employment Offices: Their Purpose, Structure and Methods*. Russell Sage Foundation, New York, 1924.

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Sweden, and was then "brought home," so to speak, to Canada and the United States. Thus, the American study was designed not only to make a record of existing statistical methods but at the same time to plan the application of both European and American experience in developing an improved and uniform system for the United States.

In that task it was a great asset to have the guidance of an advisory committee composed of members named by the International Association of Public Employment Services and the Committee on Governmental Labor Statistics.¹

In the European study, as the Introduction will show, the Committee had the advantage of close co-operation with the members of the staff of the International Labor Organization of the League of Nations. This part of the inquiry was planned in Geneva, where access was given to official reports and advice obtained as to sources of information. The authors of the report acknowledge the Committee's debt to the International Labor Organization and to the officials in the countries named who made it possible to bring together for the first time comparative information regarding statistical procedure against the background of the history of public employment offices and the general trends of development in their administration.

So interesting was the material gathered on administration and its history, that it suggested the immediate need and opportunity for a further study of this phase of the subject, and the Committee on Governmental Labor Statistics has welcomed the decision of Industrial Relations Counselors, Inc., to make such a study under the direction of Dr. Bryce M. Stewart, who is also the Committee's executive secretary.

Dr. Stewart's direction of this inquiry into employment office statistics has further accentuated its practical character, since it was he who, as director of the Canadian Employment Service, developed its excellent statistical procedure. Later Dr. Stewart organized the employment offices of the Amalgamated Clothing Workers in Chicago and Rochester and the office for administering their unemployment insurance fund in Chicago, including its important statistical methods. Studies of unemployment insurance

¹ The list of these advisers appears on p. 17.

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made under his direction for Industrial Relations Counselors¹ have further equipped him for the responsibility of suggesting a practical program of statistics for American employment offices. Associated in the inquiry was Mrs. Annabel M. Stewart who assumed responsibility for a large part of the field work in Europe, the collection of information in the United States and Canada, and the preparation of the manuscript.

Before publication, the study has had practical application. Three demonstration centers—in the tri-cities of Minnesota (Minneapolis, St. Paul, and Duluth); in Rochester, New York; and in Philadelphia, Pennsylvania—under the auspices of the state departments of labor, with some added financial support from private sources, have been organized to develop by experiment the best methods of administering public employment offices. These are all testing out the main recommendations for statistical forms and procedures which have resulted from this inquiry. Through these tests of recommendations, which are themselves the outgrowth of experience in Europe and America, the plan set forth in Part III can be recommended with confidence as the desirable procedure for public employment services in the United States. Such a plan is timely now when the economic crisis will surely make necessary, sooner or later, the establishment of an adequate national system of public employment exchanges in the United States.

MARY VAN KLEECK, *Chairman*
Committee on Governmental Labor Statistics
of the American Statistical Association

¹ The following have been published in New York by Industrial Relations Counselors, Inc.:

Stewart, Bryce M., and Others, *Unemployment Benefits in the United States: The Plans and Their Setting*, 1930.

Gilson, Mary B., *Unemployment Insurance in Great Britain: The National System and Additional Benefit Plans*, 1931.

Spates, T. G., and Rabinovitch, G. S., *Unemployment Insurance in Switzerland: The Ghent System Nationalized with Compulsory Features*, 1931.

Kiehel, Constance A., *Unemployment Insurance in Belgium: A National Development of the Ghent and Liège Systems*, 1932.

PREFACE

WHEN the Committee on Governmental Labor Statistics of the American Statistical Association was requested in September, 1929, by the International Association of Public Employment Services to recommend forms, records, and procedure for public employment offices, the Committee decided, in view of its primary statistical interest, to give first attention to public employment office statistics. The meager statistical experience of the state employment services in the United States made it apparent at once that a major part of the study would be concerned with the methods developed after long experiment by the employment exchanges of European countries.

The authors went to Europe in the spring of 1930. The officials of the International Labor Office gave cordial co-operation in planning the study and granted the fullest use of the facilities of the office. After consultation with M. Henri Fuss, chief of the Unemployment Section of the International Labor Office, and his associates, the employment services of France, Germany, Great Britain, Sweden, and Switzerland were studied. Unfortunately time did not permit examination also of the valuable experience of the Czechoslovakian and Italian offices which had been included in the original plan.

The European phase of the study occupied the remainder of the year and 1931 was devoted to a survey of the statistical procedures of the Employment Service of Canada and, by questionnaire, of the several states operating employment offices in the United States. This section of the work was the most difficult and time-consuming because of the number of states involved and the great variety of their methods. Part I analyzes the statistical systems used in the countries studied, emphasizing the outstanding features of the methods of each country. Part II consists of a detailed outline of these methods. It includes a chapter for each country visited, which gives a brief historical introduction and treats the present organization of its employment service, its statistical procedure, and the publication of statistical reports. These chapters appear in

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the order of establishment of national employment services. Preliminary drafts of these chapters were submitted for criticism and revision to officials of the countries concerned and of the unemployment and statistical sections of the International Labor Office. Part III suggests a plan of statistical procedure for public employment offices in the United States.

An interim report on the study was submitted to the International Association of Public Employment Services at its annual meeting, held in Cincinnati in September, 1931, and a subcommittee of the Association, authorized at that meeting, has joined with a subcommittee of the Committee on Governmental Labor Statistics in further examination of the study and consideration of its recommendations.

In each of the countries visited the authors enjoyed the most cordial co-operation of the officials concerned and found the preparatory work of the International Labor Office especially helpful. They wish especially to record their thanks to the following:

International Labor Office, Geneva: M. Henri Fuss, chief of the Unemployment Section; J. W. Nixon, chief of the Statistical Section; and D. Christie Tait, Dr. G. S. Rabinovitch and Enrique Siewers, members of the Unemployment Section.

Great Britain, Ministry of Labour, London: T. W. Phillips, permanent under-secretary; A. Reeder, of the Statistics Division; Miss Anne S. Gardner, supervisor for women's work for the South Eastern Division (in which London is situated); Miss G. A. Rees, manager of the Great Marlborough Street Exchange (for women workers); and Miss Lila B. Dibbin, librarian. At the London Branch of the International Labour Office, Clifton Robbins, associate director.

Switzerland, Federal Labor Office, Bern: Dr. Otto Lauber, Dr. Joseph Chéneval, and M. Albert Jobin, members of the Division of Unemployment Insurance and Placement.

Sweden, Royal Social Board, Stockholm: Dr. N. E. Bergsten, chief of the Bureau for General Social Statistics, and Carl Christian Schmidt, member of the bureau in charge of the public employment offices. At the Stockholm City Employment Office, Sam Grufman, director.

Canada, Department of Labour, Ottawa: R. A. Rigg, director, and Arthur Odam, statistician of the Employment Service of Canada.

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Germany, Federal Institution for Placement and Unemployment Insurance, Berlin: Dr. Erwin Rawicz, in charge of statistics. At the Central Berlin Employment Office, Dr. Viktor Emil Köhler, director, Dr. Kurt Kunze, associate director, Dr. Erwin Münch, and Frl. Elisabeth Lüdy, in charge of the service for professional men and women. At the Berlin Branch of the International Labor Office, Herr W. Donau, director, who with Herr R. Gourland and Frl. Rose Schlicke of his staff, greatly expedited the work in Germany.

France, Ministry of Labor, Paris: M. René Maillard, at that time secretary of the commission on the payment of subventions to public employment offices. At the Department of the Seine, M. Jean Labourgade, associate director of the Statistical Division of the (departmental) Office on Placement and Labor Statistics; and M. Lucien Gay, director of the specialized employment office for employes of hotels, restaurants, and cafés.

The United States: Thanks are due the heads of the state services and the state labor statisticians without whose co-operation the section on the United States could not have been written.

Finally the authors wish to thank the members of the joint committee of the International Association of Public Employment Services and of the Committee on Governmental Labor Statistics, who advised on the final form and content of the manuscript. They are: From the International Association of Public Employment Services: Russell J. Eldridge, director of the Bureau of Employment, New Jersey Department of Labor; S. S. Riddle, director of the Bureau of Employment, Pennsylvania Department of Labor and Industry; Jess T. Hopkins, manager of the Rochester Public Employment Center; B. C. Seiple, superintendent of the State-City Employment Service, Cleveland, and secretary-treasurer of the International Association of Public Employment Services.

From the Committee on Governmental Labor Statistics: Meredith B. Givens, of the Social Science Research Council, chairman of the Committee; and A. J. Altmeyer, secretary of the Industrial Commission of Wisconsin; Howard B. Myers, chief of the Division of Statistics and Research, Illinois Department of Labor; and Sidney W. Wilcox, chief statistician of the New York State Department of Labor.



PART I

ANALYSIS OF THE STATISTICAL PROCEDURES
STUDIED



CHAPTER I

INTRODUCTION

DEVELOPMENT OF PUBLIC EMPLOYMENT OFFICES

PUBLIC employment offices began to appear in Europe about the middle of the nineteenth century. In the Middle Ages the workers' guilds in most countries assisted journeymen in their travels in search of work by posting lists of local vacancies in the journeymen's hostels and some philanthropic agencies carried on placement work incidental to their major activities.

The industrial revolution and the shifts of industry and population it involved emphasized the need for employment machinery, and with the growth of labor organization in the nineteenth century the unions gradually developed services to assist their members in finding work. The union facilities greatly increased during the latter half of the century and gave rise in some countries to employment bureaus operated by employers' organizations to compete with the unions.

Commercial employment agencies had such a development by the middle of the century, especially in the placement of domestic servants, that legislation for their regulation began to be enacted. The first measure was passed in France in 1852 and other countries gradually followed¹ until today the business of conducting a commercial employment agency is regulated in most countries and entirely prohibited in a few. A recommendation passed by the first International Labor Conference in 1919 provided that "all practicable measures be taken to abolish such agencies as soon as possible."

When the recurring depressions of the latter half of the century brought the emergence of unemployment as a separate problem out of the general discussion of poverty and relief, public employment offices constituted one of the special methods of combating it.

¹ Abolition of Fee-charging Employment Agencies. International Labor Office, Geneva, 1932, pp. 4-5.

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Both in Europe and the United States the first efforts were municipal. In 1848 the provisional government in France voted to establish "free information bureaus" in each of the "mairies" of Paris and the succeeding decades witnessed a steady increase in the number of municipal offices throughout the industrial world. In the United States such offices appeared in New York and San Francisco in the late 60's. In part they were set up to assist the vagrants who, in most industrial countries, especially in the last quarter of the century, flocked to the cities in the winter. At first many of the offices were entirely in the hands of relief agencies which regarded them largely as a work test that made possible segregation of workmen who were able and willing to work from the unemployables.

For some time the municipal offices were not very effective. They were generally poorly staffed and underfinanced and were so associated with relief in the minds of their founders that they were mainly patronized by unskilled and even unemployable applicants. The great majority of the better class of workmen looked to their unions for placement service or depended entirely on their own individual efforts.

The serious depressions toward the end of the century, such as that which began in 1893-1894, caused some stocktaking of the offices, and in Switzerland and other European countries cantonal and provincial governments began to aid the municipalities in the financing and administration of their employment services. Subsidies were granted on condition that in the conduct of the offices the municipal governments should observe certain prescribed regulations.

This period witnessed the rise of voluntary schemes of unemployment insurance, established by municipal governments, and realization of the importance of employment exchanges in the effective administration of this form of insurance gradually won further recognition for their efforts and better financial support. Some decades of experience of trade unions in administering out-of-work benefits, mainly through their own employment departments, served to guide the governmental offices when public schemes of unemployment insurance began to be established.

With this broader basis of support the offices continued to de-

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velop after the turn of the century. It was apparent that there was need of co-operation between local and provincial bureaus, to provide for exchange of labor and to secure comparable data on the state of the labor market. Co-operation in this direction was at first largely voluntary. In Switzerland the offices joined together in the Association des Offices Suisses du Travail and in Germany a similar association (Verband für Deutschen Arbeitsnachweisen) was established.

Toward the end of the first decade of the century national governments began to aid the provincial and municipal offices and their voluntary associations. They in turn provided subventions under stated conditions and so brought about a degree of national standardization. The subsidy requirements usually included provision for free service to all classes of workers, neutrality in industrial disputes, interchange of labor throughout the system, and reports on unfilled applications and vacancies and other data required for the regular publication of a national labor market bulletin.

The next stage of development brought the further nationalization of the service. In Great Britain the rise of employment exchanges came relatively late, partly because of the strong trade-union movement and its reliance on its own employment machinery. The number of municipal offices in England at the beginning of the century was negligible, but in 1909 Parliament, acting on the report of the Poor Law Commission (1905-1909), passed the Labour Exchanges Act, which provided for a network of offices covering the entire United Kingdom. This was the first national system directly dependent on the state.

With the enactment of the unemployment insurance legislation of 1911 and its extension in 1916 to other groups of workers and in 1920 to practically the entire industrial wage-earning population, the public employment exchanges became an integral part of the insurance system and assumed the major proportion of its administration.

In most of the continental countries, with their more decentralized forms of government, the nationalizing process proceeded more slowly. But the necessary extension of the machinery of the exchanges during the World War, the severe unemployment in

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the depression of 1920–1922, and the widespread development of national schemes of unemployment insurance identified them more completely as national agencies.

The first federal employment office legislation in Switzerland was enacted in 1909 and came into force in 1910. It provided for the subsidizing of cantonal and communal employment offices which observed the required conditions. The Swiss offices now operate under the law of 1924, which required that each canton should set up a system of employment offices and co-ordinate them through a central office in the canton. The Federal Labor Office in turn co-ordinates the work of all offices.

The public employment offices of Sweden are governed by the regulation of June 30, 1916, which provided that offices established by counties and municipalities should be co-ordinated by the Royal Social Board and should be subsidized by the state.

A national system in Canada has been established under the Employment Offices Co-ordination Act, passed in 1918, which authorized the Minister of Labour “to aid and encourage the organisation of employment offices and to promote uniformity of methods among them” and provided a sum of money for distribution among the different provinces.

In Germany an act of 1922 provided for co-ordination of the municipal employment exchanges through district offices and a central placement office for the whole country. The act under which the offices now operate was passed in 1927. It provides for a national employment service in close connection with a system of unemployment insurance. The budget for the whole service is provided by the Reich.

While France passed the earliest national legislation on employment offices—providing in 1904 that all communities of more than 10,000 inhabitants should maintain a free municipal employment office—the act was generally ineffective since it contained no financial requirement. It was not until 1925 that municipalities and departments were required to provide for the employment offices in their budgets. A decree of 1911, modified from time to time, first provided for the payment of subventions to the offices from the national treasury.

By 1916 there were in the United States 96 state and city em-

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ployment offices. A voluntary organization, the American Association of Public Employment Offices, now the International Association of Public Employment Services, had held its first annual meeting in 1913, and a further step toward nationalization of the service was taken in 1918 when, prompted by the war labor needs, the federal government established the United States Employment Service. The hastily organized Service had a considerable part in supplying workers to industry during the country's participation in the World War, but in 1919 Congress began to reduce its appropriations and in a few years nothing but a skeleton organization remained. In 1930 the depression impelled the Administration to extend the Service and Congress provided appropriations that made possible the establishment of a number of new offices. In most instances these have been operated quite apart from the state services and as a result of this action the country had in 1932 state services in 24 states and a system, partly supplementary and partly competitive, operated by the federal government.

The great majority of industrial nations now recognize national systems of employment exchanges as essential to any effective organization of the labor market, and value their statistical yield as contributing to that objective. The first International Labor Conference, held in Washington in 1919, adopted an unemployment convention. With regard to employment offices, members of the League of Nations which ratify the convention agree to establish a system of free public employment agencies under the control of a central authority. Committees, which shall include representatives of employers and of workers, shall be appointed to advise on matters concerning the carrying on of these agencies.

Where both public and private free employment agencies exist, steps shall be taken to co-ordinate the operations of such agencies on a national scale.

The operations of the various national systems shall be co-ordinated by the International Labour Office in agreement with the countries concerned.¹

This convention has been ratified by 25 nations.

¹ The convention also embodied a provision that after ten years the Governing Body of the International Labor Office should present to the International Labor Conference a report on the working of the convention and, if it seemed desirable, recommend its revision. The report was presented to the 1931 Conference but since there was no demand for its revision the convention was allowed to stand for another ten years.

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A convention with reference to employment agencies for seamen was adopted by the second International Labor Conference, held in Genoa in 1920. The nations ratifying this convention agree among other things to maintain a system of free public employment offices for seamen, and to report to the International Labor Office "all available information, statistical or otherwise, concerning unemployment among seamen and concerning the work of its seamen's employment agencies." Twenty nations have adopted this convention.

It is quite evident that the characteristic development of public employment office exchanges is from small, disconnected offices, local in organization and point of view and largely associated with relief, to national systems with a purely industrial outlook, entirely operated by the national government or in co-operation with provincial and local governments. Within this general course of evolution the perspective of the statistical procedures has steadily broadened toward national standardization. The first steps in this direction came through voluntary co-operation of the employment exchange officials, but the final outcome was attained through complete financing by the national government or grants in aid conditioned on observance of a standard statistical procedure and other requirements.

DEVELOPMENT OF STATISTICS

The evolution of statistical systems of public employment offices has followed the same general lines in all countries. After their first, entirely local stage, the offices, as their outlook broadened and as industrialization increased, were gradually organized into larger groupings and finally into national systems. The statistical methods reflect this historical development.

Each local office at first was largely a law unto itself and devised its own simple statistical procedure, adapted to its local situation and usually derived in part from the practice of other offices. The development of associations of offices on a district or national basis was due mainly to the desire of the officials to exchange and publish labor market information and to standardize statistical definitions and procedures.

The statistical history of the services in practically all the coun-

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tries studied is marked in its early stages by unofficial conferences of the officials to improve and standardize their statistical work. Sometimes the efforts of their associations were officially recognized and aided by the national authorities. There have been a number of these voluntary associations of officials on the Continent.

As the situation now stands, the employment services of France, Germany, Great Britain, Sweden, Switzerland, and Canada—in short all the countries studied except the United States—draw all or very considerable proportions of their cost of operation from national sources and follow a standardized statistical procedure prescribed by the national authorities.

EFFORTS IN THE UNITED STATES FOR UNIFORMITY

In the United States the public employment offices, working through the International Association of Public Employment Services, have sought for years to arrive at uniform methods of record-keeping for all offices and so at comparable statistics throughout the nation. This Association was organized in 1913 as the American Association of Public Employment Offices, with the following among its purposes: “to promote uniform methods of doing business in all the public employment offices” and “to secure a regular interchange of information and records among the various offices.”

It considered at its first meeting the lack of uniformity of methods and forms in public employment offices. Discussion on a paper presented by Walter L. Sears, superintendent of the Boston free employment office, on “What Records Should Be Kept and How They Should Be Kept,” led to the adoption of a resolution that since “there is such great disparity in methods used in the various public employment offices that their work can not be compared,” the executive committee should study methods used in public employment offices throughout the world and work out a set of forms to be submitted at the next annual meeting.

The executive committee was evidently unable to fulfil this task, and the 1914 convention appointed a committee “to consider and report standard schedules or blanks for use in public employment bureaus in the United States and Canada.” A committee on standards was appointed and at the 1915 meeting Mr. Sears presented its preliminary report, which suggested the necessary forms and

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the information they should contain. The convention went on record as urging the officials of existing and future offices to maintain greater uniformity in their record-keeping.

At the next meeting Royal Meeker, Federal Commissioner of Labor Statistics, presented a paper on "What Records Should Be Kept by Public Employment Offices and How They Should Be Used," in which he commented on the publication of data relative to the operations of public employment bureaus, initiated in January, 1916, in the *Monthly Review* of the Bureau of Labor Statistics. He pointed out that there was no uniformity in the practices of the offices, that these differences rendered the records incomparable, but publication of the data, he thought, would before long cause superintendents of employment offices to agree upon uniform definitions, standards, and record forms. The sentiment of the gathering was that compilation of the statistics was worthwhile, but that "agreement must be reached upon uniform definitions and practices" so that the reports from all offices would be on the same basis. To formulate such definitions and practices, a Committee on Standardization was named under the chairmanship of Dr. Meeker.

The Committee invited to its meetings superintendents of employment offices and others actively interested in employment office work and presented a detailed report at the 1917 convention. The report embodied resolutions passed at these meetings as to interpretation of terms used in official reports and the kinds of records that should be kept by the offices. Standard forms were recommended for the employer's order, the employe's record, and introduction cards. The Committee asked for further time to consider a uniform classification of occupations. By vote of the Association the report of the Committee was adopted and the Committee was continued.

Meanwhile a beginning toward uniformity was made by the United States Employment Service as established by the federal government in co-operation with the states during the World War, but its dismantling after the close of hostilities put an end to this effort. The Service still publishes monthly a national compilation of reports received from co-operating offices,¹ but the data

¹ See footnote, p. 41.

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are incomparable in many respects by reason of the diverse procedures of the states. It has recently prescribed a new set of forms for use in the co-operating offices, but the statistical procedures throughout the various states remain unstandardized.

Reports of the International Association of Public Employment Services in the succeeding years contain no reference to committees on uniform methods and statistics, perhaps because pressure of war activities forced these questions into the background, but in 1925 Francis I. Jones, Director General of the United States Employment Service, urged that the Association again appoint a committee to consider proper forms and procedure, particularly in the matter of registration of applicants, so that the statistics of the co-operating states would be uniform. The convention acted upon his representations and authorized the chairman to appoint a committee "to carefully study the methods now in operation in the various offices in the United States and Canada and prepare and present a report on this subject at the next meeting of the association."

The Committee was appointed but evidently was unable to complete its report for the next convention, for in 1926 the Association "reaffirmed its stand in favor of a uniform procedure for American employment services" and resolved that the Committee should be reappointed. No report was forthcoming in 1927, and the Association requested the incoming executive to appoint a committee to consider measures for promoting more uniformity in employment office methods. Charles J. Boyd, superintendent of the Chicago free employment offices, was appointed chairman and the next year presented the preliminary report of the Committee on Uniform Records. This was accepted as reporting progress and the same committee was continued for further report at the next convention.

Several meetings of the Committee were held but since the members failed to agree on many points they presented the following resolution to the Philadelphia convention of 1929:

Your committee on uniform forms, records and procedure recommends that an invitation be issued by this Association through its secretary to the Committee on Governmental Labor Statistics of the American Statistical Association to take under advisement the problem involved in the question of forms, records and procedure and make recommendations to this Association.

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The Association adopted the resolution. The Committee on Governmental Labor Statistics agreed to undertake the task and began the study which has resulted in this volume.

From time to time efforts have been made in various cities of the United States to secure comparable statistics among the local public and non-commercial private employment agencies. Two of the most recent and important efforts deserve mention—the employment reporting systems sponsored by the Welfare Council of New York City, and by the Joint Committee of the [National] Association of Community Chests and Councils and the Local Community Research Committee of the University of Chicago.

The Welfare Council's section on employment and vocational guidance, composed of those employment agencies in New York City which have the operation of employment offices as their primary purpose, initiated their employment reporting system in February, 1928, with reports from 24 agencies. By February, 1932, the number of participating agencies had increased to 36, including the public employment offices of the state system located in New York City.

The tentative reporting form was developed co-operatively by the research bureau of the Welfare Council and its section on employment and vocational guidance. This form has been changed from time to time. The research bureau assumes responsibility for collecting the reports, and editing and compiling them for submission to the members of the section. Staff members of the bureau have visited the agencies to advise on methods that would enable them to report more accurately and easily.¹

The form now in use² by the Council calls for figures for the calendar month on registered applicants, openings, referrals, and placements (subdivided into placements for less than a week and one week or more).

¹ In the course of the work of the Welfare Council a comment was made by the superintendent of one of the Bowery employment agencies that he thought the figure the agencies were reporting for the number of openings did not present a true picture of the demand for labor since in that figure were included reopenings of the same position, when several placements were necessary before a satisfactory applicant was secured. He also believed that openings should be divided into permanent and temporary since the number of openings reported was swelled by jobs for only a day or so. His comment has added interest in the light of the recommendations of the present study.

² See Appendix C, p. 310.

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In the fall of 1927 the Joint Committee of the [National] Association of Community Chests and Councils and the Local Community Research Committee of the University of Chicago undertook an experiment in the registration of social statistics. Public and voluntary agencies in some 25 cities were invited to co-operate in reporting monthly statistics on the services they were rendering. The report forms were put into use in January, 1928. "Free employment service," one of the fields of work included, was defined as covering "agencies or departments of agencies, both public and private, that place or attempt to place men or women in gainful employment without making a charge for their service." The form¹ covered figures for the calendar month and was divided into three main divisions—"day work,"² all other employment, and staff."

During 1928 reports were received from 107 free employment bureaus in 27 cities. The work was continued throughout 1929 (with reports from 109 bureaus in 28 cities) and the first six months of 1930. At that time several of the reporting systems were taken over by the Children's Bureau of the federal Department of Labor, but the employment reporting system was not among these and was discontinued.

INTERNATIONAL EFFORTS FOR UNIFORMITY

Some of the effort to standardize employment office statistics has been international in scope. In 1911 the International Statistical Association and the International Unemployment Association (*l'Association Internationale pour la Lutte contre le Chômage*) appointed a joint committee to prepare a program for a conference on statistics of unemployment to be convened in 1913. At that international conference, held in Ghent, Belgium, in September, 1913, certain resolutions were adopted, some of them dealing with employment offices. It was stated:

The actual position as regards employment bureaux is almost everywhere unsatisfactory. The scattered nature of the organisations and the diversity of the methods of administration make it impossible to obtain a clear general view of the situation on the labour market at a given moment, to determine with certainty the number of workers available and

¹ See Appendix C, p. 311. ² For discussion of this term, see note on p. 46.

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the number of vacant places, to establish a rational equilibrium between supply and demand, to draw up useful statistics of the labour market, and to take preventive measures in time against unemployment.¹

The principles on which the offices should be organized were outlined and on the several national sections was placed the duty of urging on their central administrations or legislatures such reforms as might appear practicable "in order to assist in developing and perfecting the work of the bureaux by requiring them to adopt uniform principles of administration and statistics, and by placing the organisation of the system of bureaux entirely under the control of the State."²

The World War interrupted these efforts but at the first International Labor Conference, held in Washington in 1919, the convention adopted a resolution concerning unemployment which provided that each ratifying nation should report to the International Labor Office, at least once every three months, "all available information, statistical or otherwise, concerning unemployment, including reports on measures taken or contemplated to combat unemployment."

A resolution of the same Conference invited the Governing Body of the International Labor Office "to form an International Commission empowered to formulate recommendations upon the best methods to be adopted in each State for collecting and publishing all information relative to the problem of unemployment, in such form and for such periods as may be internationally comparable."

On June 8, 1920, the Governing Body established a commission of three members, one from each of its three groups—workers', employers', and government delegates. The commission presented its report to the session of the Governing Body of the International Labor Office in April, 1921, and then the Office communicated to the government members of the International Labor Organization for their criticism, draft tables, among other material, for use in the compilation of unemployment statistics. A report of the Interna-

¹ Bulletin Trimestriel de l'Association Internationale pour la Lutte contre le Chômage, Avril-Juin, 1914, p. 456.

² *Ibid.*, p. 457.

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tional Labor Office contained the opinions of the different governments; and an analysis of their observations.¹

With reference to "statistics dealing with the working of public employment exchanges," the International Labor Office recommended that the governments should supply them quarterly with the following data: (1) Total, during the quarter, of applications for work, vacancies and vacancies filled, classified by sex and by certain industrial groups, and that countries that had not ratified the unemployment convention of 1919 should report every month; (2) "Balance of applications and vacancies remaining unsatisfied" at the end of the month, classified by sex and industries or professions.

Since then the International Labor Office has convened four international conferences of labor statisticians,² the first three covering almost the entire field of labor statistics, and the fourth dealing with the nature and scope of wage data supplied to the International Labor Office, and possible improvement in its collection and international comparison. The official representatives of the governments at these conferences were generally the heads of the departments dealing with labor statistics.

The primary object of the first three conferences was to discuss the methods by which statistics were compiled in the different countries "with a view to rendering them more comparable and thus simplifying the study of labour problems from the international standpoint." Resolutions were adopted on each branch reviewed in the hope that the governments would endeavor to bring their own statistics gradually into conformity with the methods and definitions suggested in the resolutions.

In preparation for the second conference (April, 1925) the International Labor Office issued a report³ which described the information supplied by the various types of "unemployment or labour market statistics available" (including employment exchange statistics) and offered conclusions for improvements in

¹ Methods of Compiling Statistics of Unemployment: Replies of the Governments. Studies and Reports, Series C, Unemployment, no. 7, International Labor Office, Geneva, October, 1922.

² October, 1923; April, 1925; October, 1926; and May, 1931.

³ Methods of Statistics of Unemployment. Studies and Reports, Series N, no. 7, International Labor Office, Geneva, 1925.

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national statistics and their international comparability. This provided the conference with the basis for its discussions and resolutions.

The second conference,¹ devoted in part to statistics of unemployment, decided on data to be included in statistics of unemployment insurance, trade unions, and employment exchanges to indicate the state of the labor market. Statistics of compulsory unemployment insurance were considered the best, and while statistics of employment exchanges, it was held, were of little use for international comparison they did provide "a criterion for estimating and comparing the efficiency of the institutions created to prevent or alleviate unemployment and its consequences."

The resolution on unemployment statistics stated in part:

(4) The statistics derived from public employment offices should give:

(a) The number of workpeople registered on a given day of the month as seeking work, with the total number of vacancies remaining unfilled on the same day.

(b) The number of workers' applications registered, of vacancies notified, and of vacancies filled, during the month.

(5) Employment exchange statistics should be compiled so that as far as possible unskilled workers are distinguished from other classes of workers. . . .

(8) The statistics . . . should distinguish males and females and should, so far as possible, give figures for separate occupations. . . . The classifications used should be based on the classifications adopted in the general population census in so far as these are applicable to employment exchange operations.

(9) It is desirable, for comparing statistics of unemployment internationally:

(a) That precise and detailed information should be published and kept up to date as to the methods adopted in compiling the various statistics of unemployment; in particular, each country should indicate any legislative or administrative changes affecting the value of its unemployment statistics. . . .

FUNCTIONS OF EMPLOYMENT OFFICE STATISTICS

There are two main purposes underlying public employment office statistics: (1) Administrative: Obviously, if this business

¹ The proceedings of this conference are contained in the *International Labor Review*, vol. 12, no. 1, July, 1925, pp. 1-22.

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is to be efficiently conducted the facts of its experience must be recorded and analyzed from time to time as a basis for administrative policy and planning. (2) Economic and social: Employment office operations yield data on labor demand and supply that contribute to the statistical basis of social planning. This is especially true when the service is nation-wide and conducts a highly diversified business.

The published statistics of the offices are statistics of the labor market in so far as an organized market for labor can be said to exist. Comparing labor for the moment merely to a commodity, data on demand and supply have the same value as the statistics of any other commodity market in so far as they represent the total volume of transactions. They show fluctuations in absolute demand and supply and the ratios of demand and supply by industry and by occupation.

A conspicuous lack in employment office statistics, however, viewing them as market data, is the almost entire absence of price quotations. A person interested in the security or commodity markets, by examination of the reports, can learn the "bid" and "asked" prices at any time and can follow the price movements. It is true that the rates of reward for service fluctuate less than commodity rates; as compared with most commodities they remain relatively steady over longer periods, but in each case there are forces making for advance and decline, there are organized "bull" and "bear" parties, and price adjustments are constantly made. It seems obvious, therefore, that public employment offices will not completely fill their statistical function until they record the wage quotations of their transactions and publish at least an adequate sample of them at regular intervals.

This function has not been completely overlooked. In Belgium there has been some experiment with the publication of the wage rates offered in openings filled by the offices.¹ In Canada the local offices report to the Department of Labour for a considerable proportion of their placements the wage rates indicated in the order. In one special compilation the placements of the offices in a number of the leading cities were analyzed by the principal occupations and a distribution of placements over the wage rates was indicated

¹ See Appendix E, p. 314.

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for each occupation.¹ In the United States the Connecticut employment service publishes certain wage statistics. The biennial report of the Bureau of Labor Statistics of that state gives for each office in the state, and for a varying number of occupations, the "maximum and minimum wages paid in positions filled." In Massachusetts the local offices report to state headquarters on rates of compensation for persons they place, but tabulations of the data are not made public.

Statisticians in this country have deplored the general lack of wage-rate information, but even if the employment offices published these data, the market is so decentralized and so many transactions are effected "on the curb" that the reports of the offices would not accurately reflect the general market situation. If the public employment service should be established on a nationwide basis and an increasing proportion of the total labor turnover should pass over its counters, the publication of quotations would be increasingly important. Any plan of statistical procedure must have regard to this possible development.

The ratio of openings to applicants is compiled and published in Germany, Sweden, Canada, and several states of the United States as an indication of the labor demand and supply at their offices. It is not published in Great Britain, France, or Switzerland. The International Conference of Labor Statisticians has indicated the information that statistics of employment exchanges should include, but the ratio of openings to applicants is not included in their recommendations.

In the United States Dr. W. A. Berridge has compiled an index of the ratio of openings to applicants from the employment office data for Illinois, Massachusetts, New York, Ohio, Pennsylvania, and Wisconsin, rejecting, after critical appraisal, the data published by other states.² A study containing the results appeared in the Federal Reserve Bulletin for February, 1924 (pages 83-87). There were found, in the definitions and reporting practices used by the various states, several inconsistencies which would have rendered misleading any composite obtained by mere summation

¹ See Appendix F, p. 316.

² Some of the data from these other states were rejected because of intrinsic faults within the series concerned, and other data because satisfactory series were available for too short a period at the time the preliminary tests were made, in 1923.

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of the states' figures. These inconsistencies brought about a considerable difference from state to state in the range of variation between peak and trough. Nevertheless, the state curves were found to be fairly consistent in "timing." To eliminate the inequalities of vertical range or "amplitude," the ratios for each state (after elimination of seasonal variation) were expressed in terms of their respective standard deviations and the final weighted composite was also expressed in terms of its standard deviation above and below the four-year average, 1919-1922. The close agreement in contour of the six state curves is indicated by their correlation coefficients,¹ which range from 0.88 to 0.95.

When the final weighted composite was correlated with the number of employes on factory payrolls, also corrected for seasonal variation and expressed in terms of the standard deviation, it showed a general agreement—a correlation of 0.96 for the four years. The index of employment office ratios was more sensitive, starting down more promptly after a boom and moving down more abruptly in the early stages of depression.

Berridge states that the value of the ratio tends to vary through a wider range than either of its terms, because the numerator (openings) and the denominator (applicants) tend to vary inversely during a period of economic change. On the other hand, he found the ratio less susceptible to certain non-significant fluctuations than is either of the terms composing it, each of which often fluctuated from month to month because of inconsistencies in the original data, such as the shift from four- to five-week periods. Where these inconsistencies affected proportionately both numerator and denominator they, of course, tended to cancel out. Still another advantage of the ratio is that it tends to lessen the influence of long-time growth, which affects both numerator and denominator.

In the July, 1926, issue of the Review of Economic Statistics, Berridge carried the index of employment-office ratios through May, 1926, and compared the curve with an index constructed for the Metropolitan Life Insurance Company, for the voluntary-quit rate² in selected American factories, adjusted for seasonal variation.

¹ When each state is compared in turn with an unweighted composite of the six states, to minimize "spurious correlation."

² This is the ratio of the number who voluntarily "quit" their jobs to the average number on the payroll.

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These two series agreed in time sequence at all of the major "lows" and most of the major "highs", as well as in many of the smaller bumps and dents in the curve. The coefficient of correlation between the two indexes¹ was 0.95. The agreement, he thought, was extraordinary between two such curves derived from independent sources; and their relationship seemed virtually conclusive proof that each series was more dependable than might have been supposed without such supporting evidence.

While Berridge felt that the employment office index was more sensitive than the indexes of actual employment, he was of the opinion that the existing statistics of the employment offices were of little if any use in measuring the effectiveness of public placement work in one state as compared with that in another. Its usefulness is rather thought to lie in its indicative value as a labor market barometer, especially when used in conjunction with other barometers of a related character, such as quit rates and other measures of labor turnover, employment advertising, number of employes on payrolls, and the amount of such payrolls.

The vocational guidance movement is affected by the kind of statistical data a nation-wide employment service can afford. Guidance can utilize statistical evidence of the trends of demand for labor but the data on demand must be classified by occupations, sex and age groupings, for at least junior and adult groups. The occupational classification of openings and applicants presupposes job analysis, generally accepted job specifications, and some use of work tests. Much research in these directions will be necessary before employment offices can contribute effectively to vocational guidance. National totals must be had, for an occupational field declining in one section of the country may be expanding in another, and state and local figures will be required to indicate the occupational trends in labor demand and supply for state and community planning. Improvement in employment office administration and greater scope will be needed, but any plan of statistical procedure should have regard to the probable growth of the vocational guidance function of the service.

¹ These two indexes also agree very closely with one subsequently compiled by the Metropolitan Life Insurance Company, representing the composite volume of "help wanted" advertising in newspapers.

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The administrative purpose of employment office statistics is primary. They are indispensable for the efficient conduct of the service but, recognizing this, in so far as the operations of employment offices may be made, without undue effort, to yield data of value for social planning in the community, state or nation, their managements must meet that responsibility.

This dual purpose has been in mind in making the recommendations of this study, but there has been practically no attempt to indicate certain data that pertain only to the efficient administration of the service, for the officials themselves should be the best judges on these points. The recommendations given have regard mainly to data which have social import.

Employment office statistics have a twofold basis: (1) information contained in the office files with reference to openings that the office has been asked to fill and applications for employment; (2) the records of transactions that bring into contact employers who have notified the office of openings and persons who have made applications for employment.

The information recorded with reference to openings and applications differs between offices in the number of items, since only the bare essentials are recorded by some while others add many details. The completeness of the information taken obviously depends on the occupational field in which the office operates and the care with which the placement work is conducted.

On the other hand, each of the four principal divisions of work of an employment office—openings, applications for employment, referrals, and placements—involves transactions that differ in various ways. These transactions offer many and various possibilities for statistical recording, resulting in dissimilar methods in different countries, in different states in the United States and even among offices in the same state.

As a basis for the final recommendations, Chapters III to VIII indicate briefly, under each of the four designations of the major operations of the offices and the related questions of clearance, classification of the data and its publication, the administrative procedure generally followed in these phases of work in the United States and the other countries studied; something of the possible variety in the transactions thereunder; and the manner in which the various transactions are recorded statistically.

CHAPTER II

WORK AND TERMINOLOGY IN EMPLOYMENT OFFICES

THE principal functions of an employment office are to receive notifications of opportunities for employment from employers, to receive requests from persons seeking employment, and to bring into contact the opportunity and the person seeking it. This is done by directing suitable applicants to prospective employers and ascertaining in each instance whether or not the person sent has been accepted, in order that the transaction may be considered closed and so recorded; or, if the person sent has not been engaged, that another may be sent if the employer so desires.

Transactions in these various departments of activity are ordinarily recorded under four principal heads, designated in the United States by such terms as are given below. Different terms for the same transaction may be used in the one state. The terms employed in the other countries studied are discussed later.

1. Applications for help, calls, calls for workers, help wanted, help wanted orders from employers, labor demand, openings, opportunities for employment, persons asked for by employers, persons called for, persons wanted, places open, positions offered by employers, positions open, vacancies, workers called for.

2. Applications, applications for employment, applications for work, registrations, office registration for employment, labor supply, situations wanted, workers registered.

3. Referred, applicants referred, persons sent to positions, persons referred to positions, referred to positions, positions offered, references.

4. Applicants placed, placed, reported placed, places filled, positions filled, positions reported filled, persons receiving positions, persons placed in work, placements, verified placements, original placements, situations secured.

Some offices classify the transactions in two main groups designated "applicants" and "openings," or other similar terms, and enter both referrals and placements under one or the other.

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The designations for these principal divisions of work show considerable diversity as between different countries, and in the United States as between different states. In this country the United States Employment Service has been an influence toward standardization of terminology, since when organized in 1918 it adopted terms which are still employed in the published Monthly Report of Activities of State and Municipal Employment Services Co-operating with United States Employment Service.¹ These terms are: registrations, help wanted, referred, placed.

Choice of terminology is governed by certain obvious considerations. The terms adopted should indicate accurately what the operation represents and be free from ambiguity. This implies that words or phrases commonly used in another connotation should be avoided. They should be similar in form. All nouns, for example, are preferable to a combination of nouns and verbs or other parts of speech. And, finally, they should be as brief as is compatible with clearness.

The terms suggested to designate operations under the four principal divisions of employment office work are—openings, applications for employment, referrals, placements.

OPENINGS

Among employment offices in the United States the term in most common use to designate opportunities for employment is "help wanted," 14 states using this term. It is also the designation adopted by the United States Employment Service. Others in use are specified at the beginning of this chapter.

The terms used in the other countries studied to designate openings are as follows:

France	offres d'emploi
Germany	offene Stellen
Great Britain	vacancies
Sweden	lediga platser
Switzerland	} offene Stellen
	} offres d'emploi
Canada	vacancies

¹ Discontinued with issue of January, 1932. Title changed in that issue to read Monthly Report of Activities of Federal Employment Offices and State. . . .

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Certain observations may be made with reference to these usages. The term "vacancies," as used in the offices in Great Britain and in Canada, is in the United States not commonly applied to employment opportunities. A passing comment of one of the officials in Great Britain indicated that there the term was frequently misunderstood by applicants for employment.

The word "positions" in such a phrase as "positions offered by employers" is open to the objection that in common parlance it denotes a rather high type of employment. It is not customary to speak of employment in unskilled work, for example, as a "position." "Help," as in "help wanted," on the other hand, is applied to unskilled workers and to workers in skilled trades and not to persons in clerical and professional employment.

"Openings" is recommended as the preferable term, since it is a noun, not likely to be misunderstood, and applies equally to skilled and unskilled employment.

APPLICATIONS FOR EMPLOYMENT

In the United States, while the terms "registrations" and "applications" are both in common use to describe requests for employment, the former has been more generally adopted, being used both by the United States Employment Service and 13 of the states. Other terms have previously been given.

The European and Canadian terms to designate the recording of an application from a person seeking employment are:

France	demandes d'emploi
Germany	Arbeitsgesuche
Great Britain	registrations
Sweden	ansökningar om arbete
Switzerland	{ Stellensuchende
	{ demandes d'emploi
Canada	applications

It is suggested that the term "applications for employment" should be adopted as the more general and less ambiguous designation, since in many offices a registration has come to mean the initial recording of such particulars concerning an applicant as are necessary to secure employment for him.

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REFERRALS

The term most commonly used in the United States to designate the sending of a person seeking employment to an opening as an applicant is "referred." This has been adopted by the United States Employment Service and by 17 states. Other terms in use have been previously indicated.

In foreign countries the following terms are in use, although in the national systems statistics on the item are compiled in Canada only:

France	essais
Germany	Ueberweisungen
Great Britain	submissions
Sweden	Anvisning
Switzerland	} Zuweisungen
	} assignations
Canada	referred to vacancies

As to terminology, "referred" is open to the objection that it is not similar in form to terms suggested for other phases of employment office work, in that it is not a noun nor is it uniform with the other terms adopted by the United States Employment Service.

"Applicants referred" is misleading and is not an exact description of the transaction, since the same individual may have been referred more than once and the phrase seems to refer to the number of individuals referred.

"Reference" is ambiguous, in that it is ordinarily used to describe the person or letter recommending someone for a position.

"Persons sent to positions" does not indicate that the persons were sent out for interview only and perhaps failed to secure the positions; to a person unfamiliar with employment office work it might easily imply that they were successful.

"Referral" is recommended as the preferable term. It is similar in form to the other terms and is free from ambiguity.

PLACEMENTS

The term most frequently used in the United States to designate the filling of a position is "placement," nine states having adopted it. "Reported placed" and "placed" are used by the United

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States Employment Service and several states.¹ Other terminology has been indicated.

In Europe and Canada placements are described in the following ways:

France	placements
Germany	Vermittlungen
Great Britain	placings
Sweden	tillsatta platser
Switzerland	{ besetzte Stellen
	{ placements effectués
Canada	applicants placed

Of these designations, "applicants placed" and "persons receiving positions" are both open to the objection that they seem to refer to the number of individuals receiving positions when as a matter of fact one individual may have been placed several times and so be represented more than once. This is particularly true in offices patronized largely by casual and day's workers.

To qualify placements as is done in "verified placements," "positions reported filled" and "reported placed" seems no longer necessary because in the administration of employment offices it is now held that placements should be recorded only when there is evidence that the applicant referred was engaged for the position. The United States Employment Service on its report form has not changed this term which it adopted on its organization in 1918, at a time when placements were not always verified before being considered as such.

The verb "placed" is not similar in form to the other terms suggested, nor to the others used by the United States Employment Service.

"Placements" is recommended as preferable because it is free from the objections enumerated above and, in addition, is quite generally accepted by the states.

OTHER TERMS

In addition to the designations for these main divisions of work, certain other terms are in common use in employment offices to

¹ The new forms of the United States Employment Service substitute "placements" for "reported placed."

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describe persons seeking employment, employers' requests to the office to direct persons to them, and so forth. For most of these, there is but slight variation in form and meaning throughout the countries studied, but others are used with different connotation or somewhat indiscriminately with no clear definition.

The following is a list of such terms and their content:

Order. An employer's request that the office shall direct one or more persons to him as prospective employes is an order. It is so designated in most of the employment offices in the United States and Canada.

Reopening. The subsequent opening of an employment opportunity because the person placed remained a shorter period than was anticipated.

Applicant. Applicant is the term used to designate an individual seeking employment at an employment office.

Re-application. According to usage in different offices a re-application is a subsequent request for employment given within a specified period.

Registration. A registration is the recording on the occasion of an applicant's first request for employment of such information concerning him as is necessary for intelligent referral. The term is so used in this report and in a majority of the employment offices in the United States. Some offices apply it also to the applicant's first request for employment within the statistical year which may or may not represent his first request at the office. Others use the term interchangeably with "application" to denote a request for work, whether or not involving the recording of particulars concerning the applicant's qualifications.

Registrant. A registrant is a person seeking employment concerning whom an employment office has recorded the particulars necessary for his referral.

Re-registration. Re-registration is a subsequent recording of information with regard to an applicant. A re-registration in the offices that describe a registration as an applicant's first request within the statistical year is a subsequent request for employment within the given period. "Re-registration" and "re-application" are used interchangeably in some offices in the same way as "registration" and "application."

Period of Validity. The period of validity is the space of time during which an employment office directs its efforts toward filling an order or an application for employment; in other words, the period during which the order or application is considered to merit the active interest of the staff.

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Renewal. A renewal is the process by which an employer or applicant indicates before expiration of the period of validity fixed by the rules of the office that the order or the application is still valid. This term is in common use in the United States with reference to applications for employment when the applicant renews, or makes renewal of, his application.

Duration of Employment. Some offices divide employment according to duration into temporary and regular. A definite division point, ordinarily a few days, is set and employment for that duration or less is classed as "temporary"; employment for that time or longer is designated "regular."

"Casual" is used with reference to employment that is irregular in character, and sometimes interchangeably with "temporary" to designate employment of short duration.

"Day's work" is a form of casual employment used to designate work for a day, usually in domestic service.¹

While in the United States the term "permanent" is used more commonly than "regular," it implies that the employment is to continue indefinitely. This is not in accordance with the situation, however, since offices making such a distinction would describe as "permanent" all employment not falling within the scope of "temporary," even though the duration were definitely specified. "Regular" seems the preferable term.

Clearance. Clearance is the term used to designate the exchange of information between employment offices having a surplus of openings or applicants with a view to the transfer of workers between them.

¹ The term *day's work* seems preferable to *day work*, which is used in some employment offices, because in industry generally the term *day work* is already used to contrast with both *piece work* and *night work*. As an employment service in the United States expands and includes a wider range of industries it may have need of using *day work* or *day workers* in these senses. Hence we adopt the terms *day's work* and *day's worker* for casual domestic work and other work for a day at a time. However, the terms *day work* and *day worker* appear with this meaning in some places, where they are quoted from statistical reports or record forms already in use in certain offices.

CHAPTER III

STATISTICS DERIVED FROM OPENINGS

RECORDING THE OPENING

THE office learns of openings by the receipt of an order from a prospective employer, which ordinarily is given over the telephone. The order may have come wholly on the initiative of the employer, or as the result of solicitation by placement clerks who devote part of their time to such work, or by special workers retained for the purpose.

The office will find that the order is the first received from this employer or that he has requisitioned workers on other occasions; that it is not really a new order but merely a change in one already given, or a call to send more workers to replace others already referred who were not engaged or who were tried out for the opening but have not remained. The order may apply to one or more persons; the number of workers may be indefinitely specified; it may call for persons for one occupation or several. Men, women, boys and girls, or persons in one or more of these classes may be required; the opening may be for employment of long or short duration; the place of employment may be within or without the immediate locality of the office or the city; and many other differences will occur.

The official who receives the order records particulars on the qualifications desired in the persons sought and the conditions of employment. The general procedure followed is to record these particulars on cards, using a separate card for each occupation represented in the order. A single order, for example, might requisition persons for four different kinds of employment and so would be entered on four separate cards. In some cases an employer's ledger card is used to record the complete order either at the time it is received, or it may be compiled later from the separate occupational cards filled in when the office was notified of the order.

The particulars specified will obviously differ with different openings, according to the type of work and degree of skill desired.

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But to deal effectively with the order the office will require detailed specifications, which in most cases will include as a minimum (1) industry or service responsible for the request; (2) occupation; (3) sex; (4) age; (5) degree of skill required; (6) location of the employer's establishment; (7) wage or salary offered; (8) probable duration of the employment; (9) race or nationality. Other particulars also may be specified.

Many offices, both here and abroad, enter on the order card a symbol to indicate the industry, or occupation, or a combination of the two, in which the opening exists. The question of a classification by industry and occupation is dealt with later.¹

The order cards as a rule are numbered consecutively in a series from the beginning of the calendar or fiscal year, or perhaps in several series (in two, for males and females; in four, for men, women, boys, and girls; or on some other basis). They are filed behind guides for different occupations. These occupational groups are then subdivided according to the volume and diversity of work in the office. An alphabetical cross-reference file for employers using the office may also be maintained, with information of value in placing applicants and in soliciting future orders.

A limitation on the acceptance of orders exists in Great Britain, for the exchanges there do not receive orders if the wages offered are lower than the minimum established by minimum-wage legislation or if they contravene other acts of Parliament.

PERIOD OF VALIDITY

The offices try to fill orders as quickly as possible, and openings reported are usually considered valid until filled or cancelled. Cancellation may be made by the employer if he has found the desired workers elsewhere or if his requirements have changed, or automatically by the office when the order, as given, expired if not filled by a certain date. In practice the efficient placement official keeps in close touch with the employer so that an unfilled order is not likely to remain in the files without recent information as to its status. As orders are filled or for other reason become inactive they are transferred from the active to an inactive file.

In the United States, however, two states—Missouri and Penn-

¹ See pp. 80-85.

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sylvania—have established periods of validity for orders. Missouri ordinarily cancels unfilled orders at the expiration of a month, and Pennsylvania after approximately a week unless there has been intervening contact with the employer and report from him that the order is still unfilled.

Of the other countries studied, Switzerland, Germany, and France have established periods of validity for the order and require renewal, while Great Britain, Sweden, and Canada consider it valid until filled or cancelled. In practice, however, few orders in Switzerland or Germany would be allowed to lapse, and increasing unemployment in France may have modified the one-week period of validity.

In Great Britain no period of validity has been set for employers' orders, but the instructions issued to officials in the employment exchanges require that a telephone or mail inquiry should be made once a month of employers to insure that orders which have remained in the files a week or longer without some indication of their status are still open. If no reply is received within four days, the order is considered to have lapsed. In practice, the exchanges keep in close touch with employers, so that the number of such inquiries would not be large.

Switzerland considers an order valid until the twenty-fifth of the following month. If it has not been filled or has not been renewed by the employer before the expiration of that period, it is considered to have lapsed. A renewal of the order after the date fixed is counted as a new order and extends the period of validity to the twenty-fifth of the succeeding month.

The German procedure retains employers' orders in the active file until the end of the following full calendar month. The printed instructions state that if the opening involved has not been filled by that time and the prospective employer wishes the office to continue its efforts in his behalf, he must renew his order. Such renewal is the exception. Because of the numbers applying for work, orders are ordinarily filled almost immediately, and renewals are in order only when persons of unusual qualifications are desired. Unfilled and unrenewed orders are not transferred to the inactive file until after the office has been in touch with the employer to make sure that the opening is no longer available.

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Regulations governing the French offices provide that orders are valid for a week and if not filled within that period are considered to have lapsed. They are then transferred to an inactive file without notice to the employer. The clerks are at liberty to continue an employer's order beyond the week if the office has many applicants for that type of work.

METHODS OF COUNTING

All the states in the United States and the other countries count the total number of workers desired as the number of openings. This figure is obviously larger than the number of orders, since one order may requisition many workers. It is not always easy to record accurately the number of positions represented by new orders, for an employer may ask for a certain number of workers and include in this number a previous order which the office has not filled. Instructions for the guidance of the German offices point out the care required in this regard, particularly with those employers who use the office frequently. An employer may engage more persons from a group sent him for selection than he had originally specified. In such a case the number of openings originally recorded is increased.

Standing Orders. Procedures vary in the counting of standing and indefinite orders and reopenings of an order on which a placement has previously been made. The employer may maintain a standing order at the office for workers of a certain kind, or may state his requirements indefinitely. There is a wide diversity of practice in recording such orders, and many of the states evidently have no fixed policy.

In the case of a standing order, or when the number of workers is not specified, New Hampshire and New York make an initial entry of one and Maine and West Virginia estimate the number, unless placements can be made at once, and add to it as placements are made. Massachusetts, Michigan, Minnesota, and Wisconsin make no entry at the time, and then subsequently record as the number wanted the number of applicants referred to the job; while California, Illinois, Kansas, New Hampshire, New Jersey, North Carolina, Ohio, Oklahoma, Pennsylvania, and Rhode Island record the number placed.

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Indefinite Orders. When the employer's order is for an indefinite number, with perhaps a range mentioned, and the placement clerk is unsuccessful in ascertaining the exact number desired, the maximum figure mentioned is recorded in New Jersey, North Carolina, and Pennsylvania; and the minimum in Illinois, Minnesota, Missouri, and New York. If subsequently more than those originally recorded are desired, the number is added to on the basis of referrals or placements, as indicated in the preceding paragraph.

Reopenings. The counting of reopened positions presents difficulties. When a placement has been made and the applicant fails to remain, either of his own volition or because the employer found him unsatisfactory, and the office fills the position again within a short time, the question arises whether or not a new opening should be counted. This situation is to be distinguished from that in which the employer, by request or obviously, is trying out different applicants before making his selection.

All the states except Maine report that they count such reopenings as new positions. Once a placement has been made, the transaction is considered closed and if the position again becomes open, regardless of how short a time has intervened, a new opening is counted. In California, Minnesota, New Hampshire, New York, North Carolina, and Pennsylvania it is necessary that an order be again received. Massachusetts, North Carolina, and Rhode Island require that the applicant must have worked long enough to receive pay, either the applicant's or employer's statement being taken in this connection.

In each of the six countries studied other than the United States, reopenings of a position which has been filled by the office count as new openings. The requirement of receipt of pay is not made.

Clearance. Practice varies in recording openings which cannot be filled locally and are circulated among other offices in clearance procedure. The detailed descriptions of the statistical recording of clearance transactions indicate that the opening may be counted by the office of origin, the office filling the order, or by both.

In the United States the procedure on the whole is not clearly defined, and in some instances contradictory reports were received. The office of origin would seem to count the opening in Massachusetts (in certain instances), New York, and Ohio; the office fill-

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ing the order, in Massachusetts (in certain instances), Michigan, Minnesota, New Jersey, North Carolina, Oklahoma, and Wisconsin; and both offices, in Illinois.

In all the other countries except Sweden the opening is counted by the office of origin. In Sweden the opening is counted at both the office of origin and the office where the successful applicant is registered. The resulting duplication is eliminated when reports are compiled for the counties and the country as a whole. Switzerland provides an optional supplementary schedule for interlocal operations, on which each local office records the number of openings it receives from other offices and fills.

FIGURES COMPILED

In the United States all states compile as openings the total number of persons requisitioned in the orders received, but the figures reported for any given period by offices in different states may not be comparable, since they may represent (1) the number of openings reported to the office during the period or (2) the total number of openings dealt with during the period. The latter figure obviously includes the openings carried forward from the preceding period, which have received attention during the period. Oklahoma and Pennsylvania indicate that their reports cover the total number of openings dealt with in the period covered. The other states report the number of openings represented in new orders received.

In addition, and mainly as a guide in internal administration, 10 states—California, Kansas, Maine, Massachusetts, Michigan, Missouri, New Hampshire, Oklahoma, Pennsylvania, and West Virginia—compile the total number of requests received; that is, the number of orders.

A further analysis into the number of different employers represented by the orders received is made by Maine, Massachusetts, Missouri, New Hampshire, Ohio, Oklahoma, and Pennsylvania.¹ Massachusetts makes this analysis annually and Pennsylvania monthly.

Of these states, Maine, Massachusetts, and Missouri distinguish

¹ New York has been gathering this information since January, 1932, and listing out-of-town employers separately.

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still further the number of employers using the office for the first time from the number of those who previously have patronized it.

Classification of figures compiled on openings as well as on other items has been largely determined in the United States by requirements of the report submitted to the United States Employment Service by its co-operating agencies.

A classification by sex is made in all states and, although the United States Employment Service report provides for a separation by sex, totals only are published.¹ New Hampshire includes no sex classification in its published report, and Ohio and Wisconsin only in annual reports.

A classification by industry, occupation, or a combination of both, is made by California, Illinois, Massachusetts, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin²; and a classification by occupation by Connecticut and Rhode Island. Most of the states classify "help wanted" only by type of worker desired, as described in the weekly report to the United States Employment Service—unskilled, skilled, and clerical and professional for males; and domestic, industrial, and clerical and professional for females.³

In the other countries studied, figures compiled for openings represent the total in the orders received during the period, the total available, and the number active at the end of the period. Germany, Sweden, and Switzerland subdivide the total available to show new openings and numbers brought forward. All classify by sex and industry.

In Great Britain the offices compile for inclusion in their weekly statistical return totals for the number of "vacancies notified" to the offices during the week, and the number remaining "live" at the end of the week, classified by sex. The monthly return on vacancies classifies by industry and certain occupations thereunder, with separate returns for men and women, totals for the following items: brought forward, received during the month, cancelled or lapsed, and carried forward to the following month.

Each of the Swiss offices compiles for the monthly report figures on the number of openings recorded during the month, the number unfilled at the end of the preceding month, and the situation on

¹ See footnote, p. 41.

² See pp. 238-241.

³ For new form see Appendix C, p. 307.

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the last day of the month. The latter figure is carried forward to the next month and is ascertained by an actual count in which openings received during the previous month but not renewed up to the twenty-fifth of the month in question are excluded. The classification is by industry; and by sex, occupation, and degree of skill under each industrial group.

On their monthly report the Swedish offices record the number of openings which were brought forward from the previous month and the number of new openings received during the month. A separate figure under the latter is given for openings outside the town which were counted as a result of clearance procedure and the transfer of applicants to other offices for placement. All are classified by sex and industry.

The Canadian offices forward daily reports for compilation at headquarters of the Employment Service of Canada. These transcripts of information include particulars regarding "vacancies," described in detail later.¹ The reverse of the daily report is a daily summary, the use of which is optional. To "vacancies unfilled at beginning of day" are added "vacancies notified during the day," and then "vacancies cancelled during the day," and placements actually made are subtracted to secure "vacancies unfilled at end of day." This figure is carried forward to the next day and represents the actual number of openings the office has to fill. The classification is by industrial groupings but not by sex. Compilation is made by national headquarters at semi-monthly and monthly intervals of the number of "vacancies reported during period" and "unfilled at end of period," classified by office. A separation by sex is made only in the totals for all Canada. A more complete quarterly report analyzes totals for each province by industry, and the annual report gives totals for each province by sex as well as by industrial groups.

The monthly report form in Germany calls for entries on openings classified by sex, industry, and occupation. Total openings are subdivided into "new" (received during the month) and "remainder from the previous month." The latter are those openings for which the period of validity has not expired or which have been renewed. To include them in the count, the office must consider

¹ See pp. 162, 164-165.

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that they are still available, for the instructions state that "all openings which it may be assumed with certainty are no longer of value to the labor market" are to be regarded as filled. The form also provides a column for the recording of openings no longer available, because of expiration of the period of validity, withdrawal, or other reason. This does not apply to openings filled by the employment office.

The weekly report in use throughout the public system in France calls only for the number of openings outstanding at the end of the week (on Saturday); that is, the number which had not been filled and for which the period of validity had not yet lapsed. These are classified by sex and by industry.

On the other hand, the additional report required by the Department of the Seine relative to the monthly operations of offices within its jurisdiction (the city of Paris and some of the surrounding area) provides for the number of openings available during the month, classified by sex and occupational groupings within the specialized services of the Department. The number reported represents the number of new openings recorded for the first time during the month, together with those recorded in the previous month and renewed in the month in question. If, for example, an opening were first recorded in July, with its period of validity extending into August, but was not renewed by the employer, then it is not counted in the figures for August.

An item for visits, intended to represent the total number of calls made at the office by persons seeking work, is also included on the monthly report for the Department of the Seine, but not on the official weekly report. According to procedure in these specialized offices, applicants on arrival are given consecutively numbered slips to determine order of interview with the placement clerks. The number of slips issued each day is recorded and totaled for the month. The department officials hold this item as far less important than the others and realize that the figures reported are not accurate. They look upon it as giving some further indication of the activities of the offices.

CHAPTER IV

STATISTICS DERIVED FROM APPLICATIONS FOR EMPLOYMENT

RECORDING THE APPLICATION

A PERSON seeking employment makes application at the nearest office, or, in localities where offices are specialized for various kinds of employment, at the office dealing with his occupation.

There is great diversity in applications for employment, as with openings. Some applications represent the first call of the applicant at the office, while other applicants will have called previously. Some of the latter will have been placed by the office on a previous occasion. Many calls will be merely "repeat" visits with regard to applications for employment already recorded within the statistical period. Applicants will be seeking work in various industries and occupations; some will accept work in only one line, while others will have a secondary occupation; some will be employed at the time of making application and will be merely seeking a change; some will be temporarily laid off and seeking employment during the period of the layoff. Others may be returning from a trial on an opening to which they have been referred and have not been accepted. Others may return a comparatively short time after being accepted and placed at work. Applications will come from housewives and others who can accept casual and day's work only. Certain applicants will be physically or mentally incapable of accepting employment.

The procedure of recording for the office files information with reference to the applicant is commonly known as a "registration" and consists in filling out a registration form either by the applicant or a member of the staff from the information supplied to him. In order to render the best service to applicants and employers it is necessary to make a careful record of all the applicant's qualifications and his availability for employment. The form accordingly provides for name, address, and other identifying information;

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particulars as to education, training, and experience, more or less detailed according to the kind of work; and any conditions with reference to the employment sought.

The essential information is then transferred to an applicant record card, or the clerk may have recorded the information directly on the card. The following points indicate the minimum information usually included: (1) industry or service in which employment is sought; (2) occupation; (3) sex; (4) age; (5) degree of skill possessed; (6) location of the desired employment; (7) wage or salary desired; (8) duration of the employment (regular or casual); (9) race or nationality; and perhaps other particulars.

As with orders, it is the general practice to number the cards consecutively, in one or several series from the first of the calendar or fiscal year, and to file them behind guides for different occupations. The filing of applicant cards within the occupational groups is ordinarily alphabetical, but a chronological order is sometimes employed. If the applicant wishes to register for more than one kind of work, duplicate or cross-reference cards are filed. On the reverse of the applicant's card appears the record of the office dealings with him. Active and inactive files of applicant cards are usually maintained, the former containing the cards of persons not immediately available because they have been placed, have cancelled their requests, or have allowed a specified period to lapse without contact with the office.

LIMITATION OF REGISTRATION

Most offices attempt to register all persons seeking work without restriction. This is required by law in some states, while in others—for instance, Massachusetts—preference must be given to residents of the state. In times of serious unemployment, when applicants crowd the offices, it is often impossible and may not be desirable to register all who apply if there is no hope of placing them.

Maine, Michigan, Oklahoma, and Virginia report a restriction in practice with reference to accepting applications for employment from all applicants. Maine does not register those who are “floaters,” or unreliaables, or have no habitat.” Michigan's procedure varies, different offices not registering non-citizens, non-

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residents, or common labor. Oklahoma formally registers "those having a permanent address and telephone." Virginia limits the number of common laborers from whom applications are taken on the basis of the number of openings available.

In addition, what may be described as a statistical limitation exists in Minnesota, since the system in that state records as applicants for employment only those who can be referred to positions.

Such limitations on registration are not prescribed in the other countries except in Switzerland and Germany. In the former an application is recorded for a transient, a person resident in a community for less than two months, only when he can be placed in employment because no suitable local applicant is available. Otherwise, his application is not counted in the statistics. Germany counts the application of a non-resident only if he can be placed in employment or repeats his application within a week.

Registration of Employed Persons. Applications are received from employed persons in all the reporting states of the United States and the other countries studied except France. The number of employed persons, it is held, represents a small proportion of applicants, as would obviously be the case in times of unusual unemployment. In France a person already in employment is not registered for another opening "en principe." The clerk may register him, however, if the reason for wishing to change seems valid, but not if there are unemployed persons in the line of work to which he wishes to change.

PERIOD OF VALIDITY

Applicants ordinarily are expected to keep in close touch with the office until placed, but in order to make sure that the file of applicants represents as nearly as possible persons actually available for employment a period of validity for the application may be set. In this event the applicant is required to renew his application within certain intervals if he still wishes to be considered for employment, and the dates of renewal are entered on his card. If renewal is not made, the card is transferred to the inactive file, either with or without notice to the applicant.

In the United States the shortest period of validity is the fifteen

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days set by New York State. If the applicant has not made renewal by the close of each fifteen-day period his card is retained in the active file for another fifteen days and then without notification transferred to the inactive file.

Eight states (Illinois, Massachusetts, Missouri, New Hampshire, Oklahoma, Rhode Island, Virginia, Wisconsin) have set thirty days as the period of validity, and two (Minnesota and Pennsylvania) "approximately" thirty days, with renewal at the end of that period. Failing renewal, New Hampshire and Wisconsin transfer the card to the inactive file; Massachusetts retains it in the active file for sixty days; Missouri and Rhode Island hold the card in the active file an indefinite period; Oklahoma makes a check at the end of each month of those having a telephone and retains in the active file the cards of applicants still available, transferring the others to the inactive; Virginia circularizes its active file of applicants and redates as a "continuance" of the application the cards of those desiring further attention from the office. Minnesota renews on request or if the office is aware that the applicant is still unemployed, and sets its period of validity at thirty days or longer, varying with the opening and labor conditions. Pennsylvania considers the request valid for approximately one month, and enters additional requests for employment on the card but retains it in the active file for a "reasonable length of time."

In the majority of those states which do not require the applicant to continue to renew his application before the close of certain short periods of time, the application is considered valid until the applicant is placed or withdraws. While seven states (Connecticut, Kansas, Maine, New Hampshire, New Jersey, North Carolina, and Ohio) follow this practice, two (Michigan and West Virginia) treat the application as valid for a year from the date of registration, and two (California and Indiana), for the remainder of the current fiscal year.

All the other countries studied, except Sweden, have established periods of validity for applications for employment. In Great Britain a different procedure is required of claimants for unemployment insurance and non-claimants. The non-claimant must renew his registration weekly in order to have his card retained in

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the "live register" and to be considered for employment. If he resides more than three miles from the exchange or is an ex-service man, renewal is made fortnightly. The claimant is considered as having fulfilled the requirements for renewal of his registration so long as his claim to benefit remains in force.

The application for employment in Switzerland, like the order, is valid until the twenty-fifth of the following month. If the applicant wishes to be considered for employment beyond that date, he must renew his application. The date of each renewal is entered on his record form or card, but if none has been made by the twenty-fifth of the month the application is considered to have lapsed.

Sweden sets no definite period of validity for the application, but the applicant is expected to be "zealous in his attendance at the employment office." The date of each visit is stamped on the registration card given to the applicant when he first registers and which he presents on each call at the office, but only the first visit in each month is entered on the applicant's record form filed in the office.

According to the Canadian system an application for employment is considered "live" for fourteen days after received or after any subsequent call. To be considered beyond this period, the applicant must make renewal of his request, or a "re-application." The office sends a notice to each unplaced applicant ten days after the last date when a member of the staff was in communication with him, so that he may have time to renew his application before the fourteen days have passed.

The period of validity for applicants in Germany is the same as for openings; that is, it extends from the day of application until the end of the following full calendar month and must be renewed.

In France an application for employment is valid for a week, and the applicant card is not retained in the active file beyond that period unless renewal has been made. The placement official may extend the period if he wishes to have applicants in particular occupations or of special qualifications available for a longer time. Applications thus renewed are treated in the same manner as those renewed by the applicants themselves.

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METHODS OF COUNTING

The counting of applications for employment and the reporting of statistics with regard to them have given rise to more diversity of method than any other phase of employment office work. Especially in the United States does wide variation exist between states and in some the method is not clearly defined. In the section below on "Figures Compiled," an attempt has been made to indicate what the statistics compiled in the United States and other countries represent. However, it has seemed of value here to enumerate some of the considerations that govern the counting of applications for employment.

Individual Applicants Counted Once a Year. In certain states in the United States but in none of the other countries, individual applicants are counted but once a year as "new applicants." These states are Maine, Massachusetts, New York, and Rhode Island.

Count after Renewal. The procedure by which an individual renews his application for employment before the close of a period of validity so that it may still be retained in the active file has already been discussed. Almost everywhere in the United States and in the other countries this is purely an administrative procedure, but the renewal of the application for employment may be counted in the statistics in the same way as are new applications. New York follows this practice in certain published figures. Some Illinois offices clear their files every six months and applicants who have reported within thirty days are considered new registrations.

Count after Placement. The general rule is to count an application for employment made subsequent to placement in the same manner as a new application. This implies that in occupations where short-time employment is the rule (as in day's work for women), a new application is counted each time the applicant returns after placement. In extreme instances this might be every working day in the week.

Some offices, however, count a new application only if they had made the placement, while others so count it whether the employment had been secured through the office or by the applicant's own initiative. Six states (California, Michigan, New Hampshire,

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New York, Pennsylvania, and Wisconsin) follow the former method, a procedure that affords proof of the employment, while three (Illinois, New Jersey, and Ohio) accept the applicant's word that he has been at work. In New York this application constitutes a renewal, just as the application made before the close of the period of validity is a renewal.

All the other countries count applications subsequent to placement in the same manner as new applications. In Switzerland the employment must have been secured through the office, while in the other countries it may or may not be so secured. In Sweden and France the applicant submits proof of the employment.

Application after Period of Inactivity. According to this procedure an applicant who has been put on the inactive list by failure to renew his application before the close of an established period of validity, or who cancelled his application, and again makes application is treated as a new applicant. Procedure on this point is not clearly established, but the practice mentioned seems to be followed in a number of states. Canada and Switzerland also follow it.

Non-residents. Switzerland and Germany include in their statistics only those non-resident applicants that have been placed or, in the case of Germany only, those that have made a second application within a week.

Clearance. In each of the countries studied an applicant placed as the result of clearance procedure¹ is counted at the office where he registered. The Swiss offices record on an optional supplementary schedule provided for interlocal operations the number of applicants directed to other offices to fill openings there. In Germany two columns are provided on the statistical reports for clearance transactions—for applicants transferred for placement *from* or *to* another office.

FIGURES COMPILED

Statistics compiled and published to represent the demand for work at employment offices vary greatly, and agreement has not been reached in the states in the United States or for purposes of international comparison as to what figures should be presented

¹ See pp. 75-78.

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to show this demand. Below is given an analysis of the methods followed in the different states in the United States and an explanation of what the statistics of these states represent. Since some of the states present more than one figure with reference to applications for employment, they therefore are included under more than one head. The classification of applications made in these compilations are then indicated, followed by a description of the figures compiled in the other countries studied and their classification.

1. *New Applicants.* In Maine, Massachusetts, New York, and Rhode Island each individual seeking employment is counted but once during the year regardless of the number of times he may make application. If he is placed and returns later for other employment, he is not counted again. The figure for any given period therefore represents the number of individuals who made application during the year.

2. *New Applicants and Applications after Placement.* This figure includes new applicants, counted in some offices at their first registration during the year and in others only at their original registration, together with the first request of all applicants after a period of employment. It does not represent individuals, since the same individual may be registered for the first time, may be placed, and may return for employment during the period and so be counted more than once. Indeed, he may have had several placements, particularly if a day's worker, and in that case would be counted again after each placement. California, Connecticut, Michigan, New Jersey, Ohio, Virginia, and Wisconsin follow this procedure.

3. *New Applicants and a Limitation on Applications after Placement.* Pennsylvania counts applications of day's workers but once a week regardless of the fact that they may be placed and return for employment more frequently. Other workers who make application after placement are not counted again until "approximately one month from the date of placement."

4. *New Applicants, Applications after Placement, and Formerly Registered Applicants.* This adds to the figure described above the number of applicants registered for the first time during a previous period who made application during the period in question. Illinois (in some offices), Kansas, and Missouri report this procedure.

5. *New Applicants, Applications after Placement, and Unplaced Applicants after an Interval.* North Carolina counts as a new applicant a person who "leaves town before placement and some weeks later returns." Other states may follow a like procedure, but their replies were not clear.

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6. *Total Applications.* This figure represents attendance at the office and attempts to count each person as many times as he makes application. Massachusetts, New York, Ohio, Rhode Island, and Virginia make such a compilation.

7. *New Applicants, Applications after Placement, and Renewals.* This figure adds to that described in "2" above, renewals of applications at the end of a fifteen-day period. It applies the term "renewal" to applications after placement as well as to the process of extending the period of validity of applications which are still active. New York compiles this figure.

8. *Renewals and Applications after Placement.* This figure is the same as "7" above except for the omission of new applicants. New York compiles this figure also.

9. *Referrals as Registrations.* Minnesota is the sole representative of this method by which the number of applications for employment is considered identical for statistical purposes with the number of referrals. When an applicant is referred, the office counts a registration, and an additional registration each succeeding time he is referred. This practice in reality constitutes a limitation in registration since only those whom the office actually refers to positions are counted as applicants. Even if many more were referred than were placed, the figure would undoubtedly fall short of representing the total reported by most of the states under the different methods in vogue.

10. *Total in Active File.* New Hampshire is the only state reporting this figure, which represents all applicants in touch with the office within a month.

In the United States the classifications made for applicants are the same as for openings, that is, by sex, type of employment, industry and occupation, or a combination.

The procedure of the other countries studied with reference to figures compiled on applications for employment is as follows.

In Great Britain no statistical return is required as to the number of registrations or renewals. Instead, the number (classified by sex) on the "live register" at close of work each Monday is counted and reported on the weekly return. In addition, in the case of claimants for unemployment insurance benefit, returns are rendered each week of the number of fresh and renewal claims made. From the operation of the unemployment insurance scheme an industrial classification for insured persons registered at the exchanges is published. Since the proportion of uninsured persons is very small, this classification for all practical purposes represents

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the industrial composition of applicants for employment registered at the exchanges.

The Swiss offices report the number of applications received during the month, the number active at the beginning of the month, and the situation on the last day of the month. A separate figure also indicates the number of applications recorded for transients, persons resident in the community less than two months, whose applications are counted only if they are placed by the office. Figures for applications, as for openings, are classified by industry, sex, occupation, and degree of skill thereunder. Figures on the ages of persons seeking work are compiled semi-annually.

Sweden compiles the numbers of (1) all applicants, (2) "newly registered," and (3) applications. In the monthly report an individual is counted but once as an applicant, but several applications may be counted for him if he returns for further employment after being placed.

On the daily report form in use in the Canadian offices the first application of a person seeking work is recorded in considerable detail, as is the application of a person who has returned to the office to seek work after his application has been cancelled, expired, or after he has been placed by the office. The daily summary prepared by some of the offices provides space for certain figures relating to applicants—persons unplaced at beginning of day, applicants during day, re-applicants during day, applications cancelled or expired during day, and persons unplaced at end of day. Compilation at headquarters of the Employment Service of Canada is made of the number of (1) applications during the period and (2) applicants unplaced at end of the period. The former figure represents individuals, plus subsequent applications from applicants who have been disposed of by cancellation, expiration, placement, or transfer-out, and again return for work.

In Germany total applications are compiled, subdivided into new and remainder from the previous month, and applications which have ceased to be active through expiration of the period of validity, withdrawal, or other cause. The application counts as new in the month when received and then appears subsequently as "remainder from the previous month." The figure for applications

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which have ceased to be active does not include applicants placed through the medium of the office.

The national system of France requires only the number of applicants who are unplaced at the end of the week and who are still on the active list. These are classified by sex and the same industrial groupings are used as for openings.

The monthly report for the Department of the Seine calls for the number of applications for employment. This figure represents the number of new applicants dealt with during the month, together with those who within the month had extended the period of validity of their application. A figure for "visits" represents the number of interviews between applicants and placement officers.

CHAPTER V
STATISTICS DERIVED FROM REFERRALS AND
PLACEMENTS

REFERRALS

GENERAL PROCEDURE

THE sending of an applicant for employment to an employer who has given notice of an opening constitutes a referral; it may or may not result in placement. The office may select from among those available the person considered best suited for the opening, or the employer may wish to interview several persons before making his decision. The first applicant interviewed may be accepted, or several may be sent in succession if the office fails to give careful thought to the requirements or if the position calls for a person of unusual qualifications. Even if the employer were satisfied, a person referred might not be willing to accept the position because of certain conditions attached to it, and other referrals would be in order.

The general procedure with reference to referrals is to supply the applicant with an introduction card indicating who will interview him, the applicant's name, and the opening being considered. This card ordinarily takes the form of a return postcard. Following the interview, the employer signs the card and in the space provided checks whether or not the applicant was engaged. The return cards used in some offices further provide that the employer may state that he wishes to see other candidates for the opening in the event that the applicant referred was not engaged.

If the employer's need is urgent, the office may instruct the applicant by telephone to report directly for interview without the introduction card, which is then mailed to the employer, usually accompanied by a form letter explaining its purpose.

Interviewers may hold cards of applicants referred on an order and the order card clipped together until they have made a notation on the order card of the persons referred and on the card of each applicant of the opening to which he was sent. These cards

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may then be retained in a "pending" file until word is received on the result of the referrals, or they may be returned to the regular file and perhaps flagged to indicate that further information is to come.

The completeness with which entries are made on the order and applicant cards varies, but in well-managed offices the order card contains a full record of the referrals made in connection with it, and the outcome of each; and the applicant's card, a similar history of the efforts made in his behalf.

METHOD OF COUNTING

The only statistical consideration that arises with reference to counting referrals is whether the count shall represent the number of individuals referred or the total number of referrals made. In the latter figure the same individual will be represented as many times as he was sent out for interview. All the states in the United States count as their figure for referrals the total number of times they send applicants to available openings. This is likewise the practice followed in Canada and the Department of the Seine in France. The other countries studied make no compilation of referrals.

Referrals in Clearance Procedure. The office making a referral in the course of clearance, as described elsewhere in detail, takes credit for it and counts the transaction in the same manner as referrals in its own territory. This is the practice in all the states of the United States which carry on clearance transactions, and in Canada and the Department of the Seine in France as well.

FIGURES COMPILED

All the states compile a record of referrals for national headquarters of the United States Employment Service, since that item is included in the published Monthly Report of Activities. Connecticut and Missouri make no use of it in their own publications. New York and Oklahoma publish the item in their annual reports but not in the monthly. Massachusetts in addition compiles the number of individuals referred, and is the only state making this compilation.

The states in the United States which compile statistics on

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referrals classify them by sex. In reports to the United States Employment Service referrals are also classified by most states by type of work—unskilled, skilled, clerical and professional for males; and domestic, industrial, clerical and professional for females. The states which provide for an industrial classification (California, Illinois, Massachusetts, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin) or an occupational (Connecticut and Rhode Island) apply the classification to referrals, although the figures may not be published.

The basis for the statistical compilation of referrals in the Canadian system and in the Department of the Seine in France is the same as in the United States. Procedure in all the other countries, including the national system of France, requires notations of referrals on the order and applicant cards, but no compilation.

The daily report prepared in each office in Canada has a column for referrals under the general heading "applications" and the number of the order on which the referral was made is entered. Certain details are given for each person referred but the only regular tabulation made by Ottawa headquarters is the total number "referred to vacancies," classified by office, and by sex for the country as a whole.

For departmental headquarters, offices in the Department of the Seine classify referrals by sex, by industrial groupings, and by specialized services.

PLACEMENTS

GENERAL PROCEDURE

A placement is effected when an applicant for employment referred to an opening has been engaged. The period of employment may prove of shorter duration than was contemplated at the time of the engagement, either because the employer became dissatisfied or the employe left of his own volition. Another, or several persons, may be engaged before the opening is satisfactorily filled. But if the employer, obviously or by request, was trying out several candidates, a placement would not be recorded until he had expressed himself as satisfied. Openings in day's work, on the other hand, ordinarily must be filled early in the day and a placement is then recorded.

METHODS OF COUNTING

An office does not record a placement until it receives word, either from employer or employe, that a person referred has been engaged. Proof of placement ordinarily comes through return of the introduction card presented by the applicant to the employer and signed by him to indicate that the applicant has been engaged. Some offices accept the applicant's report.

When the introduction card is not returned, nor word received from the employe in such offices as consider that satisfactory, effort is made to secure the information by telephone or letter. Most offices are eager to fill all possible openings, and this information permits other attempts to effect a placement if the original referral was unsuccessful. The date of corroboration of the placement is, as a rule, entered on the applicant and order cards.

Placements of casual and day's workers are generally less carefully verified than those in employment of longer duration. Some offices hold that they would have heard from the employer had the worker failed to report or had he not been accepted, and further word is unnecessary. Ordinarily verification can readily be made through subsequent contact with employer or employe, since either or both are likely to be regular customers of the office. With regard to such short-time employment, it is evident that many placements may be recorded for the same opening if it becomes available day after day and is filled anew each time. When, however, a worker has been engaged for certain regular days or other periods, only one placement would be recorded for that transaction.

All the states in the United States report that they now require evidence of engagement before recording a placement. But despite instructions to the contrary some offices still record as placements the number of persons sent out as candidates for openings—a figure obviously too high, since not all would be engaged.

Five states (California, Maine, New Hampshire, Oklahoma, and Rhode Island) accept evidence of placement from the employer only; the remainder, from employer or employe. New York has a special form to be filled out by the member of the staff who secures evidence of placement when the introduction card is not returned. California separates "original placements" from

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“positions reported filled,” the former representing placements made by personal visit of employers to headquarters and the latter those verified by mail or telephone.

All the other countries studied require confirmation of placement but are equally divided as to whether the confirmation should come from the employer alone or from either the employer or employe. Great Britain, Canada, and Germany look to the employer for evidence, while Switzerland, Sweden, and France accept word from either. Canada has a special form for “confirmation of placement” for use when the introduction card is not returned. Switzerland reprimands a worker who has accepted an opening and fails to appear for work without notifying the employment office of his decision, and may debar him from receiving further service. He may also be refused unemployment benefit when information of his failure to report for work is communicated to the unemployment fund.

Minimum Period for Counting of Placements. In Switzerland and France the practice obtains of not counting a placement in the statistics when duration of the employment, as specified in the order, is below a certain minimum period. Switzerland enters all placements on the applicant and order cards, but in its statistics counts no placement if the period of employment is less than two days. France has set one-half day of employment as the minimum for counting a placement. In the other countries and all the states of the United States each placement is counted, even though the employment were for only a few hours.

Placements in Reopenings. Subsequent placements may be made in the same opening if an employe is discharged or leaves of his own accord and the office refers another applicant. The question of counting placements in such reopenings has previously been raised in the discussion on counting reopenings.¹ As was there indicated, other considerations than that a placement has once been recorded may guide the offices in counting a reopening as a new opening—as, for example, that the previous employe had actually begun work, that he had worked longer than a specified minimum period, that he had received pay for his work, or that the employer had placed a new order.

¹ See p. 51.

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The practice followed almost without exception in the United States and other countries is to count each filling of an opening as a placement, whether this represents the original transaction or a subsequent filling after reopening. As has been pointed out, the employment must have been specified as for longer than certain minimum periods before any placement is counted in Switzerland and in France. In other words, once the reopened opportunity has been given the statistical status of a new opening, the filling of that opening constitutes a placement.

Placements in Clearance Procedure. Placements made as a result of clearance procedure are variously recorded. Such a placement may be counted by (1) the office where the order was originally given, (2) the office where the successful candidate was originally registered, or (3) by both offices.

In the United States all the states carrying on clearance transactions follow the second method; that is, the office supplying the applicant counts the placement.

In the other countries studied the three methods enumerated are followed. In Great Britain, Switzerland, and Germany the placement is recorded by the office having the opening. Germany provides on its report forms two columns for placements made in co-operation with another office—one for applicants transferred *from* another office and the other, *to* another office. In Canada the office with the applicant counts the placement and in France only when placements are made within the department. In Sweden and in France when placements are made outside the department, both the office having the opening and the office supplying the applicant count the placement. In the published statistics of both countries the resulting duplication is eliminated.

FIGURES COMPILED

An item for placements is compiled by all the state employment services and included in the published statistics of all the states that issue reports. In several instances it is the only item published. The figure represents the total number of placements made, each filling of a position counting as a unit, except that the state of Pennsylvania counts only one placement a week for the same day's worker.

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Additional figures may be compiled. Massachusetts compiles the number of individuals placed and New Jersey makes an annual analysis of the frequency of placements, showing the number of applicants who were placed once, twice, three times, and four times and over.

Placements are classified by sex by all the state services. New Hampshire does not include this classification in its published figures, and Oklahoma and Wisconsin do so only in their annual publications.

While the classification by type of work for the United States Employment Service report—unskilled, skilled, clerical and professional for males; and domestic, industrial, clerical and professional for females—is generally made, placements are more commonly classified by industry, occupation, or a combination of both, than are other items. The basis of the classification is the employment in which the worker was placed and the classifications for the opening and the filling of it are therefore identical.

A classification of placements by industry or industry with occupations specified thereunder is made and published by California, Illinois, Massachusetts, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin. The published classifications employed by Connecticut and Rhode Island are by occupation.

State offices classify their statistics by location of the offices (by city or by city and office). Massachusetts classifies by district of the employment office and then within or without the state; New Hampshire by Concord (the location of the only office) and elsewhere in the state; and each office in California by "in town" and "out of town."

While several states apply the terms "temporary" and "permanent" to placements, none tabulates by duration except as is implied in such items of the industrial and occupational classification as "casual" and "day workers."

A classification by wages is made by Connecticut and Massachusetts. Connecticut publishes biennially the minimum and maximum wages offered to men and women in the positions filled by the offices during January and June. The local offices in Massachusetts report on rates of compensation paid to persons placed, but tabulations are not made public. New York formerly asked

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its local offices for "average weekly wages," but has discontinued the item.

An analysis of placements by the nationality of the persons placed is made by Connecticut, but the figures represent total placements rather than individuals placed and the classification is open to criticism in certain aspects.¹ Massachusetts also compiles the number of placements of ex-service men.

All the other countries studied compile and publish statistics on placements, France and Switzerland including only placements in employment above a minimum period (one-half day in the former and two days in the latter).

All classify placements by sex and by industry. In Canada, France, and Great Britain these are classified by industrial groups; in Germany and Sweden by industry and occupation thereunder; and in Switzerland by industry, occupation, and degree of skill (skilled, semi-skilled, unskilled). Germany makes a special separation of placements of applicants who are salaried workers (*Angestellte*). Placements of such persons are classified under three groups rather than under the industry of the establishment in which they are placed.²

Placements are analyzed by the location of the employment (within or without the jurisdiction of the office) in Sweden, Canada, Germany, and France; and by residence of the person placed in Great Britain, Switzerland, and Germany.

A classification by duration is made in Switzerland, Canada, Germany, and France. Switzerland separates placements into regular and casual on the basis of employment for a month or longer, and less than a month; and Canada, Germany and France for more than a week, and for a week or less.

Other classifications of placements are made. France analyzes placements by nationality in giving a separate figure for placements of foreigners as a whole. France also gives the number of placements of disabled soldiers and Great Britain the number of placements in which the work of the exchanges was limited. These are described as "Class B" placements³ and include the placing of former employes with employers and of the same men in rotation in work given as relief. None of the other countries studied publishes wage statistics resulting from placements.

¹ See p. 242.

² See also p. 190.

³ See pp. 119-120.

CHAPTER VI

STATISTICS DERIVED FROM CLEARANCE

GENERAL PROCEDURE

CLEARANCE is the process by which a shortage of openings or of workers in one locality is matched with a surplus in another. The states or countries operating a system of clearance usually issue bulletins in which are listed particulars with regard to the openings which are not likely to be filled in the local offices of their origin within a reasonable time and of applicants for whom there seems no immediate local demand. Information on openings is more commonly circulated, although workers of unusual qualifications may be brought to the attention of other offices. The office having a suitable candidate for an opening thus circulated communicates with the office of origin. A referral made in the course of clearance procedure ordinarily consists in forwarding particulars concerning an applicant to another office where there is an unfilled and presumably a suitable vacancy. If a placement results the applicant is transferred to the other office. Such transfers are facilitated in several countries by a reduced transportation rate. When there is more than one office in a city, clearance is applied to the different offices of the city first, then throughout larger areas and finally throughout the country as a whole.

METHODS OF COUNTING

Clearance procedure is much more highly developed in the other countries studied than in the United States and the statistical recording in these other countries is clearly prescribed. In the United States the state services, with the exception of the four which operate only one office each (Maine, New Hampshire, Rhode Island, and West Virginia), carry on some clearance work. The statistical procedure involved is not clearly defined in several of the states but the following statement would seem to indicate in general the methods employed.

The applicants involved, the referrals, and the placements are

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recorded by the office which has the successful applicants registered with it. The opening, on the other hand, may be recorded by the office where it is first filed, or by the office which supplies the worker, or by both offices.

The first method—that of counting openings by the office of origin—is followed by Massachusetts (in certain instances), New York, and Ohio; the second—by the office filling the order—by Massachusetts (in certain instances), Michigan, Minnesota, New Jersey, North Carolina, Oklahoma, and Wisconsin; and the third—by both offices—by Illinois.

Practice in other countries presents more diversity than in the United States. According to British procedure the opening and the applicant are counted at the office of origin. Referrals are not compiled in the British system but the placement is counted by the office with the opening. Placements are entered on the proper daily statistical cards, which are provided for each occupation in which an opening exists, in the columns for total placements, and for “filled by local applicants” or “filled by applicants from other districts,” as the case may be. These items are also recorded on the weekly report required of all offices.

In Switzerland, in the field of interlocal placement the office where the applicant is registered takes credit for the registration and the office with the opening for it. The placement is recorded by the office with the opening and is reported on the regular monthly statistical return both under total placements and under the number of placements of persons from outside the jurisdiction of the office. On an optional schedule for supplementary information, the various offices which supplied the applicants transferred record the numbers of applicants dispatched to other offices, openings received from other offices, and placements made outside their own jurisdiction.

In Sweden, when an applicant for employment is transferred outside the district of the office to fill an opening advertised in the circulated lists, the applicant is counted at the office of origin, while the opening and the placement are counted by both the office having the opening and the office with the applicant. The intention is to eliminate duplication when totals are compiled for the counties and for the country as a whole.

STATISTICS DERIVED FROM CLEARANCE

The Canadian system describes clearance transactions as "transfers-out" or "transfers-in," according as persons are sent to fill openings recorded in other offices or are dispatched from other offices to fill local openings. Transactions arising from the admission of labor from other countries, which must be approved by the Employment Service of Canada, are entered on the daily report in the same way as clearance transactions. The opening and applicant are counted at the office of origin, but information with reference to a transfer-in to fill a local opening is recorded on the daily report in the section reserved for "vacancies" in the same manner as a transaction with a local applicant. In addition, "T" is entered in a column provided for the purpose with the number of persons transferred-in and an abbreviation to indicate the dispatching office. For example, two workers transferred-in from Winnipeg would be entered "2T—Wpg."

"Transfers-out" are recorded on the section of the daily report headed "applications." When particulars regarding an applicant are forwarded to another office where there is an opening, entry is made as for a referral; and if he is engaged, a placement is recorded in the regular manner except that in the column where "P" for placement would regularly be entered "T" is substituted to indicate that the placement was made by a "transfer-out." A placement, in short, is recorded by the office with the applicant and not by the office with the opening, and the office transferring many workers will report more placements than openings.

Applicants and openings in Germany are counted at the office of origin, while placements made through the medium of another office are counted at the office where the opening is available. But on the statistical report two additional columns are provided for applicants who were successfully transferred for placement to other offices, the first for entry of the number of applicants transferred *from* the office and the other for applicants transferred *to* it. Accordingly, the office which transfers an applicant to another for placement records one applicant transferred *to* another office, while that to which he was sent records the placement and one applicant transferred *from* another office.

France counts applicants and openings at the office of origin, but in regard to placements effected through clearance procedure

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by the co-operation of two offices distinguishes placements within and without the department. A placement within the department is counted only by the office furnishing the worker. A placement made outside the department is counted both by the office having the opening and the office furnishing the worker and is recorded in a special column on the weekly report. National totals compiled for publication eliminate the duplication resulting from two offices counting the same placement.

CHAPTER VII

CLASSIFICATION OF DATA

THIS chapter considers the method of classification of the data on openings, applications for employment, referrals and placements, and clearance transactions which have been treated in Chapters III to VI. In the United States classification of data compiled by the employment offices has been largely determined by the weekly report compiled for the United States Employment Service as the basis of its Monthly Report of Activities of State and Municipal Employment Services Co-operating with the United States Employment Service.¹ This report relates to adults only and classifies the four items included—registrations, help wanted, referred, and placed—by state and office in the state, but the weekly report form provides for a separation of all items by sex and a further classification by type of employment. Most states in their reports to national headquarters of the United States Employment Service follow the classifications of the form; some submit totals only.

SEX

A classification by sex is the simplest and most frequently made. Public employment offices of any considerable size have separate divisions for men and women so that a classification of the items under sex headings is made with little difficulty and as a rule is applied to all the items reported.

All the other countries studied and all the states in the United States classify their data by sex; and all, with the exception of New Hampshire, include a sex classification in their regularly published statistics. Oklahoma and Wisconsin publish only totals each month but make a classification by sex for their annual reports. As indicated above, separate reports for males and females are submitted to the United States Employment Service by the

¹ See footnote, p. 41.

co-operating agencies but are not published. In Canada reports compiled by headquarters of the Employment Service give separate totals for all items by sex for all Canada, but not for the provinces and local offices.

INDUSTRY AND OCCUPATION

A classification by industry and occupation, or a combination of both, is made in several states of the United States and in all the other countries studied, but takes various forms. There is wide variation in the number of main industrial groups and subgroups included in such a classification, and the same industries may be combined with different groups in the various states and countries. "Paper" and "printing," for example, may be listed as separate industries in one classification and combined in another so that comparable figures for either, as between states or countries, may not be available. In the same way "building and construction," according to one system, may include "shipbuilding" and exclude it in another. The strictly industrial basis is departed from by the inclusion of such groups as clerical, professional and technical, casual workers, and common labor.

Problems arise in attempting to classify applicants according to type of work, for an applicant may register in more than one occupation. Especially when openings are scarce may he wish to be considered for any available work he thinks he can perform, whether or not it is within his own field. The interviewer has to decide where he must classify such an applicant. If he is assigned to his regular occupation and no count is made under his secondary occupation, a true picture is not given of the kind of employment being sought at the offices. If, on the other hand, he is classified under the different occupations in which he wishes to register, the task arises of eliminating duplicates from the total.

This situation often causes false assumptions in the interpretation of published statistics, since an applicant may have registered for one kind of work and been placed in another. It follows, then, that there is not necessarily a relationship between applications and openings and placements in the same occupation.

Most of the states in the United States have been making a very general classification for the weekly report submitted to the United

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States Employment Service by its co-operating agencies. This separates the four items reported—registrations, help wanted, referred, and placed—into three groups each for men and women. For the former these are unskilled, skilled, clerical and professional; and for the latter, domestic, industrial, clerical and professional. A few states submit totals only and attempt no such classification.

The revised set of forms adopted by the United States Employment Service and forwarded to co-operating agencies early in October, 1931, provided for a more elaborate industrial classification¹ for the "activities report," but figures prepared on this new basis have not appeared in the Monthly Report of Activities.²

Eight states (California, Illinois, Massachusetts, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin) make use of detailed industrial classifications, and Connecticut and Rhode Island of occupational. Some of these states adopted without change the classification provided for on a form previously used by the United States Employment Service—Emp. 44, Weekly Report to State Central Office. This was issued by the United States Employment Service during the World War as one of its standard forms, but has not been included in the list of such forms for several years. The classification listed 24 industrial groups with occupations under all but three and in addition, at the end, two groups for "common labor" and "casual workers." Other states have adapted this classification to their own requirements.

The states which provide for a detailed classification by industry do not employ a standard classification or a standard terminology and group industries differently under a varying number of main industrial groups. This will be observed in the comparison elsewhere³ of the classifications employed in their published statistics by six states of industrial importance. The main groups listed range in number from 12, in New York, to 24, in Wisconsin. In detail these are: Illinois, 16; Massachusetts, 21; New York, 12; Ohio, 23; Pennsylvania, 20; and Wisconsin, 24.

The classification may be applied to all or to only a part of the items. It is more frequently reserved for placements. In each of the six states mentioned, except Massachusetts, all the items reported are analyzed by industry or occupation. In Massachusetts

¹ See Appendix C, p. 307.

² See footnote, p. 41

See pp. 240-241.

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the two items "number of persons called for by employers" and "number of positions reported filled" are so classified. The Rhode Island classification, applied to all items, is occupational, although agriculture, hotels and restaurants, printing, textiles, and boys and girls are included among the groups of the classification.

The California and Oklahoma offices, on the other hand, reserve the classification for placements, and Connecticut does so in its published statistics. The California and Oklahoma classifications are by industrial groupings with occupations specified thereunder, and the Connecticut offices make a classification by occupations. On the monthly report submitted to the head office of the state different occupations are listed for each sex and the item "industrial" appears in both lists.

In all the other countries studied, an industrial classification is in use, the number of main groups as published varying from 6 to 28. In detail these are: Great Britain, 25; Switzerland, 20; Sweden, 6; Canada, 11; Germany, 28; and France, 22.

The British exchanges enter on applicant and vacancy cards a classification number for the occupation in which the applicant is registered or in which the employment exists. This number is derived from an elaborate printed List of Occupations, in which each main occupation and sub-occupation is assigned a code number. The monthly statistical return on vacancies, compiled by each local exchange, classifies the items which relate to vacancies and the filling of them according to this detailed classification by industry and occupations thereunder. The return with reference to applicants registered at the exchanges is not classified by industry, but insured persons whose unemployment books are "lodged" at the exchanges are so classified. No analysis by industry for vacancies reported and filled is made in figures published in the Ministry of Labour Gazette. An analysis, however, is published for insured persons recorded as unemployed at the end of the period covered by the statistics. While this does not include uninsured persons registered at the exchanges, British compulsory insurance against unemployment covers substantially all wage-earners employed in industry and the proportion of persons registered at the exchanges who would be uninsured and so not included in the figures would be very small. The published industrial

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classification is composed of 25 main groups with subgroups under most of them.

In all statistical reports Switzerland follows the industrial and occupational classification issued in pamphlet form by the Federal Labor Bureau. Twenty industrial groups have been separated first into male and female personnel (unless employment in the industry is restricted either to men or women) and then subdivided under each sex into occupational groups. Some industries, textiles, for example, are further classified by branches, and occupations designated for each branch. In addition, under each main industry, provision is made for distribution by degree of skill—skilled, semi-skilled, and unskilled. These terms are carefully defined, as described in the section on Switzerland.¹

In Sweden a single industrial classification has been adopted for all statistics issued by the Royal Social Board, and the employment offices are supplied with a printed classification and a code designation for the six main industrial groups and the subgroups.²

The schedule for the Canadian industrial classification is included in the Manual of Procedure for the offices. Eleven main industrial groups³ are listed with subgroups under all but the first three. The schedule is taken from the Classification of Industries, made by the Employment Service, which in general is the same as that of the Dominion Bureau of Statistics.

In Germany all items are reported according to a classification by 28 industrial groups,⁴ with certain occupations specified under some of the groups, so that seasonal and other fluctuations in the different industries may be observed. In the published statistics only the main groups are given, without the occupational subdivisions.

Instructions issued by the head office state that each applicant for employment is to be counted under that calling to which he belongs according to training or experience. If, however, he no longer pursues this calling and does not intend to return to it, or if a definite occupation cannot be ascertained, then his last occupation is the determinant. In so far as unskilled workers cannot be assigned to any of the industries listed, they are counted under the

¹ See pp. 135-136.

² See p. 148.

³ For list, see pp. 170-171.

⁴ For list, see p. 189.

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heading "hired labor of varying kinds (casual labor)." Under the heading for other occupations connected with the industry in question, which appears under several industries, only skilled and semi-skilled workers are included.

Germany makes a special classification of placements of salaried employes (Angestellte), separating them into three groups—employes in commercial establishments, in offices, and in technical work of all kinds (other than that connected with dentistry). Placements of such employes are entered under these groups even if the establishments in which they were placed belong to certain of the industrial groups listed.

For the statistical difficulties involved in shifting workers from one group to another, two columns have been provided under the general heading for placements—the first for applicants *from* (aus) other groups (Column 13) and the second for applicants *to* (nach) other groups (Column 14). The instructions on this point are that applications from persons placed in groups other than those in which they were classified on registration should be entered under the groups where first classified, both in the columns for applications and in Column 14. This would indicate that so many applicants had been shifted to other groups. Placements of workers taken from other groups should be entered in Column 13 and in the columns under placements (for total and the part of the total which were in temporary employment) under the groups where the positions had been classified. This would indicate the number of workers placed in groups other than those in which they were registered.

The classification of industries used in France in the weekly reports on the work of the offices is printed on the forms provided by the central office. It contains 22 items, with three of these subdivided into two parts.¹ The instructions issued by the Minister of Labor point out that employes in agriculture should be carefully distinguished from those in industry and commerce. "Men or women workers placed in agriculture, even though usually called domestics, ought to be classed . . . under a special heading for agricultural workers."

A detailed occupational classification is in use in connection with

¹ For list, see p. 209.

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the specialized offices in the Department of the Seine. The section dealing with hotel, restaurant, and café employes, for example, provides on its report form for 12 different occupational groups.

LOCATION

Published statistics for all employment services give figures for each office separately. In the local offices a classification by location of the place of employment, that is, within or without the field of operation of the office, is sometimes made. This may relate to all or only to certain items reported. The information necessary for such classification is derived for the most part from clearance procedure and has been touched upon in the discussion of clearance.¹ Such a classification is made only very occasionally in offices in the different states in the United States, but is regularly made for placements in Sweden, Canada, Germany, and France.

In the United States classification by location is confined in state figures as a rule to city or, in the few instances where there is more than one office in a city, to city and office. The few states which classify further with reference to the location of positions reported to its offices are: Massachusetts, by district of the employment offices and then within and without the state; New Hampshire, by Concord, the seat of the state's sole office, and elsewhere in the state; and each office in California by "in town" and "out of town" for the items, help wanted, registrations, referred, original placements, and reported filled.

The daily report in use in the Swedish offices subdivides total placements by showing a figure for those placed outside the town. For the monthly report this figure is further separated into those (1) outside the town and (2) outside the county.

In Canada those offices that prepare the daily summary on the reverse of the daily report enter figures for persons transferred-out, separating them into those sent (1) within the province or (2) to other provinces. Headquarters of the Employment Service compile and publish figures on the number of placements made outside the immediate locality of the offices where the applicants were registered.

On the German daily report two columns are provided for place-

¹ See pp. 75-78.

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ments by transfer. An office transferring a worker to another office for placement makes entry in the proper column for a worker transferred *to* another office. Credit for the placement, however, as already stated, goes to the office where the opening is located.

In France the offices separate regular placements (for longer than a week) according to location of the employment, into local (or those within the district served by the office) and interlocal (those outside its district). The latter are further divided into three groups: (1) those outside its district but within the department, (2) those outside the department (exceptional placements made by a department or municipal office outside its own department and without the co-operation of any other office in the department), and (3) those outside the department made in co-operation with another office. When each departmental office compiles its weekly report for submission to the central office in Paris, from the reports submitted to it by placement offices within the department, it records as local placements those so indicated by the different offices.

A classification of local placements according to the residence of the person placed (that is, within or without the district of the office) is made in Great Britain, Switzerland, and Germany but not in the United States. This also is derived from clearance procedure.

The weekly statistical return required of the British offices provides for separation of placements into those filled by (1) local applicants and (2) applicants from other districts.

Switzerland requires its employment offices to show on the monthly statistical return a subtotal under placements for those filled by persons from outside the jurisdiction of the reporting office.

In Germany, as has been stated, the office which records the placement (that is, the office where the placement is located) indicates the number of placements effected by transfers *from* other offices.

DURATION

Classification of openings and placements according to duration, as specified in the order, is also provided for by some offices. In

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the United States four states (Indiana, New York, Ohio, and Oklahoma) report a classification of openings or placements according to duration of the employment, other than under "casual" and "day workers," although no tabulations are made on this basis. New York and Ohio define casual employment as for a day or less and Oklahoma for a week or less. While several other states employ the term "casual," they have established no precise definition for the period covered. The term "temporary" employment is also in use in some states, but only three (Indiana, New York, and Ohio) make this division—in Indiana, thirty days and in New York and Ohio, usually two weeks.

Among the other countries studied, Switzerland, Canada, Germany, and France classify placements by duration, but Great Britain and Sweden do not.

Switzerland sets a month as the dividing point between placements which are temporary (*provisoire*) and those which are regular (stable), or for an indefinite period beyond a month.

When a placement is recorded on the daily report in Canada various items are filled in, among them the number of the order on which the placement was made. The original entry for this order included "probable duration of employment," which is specified as exactly as possible. The optional daily summary divides placement into "regular" and "casual" according as the probable duration of the employment was more than seven days, or seven days and under. The compilation of statistics by headquarters of the Employment Service of Canada, issued semi-monthly to the provinces, classifies placements as regular and casual. The monthly published figures are also so classified.

Germany distinguishes between regular placements and those of a temporary character (*Aushilfe*). While, in general, the latter are in employment for presumably a week or less, the German system lays down no hard and fast rule as to the division between regular and temporary placements, but leaves the decision to the placement officer. The separation varies according to industry or occupation; ordinarily these short-time temporary placements would be in employment for three or four days, but in rare instances for two weeks.

In France the classification by duration is essential, since the

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state has established different rates of subvention for short- and long-time placements. In their reports the offices differentiate between temporary placements (placements en extra) and regular placements (placements à demeure) on the basis of the description in the order—for a week or less in the former case, and longer than a week in the latter. Instructions issued by the Minister of Labor state that placements in employment of an unspecified duration are to be classified as temporary or regular, according to the normal duration of the employment by nature of the work or custom of the trade. The Department of the Seine does not require a classification by duration.

WAGES

A classification by wages offered is published in the United States only by the state of Connecticut and here only with reference to placements. In its biennial report the maximum and minimum wages offered for positions filled by the offices in each January and June of the biennium are given separately for men and women. Massachusetts local offices report on rates of compensation for persons placed, but tabulations of these data are not made public. New York formerly included an item on the employment office weekly report for "average weekly wages," but it has been discontinued. None of the other countries studied includes wage statistics in its published figures.

NATIONALITY

Nationality is regularly used as a basis for classification only by the state of Connecticut in the United States; and not by any of the other countries studied.

Connecticut makes an analysis of the total numbers of placements of male and female workers according to nationality of the person securing the position, but the table published does not represent individuals since the same figures are given as for total placements, indicating that the individual has been counted as many times as he was placed. The grouping is not wholly by nationality, for the designations "Hebrews" and "Negroes" are included in the list.

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In France, both in the national system and in that for the Department of the Seine, the total number of placements of foreigners is indicated. This figure is available by reason of the fact that the importation of foreign workers, other than for agriculture, is controlled by the public employment service.

OTHER CLASSIFICATIONS

Certain other classifications are made regularly and special analyses may be made from time to time to meet local needs.

Age. The Swiss offices compile figures on the ages of the persons seeking work twice a year, at the end of January and of July, and submit them to the Labor Office.

Ex-service Men. In Massachusetts an analysis of the numbers of ex-service men represented in transactions is made for a special weekly report under three items—registrations, referred to positions, and positions reported filled.

In France, both in the national system and in the Department of the Seine, the total number of placements of disabled soldiers is indicated. This results from the regulation that employers, under penalty of fine, must maintain in their establishments a fixed proportion of 10 per cent of disabled soldiers.

Limited Placements. In Great Britain certain placements, in which the work of the exchanges is limited, are classified as belonging to "Class B." These include, for example, the obtaining of former employes for employers and the placing of the same men in rotation in work given as relief. Class B placements are entered on the daily statistical cards in red ink but otherwise in the same manner as other placements.

Trade Unionists. The New Hampshire daily report contains an item for "number of trade unionists who were registered," but the figure is not published.

CHAPTER VIII

REPORTS AND PUBLICATION

THE DAILY REPORT

MOST offices, both in the United States and abroad, consider it essential to prepare figures on the business for each day, or keep some kind of daily record, as a basis for reports compiled periodically for state and national headquarters, and usually under the items included in those reports. The daily report may be prepared by a system of tally marks made as transactions are recorded in the office files, or cards used in the day's work may be held out until counted for the report at the close of the day.

In offices in the United States the daily report as a rule includes information necessary to compile the weekly report to the United States Employment Service and is therefore arranged under the same headings as that report—registrations, help wanted, referred, and placed. These items are classified by sex and by the groupings of unskilled, skilled, clerical and professional for men; and domestic, industrial, clerical and professional for women.

Several of the states have devised their own form of daily report. In a few instances, for example, in Wisconsin, the one form serves for the daily and weekly reports. In that state a classification by industry with occupations thereunder is printed at the left and then under each of the main items—new registrations, help wanted, referred, reported placed—seven columns are provided for the business days of the week and the weekly total. Each day, on separate sheets for men and women, totals under these four items are distributed by the different industrial and occupational groups. The weekly total for each group represented is then easily secured.

The daily report for California includes items relating to the work of the office and in addition certain administrative details with reference to staff. Information is also given for “unfilled live orders” on hand at the close of the day, classified by the industrial and occupational groups important in that state.

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All the other countries studied compile daily reports or records on their work. In Great Britain daily statistical cards are in use in all the exchanges. One officer in each of the four departments (men, women, boys, and girls), or in the smaller exchanges one officer for all departments, makes the proper entries from information supplied by the counter clerks, and compiles the statistical returns required from each exchange by headquarters. A separate "statistical vacancy card" for the recording of "vacancies" and placements is made in each of the four departments for every occupation in which an opening has been reported. Columns for the following are provided: occupation number, date, brought forward, notified during month, filled by local applicants (with several subheads), filled by applicants from other districts, cancelled or lapsed, carried forward, total filled. Entries are made each day on the proper occupational cards for number of openings (1) received, (2) cancelled or lapsed, (3) filled by local applicants, (4) filled by applicants from other districts, and (5) total filled. The numbers "brought forward" and "carried forward" are compiled monthly.

No daily entries are made with reference to applications, and referrals are not compiled in the British system.

In Switzerland a daily report form is not in use, but to assist in preparing the monthly statistical report the Labor Office has provided small printed tally slips. These are of different colors for openings, applications, and placements, and the corners are clipped for openings or applications received from outside the jurisdiction of the office as a result of clearance procedure. When transactions are completed, or at the close of the day, the placement officer enters on the proper tally slip the classification number for the work involved, and the order or the applicant number, as the case may be. The slips are then filed until the end of the month when they are sorted and counted to provide totals for the monthly report.

In Sweden a daily report of the transactions in each office is the basis for the monthly report submitted to the Royal Social Board. Employers' and applicants' forms used during the day are arranged by industrial groups, and totals for each group are entered on separate daily reports for men and women under the three general headings, applicants, places vacant, places filled.

The items under "applicants" are as follows: (1) newly regis-

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tered, (2) applications for work, (3) applicants, (4) registered in the annual enumeration in the city, (5) breadwinners (among those included under 4), (6) number to be provided for (by those included under 5). Items 1, 4, 5, and 6 relate to applicants who are registering for the first time. Subsequent requests for work during the month by these applicants and all requests from previously registered applicants are counted as "applications." Under "applicants" each person dealt with during the month is counted once. A day's worker, for instance, is counted once a month as an applicant but many times under applications.

Openings are subdivided to show the number brought forward from the previous month and the number received during the month, the latter further subdivided to show the number outside the town. The last figure is derived from clearance procedure.

For placements the items are: (1) total, (2) number outside the town, (3) in co-operation with a branch office, (4) in co-operation with some other main office. Items 2 and 4 relate to clearance procedure.

The Employment Service of Canada centralizes its statistical work in the national headquarters at Ottawa, using as a basis the daily report forwarded from each office. This daily report is a record of the day's transactions for all items covered by the form and relieves the offices of all compilation except an actual count once each quarter of available openings and applicants. A daily summary is printed on the reverse side of the daily report but its use is optional. At headquarters, the daily reports are edited and coded and the data punched on Hollerith cards.

The daily report is divided into two parts headed "applications" and "vacancies." The items in the various columns are not numbered consecutively, since certain of them have been dropped from the form as originally devised without change in the original numbering of the items. Under "applications" they are:

1. Applicant number
2. Check if applicant is handicapped.
4. Male or female
5. Age (if under 20 years)
6. Occupation
8. Country of birth

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10. Single, married, widowed
11. Applications (A), re-applications (R)
12. When referred indicate order number.
13. Cancellation (C), expiration (E), transfer-out (T), placement (P)
14. Enter order number when placement confirmed.
16. Check if E.O. 26 certificate issued.¹

The items for "vacancies" are the following:

18. Order number
19. Employer's name. Omit in case of farm and household workers.
20. Exact place of employment. Omit if inside town limits.
21. Employer's product or activity. If several departments, product or activity of the department.
22. Kind of work for which employes are wanted
23. Man (M), woman (W), boy (B), girl (G)
24. Number required
25. Probable duration of employment
26. Hours worked per day and per week
27. Amount of wages. State whether per hour, day, week or month. If piecework, indicate rate per unit.
28. Cancellation (C), transfers-in (T).

The daily summary, required by the provincial officials only in the offices in Nova Scotia, New Brunswick, and Ontario, provides for:

1. Vacancies unfilled at beginning of day
2. Vacancies notified during the day
3. Vacancies cancelled during the day
4. Vacancies filled by transfers-in
5. Persons referred to vacancies
6. Regular placements including transfers-out
 - a. Professional and business
 - b. Other
7. Casual placements
8. Transfers-out to points
 - a. Within province
 - b. In other provinces
9. Vacancies unfilled at end of day.

Each office makes an actual count of the number of unfilled openings and available applicants on the last day of each quarter

¹ Certificate for reduced transportation.

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and records the results on the daily report for that day. Figures on applicants are given separately for men and women. This serves as a check for the daily reports.

Each placement officer in Germany records his transactions for the day on a daily report form under the same heads as for the monthly report. All items are classified by sex and industrial groups, with occupational groups thereunder. Totals are given for both openings and applications for employment and are subdivided into (1) balance from the previous month and (2) received during the month. In addition is shown the number no longer available because of expiration of the period of validity, withdrawal or other reason than placement.

For placements the total is entered and the number which were temporary in character. The latter, in general, are in employment which, according to the order, would continue for a week or less. Two special columns each are also provided for placements made by transfer of workers and for placements of workers in different groups from those in which they had been registered. In the first column provided for the latter group, and distributed under the proper industrial and occupational heads, are entered the numbers of applicants placed in other occupations than where registered, and the second column shows where originally registered. The first of the two columns reserved for transfer operations is for placements made by applicants transferred *from* another office and the second, *to* another office. The placement of such workers is counted only at the office with the opening; the office receiving such workers enters the number received *from* another office and the dispatching office, the number forwarded *to* another office.

Daily reports are prepared throughout the national system of France in the municipal offices and in the departmental offices that do any placement work. No special printed form has been provided for this report, but the offices compile figures on the items covered by the weekly report required of all offices.¹ A more elaborate form is in use in the Department of the Seine, since these offices must also compile the additional figures called for by the monthly report they submit to departmental headquarters.²

¹ See pp. 203-208.

² See pp. 203-209.

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OTHER REPORTS COMPILED

All but seven of the state employment services in the United States compile each week for federal headquarters a report of their activities on form Emp. 26 (A and B), Weekly Summary by Local Offices. The seven states of California, Illinois, Massachusetts, Michigan, Missouri, New York, and Ohio forward reports compiled for state headquarters on the calendar month basis. All the other states with the exception of Indiana, Maine, and North Carolina also make monthly compilations. These three prepare only the weekly United States Employment Service reports.

The Employment Service form calls for figures on "registrations, help wanted, referred, reported placed," classified by sex and further by type of worker. The types specified are, for males, unskilled, skilled, clerical and professional and, for females, domestic, industrial, clerical and professional. The state offices in general compile their reports under these or synonymous items, though some may separate registrations into new and previously registered. Several classify by industrial groups rather than by the types specified in the Employment Service form. The reports compiled are described more in detail in the part of this chapter dealing with publication and in the chapter on the United States.¹

Weekly and monthly reports are compiled in each exchange in Great Britain by the officer or officers in charge of statistics. The weekly report is made each Monday at the close of the day and presents the work of the exchanges for the week under (1) number of openings received during the week, (2) number filled, and (3) number remaining active. For applicants, the number on the "live register" is reported, with various subdivisions for claimants for unemployment insurance and for non-claimants.²

The monthly return is for the statistical month (a period of four or five weeks beginning with Monday, as determined by headquarters). At the end of each statistical month, entries on the daily statistical vacancy card for each occupation involved are totaled and an additional entry is made, by actual count, of the number of openings in the "live order register" for that occupation. This is the figure for "carried forward" at the end of the

¹ See pp. 99-100 and 244-264.

² See Appendix C, p. 301.

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month and in the following month for "brought forward." The monthly return covers the same items as the daily statistical cards¹ and totals are therefore easily transferred from these cards to the various industries and occupations.

The Swiss offices are required to compile two monthly reports for headquarters and a third is optional. The first (Schedule C) is considered urgent; it is required early in the month and gives for the last working day of the month the numbers of active and available openings and applicants, classified by industry and by occupation, degree of skill, and sex thereunder. These figures are secured by actual count of the files and exclude openings and applications which have not been renewed up to the twenty-fifth of the month.

The second report (Schedule A)—Statistics of the Labor Market, Data from the Offices on Their Placement Activities—is forwarded later in the month and covers the items already included on Schedule C and in addition the numbers of openings and applications (1) carried forward from the previous month, (2) received during the month, (3) total, and (4) placements effected. Under applications a separate total is shown for transients, who are included in the statistics only if they have been placed. Subtotals under placements indicate (1) the number which were in temporary employment and (2) the number of placements of persons originally registered outside the district of the office which were effected through clearance procedure. The classification for all items is the same as for Schedule C.

The optional report (Schedule B) relates to interlocal placements (effected through clearance procedure) and shows the numbers of openings and applications for employment received from, and transferred to, other offices. In addition, the Swiss offices compile semi-annual returns on the ages of persons seeking employment.

A special form has been provided in Sweden for compiling the monthly report required of each office. A sheet, numbered at the left from 1 to 31 (for days of the month), has columns under the same headings as the daily report. Separate sheets for men and women are used for each industrial group or subgroup and totals from the daily reports are transferred to the proper date line.

¹ See p. 91.

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Totals for each sheet give the data necessary for the monthly report. All items on the monthly report are classified by sex and industrial groups. For openings, the items are the same as the daily report;¹ for applicants they are fewer in number—(1) applications for employment, (2) total applicants, (3) number of applicants counted in the yearly enumeration; and for placements they vary slightly—(1) total, (2) outside (a) the town or (b) the country, (3) in co-operation with another office.

In Canada statistical reports, compiled for all offices by headquarters of the Employment Service, are prepared semi-monthly and monthly. The former is for the use of the offices and the latter for publication. On the semi-monthly report the offices are listed by provinces and figures given for each office, the province as a whole, and all Canada for items grouped under "vacancies" and "applicants." Figures for openings are (1) reported during the period and (2) unfilled at end of period. The number unfilled is ascertained at headquarters by deducting from openings reported those which were filled or cancelled.

For applicants the report covers those who were (1) registered during the period, (2) placed (classified as regular or casual), and (3) unplaced at the end of the period. The number registered is the total of those designated on the daily report as applicants and represents individual applicants plus those applicants who again made application after being disposed of by cancellation, expiration, placement, or "transfer-out" for placement elsewhere under clearance procedure. The total unplaced at end of the period is arrived at by deducting from the number of active applicants those who were placed or who cancelled their requests for employment.

A check for the number of applicants and openings available at the end of the month is had in the actual count made by the offices once a quarter. The number of referrals is not included in this report. No other classifications than those indicated are made except that totals for Canada are subdivided by sex.

Other semi-monthly reports are regularly prepared for the provinces of Ontario and Quebec to give them additional information, and special reports are compiled from time to time from data available on the Hollerith cards.

¹ See pp. 91-92.

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In Germany a report is compiled in the local offices at the middle of each month and forwarded on a postcard to the central office for the district. This gives the numbers of openings and applicants available in the office files on that day.

The monthly report contains the same items as the daily report¹ and like that report classifies by sex and further by industrial and occupational groupings. In addition to the statistics of openings, applications, and placements a report is made on the situation at the end of the month for openings and applicants which are actually available. In these figures, openings and applicants are not counted if their period of validity terminated at the end of the month and had not been renewed. These are the figures carried forward for "balance from the previous month."

In France weekly reports are regularly submitted by all placement offices to departmental headquarters and through them to national headquarters of the service. The items covered relate to openings, applicants, and placements. The only figure reported for both openings and applicants is the number outstanding at the end of the week, classified by sex and industrial groups. This represents those openings and applicants for which the period of validity has not lapsed.

Figures for placements receive most attention in the French service and, like openings and applicants, are classified by sex and industrial groups with further differentiation as regular and temporary, according to the probable duration of the employment. The latter group includes placements in employment for a week or under, but none of less than half a day's duration is included in the statistics. Regular placements are further subdivided into local and interlocal; that is, within or without the immediate jurisdiction of the office. In addition, under interlocal placements there are three headings for those effected: (1) within the department, (2) outside the department, and (3) with the co-operation of another office. When interlocal placements made by the co-operative action of two offices are within the department they are counted by the office furnishing the workers; if outside the department, by both offices. The resulting duplication is eliminated in the published statistics. Totals only are indicated on the report for placements of disabled soldiers, apprentices, and foreign workers.

¹ See p. 94.

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A monthly report is also required by the Department of the Seine from the specialized offices there. This report covers operations during the month under the main items of the weekly report of the national system—openings, applications, and placements—and, in addition, visits and referrals. All are classified by sex and occupational groupings within the specialized services of the Department. Placements are not classified by duration as in the national system. Figures on visits, which are considered to be much less important than the other figures reported, represent the totals of the consecutively numbered slips given to applicants to indicate the order of interview with the placement officers.

Semi-annual reports must be presented by all offices making placements to the commission in charge of the subventions granted by the state to employment offices. The form provides for data on the operating expenses of the offices, on the number of openings and applications for employment received during the semester, and considerable detail on placements. Local and interlocal placements, classified by sex and duration, are reported in the first table for each month in the period and in the second, for industrial groups.

PUBLICATION OF REPORTS

Employment office statistics in the United States are published by the United States Employment Service and independently by most of the state services.

The United States Employment Service issues, ordinarily in the third month following the period covered, a Monthly Report of Activities of State and Municipal Employment Services Co-operating with United States Employment Service.¹ This is intended to cover a period of four or five calendar weeks and is based on the weekly reports forwarded to it by the co-operating agencies. As the title of the publication indicates, the report includes other employment offices than those maintained by the different states. The figures published for the items, registrations, help wanted, referred, placed, are totals for the period of four or five weeks (although figures on the calendar month basis are included for several states) for each state and for each office in the state.

¹ See footnote, p. 41.

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With the exception of Maine, all the individual states publish employment office data. Statistics for the one Maine office are to be found only in the Monthly Report of Activities of the United States Employment Service.

Twelve state labor departments publish monthly bulletins which devote a section to their employment offices, or issue press releases. Massachusetts has no monthly publication by the state, but the individual offices make monthly announcements to the press. These states and the form of their monthly publication are given in the list below:

1. California, tables, mimeographed.
2. Connecticut, table, printed (with typed-in figures).
3. Illinois, Labor Bulletin, printed.
4. Iowa, Iowa Employment Survey, printed.
5. Michigan, tables, mimeographed.
6. Minnesota, tables, typed.
7. New Jersey, Industrial Bulletin, printed.
8. New York, Industrial Bulletin, printed.
9. Ohio, bulletin, mimeographed.
10. Oklahoma, Oklahoma Labor Market, printed.
11. Pennsylvania, Labor and Industry, printed.
12. Wisconsin, Wisconsin Labor Market, printed.

Annual reports for all the above states except Pennsylvania, which covers the activities of the department in its monthly bulletin, are contained in the annual or biennial reports issued by the labor department of the state; in a separate report of the division dealing with employment offices, as in Minnesota; or in an issue of the monthly bulletin, as in New Jersey and Wisconsin.

In the 11 states of Arkansas, Indiana, Kansas, Massachusetts, Missouri, Nevada, New Hampshire, North Carolina, Rhode Island, Virginia, and West Virginia, employment office statistics are published by the state in the annual or biennial report of the labor department.

The items published vary somewhat from state to state, but ordinarily figures are given for openings, applications for employment, referrals, and placements. A detailed description of the material included in these state publications is contained in the chapter on the United States.¹

¹ See pp. 247-264.

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Great Britain publishes monthly¹ the numbers on the registers of the employment exchanges each Monday of the previous month, with the average for the period covered, all classified as men, boys, women, girls, and total; the total number of vacancies received during each week; and the placements, classified as for men, women, or juveniles. Ratios are not presented. A special analysis of persons on the registers of the exchanges (classified by sex as above) is made for the last Monday to show the number of persons normally in regular and casual employment. Those normally in regular employment are further classified as "wholly unemployed" or "temporarily stopped." An analysis of insured persons recorded as unemployed on the last Monday of the month is made by main industrial groups and their subdivisions. As has been previously pointed out, unemployment insurance covers substantially all industrially employed persons and likewise the vast majority of persons registered at the exchanges.

In Switzerland monthly published reports show openings and applicants available at the end of the previous month, classified by industry, sex, and degree of skill; and total openings and applicants compared with previous months. Statistics published quarterly give for each month of the quarter the number of openings and applications received during the month and the number of placements effected. An annual report analyzes these items in greater detail. The Swiss reports do not make use of ratios, as, for example, between openings and applicants.²

Each month Sweden publishes statistics for the previous month on openings, applicants, applications, and placements. These items are variously classified by office, sex, and industrial groups. In the general summary of the labor market, the ratio of applications for employment to each 100 openings represents the work of the employment offices. These ratios are shown in a table by months in each year since 1923. The ratio of placements to each 100 openings is also presented currently. An annual summary under the same heads is also made. Statistics on openings in this report are

¹ In the Ministry of Labour Gazette, the official organ of the Ministry.

² These reports all appear in *La Vie Économique* (The Economic Situation). The German edition is entitled *Wirtschaftliche und Sozialstatistische Mitteilungen*.

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limited to the calendar year by deducting from the January figures all openings carried over from the previous year.¹

Canada publishes² each month statistics on the work of the employment offices that relate to the second preceding month. The items included are those reported to the provinces on the semi-monthly reports compiled for them,³ together with an additional item for applicants referred to vacancies. These are classified, as in the semi-monthly report, by province and office in each province, with totals for the provinces and all Canada. Only the totals for Canada are classified by sex.

Ratios give the number of "positions offered" and placements effected for each 100 applicants for employment and the daily average is computed for the number of openings reported by employers, applications for employment received, and placements made.

The placements of each province are given for the industries in which most were effected. Regular placements are analyzed to show the number made outside the immediate locality of the office where the persons placed were registered and the number in each province who benefited by the reduced transportation rate provided for applicants transferred to openings at other offices.

Each quarter, in addition to the statistics mentioned above, openings, and placements (subdivided into regular and casual) are analyzed by the detailed industrial classification in use throughout the Employment Service, for each province as a whole and for all Canada.

The analysis of openings and placements (regular and casual) by industry, just described, is also published for the fiscal year. In addition, openings, applications for employment, and placements (total, regular, casual) for the year are given by sex for each province as a whole and for all Canada.

In Germany the first of the three monthly issues of the *Reichsarbeitsblatt* (Labor Journal for the Reich) contains a statistical supplement on the labor market. This report from headquarters of the Federal Institution for Placement and Unemployment Insurance includes statistics on the work of the employment offices for

¹ The publication in which these appear is known as *Sociala Meddelanden* (Social Reports).

² In the *Labour Gazette*.

³ See p. 97

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the second preceding month. Figures are given on applicants for employment and openings available at the employment offices at the end of the month; applications and openings carried forward from the previous month and received during the month; placements, with subtotal for those in temporary work; and ratio of applications to each 100 openings. Total applicants and openings available at the middle of the month immediately preceding the month of issue are given for comparison with those at the end of the second preceding month. Placements are further classified by industrial groupings and by the 13 district offices. Totals are also given for the employment offices which are not operated for profit, which are also under the supervision of the Federal Institution.

Each quarter, figures on applications, openings, and placements are combined into one series in the *Vierteljahrshefte zur Statistik des Deutschen Reichs* (Quarterly Reports on Statistics of the German Reich).

The *Reichsarbeitsmarktanzeiger* (Labor Market Information for the Reich), published semi-monthly, also contains statistics on persons seeking work and openings as compared with a half month earlier. The *Statistisches Jahrbuch für das Deutsche Reich* (Statistical Year Book for the German Reich) presents figures which have appeared in the *Reichsarbeitsblatt* and the *Reichsarbeitsmarktanzeiger* and in addition more detailed information on the work of the employment offices not operated for profit, the strictly private agencies, and the placement of workers in agriculture and forestry.

The French Ministry of Labor releases statistics on its employment service each week in the *Bulletin du Marché du Travail* (Labor Market Bulletin), its official publication. It issues monthly and annual statistics as well; the Department of the Seine publishes monthly and annual figures on the work of its offices; and the commission in charge of the payment of subventions to the offices also publishes an annual report, which includes placement statistics.

The *Bulletin du Marché du Travail* contains statistics on the number of openings and applications for employment which were active at the end of the week, the number of placements effected during the week, divided into regular and temporary, and the collective placements of dock workers, for which there is a special

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rate of subvention. Regular placements are further divided into local and interlocal. Figures on unfilled openings and applications and on regular placements are classified by sex. Duplication in the national totals for regular and interlocal placements, caused by both the office with the opening and the office with the applicant counting placements made interdepartmentally, is eliminated by deducting one-half the totals of such placements.

Monthly figures appear in the *Bulletin du Ministère du Travail* (Bulletin of the Ministry of Labor). The section on various economic indexes includes among these certain labor market figures—placements effected by the employment offices, subdivided into regular and temporary, and applications and openings which were unfilled at the end of the month. The section on the labor market gives tables on placements, classified as local (regular, temporary, and of dock workers) and interlocal, and by sex thereunder; on openings and applicants, classified by sex, available at the end of each week; and on total placements classified by industrial groups and further by sex.

An issue of the *Bulletin du Marché du Travail* early in the year contains a supplement with detailed figures on the operations of the offices during the preceding year. Figures, presented by months, represent totals for periods of four or five weeks.

Monthly figures on the offices in the Department of the Seine are published in the *Bulletin Municipal Officiel* of the city of Paris. Openings, applications for employment, referrals and placements, classified by sex, are further analyzed by industry and then by the various specialized services. Under applications for employment the number of individual applicants is shown and the number of visits they made to the offices.

The annual report published by the Department of the Seine analyzes the activities of the offices in great detail with many tables and graphs.

The commission charged with the semi-annual allocation of subventions from the national government to municipalities and departments on the basis of placements made by their employment offices publishes an annual report which shows the placements (regular, temporary, and of longshoremen) made by each office, the credits established for it, its expenses, and the subvention granted.

PART II
SURVEY OF STATISTICAL PROCEDURES
IN VARIOUS COUNTRIES

CHAPTER IX

GREAT BRITAIN

DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

THE first labor bureau in England was established at Egham in 1885, supported mainly by private philanthropy. Registration was free, but small contributions were invited from those placed in employment. Later in the same year a second voluntary bureau was opened at Ipswich, and with the acute unemployment of 1892 others came into existence. A few registries for women were maintained by the philanthropic societies which gave protection and training to domestic servants in search of employment, while the private registries which charged fees, often to both servant and employer, were in use in all parts of the country.

Almost all the trade unions assisted their members to obtain work, some by carrying on a sort of employment bureau at the office where employers applied for workers, and others by informal reports from members on positions open.

Employment offices for seamen, conducted by the Board of Trade, had been in existence for years. The engagement and discharge of every person in the mercantile marine were required to be made through these offices.

The Labour Bureau (London) Act of 1902 was the earliest act of Parliament dealing with employment exchanges. It provided that the council of any metropolitan borough might maintain a labor bureau, the expenses to be paid out of local taxes. Only 11 were established in London under this law.

Prior to 1905 a good many municipalities had experimented with labor exchanges, but apparently the institutions were badly managed and employers held aloof from them. They worked independently of one another until the London Unemployment Fund attempted to provide a "central unemployed exchange."¹

¹ Report of the Royal Commission on the Poor Laws and Relief of Distress. Majority Report, His Majesty's Stationery Office, London, 1909, Part VI, par. 492.

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By the Unemployed Workmen Act of 1905 every borough council in London was required to appoint a Distress Committee with a Central Body over all the committees; outside of London in every community with a population of 50,000 or over a Distress Committee on the London pattern was to be established, but combining the powers of the Distress Committee and the Central Body; and in other places of from 10,000 to 50,000 population similar committees might be appointed.

In London 29 such committees and a Central Body were established, and 89 committees outside of London. These committees provided temporary work for applicants having suitable qualifications; emigration was arranged and employment bureaus, open to all unemployed workmen, were established.

The Central (Unemployed) Body, set up for London by the Unemployed Workmen Act, began in 1906 the organization of a system of employment exchanges for London as a whole. Twenty-five exchanges were operated for temporarily unemployed men or women, "usually self-supporting." The repeal of the Unemployed Workmen Act was recommended by the Poor Law Commission when it reported in 1909, on the ground that labor exchanges were set up only sporadically and that isolated exchanges tend to decrease rather than increase the general mobility of labor.¹

The establishment of a national system of employment offices by the Labour Exchanges Act of 1909 gave effect to the recommendations of the majority and minority reports of the Poor Law Commission. The cost of carrying the act into effect was to be provided by Parliament and the main operative provision lay in the subsection that

the Board of Trade may establish and maintain, in such places as they think fit, labour exchanges, and may assist any labour exchanges maintained by any other authorities or persons, and in the exercise of those powers may, if they think fit, co-operate with any other authorities or persons having powers for the purpose.

General regulations, made by the Board of Trade, were issued on January 28, 1910, after repeated consultation with representatives of employers and workmen. The attitude of the exchanges

¹ *Ibid.*, Part VI, par. 502.

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toward strikes and lockouts was to be one of neutrality, and they were to take no responsibility for wages or other conditions beyond supplying employers or applicants with information as to the wages desired or offered.

Besides the work of placement, the labor exchanges were established to provide the machinery of a national scheme of compulsory unemployment insurance which took form in 1911 with the passing of the National Insurance Act. The exchanges formed an essential part of the unemployment insurance plan, because all claims for benefit and payment of benefit were made at them and it became necessary to increase their number. When the payment of benefit under the unemployment insurance act began in January, 1913, there were 414 exchanges and 927 branch offices in Great Britain.

The office of Minister of Labour was created in 1916, to take over from the Board of Trade the powers and duties which related to labor and industry. On January 10, 1917, there was transferred to the Ministry of Labour, among other duties, the administration of the labor exchanges and the national insurance acts. The Employment and Insurance Department of the Ministry of Labour carried these on until 1929, when an internal reorganization of the Ministry reconstituted them as two separate departments.

The long-continued trade depression began about the time the 1920 unemployment insurance act, covering practically the entire body of wage-earners, came into operation. Both of these events greatly increased the work of the employment exchanges. Various relief works were undertaken by the government in areas with great unemployment, as evidenced by registrations at the exchanges.

During 1929 the exchanges received notifications of 1,779,434 "vacancies" and made 1,554,433 "placings."¹ They average about 5,000 placements daily, including a relatively large proportion of difficult cases.

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The national system of employment offices, set up for the whole of Great Britain under the Labour Exchanges Act of 1909, is also used, both centrally and locally, for the administration of unemployment insurance. The employment service is a part of the

¹ Report of the Ministry of Labour for the Year 1929, p. 13.

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Ministry of Labour and the plan of organization provides for a headquarters division, seven territorial divisions, and the local employment exchanges.

The direction and control at headquarters resides in two separate departments of the Ministry of Labour, the Unemployment Insurance Department and the Employment and Training Department, each under the control of a principal assistant secretary. These two departments have responsibility solely for questions of policy and of technical administration, and the executive control and business management are vested in the Department of Services and Establishments. The accounts of the Unemployment Fund and the records of insured contributors and of claims to unemployment benefit are under the control of the Finance Department.

Each of the seven administrative divisions has an office in the principal town of the district. The divisions are in charge of divisional controllers, who are responsible for the executive control of the work of the exchanges in their areas, subject to the general direction of headquarters. A chief woman officer is attached to each divisional office and is responsible for the women's work in the division. Inspectors in each division cover the local offices as inspectors from headquarters do the whole country.

Employment exchanges are established in all the more important towns of the country. All of them deal with both men and women, except a few exchanges for special classes of work-people, and with juveniles, except in those areas where the local education authority provides a juvenile employment bureau under the power conferred by the Unemployment Insurance Act of 1923. Special emphasis in the placement activities of the exchanges is given to vocational guidance. In England and Wales the work of advising juveniles and placing them in employment¹ may be carried on by the employment exchanges or by such local education authorities as have also undertaken to administer unemployment insurance. In Scotland all juvenile work is under the exchanges except in Edinburgh, where a joint arrangement with the educational authority is in force.

¹ The work for juveniles is described in the story-sketches of the life of the London child, *The Child Grows Up*, by Evelyn Sharp, The Bodley Head, Ltd., London, 1929.

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There are specialized exchanges in London which are limited, at the Denmark Street Exchange, to the hotel and catering trades; at the Tavistock Street Exchange, to the building industry; and at the Great Marlborough Street Exchange, to women workers. The last exchange operates a service for professional women, but there is none for professional men. Twenty-eight mercantile marine offices are maintained by the Board of Trade in port cities and all merchant seamen are engaged through these offices. Specialized exchanges also exist for dockers, and in order to deal with the problem of decasualization of employment on docks about 26 registration schemes are in operation under the control of port registration committees.

The exchanges have a fluctuating personnel, due particularly to increased demands for unemployment insurance benefit in periods of industrial depression, and therefore many of the officials are employed temporarily. At the end of 1929 there were 1,169 employment exchanges, 417 of them classed as exchanges and 752 as branch offices with 6,048 permanent and 6,711 temporary officials on the staffs of the local exchanges.¹ This does not include figures for headquarters, for branch managers (whose earnings, on a fee basis, vary with the work done), nor the 2,652 employes (1,551 permanent and 1,101 temporary) at the Claims and Record Office at Kew, where are kept the active individual accounts of some 12,000,000 insured persons.

The system of local employment committees forms an integral part of the organization of the local exchanges, and, as a rule, a committee is attached to each exchange. These committees serve voluntarily and the rotas from which each is drawn are composed of equal numbers of representatives of employers and workpeople, and some additional members, not exceeding one-third of the total membership, who are representative of other interests (local authorities, for example) and whose knowledge and influence may be useful to the committee. There are now some 325 local employment committees with a membership of over 8,000 persons.

Private agencies exist in large numbers, and some kinds of employment, domestic service in particular, are largely in the hands of the "registry offices." They have no relationship to the public

¹ Report of the Ministry of Labour for the Year 1929, p. 109.

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employment service. Many trade unions operate employment bureaus. In certain trades, particularly for men, union members make no use of the public exchanges as work-finding agencies, but count wholly on securing employment through their union. The public employment exchanges co-operate with the union bureaus and apply to them for workers when they have openings which they cannot fill from their own applicants.

EMPLOYMENT EXCHANGE PROCEDURE AND RESULTING STATISTICS

The procedure followed in the public employment exchanges in the various transactions and in the compiling of statistics on the work is uniform throughout the employment service. It is laid down in detail in confidential codes of general instructions to divisional and local office staffs.

Daily statistical cards are in use in all exchanges. One officer in each of the four departments (for men, women, boys, and girls), or in the smaller exchanges one officer for all departments, is in charge of the daily statistical cards, makes the necessary entries from information supplied by the counter clerks, and renders the statistical returns required from each exchange by headquarters.

The terms "statistical month" and "statistical year" frequently occur. The statistical month is the period covered by the monthly return to headquarters and ends with the first Monday in the next calendar month. Four statistical months cover periods of five weeks each and the other eight statistical months, four weeks each. The statistical year comprises twelve statistical months, beginning with the Tuesday which was the first day of the statistical month for January and ending with the Monday which closed the statistical month for December. Headquarters notify the divisional and local offices of the terminating dates for these monthly and yearly statistical periods.

In the earlier years of the employment service elaborate statistics were required, as may be observed by reference to the items included in the series published in the Abstract of Labour Statistics.¹ The number of items reported has now been reduced, and efforts are made to limit the statistical reports required from al-

¹ See pp. 124-125.

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ready overburdened office staffs, so far as this is compatible with information considered essential.

As an applicant for employment is in most cases a claimant for unemployment benefit, the procedures for the placing of applicants as such and for unemployment insurance are inevitably interwoven in certain respects, since the administration of the two is carried on in the same office. The following description therefore of the procedure in the offices has to take some account of the modifications brought about by unemployment insurance for those workers whom it covers. As far as possible, however, the description has been limited to the transactions relating particularly to the placement function of the exchanges.

Openings. Openings, described as "vacancies" in the employment exchange terminology of Great Britain, may be reported or "notified" to the exchange by personal call, mail, telephone, telegram, or messenger. The telephone method is the one most commonly used. On request employers are supplied with franked post-cards for use in notifying vacancies to the exchange by mail.

The vacancy is recorded in the district where the employment is situated, even though the employer may be resident elsewhere, and any local exchange receiving notification of a position outside its district transmits the notification to the proper exchange.

The employer's requirements and conditions of the vacancy (hours, wages, and so forth) are entered as fully as possible on an order card. Requests made in person or by telephone are recorded directly on these cards. If the notification is verbal and the employer is not known to the exchange, or if for other reason it seems desirable, then a form is forwarded for him to fill out in confirmation. All notifications of vacancies are acknowledged except by arrangement with those employers who regularly use the exchange or whose request for workers has been made in person. The exchanges do not deal with orders where the wages offered are lower than the recognized minimum for that occupation.

The order cards are numbered serially from the beginning of the statistical year in four separate series for men, women, boys, and girls. An order card deals only with workers of identical qualifications and types, and separate cards are used when several types of workers are required. Each branch office forwards duplicates of

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orders, in the form of "flimsies," to the parent exchange, where they are retained in a separate file pending word from the branch office as to their disposition, and then filed with the orders which are no longer active.

There are three order files or "registers" in use: (1) the "live order," (2) the "month's dead order" and (3) the "dead order." The first contains the cards, filed by occupation and by order numbers thereunder, for orders which have not been filled, cancelled, or lapsed. The second contains the cards, arranged as in the live order register, transferred to it from that register during the statistical month¹ as orders have been filled, cancelled, or lapsed. To the third are transferred all the cards remaining in the month's dead order file at the end of the statistical month. These cards are arranged by industries, and alphabetically by employers' names thereunder, so that reference to them from the employers' file may be easy. At the end of the first half of the statistical year the cards for the latter half of the previous statistical year are removed from this file and at the end of the year the cards for the first half of the current year. They are stored until time for them to be destroyed.

An employers' register is also maintained. This includes the name, address, and business of each employer in the district of the exchange, with the exception of those employing only domestic labor. The additional information recorded (as, for example, the number of people ordinarily employed and any special conditions or requirements) is of value in making referrals and in canvassing for jobs. This register is usually kept in the men's department at each exchange and in general is arranged either alphabetically or by the more important local industries, rather than by occupations. A subsidiary register, however, is frequently kept in the women's department for the more important employers of women, and the juvenile departments keep their own employers' register.

No period of validity has been set for employers' orders, but the instructions read that once a month, and approximately on the same day of the month, inquiry should be made of employers represented in the live order register to make sure that the order is still open. This inquiry is made by telephone or by mail of those employers whose orders have stood for at least a week without some

¹ See p. 112.

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indication of their status. The reply may indicate that the order is still valid or that it should be cancelled. If no reply is received within four days, the order is considered to have lapsed. In practice, however, the exchanges keep in close touch with employers, and only infrequently would an order remain in the file for a month without some contact with the employer who gave it.

The number of vacancies recorded as notified is the number of workers the employer wishes to engage, and effort is made to have him state this number exactly. The number of vacancies recorded as filled is increased when, out of the number sent an employer for selection, more are engaged than were originally requested. If an order which has been filled and for which a placement has been counted, again becomes open, it is entered as a new order. Orders received considerably in advance of the date for the beginning of work are not counted until near that time.

For the counting of vacancies and other transactions a "statistical vacancy card" has been provided. A separate card is made in each of the four departments of the exchange (men, women, boys, and girls) for each occupation in which a vacancy has been notified, and these cards are filed together at the front of the live order register or kept in a separate compartment. The card has columns for occupational number, date, brought forward, notified during the month, vacancies filled by local applicants (with several subdivisions), filled by applicants from other districts, cancelled or lapsed, carried forward, and total filled. On the last day of each statistical month, the number in the live order register under each occupation is entered on the card for that occupation in the column "carried forward." On the first day of the succeeding month this becomes the figure for "brought forward." At the close of each day, dated entries of the number of local vacancies notified and of the number which have been cancelled or lapsed are made on the proper occupational cards in the two columns provided for that purpose. A vacancy which has been transferred from one department of an exchange to another (perhaps notified in the women's department and transferred to the men's) is entered in the former department as cancelled and in the latter as notified. Entries in the other columns are considered later in the discussion on placements.¹

¹ See pp. 119-120.

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Each Monday, at the end of the day, totals are compiled of the number of "vacancies notified" and filled during the week and the number remaining "live" at the end of the week, and these figures included on the weekly statistical return forwarded to headquarters.

*Applications for Employment.*¹ Procedure in the employment exchanges with reference to persons in search of employment, as has already been stated, varies for those who are claimants for benefit under the unemployment insurance scheme and for those who are non-claimants. The majority of those who apply also make claim for benefit at the same time, and for them "registration" must be in person. They may make this claim for benefit at any local exchange, but must register for employment at the same exchange. Those who are non-claimants make application, as a rule, at the exchange nearest their place of residence, and they too must register in person unless they are disabled ex-service men or reside more than three miles from the nearest exchange. In these cases they may become "postal applicants" and forward the necessary information to the exchange by letter or by the form provided for the purpose, known as an "A" form. Persons already in employment may be registered, but an unemployed applicant who is equally well qualified is given preference over a person actually in employment and desirous of finding other work.

Full particulars as to name, address, type of work wanted, qualifications, and experience are recorded by a clerk. For both claimants and non-claimants this information is recorded on a card known as a "B" card. Special forms are in use for juveniles and the fullest particulars are obtained as an aid in giving advice on choice of employment. If the applicants have been registered previously at the exchange, either as claimants or non-claimants, the old records are located and brought up to date.

The claimant "lodges" his unemployment book at the exchange and is given a receipt card for it. The non-claimant is given a "registration card." This is in the form of a franked postcard, addressed to the exchange. The clerk enters on this card the applicant's name, address, occupation, classification number for the occupation² in which employment is desired, and stamps it with

¹ Termed "registrations" in Great Britain.

² See p. 120.

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the date. On the franked side he indicates the day or date on which the applicant should renew his registration. The card also contains space for the applicant to fill in when he has obtained work, either through the exchange or by his own efforts. The applicant presents this registration card each time he renews his application, and the date is stamped in the column provided for the purpose, or he mails it to the exchange as soon as he has found work. The date of each renewal is also stamped on the applicant's "B" card. In certain cases of casual employment, a special token or tally is sometimes used instead of the registration card. The claimant is considered as having fulfilled the requirements for renewal of his registration so long as his claim to benefit remains in force. It is necessary for the non-claimant to renew his registration weekly in order to be considered for employment. But as has been stated, if he resides more than three miles from the exchange or is a disabled ex-service man, renewal is made fortnightly.

Several files, or "registers," are in use. The "B" cards for claimants are filed in the "insured register," and for non-claimants in the "live register." One of the items entered on these cards is the classification number of the occupation in which work is desired (the same number as on the registration card), and the cards are filed according to these occupations or sub-occupations. "Dummy" cards are also filed under such other occupations as applicants have mentioned as second choices.

The live register contains the cards of applicants who have registered or renewed their registration within the preceding seven or fourteen days, as the case may be. When an applicant is placed or cancels his registration, his card is transferred to the "year's dead register," where it is filed alphabetically. The file is "cleared" each Monday at the close of work but before the weekly statistical return is prepared, and cards for those applicants whose period of registration has lapsed are also transferred to the year's dead register.

An "intermediate register" may be kept, at the discretion of the local exchange officer. This contains the cards of persons who have allowed their registrations to lapse during the statistical month, and serves as a potential source, easy of reference, for the filling of a vacancy when no suitable applicant is available in the live

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register. At the end of the statistical month all cards in this register are transferred to the year's dead register.

The "reference register" contains the cards of the year's dead register for the preceding statistical year, arranged in alphabetical order. This is consulted for cards of applicants previously registered at the exchange. At the end of the statistical year the cards are removed from the file and stored until such time as they may be destroyed.

No statistical return is required as to the number of registrations or renewals. Instead, the number on the live register at close of work each Monday is counted and reported in detail on the weekly return.¹ Practically all the figures are derived from the operations of the unemployment insurance scheme. In addition, in the case of benefit claimants, returns are rendered each week of the number of fresh and renewal claims made.

*Referrals.*² The employment exchange selects for the employer's consideration the applicant or applicants who most nearly answer the requirements of the vacancy and sends them to him for an interview. Sometimes the employer comes to the exchange and interviews the applicants in a room set aside for that purpose.

Each applicant is provided with an introduction card in the form of a franked postcard. The employer indicates on the introduction card whether or not the applicant has been engaged and mails it to the exchange. He may also note in the space provided at the bottom whether or not he wishes to see other applicants. If a considerable number are desired and they are sent at one time, then the introduction card is dispensed with and a list substituted. The employer strikes out the names of those he does not engage, signs the list, and returns it to the exchange in the envelope enclosed. This procedure is important in connection with unemployment insurance, since the return of the card is evidence that the workman has actually made the effort to obtain this employment. On the back of the order card, record is made of the date, occupational classification number, and name of the applicant or applicants referred to the position; and on the back of the card for each applicant concerned, record of the date, name of employer, order

¹ For form see Appendix B, p. 301.

² Termed "submissions" in Great Britain.

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number, and occupational classification number for the order on which he was referred. If the exchange has no suitable applicants available, it consults the employment bureau maintained by the local trade union for that trade, or the secretary of the union, and next the neighboring exchanges. Unfilled vacancies are then reported to the clearing house for the division, for circulation through the clearance procedure.¹

The number of referrals is not required for the reports forwarded to headquarters, and totals of referrals therefore are not compiled.

*Placements.*² When evidence is received, ordinarily by the return of the introduction card signed by the employer, that the applicant referred to a position has been engaged, a placement is recorded on the backs of the applicant and order cards. A further placement may be counted for the same vacancy if the person placed began work, even though subsequently he left or was discharged. No separation of placements into permanent or temporary is made, and no minimum period established below which a placement is not counted.

The number of placements is recorded daily, on the statistical card for each occupation involved, in the column for total. It is also entered under the column "filled by local applicants" or "filled by applicants from other districts," as the case may be. When a local vacancy is filled by a local applicant, the transaction is recorded in the first of these, and when a local vacancy is filled by an applicant from another local office, in the second. In the instances where the occupational classification of the vacancy and that of the applicant placed is not the same, classification of the vacancy is naturally the one used.

As in the case of vacancies, totals for placements are compiled at the end of each Monday and included in the weekly statistical return. The total number of placements is given, as well as the number filled by local applicants and by applicants from other districts.

Certain placements, in which the work of the exchanges is limited, are described as belonging to "Class B." These include, for example, the obtaining of former employes for employers and the placing of the same men in rotation in work given as relief.

¹ See p. 120.

² Termed "placings" in Great Britain.

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“Class B” placements are entered on the daily statistical cards in red ink but otherwise in the same manner as other placements.

Clearance. A system of “clearing” the vacancies in the various areas, that is, of seeing that workers are not unemployed in one area while required in another, is in operation. The local exchange notifies the divisional office daily of the vacancies which cannot readily be filled by local applicants. The divisional office circulates these vacancies through all the exchanges in its district by means of a printed list issued each week, supplemented by daily mimeographed lists. Each two weeks a list of vacancies which still remain unfilled is forwarded to the London headquarters for inclusion in the National Clearing House Gazette. This formerly was published weekly, but now fortnightly, with daily supplements. It is sent to all the exchanges in the country.

These lists are arranged under occupations, give the occupational code number, the name of the exchange where the vacancy is registered, the order number, and brief detail. The exchange having available an applicant who seems suitable gets in touch immediately with the exchange having the order. The divisional clearing houses are active, and exchanges in each area are often able to learn immediately of suitable candidates or vacancies by telephoning their clearing house.

Occupational Classification. Each main occupation and sub-occupation has been assigned a distinctive code number to be found in a printed List of Occupations. These numbers are used, as has been said, on the applicant’s card for the “live file,” his registration card, the order card, the daily statistical card kept by occupations, and the lists circulated in the clearance procedure. A main occupational code number consists of three figures; for example, 001 for carpenter or joiner, and 111 for cutler or scissors-maker. A sub-occupational code number is formed by the addition of another figure (or figures) to the three figures in the main number. The number 0018, for example, for joiner (bench hand), represents sub-occupation No. 8 of the main occupation No. 001. The letter “L” prefixed indicates a laborer (L5, builder’s laborer) or an unskilled worker (L206, porter).

Statistical Reports. Weekly and monthly reports, compiled by the clerk in charge of statistics, are forwarded to headquarters by

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each employment exchange. The weekly report¹ is prepared each Monday at the close of the day's work and dispatched on Tuesday. It is a complete statement of the work of the exchange for the week. The items resulting from the placement procedure have been described in this section under the various headings for openings, applications for employment, and placements.

The monthly return is for the statistical month and calls for totals for the same items as on the daily statistical card,² that is, for brought forward, vacancies, filled by local applicants, filled by applicants from other districts, cancelled or lapsed, carried forward, and total filled. These totals are entered under industries and occupations, which are designated by the occupational code number, and so are merely transferred from the daily statistical cards, as totaled at the end of the month, to the proper spaces on the monthly return.

PUBLICATION OF STATISTICS

The duty of collecting information and publishing statistics relating to labor was assigned to the Board of Trade by a Resolution of the House of Commons of March 2, 1886. This duty was transferred to the Ministry of Labour by an Order-in-Council of July 2, 1917, following the institution of that ministry to take over from the Board of Trade matters relating to labor and industry. Statistics on the work of the employment exchanges, published first by the Board of Trade and then by the Ministry of Labour, have been available since the exchanges began to function in 1910.

Earlier, the exchanges which operated under the Unemployed Workmen Act of 1905 sent weekly returns³ each Saturday to their central exchange on "registrations, situations notified, and situations filled" on each day of the week.

The regular periodical returns forwarded by the employment exchanges to London headquarters furnish part of the information and statistics relating to the industrial situation in Great Britain and other countries, which are published in the monthly issues of the Ministry of Labour Gazette, occasionally in special reports, and

¹ See Appendix B, p. 301.

² See p. 116.

³ For the form of this return, see Report of the Royal Commission on the Poor Laws, Appendix 86 in Appendix vol. 8.

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The Ministry of Labour Gazette has a general section dealing with employment in the previous month, which gives, in text, a general summary of statistics (percentage of insured workpeople who were unemployed, number of persons on registers of employment exchanges in Great Britain on the last Monday in the month, employment conditions in the main industries of the country), and a summary of employers' returns based on information obtained from employers or employers' associations in certain industries. Detailed reports on employment in some of the principal industries follow.

Tables then present the numbers on the registers of employment exchanges (defined as including the employment exchanges, branch employment offices, and also juvenile employment bureaus under the control of the local education authorities) and vacancies notified and filled.

The numbers on the registers are shown for each Monday in the statistical month, for Great Britain, and for Great Britain and Northern Ireland combined. The last Monday in the preceding month is given for comparison and the simple average for the month is calculated. Under Great Britain a separation is made for men, women, boys, and girls. The age of eighteen years is now the dividing point between adults and juveniles.

Detailed analysis is limited to the last Monday in the month. It gives separately for men, women, boys, and girls, for Great Britain, and Great Britain and Northern Ireland combined, the number of persons on the registers normally in (1) regular employment and (2) casual employment. The number in regular employment is further divided into those who are (1) wholly unemployed and (2) temporarily idle. Figures in this analysis are obtained from the working of the unemployment insurance scheme.

The table for vacancies filled and vacancies notified (placements and openings) is for Great Britain and Northern Ireland combined and gives for each week in that month (as ended on Monday) the number of applications for workpeople received from employers during the week, the number of placements made, and the average for both of these items for the month. The total number of placements made during the statistical month, as well as separate figures for men, women and juveniles, is indicated in a note.

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“Persons on the registers at principal towns” forms another table. The total shows, for each of the employment exchange divisional areas of Great Britain and for Northern Ireland, as well as the principal towns for each of these areas, the number of persons on the live registers of the seven employment exchanges on the last Monday in the month. Detailed figures are given for men, women and juveniles, and for the increase or decrease as compared with the last Monday in the previous month.

Another section in the Gazette is devoted to “unemployment in insured industries” and contains numerous tables derived from unemployment insurance operations.

Employment exchange statistics are also published in the Abstract of Labour Statistics of the United Kingdom, also prepared by the Ministry of Labour. The latest volume available is the nineteenth, which was published in 1928. This is the third issued since the beginning of the World War, the others having been in 1915 and 1926.¹

The figures summarized are largely compiled by the Ministry of Labour, but summaries are also given of statistics relating to labor which are published by other government departments. The figures given relate as far as possible to the years 1911 through 1927, thus giving figures for three pre-war years for purposes of comparison.

In the Nineteenth Abstract, statistics are presented in 14 main sections, of which the first is “employment, unemployment and unemployment insurance.” Under this main heading, two tables are given for employment exchange statistics.

The first gives the “total numbers of applicants for employment registered at employment exchange and branch offices, 1924–1927.” These are the figures for persons on the registers each Monday during the four years from 1924 through 1927 and are given separately for Great Britain and Northern Ireland and the total for both combined.

The second table is for “registrations at employment exchanges in the United Kingdom: vacancies notified, vacancies filled, etc., 1910–1927.” For each year from 1910 through 1927 the following

¹ Since this study was prepared the twentieth volume has been issued.

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items, with the exceptions indicated, are given for men, women, boys, girls, and total:

Number of registrations (except for 1926 and 1927)

Number of individuals registered (except for 1923-1927, inclusive)

Number of vacancies notified

Number of vacancies filled

Number of individuals placed in employment (except for 1910-1913, inclusive, and 1923-1927, inclusive)

The figures for 1910 are for eleven months only, since the exchanges were not opened until the first of February in that year. The figures for all years through 1921 are for the United Kingdom. From that date they refer to Great Britain and Northern Ireland.

A press release is issued each week by the Ministry of Labour, announcing the number of unemployed and comparing it with the previous week and year. These figures are compiled from the weekly returns forwarded to headquarters by the employment exchanges.

A Local Unemployment Index, instituted in 1927 for the use primarily of manufacturers and distributors, reaches its subscribers each month, less than two weeks, as a rule, from the date to which the figures relate. It gives, for 667 towns and for the country areas in Great Britain, the number of insured persons in each area and the percentage rates of unemployment for men, for women, and for juveniles on the Monday nearest the fourteenth of each month, together with comparisons for the previous month and the corresponding month of the previous year.

CHAPTER X

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DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

IN THE Middle Ages it was customary for the worker to travel about the country in search of employment, as a final stage in his apprenticeship. He could find shelter at the journeymen's hostels, where lists of local vacancies were posted. Later, the offices set up by the public authorities for relief in kind were used as employment offices. By the end of the last century these relief offices had formed cantonal associations which enabled workers in one district to find employment in another.

Private employment agencies had an extensive development; but they were chiefly concerned with the placement of domestic servants and agricultural laborers. Six cantons in 1875 required the private agencies to be licensed and by 1876 most of the other cantons regulated them. Employment agencies were also conducted in connection with employers' and workers' associations, and with societies for the protection and welfare of young women and apprentices, but these on the whole were limited in scope.

The first public employment office was established in St. Gall in 1887. Bern followed in 1888, Basle in 1889, Schaffhausen in 1891, Bienne in 1892, Geneva in 1895, Winterthur in 1896, and Zurich in 1900. The increasing interest in public offices led the Association of Swiss Towns at meetings in 1901 and 1902 to urge their establishment in all places of over 5,000 inhabitants, and in 1903 the Association of Swiss Employment Offices was formed.

The first federal legislation concerning public employment offices was the law of October 29, 1909, which created no new offices but granted subsidies to the cantonal and communal offices and to the Association of Swiss Employment Offices. Constitutional limitations and the prevailing sentiment that the Confederation should not undertake any activity that could be carried on adequately by the cantons and communes prevented the federal government from going farther. The subsidies to the cantonal and communal offices

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amounted to one-third of their expenditures, exclusive of furnishings and quarters. The Association of Swiss Employment Offices received one-half of its expenses.

An administrative regulation of November 12, 1910, outlined "uniform principles for the administration of the public employment offices in Switzerland and co-operation between them," as worked out in conference between the Department of Industry and the Association of Swiss Employment Offices.

In 1919 a Federal Office for Unemployment Relief was established by virtue of war-time powers of the federal government and in the following year became the Labor Office in the Federal Department of Public Economy. The legislation for unemployment relief necessitated considerable modification in the public employment service, and provision was made for a federal employment office under the Labor Office at Bern, the capital.

On October 29, 1919, the various orders relating to relief of the unemployed were consolidated and each canton was required to set up a central employment office. It was found necessary, on June 25, 1923, to provide for a system of clearance by which information as to openings and applicants available for consideration by offices in other localities was circulated throughout the canton.

New legislation providing for a system of public employment offices was passed on November 11, 1924, because of the expiration of the war-time powers under which the legislation of 1919 was enacted and the fact that Switzerland had ratified the international labor convention on public employment agencies. This law, under which the Swiss employment service now operates, required that each canton should set up a system of employment offices and that their work should be co-ordinated by a central office. The Labor Office, as formerly, was responsible for co-ordinating the work of all the offices.

The Labor Office issued a memorandum, June 25, 1924, on the reorganization of the statistics of public employment offices, which outlined the respective fields of activity of the cantonal and communal offices and gave detailed instructions regarding statistical reports and the manner of compiling them. It provided for a system of "interlocal placement," by which openings might be filled by persons resident outside the district, and the recording of transactions arising in connection with this system.

The Swiss public employment offices have continued to develop under the legislation of November 11, 1924, and to operate under the uniform regulations of June 25, 1924, as amended from time to time in certain details. There are now 35 offices in a co-ordinated system which covers the whole country. These employment offices form a part of the unemployment insurance system, for benefits to insured persons are conditional upon registration at an employment office.

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The public employment service is conducted by cantons and communes but is aided by subventions from the federal treasury and co-ordinated by the Labor Office in the Department of Public Economy. In all but three of the 25 cantons, cantonal offices have been set up to serve as central offices for the cantons and to supervise the communal offices within their borders. The field of operation for each office has been exactly defined.

The employment offices are banded together in a voluntary organization, the Association of Swiss Employment Offices, which also participates in the subventions. They are operated free of charge, remain neutral in industrial disputes, operate under the general direction of committees composed equally of employers and workers, and theoretically cover all kinds of work.

In addition to the offices maintained by the cantons and the communes there are five specialized placement services which are operated by trade unions and professional associations for the benefit of their members and not for profit. These specialized services submit certain reports to the Labor Office and compile their statistics on the same basis as the public employment offices.

Fee-charging agencies exist, but their number is not large and it is thought that they will tend to disappear with the development of the public service.

EMPLOYMENT OFFICE PROCEDURE AND RESULTING STATISTICS

The employment offices in Switzerland have issued regular statistical reports on their work since 1905 and have compiled these according to a procedure uniform for all offices. During the earlier

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years this procedure was evolved by the Association of Swiss Employment Offices. After the passage of the first federal legislation on employment offices in 1909 and the adoption on November 12, 1910, in conference between the Association and the Federal Department of Industry, of "uniform principles for the administration of the public employment offices in Switzerland and co-operation between them," the forms and procedure therein outlined were followed and reports compiled in the manner prescribed. Since July, 1924, the basis for statistical procedure in the different offices is the memorandum of June 25, 1924, to which reference has already been made in the section dealing with the development of the offices.

The present procedure is also briefly described in a report¹ published by the Federal Department of Public Economy in August, 1929, to explain the statistical data on various subjects issued by the Federal Labor Office and the manner in which these data are obtained. The forms in use are reproduced at the end of that report.

The following pages give a description of the statistical recording of the various transactions in the employment offices. Each of these offices submits monthly reports on its work to the Federal Labor Office at Bern. Transactions within and without the jurisdiction of the office are compiled in separate statistical returns, the former (Schedules A and C) being required of all offices, while the latter (Schedule B) is optional. The information on Schedule C is included on Schedule A also, but is required earlier in the month.

Instructions to the offices do not provide for the keeping of daily reports as the basis of the monthly report, but to facilitate the preparation of the various reports in the employment offices the Labor Office has provided small printed tally slips. These are two by three inches in size and of three different colors, according as the item to be recorded is an opening, an application for employment, or a placement. The corner of the slip is clipped if the item relates to an opening or application outside the jurisdiction of the office. As transactions are completed, or at the close of the day, the clerk enters on the proper tally slip the applicant number or the order number, as the case may be, and the classification number for the kind of work involved. He then files the slips until the end of the

¹ Exposé d'ensemble sur les statistiques périodiques de l'office fédéral du travail.

month, when he sorts and counts them to secure totals for the period.

*Openings.*¹ Employers place their orders for workers at the employment office serving the territory where the employment is located. Details of the order are recorded on a card—name and address of the employer, nature of the work, numbers wanted, wages offered, and other pertinent information. The cards are numbered consecutively and on each is entered the code designation for the industrial and occupational classification of the employment. This classification has been prepared and printed by the Labor Office for use in all the employment offices. It is described later more in detail.² The opening is designated as temporary, as contrasted with regular employment if the duration of employment appears to be for less than one month.

An order is valid until the twenty-fifth of the following month. If before the expiration of that period it has not been filled and has not been renewed by the employer, it is considered to have lapsed. A renewal of the order after the twenty-fifth of the following month is counted as a new order and extends the period of validity to the twenty-fifth of the succeeding month. In practice, however, most orders would be filled soon after they were received, either by the office to which the request was first addressed or by some other office through the operation of the interlocal circulation of unfilled orders. An order requiring persons of unusual qualifications obviously might need to be renewed, perhaps more than once.

The number of openings is the number of workers desired, so that one order for several persons of like qualifications counts as that number of openings. An order which has been filled and shortly becomes open, because the person placed in it for some reason did not remain, counts as another opening. If the employer has indicated that he was taking the worker on trial, or if that seems evident, the office is careful not to count the opening again.

The monthly report which covers the jurisdiction of the office (Schedule A) calls for figures (classified by industry, occupation, degree of skill, and sex under each industrial group) on the number of openings recorded during the month, the number unfilled at

¹ Termed "offene Stellen" or "offres d'emploi" in Switzerland.

² See pp. 135-136.

the end of the preceding month, and the situation on the last day of the month. The last figure is ascertained by actual count and is carried forward to the next month. Orders which had been received during the previous month but which have not been renewed up to the twenty-fifth of the month for which the report is being compiled are eliminated from the count.

*Applications for Employment.*¹ The person in search of employment makes application at the employment office nearest his place of residence and there fills in two different registration forms. The first, of four pages, is retained as the office record, and the second, of one page, is to be forwarded by the office to prospective employers. The applicant submits five duplicates of the latter, together with copies of such certificates as are necessary and, if possible, his photograph. Both forms require information as name, address, age, civil status, education, training, and experience in the type of employment desired, and so forth. The first form is more detailed and provides on the third page for entries of action by the office. Some offices transfer the information to cards and make the entries on them. The next serial number is assigned to the applicant's record and the classification number for the kind of work desired. Particular care is taken to ascertain whether or not the applicant is "transferable," that is, could change his place of residence in order to secure employment and whether he would accept employment outside the country.

The application for employment, like the order, is valid until the twenty-fifth of the following month. If the applicant wishes to be considered for employment beyond that date, he must make renewal of his application. The date of each renewal is entered on his record form or card, but if none has been made by the twenty-fifth of the month the application is considered to have lapsed. If renewed after the expiration of this period it counts as a new application.

If the applicant for employment is also an applicant for benefit from an unemployment insurance fund, he is given a special card which bears his name, registration number, and other identifying information. A portion of the card is divided into 12 spaces, designated by the months of the year, in which the office stamps

¹ Termed "Stellensuchende" or "demandes d'emploi" in Switzerland.

the dates on which the worker makes application and renewals at the office.

If an applicant who has been placed by the office returns for other employment, a new application is counted unless the employer was accepting him only for a brief trial period. An application is recorded for a transient¹ only when he is placed in employment because no suitable local applicant is available. Otherwise, his application is not counted in the statistics.

On the monthly report are entered the number of applications received during the month, the number active at the beginning of the month, and the situation on the last day of the month. The figures for applications, as for openings, are classified by industry, sex, occupation, and degree of skill thereunder. In a separate column is indicated the number of applications which were recorded for transients who had been placed by the office.

In the figure which represents the number of active applicants at the end of the month no distinction is made between applicants who are without employment and those who are still employed but are shortly to be discharged or those who wish to change their employment. As a matter of fact, however, the figure represents almost exclusively unemployed workers.

Figures on the ages of the persons seeking work are compiled twice a year, at the end of January and of July, for submission to the Labor Office.

*Referrals.*² When an order for workers has been received, the employment office forwards for consideration by the prospective employer the registration forms of one or more applicants, several forms being prepared by applicants on registration for this purpose. Those whom the employer wishes to interview are summoned to the employment office and directed to him. Or the forwarding of the registration forms may be dispensed with, and applicants selected by the office may be sent at once for interview. Each applicant is given an introduction card, in the form of a return postcard, on which are entered the name of the applicant and the position which he is seeking. The employer is requested

¹ In Switzerland all persons resident in a community for a period longer than two months are required to register at police headquarters. Those who have been in the community for a shorter period are "Durchreisende" or "personnes de passage."

² Termed "Zuweisungen" or "assignments" in Switzerland.

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to return the card after signing it and indicating whether or not the applicant has been engaged and, if not, whether other applicants should be sent.

Notations of these referrals are made on the applicant card, but no compilation is made of them for the local offices or for the report to federal headquarters, it being the opinion of the employment service officials that figures on referrals give no information as to the state of the labor market.

*Placements.*¹ A placement is recorded only when definite word is received at the office that an applicant referred to an opening has been engaged. This information may come either from the employer, ordinarily by return of the postcard, or from the applicant. The office follows up all referrals on which a report has not come to hand, so that it may send other applicants if the opening is still available, and in this manner receives corroboration of placement.

If a worker who has accepted a position fails to appear for work and does not notify the employment office of his decision, he is reprimanded by the office and may be debarred from receiving further service. He may also be refused unemployment benefit when information of such failure to report for work is communicated to the fund in which he is insured.

If the period of employment is less than two days—as is the case with day's workers, members of an orchestra placed for an evening's performance, and so forth—the placement is entered on the order and applicant cards, but it is not counted in the statistics of placement.

From the point of view of duration also, placements are divided into temporary, if for less than one month, and regular if for an indefinite period. The employer's order is the basis for this classification.

On the monthly report required of all offices (Schedule A) the total number of placements is reported, the number of these which were placements of persons originally registered outside the district of the office, and the number which were in temporary employment. The second figure, placements of persons from without the district, is mentioned below under "Clearance." The statistics on placement are classified in the same manner as others on the

¹ Termed "besetzte Stellen" or "placements effectués" in Switzerland.

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monthly report—by industry, occupation, degree of skill, and by sex under each industrial group.

Transients¹ who have applied at the office and are placed are counted in the statistics of placement in the same manner as persons resident in the district. If a transient has been placed, he is also counted under applications, as has been pointed out in the discussion of that item, but not otherwise.

*Clearance.*² Transactions arising out of clearance procedure—the circulation of unfilled orders and of “transferables” and the resulting placements—are included in the monthly statistical reports. As was pointed out above, a separate figure is entered on Schedule A for interlocal placements, representing the positions which were filled by persons who had made application for employment at another office and were found through the clearance of information on unfilled orders and transferable applicants.

Schedule B is devoted wholly to interlocal operations, and its use is optional. It is intended, in conjunction with Schedule A, to give those offices which prepare it a complete statistical representation of their work. The tally slips³ prepared to secure totals for this schedule are distinguished from those relating to Schedule A by a clipped corner. Under the two items, applications for employment and openings (classified as in Schedule A by industry, occupation, degree of skill and sex thereunder), are reported the number which were (1) received from another office and (2) transmitted to another office. Columns are provided for other figures (classified in the same manner): (1) the number of openings outside the district which were filled by applicants from the district, and (2) the number of openings which were received directly from an enterprise outside the jurisdiction of the office. The latter situation would arise when an employment office suggested to a prospective employer that he communicate directly with another office because it was listed in the federal bulletin of “transferables” as having the kind of worker desired.

In the field of interlocal placement, it will be observed, only the office where the employment is situated takes credit for the place-

¹ See footnote 1, p. 132.

² Termed “Fernmittlung” or “placement interlocal” in Switzerland.

³ See p. 129.

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ment, as reported on Schedule A both under total placements and under the number of these which were filled by persons from outside the jurisdiction of the office. Schedule B records the supplementary information, and the various offices which supplied the applicants thus placed record the numbers of applicants transmitted to another office, of openings received from another office, and of placements made outside the jurisdiction of their office.

Industrial and Occupational Classification. Reference frequently has been made to the industrial and occupational classification issued in pamphlet form by the Federal Labor Bureau and followed in all statistical reports submitted to it by the employment offices. Twenty industrial groups,¹ designated by capital letters, have been separated first into male and female personnel (unless the industry is limited to workers of one sex only) and then further subdivided under each sex into occupational groups, designated by number. Gardeners, for example, are subgroup "1" under group "B, Agriculture"; and chambermaids, "14" under "Q, Hotel industry." In a few instances a more detailed classification is provided. For the main industrial grouping of "liberal and intellectual pursuits" there are five such subgroups—technical, hygiene and medicine, and so forth—with occupational groupings under each. The textile industry is likewise further subdivided into silk, cotton, woolen, linen and embroidery branches, and occupations designated for each branch.

Under each main industry, provision is made for a distribution by degree of skill—skilled, semi-skilled, and unskilled. This distinction is considered important in judging the labor market situation, and more particularly in dealing with questions relating to the occupational groupings of the workers. At the end of each list of occupations appear the items "other skilled and semi-skilled employes" and "other unskilled employes," or "unskilled employes," according or not as certain unskilled occupations have been indicated.

¹ These industrial groups are: Mining, Agriculture and horticulture, Forestry and fishing, Food, drinks and tobacco, Industries of clothing and the toilet, Leather and rubber, Building (including interior construction and painting), Wood and glass, Textiles, Graphic arts, Paper, Chemical industry, Metals and machinery and the electrical industry, Watch-making and jewelry, Commerce and administration, Hotel, Transport, Liberal and intellectual pursuits, Domestic service, Other.

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These terms are defined as follows: "Skilled workers" have served a regular apprenticeship, often of several years, with an artisan or in a factory. "Semi-skilled workers" are for the most part entrusted with the operation of a machine. A preliminary demonstration is ordinarily sufficient to initiate them, but experience for some weeks, or even for some months, is necessary to acquire ordinary competency. "Unskilled workers" do not require training or special aptitude for their work. They need no period of preparation (packers, for example), or, if they work with machinery, only a very short one of a few days.

The second part of the pamphlet is devoted to many pages of an alphabetical listing of occupations and the code designation of each. Occupations which are exclusively feminine are listed separately at the end. The employment office clerk who wishes to classify a button-maker, for example, looks for that occupation in the alphabetical list. There he finds the code designations, "H 14," "E 5," and so forth, according as the buttons are of wood or bone, and the worker accordingly should be assigned to the main group of industries of wood and glass, or of clothing and of the toilet. A quarryman is easier to allocate, for the code is "A 1" or "A 3," depending on whether or not he should be classed as skilled or unskilled.

Statistical Reports. The following reports, mainly statistical, are compiled by the offices and forwarded in the order indicated below to the cantonal office or to the headquarters of the employment service in the Federal Labor Office at Bern. They are intended "to serve the twofold purpose of giving an exact idea of the employment situation and fluctuations in the labor market, and of guiding the offices in their efforts to strike a balance in the labor market." All follow the industrial and occupational classification described in the preceding paragraphs.

1. Schedule C, Situation on the Last Working Day of the Month, shows the number of active and unplaced applicants for employment and openings. This return is designated as urgent and should reach the Federal Labor Office before the fourth of the following month.

2. Schedule A, Statistics of the Labor Market. Data from the Offices on Their Placement Activities. The items covered by this report on openings, applications for employment, and placements have been indicated in the discussions bearing on those phases of

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employment office procedure. This return should reach the Labor Office by the fifteenth of the following month.

3. Schedule D, Statistics of the Labor Market. Observations on the Labor Market Situation. This report should reach the Labor Office by the fourth of the following month, and calls for information on what types of work have a particularly pressing demand, or acute unemployment, changes from the previous month, general remarks, and so forth.

4. Schedule B, Placement Statistics. This return is optional and relates to transactions arising out of interlocal placement, as explained in the section dealing with clearance.

5. Semi-annual returns (at the end of January and of July) on the ages of persons seeking employment.

6. Monthly returns on persons in the active file at the end of the month, who are willing to leave the district or the country, for the sake of securing employment (transferables), with a special listing of those who are particularly well qualified.

7. Daily reports from the communal offices to the cantonal offices, and from the cantonal offices to the Labor Office, as to openings which cannot be filled locally, or in the canton; and placements resulting from clearance operations.

PUBLICATION OF STATISTICS

Periodical statistics on the work of the employment offices were first published in the annual reports of the Association of Swiss Employment Offices and appeared there for several years prior to the establishment of the Federal Labor Office in 1920. The Labor Office then began the publication of statistics on the labor market and other subjects for which it had been given responsibility. These statistics have appeared in different periodicals: up to 1924 in the *Marché Suisse du Travail* (Swiss Labor Market), from 1925 to 1927 in *Informations de Statistique Sociale*, from 1928 to 1929 in *Rapports Économiques et Statistiques Sociales*, and since January, 1930 in *La Vie Économique* (The Economic Situation).¹ The first two enumerated were published by the Labor Office itself, but since 1928 its reports have appeared in the official monthly organ of the Federal Department of Public Economy.

The Labor Office distinguishes between those statistics submitted by the public employment offices which relate to the labor market and those which record the placement activities of the

¹ The German edition of this periodical is entitled, *Wirtschaftliche und Sozialstatistische Mitteilungen*.

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offices. The former are published monthly and the latter but once a quarter.

In each month's issue of *La Vie Économique* a section is devoted to the labor market. This gives a description of the situation in the labor market during the month immediately preceding, based on employment office reports as to the actual number of applicants and of openings which were active on the last working day of the month. The section also deals with unemployment insurance and industrial disputes.

The first main table each month presents the situation as regards the number of applicants for employment and openings at the close of the month immediately preceding as well as of all the past months of the year. Figures for the two preceding years are also included in the table and at the end there is shown for the two items the difference, both in absolute numbers and in percentages, between the figures for the last two months reported, as compared with the two previous years. For the different branches of the textile industry a separate presentation is made of figures on applications for employment and openings.

The second main table is devoted to the number of applicants for employment who were unplaced at the end of the month, classified by industry. For purposes of comparison, figures are shown for the preceding month and for the corresponding month in the preceding year, and for the increase or decrease as compared with the month of the report. The situation within the different industries is amplified in the text accompanying the table.

An analysis by cantons is made in the third main table. The numbers of applicants for employment and of openings at the end of the month are analyzed by cantons and by certain important places within the cantons. The ratios of the number of these applicants for employment to each 1,000 persons normally employed¹ is given for the month in question, the same month in the previous year, and the preceding month in the current year.

Two other tables bearing on the work of the employment offices are published regularly at the end of each issue of *La Vie Économique*. The first presents the number of applicants for employ-

¹ The 1920 Census is used as a basis for this figure (personnes au service d'autrui). Those engaged in domestic service are included, but not apprentices.

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ment and openings at the end of the month, classified by industry, sex, and degree of skill. The table lists the various industrial groups and distributes applicants and openings among these by sex and further by degree of skill—skilled and semi-skilled, and unskilled. For comparison with the total of all industrial groups, totals for the preceding month are given, both analyzed as described above.

The second table gives statistics furnished by the chief specialized placement services to the Labor Office. These specialized services, as has been pointed out,¹ are operated by associations for the benefit of their members and not for profit. They submit reports, on forms furnished by the Labor Office, as to the number of applicants unplaced and openings unfilled at the end of the month, and classify applicants and openings by occupations within the particular industry or industries with which they are concerned.

The statistics reported for these specialized services—foremen, graphic arts, hotels, commerce and administration, and technical workers (architects, engineers, technicians of various kinds, and so forth)—show total applicants and openings and classify them by sex. Under each sex and the combined total for both sexes, a further separation is made to show the number of skilled applicants and openings requiring skill. Total figures for the five specialized services for the month and for the preceding month are indicated, classified as above.

Statistics on the placement work of the offices, comprising the numbers of applicants for employment, openings, and placements recorded during the month, are not published monthly, but once a quarter figures for each month of the quarter are included in *La Vie Économique*. Figures for the same period during several years and for previous quarters in the year are included. Placements are analyzed to show how many were effected through clearance. Other tables at the end of the issues which contain the quarterly figures analyze the three main items, applications, openings, and placements, by cantons and by industry.

An annual report appears early each month. The labor market section contains the same items of information as are published monthly, with figures for each month of the year and yearly totals for several preceding years.

¹ See p. 128.

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With reference to statistics relating to the placement activities of the offices, the annual report gives the same items of information as the quarterly reports and in addition much detailed analysis. In the body of the periodical, or in tables at the end, the three main items, applications, openings, and placements, are classified by sex and by degree of skill (skilled and semi-skilled, and unskilled). Applications and openings are analyzed to indicate the approximate number of days they remained active, and total figures for the year for these two items separated into numbers carried forward from the previous year and new during the year. For applicants there is further shown the number of transients, and the percentage of all applicants placed. Placements are divided into regular (a month or longer) and temporary (less than a month)¹ and the percentage of placements that were temporary is also indicated.

Special articles appear from time to time which are based on statistical compilations made by the offices on age of applicants, marital status of "transferables," and so forth, or on studies made by the Labor Office into various phases of the work of the offices. An illustration of the latter is the article on "Possibilities of Inter-local Placement during the Year 1930."²

Statistics of the activities of fee-charging agencies are not published nor, indeed, required.

¹ It will be recalled that placements of less than two days are not included in the statistics.

² *La Vie Économique*, January, 1931, pp. 29-31.

CHAPTER XI

SWEDEN

DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

ONE of the chief functions of the craft guilds during the sixteenth and seventeenth centuries in Sweden, as in other countries, was the carrying on of employment activities to meet the requirements of the different handicrafts. For employers and workers in agriculture there was the opportunity afforded by fairs, especially the "folk fairs," for meeting and making engagements of service.

Employment agencies which charged fees for finding places for workers, especially household servants in the towns, began early but abuses crept in until government authorities intervened.

Increasing industrialization and growth of the towns in the latter part of the nineteenth century caused greater need for bringing together available opportunities and persons in quest of work, and private employment agencies increased in number, particularly in the fields of domestic service and agriculture. These agencies charged for their services and began to procure labor for foreign countries, Germany and Denmark in particular; the government issued a proclamation on November 28, 1884, to regulate their operations.

The first municipal employment office was set up in 1902 by Helsingborg, and the second in the same year by Gothenburg. These offices won public confidence and support and their example was followed in 1905 by Stockholm, Malmö, Lund, and Sundsvall. In the succeeding years most of the larger towns and some of the counties established offices. Employes' associations, trade unions, employers' organizations, and philanthropic societies also maintained employment offices.

In 1906 the Riksdag recognized the growing importance of the public offices by voting for them a yearly subsidy of 15,000 crowns.

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The law which laid down the conditions for participation in this subsidy is still the foundation for the organization and operation of public employment offices in Sweden.

At first the public employment offices were under the jurisdiction of the Board of Commerce. In 1912, when the Royal Social Board (K. Socialstyrelsen), one of the boards of administration attached to the Ministry of Social Affairs, was set up as an independent department, the employment offices were placed under its control.

To facilitate the exchange of labor between different parts of the country a system of clearance through the weekly publication and distribution of "lists of vacancies" was introduced in 1910.

The offices continued to develop and received further recognition when a State Unemployment Commission was appointed after the outbreak of the World War. Communal unemployment relief committees were authorized for localities where unemployment existed, and applicants for relief were required to register for work at the local employment office. If unsuccessful in obtaining work, they might be sent to relief work provided by the state or the community. A proclamation of September 28, 1914, made provision for a "subsidy out of state funds for covering a certain part of the traveling expenses of destitute applicants for work."

More detailed regulations regarding both private agencies and public employment offices were passed in 1916, the former on May 5 (1916:163) and the latter on June 30 (1916:320). The enactment regarding private agents replaced the 1884 legislation; it contained much the same provisions and is still in force.

A proclamation in 1916 concerning the "subsidy from state funds for the promotion and organization of public employment offices in the kingdom" provided a grant of 70,000 crowns for the year 1917 to employment offices which had been organized by a county government, an agricultural society, commune or other institution, either independently or in combination, and which met the required conditions.

Special branch offices for seamen were set up in the principal ports following Sweden's ratification of the convention relating to the finding of employment for seamen, adopted in Genoa by the 1920 International Labor Conference.

The larger public employment offices maintain branches for the

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more important trades and groups of applicants, and separate branch offices. Particular attention is given to agriculture.

The Royal Social Board by careful planning has developed the employment offices into a unified system which is composed of independent communal offices and of county offices, the latter usually consisting of a main office in the capital of the county and branch offices under its general direction. New tasks have been assigned to the employment service, vocational guidance for juveniles, for example, and the regulation of June 30, 1916, under which the offices now operate, modified accordingly. These developments have brought a constant increase in the subsidy provided by the state for the offices. For the fiscal year 1930-1931 the amount was 240,000 crowns and for 1931-1932 it was 260,000 crowns. In 1929 the public employment offices made 232,254 placements. The total expenses of the offices were 1,072,702 crowns and the state subsidy, 227,891 crowns.

Private agencies are decreasing in number because of the manner in which the regulation of 1916 as to their licensing is being enforced. Their field of operation is being lessened by the development of the public service.

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The public employment service of Sweden covers the whole country and is in the main a county institution. Each of the 24 counties into which the country is divided¹ operates a main employment office and a total of 96 branch offices in different places within the counties. In addition there are 12 independently organized offices conducted by municipalities and 24 separate offices for seamen, a total of 156 offices.² Twelve towns were maintaining employment offices at the time the scheme of organization for the employment service was set up by the Social Board, and they have retained an independent status. For purposes of clearance a grouping of the offices into seven districts has also been made.

¹ For purposes of administration Sweden is divided into 24 counties (Län), whose boundaries do not entirely coincide with those of the 25 provinces (Landskap), of historical origin. Each county has a governor and a staff connected with that office. Stockholm is both a county and a city and so has a governor in addition to its municipal administration.

² In October, 1930.

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The offices are subsidized by the government and are operated under the general direction and supervision of the Royal Social Board.

The major part of the cost of conducting the offices is borne by the governments of the counties and the communes. The contributions by the communes are mainly in cash but sometimes consist of free premises. For a few offices, grants from agricultural societies are also available. The independently organized offices are financed by the municipalities in which they are located, and all but two receive grants from the county governments.

The national subvention for the Stockholm municipal office for 1929 amounted to a little less than one-seventh of the total expense of the office. For some main offices the proportion was somewhat larger and for others, less.

The Royal Social Board has divided its work among six divisions or bureaus. The first bureau is responsible, among other duties, for supervision and inspection of the employment offices and for payment of the subventions when all necessary conditions have been met. Statistics on the work of the offices, required as one of the subvention conditions, are compiled for publication by the fourth bureau of the Social Board, which is charged with responsibility for social statistics in general.

For clearance procedure the country has been divided into seven districts, each comprising several counties. The independent offices are also included in these districts. A head office has been designated for each, in most cases the largest capital city in the counties which form the district. These head offices¹ receive and forward the reports of vacancies which are "cleared" first within the district and then through the whole country.

Each county maintains general supervision over the offices it has established within its borders through the head office for the county, situated at the capital. But this supervision does not extend to the independent offices—Stockholm, Göteborg, Norrköping, and nine of the principal towns in the county of Malmöhus.

While the local offices look to the main county office for super-

¹ The head offices for the districts, which are main county offices with the exception of Stockholm, are as follows: (1) Stockholm (city), (2) Linköping, (3) Malmö, (4) Göteborg, (5) Örebro, (6) Gefle, (7) Umea.

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vision, they follow the procedure laid down in regulations issued by the Social Board. The smallest local offices maintain separate departments for men and women and, as far as practicable, for different occupational groups. Suboffices are organized when there is need, and in times of serious unemployment agents have been appointed in places where no employment office exists.

A managing committee is connected with each office, with employers and workers equally represented in its membership, to advise on matters of policy and to make sure that the administration is impartial. In the city of Stockholm this committee is appointed by the city council on the basis of nominations by employers' and workers' organizations.

Special committees on work for juveniles have been established in certain places and since 1928 a special government grant has been available to assist offices in defraying the expenses of departments for young people.

All hiring of seamen must be done through public employment offices. Special offices, either separate or branch offices, have been established for seamen in 29 port cities, only five being conducted as a part of the main employment office in the place.

Local employment offices operate within their own communities but a system has been instituted to provide for clearance of unfilled orders and the transfer of unemployed applicants to distant employment. Information on openings in other parts of the country which cannot be filled locally is obtained by means of the circulation of district and national vacancy lists.

Special regulations allow the public employment offices to advance railroad fare to unemployed workers who are being sent to employment at a distance and who have not sufficient means to defray the cost of the journey.

The employment offices occupy a central position in all relief measures for unemployment carried on by the communal unemployment relief committees. Each committee must be assured that an applicant has registered at the employment office and that there is no suitable work available for him before he is given a money grant or assigned to relief work.

Private employment agencies in Sweden are governed by law and may be operated only under a special license from the county

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government. The Social Board has the right of inspection of these offices, and they are required to submit to the Board monthly reports on their work. A statement of their activities is published annually in *Sociala Meddelanden* (Social Reports), the official publication of the Board.

EMPLOYMENT OFFICE PROCEDURE AND RESULTING STATISTICS

One of the conditions for the granting of subventions by the state to public employment offices is that they shall conform to the regulations laid down by the Royal Social Board and be subject to its supervision and inspection. The Board has embodied the detailed regulations it has issued in a Memorandum Concerning Public Employment Offices. This outlines the procedure to be followed in the offices and the method of recording the work statistically so that in all essentials the public employment offices in Sweden follow the same procedure and have comparable statistics.

Statistical Reports. A daily report of transactions is compiled in each office and forms the basis for the monthly report submitted to the Social Board. At the close of office hours the employer and applicant record forms in use during the day are arranged by industrial groups. Entries are then made on the daily report under the three general headings of applicants, places vacant, and places filled. Separate daily reports are made for men and for women. The various subheads under each of the three main headings are considered later in the discussion of these items.

At the end of the month the daily reports are totaled and a monthly report prepared, as described below. The offices under county supervision forward their statements to county headquarters, and the 12 independent offices¹ report directly to the Social Board in Stockholm. Headquarters for each county then compile a summary report, which is sent, together with the reports from the individual offices, to the Social Board. The summary report lists the offices within the county and gives for each office the total number of applications, openings, and placements. These items are also given separately for men and women.

The monthly report contains fewer items with reference to

¹ See p. 144.

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applicants and placements than the daily report. The industrial classification described later¹ is printed in the first column of the report, and then, under two main parts for male department and female department, three columns each are allotted to applicants, places vacant, and places filled.

A form has been printed to be used in compiling the monthly report from the daily reports. It provides space for designation of the industrial group, is numbered from 1 to 31 (for the days of the month) in the first column and contains the same headings as the daily report (except that one column under placements is omitted). Separate sets are compiled for men and women. The daily totals for each industrial group are transferred from the daily reports to the page designated for that group, on the proper date line. Each group is then totaled and the result transferred to the monthly report opposite that particular industrial division in the printed list.

A short description of the local labor market situation is also forwarded, together with a statement on the number of persons to whom unemployment assistance—in relief or relief work—has been granted.

*Openings.*² Employers ordinarily telephone their orders to the employment office, where details are recorded on a sheet, about 9½ by 11½ inches in size. A separate sheet is used for each type of work, which is given the next consecutive number and its classification number. The information is not transferred to cards, but these sheets are used by the staffs of the employment offices in their daily work. The left side of the sheet is reserved for details of the opening and the right for action taken with reference to it. If the opening is cancelled, the date of cancellation is entered on the order form in red.

For the daily report the items under “places vacant” are for (1) the number brought forward from the previous month, and (2) the number recorded during the month. The number of the latter which were outside the town is also included.

As has been stated, totals are given separately by sex for each industrial group dealt with and the grouping is indicated in the first column of the daily report by code number. Each day the

¹ See p. 148.

² Termed “lediga platser” in Sweden.

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number of new openings to be filled is entered and in recording this number, one order for several persons of like qualifications counts as that number of openings. Orders do not require renewal and openings are considered valid until filled or cancelled. The number outside the city is the number dealt with in the procedure of clearance and transfer of applicants to openings in other parts of the country.¹

For the monthly report the items reported are identical with those for the daily report.

A single industrial classification is employed in all statistics issued by the Social Board. The employment offices are supplied with a printed classification and a code designation for it. The six main industrial groups are designated by Roman numerals, as follows: I. Agriculture and forestry, II. Industry and handicraft, III. Shipping and fishing, IV. Trade and communication, V. Domestic service, VI. Other work. Letters indicate divisions under these main industrial groups, and a consecutive numbering from the beginning of the classification is employed for the subdivisions. The second group, of industry and handicraft, is classified in considerable detail, for it has 13 divisions with subdivisions under each. "H," for example, designates the clothing industry and "H 137," hat-making.

*Applications for Employment.*² The applicant for employment visits the local office, where the clerk in charge records the identifying information and particulars as to work desired and experience on a sheet of the same size as for orders. The next serial number is entered in the upper left-hand corner, and in the right the classification number for the kind of work sought. These forms are arranged by groups according to the work desired and alphabetically thereunder, or, at the discretion of the office, in order of registration.

The applicant is given a folded registration card on which are entered his name, serial and work classification numbers, and the date of registration. He is informed that this card should be presented at each visit to the office for stamping of the date, and at the same time he is "urged to apply at the office as frequently as

¹ For description of clearance procedure, see p. 151.

² Termed "ansökningar om arbete" in Sweden.

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possible in order to enquire about work." Refusal to take work offered him is reported to the local unemployment relief committee if he is in receipt of relief.

No definite period of validity for the registration has been set, but the applicant is expected to be "zealous in his attendance at the employment office." In the statistics, however, only those applicants are counted who during the month in question have applied at the office. The date of each visit is stamped on the registration card, but only the first visit in each month on the applicant's record.

If the applicant returns after having had work, this is considered a new registration, and the date, with indication that it is a new registration, the name of the employer, and duration of employment are entered on his record form.

When the applicant calls at the office after his first registration he at once consults the blackboard in the waiting room, on which is listed each day the type of openings available, as, for example, "6 chambermaids, 2 cooks," and so forth. If nothing has been posted for his particular line of work, he need not wait. On the other hand, if he wishes to remain for an interview with the placement clerk, he receives a metal tally to indicate his turn if this seems necessary because of the number in attendance at the office.

Thus those who are in regular attendance at the office ordinarily secure the work offered. Highly trained or clerical persons, however, are not required to report frequently at the office but are summoned by telephone or letter when an order calling for persons of their qualifications has been received.

Close co-operation exists between the employment offices and the local unemployment committee, which in some places has its headquarters at the employment office. If an applicant for employment is at the same time an applicant for unemployment relief, through relief work when this is available, a special form of registration is required for the use of the unemployment committee. This is a card, approximately 5 by 7½ inches in size, providing for identifying information similar to that on the applicant form, already described, but also providing for certain additional information.

An applicant for unemployment relief must register as frequently as the unemployment committee may specify, ordinarily two or

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three times a week and sometimes daily. This is to give evidence that he is out of work through no fault of his own. He must accept the relief work offered. Failure to do so involves loss of relief.

The columns provided on the daily report for items under the heading "applicants" are as follows: (1) newly registered, (2) applications for work, (3) applicants, (4) registered in the annual enumeration in the city (Mantalsskrivna), (5) breadwinners (out of those included under 4), (6) number to be provided for (by those included under 5).

Separate reports are filled in for men and women. On each the information is distributed by the industrial groups represented, designated by code number. The details regarding newly registered applicants are given for their first registration. Subsequent requests for work of these applicants and of those who had been previously registered and had made application during the month are entered in the column for "applications." Under "applicants" a person is counted but once during the month. A person in day's work, for instance, or other work of short duration, is counted only once a month as an applicant but many times under "applications."

For the monthly report a smaller number of items is reported under "applicants" than for the daily report. They are: (1) applications for employment, (2) total number of applicants, (3) number of applicants registered in the yearly enumeration. These also are classified by sex and industry.

*Referrals.*¹ When the office has a suitable applicant for an opening, he is sent to the employer with an introduction card, which is in the form of a postcard for which postage is not required. The name of the applicant referred is entered on the order form and on the applicant form a record of the order. The employer states whether or not the applicant has been engaged and gives particulars of the engagement. Space is provided for him to indicate whether or not he wishes to see other applicants. He may return the card to the employment office by mail or by the applicant. If he indicates that the opening is no longer available, then the date of this cancellation is entered in red on the order form.

No record of referrals is made for any statistical reports prepared by the employment offices.

¹ Termed "anvisning" in Sweden.

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*Placements.*¹ When word that the applicant has been engaged is received at the employment office, either through return of the introduction card or in some other way, the date of receipt of the information is entered in blue on both the application and order forms. If the applicant is not accepted, then the date of receipt of that information is entered in red on the order form.

If an opening on which a placement has been made again becomes available, either because the employe was released or because he left of his own volition, then a new opening is recorded.

No minimum duration of employment has been set below which a placement is not recorded, nor are placements separated according to the probable duration of the employment, as is the custom in certain other European countries.

On the daily report the entries for "places filled" are made by sex and by industrial groupings and are as follows: (1) total, (2) number of these outside the town, (3) in co-operation with a branch office, (4) in co-operation with some other main office. The entries for the number of placements outside the town and those made in co-operation with some other main office are derived from clearance procedure.

For the monthly report the items classified as for the daily report, are: (1) total, (2) number outside (a) the town or (b) the county, (3) number made in co-operation with another office.

Clearance. When, through clearance procedure, a person seeking work has been transferred outside the district of the office where he was registered to an opening which had been advertised in the district or national vacancy lists, the transaction is entered on the daily report as follows. The opening is counted as a newly reported opening and it is also entered in the column reserved for openings outside the city. The placement is entered on the daily report in the column for total, for those outside the city and for those made in co-operation with some other office.

Thus both the office at which the opening was first listed and the office at which the applicant was first registered record the opening and the placement. When totals are compiled for the counties and the whole of Sweden, effort is made to eliminate the duplication.

¹ Termed "tillsatta platser" in Sweden.

PUBLICATION OF STATISTICS

Reports on the work of the public employment offices, forwarded monthly to the Royal Social Board, are prepared for publication by the bureau of the Board which is charged with responsibility for general social statistics. They appear each month in *Sociala Meddelanden* (Social Reports).

The general textual summary on the labor market during the preceding month includes the work of the public employment offices by making use of the ratio of applications for employment to each 100 openings. A table gives this ratio for each month of the year from 1923 on. For the years 1902–1912 and 1913–1922, figures are given which represent the monthly average over the periods of these years. From 1927 on, this ratio has also been calculated under the two headings, agriculture and forestry, and all other groups.

The first table in the issue for each month gives a summary of operations for the previous month, showing for each of the 36 main employment offices (the 24 counties and the 12 independently organized offices) the number of applications for employment, openings, and placements. These three items are given separately for men, women and the two sexes combined, and totals are shown for the whole of Sweden. For comparison, totals are shown for the preceding month and the same month in the three preceding years. The ratio of applications to each 100 openings is given for the month in question, the previous month and the corresponding month in the preceding year.

The second table is a summary of operations according to the industrial groupings previously described.¹ This gives figures for applications for employment, openings, placements, and ratio of applications to each 100 openings, as in the previous table. In addition there are included the number of individual applicants (*arbetssökande personer*) and the ratio of placements to each 100 openings. These ratios are shown for the same months as the ratios in the first table—the month of the report, the previous month, and the corresponding month in the preceding year.

All the above items are given for men and for women and for

¹ See p. 148.

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the six main industrial groups of agriculture and forestry, industry and handicraft, shipping and fishing, trade and communication, domestic service, and other work. For the total figures for men and women combined the six industrial groups enumerated are further divided, with agriculture and forestry appearing separately, 13 subdivisions under industry and handicraft, and six under trade and communication.¹ Under totals for all the items and for men, women, and the two sexes combined, subtotals indicate the part represented by transactions with persons under eighteen years of age.

The presentation of the work of the public employment service concludes with a detailed table for the six main industrial groups and the subdivisions thereunder, just described. Under these groupings, figures are given for applications for employment, openings, and placements for all the main offices (except that the largest two of the independently organized offices in the county of Malmöhus are listed separately and the others grouped). All the above figures appear first for men and then for women, but not for both combined.

An annual summary of operations of the public employment offices appears each year in an early issue of *Sociala Meddelanden*, that for 1929 in February, 1930. Totals for each month in the year for men, women, and both combined are presented for applications for employment, openings, placements, ratio of applications to each 100 openings, and ratio of placements to each 100 openings. In addition to the year under review, totals for the first three items are given for four preceding years and for the last two items for one preceding year. The tables already enumerated in the description of the monthly presentation of the work of the offices are given as well for the year as a whole.

The annual summary is limited to the calendar year by deduct-

¹ The complete list of groups is as follows: I. Agriculture and forestry: agriculture, forestry; II. Industry and handicraft: mining and smelting; earth, stone and glass industries; metal and machine industries; timber industry; building industry; leather, hair and rubber industries; textile industry; clothing industry; food and drink industries; chemical and illumination industries; wood, pulp and paper industries; printing industry; not specified; III. Shipping and fishing; IV. Trade and communication: office, bank and similar personnel; store and warehouse personnel; hotel and restaurant personnel; transport workers; general and literary activity (professional); not specified; V. Domestic service; VI. Other work.

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ing from the figures for January all openings which were carried over from December.

The returns which private employment agencies are required by law to forward each month to the Social Board are compiled by the statistical bureau of the Board and the report for the year published in an issue of *Sociala Meddelanden*. The report for the year 1929, which appeared in June, 1930, gave for each month the number of agencies reporting and the number of placements—male, female, and total. Almost nine-tenths of the positions filled by the 157 agencies which reported for 1929 were for women workers. Thirty of the agencies were situated in Stockholm, and a more detailed report for this group gave the number of applicants for employment, of openings, and of placements. These were classified by five groups—for personnel in offices in stores, hotels and restaurants, domestic service, nursing service, and other.

The annual report of the operations of the office for the city of Stockholm is published by the municipality with the reports of its other activities. The detailed tables cover the same items and industrial classification as in *Sociala Meddelanden*. A report on the licensed private agencies in Stockholm is also included.

CHAPTER XII

CANADA

DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

THE earliest employment offices in Canada were fee charging, and a bureau of this type was established as early as 1856 in St. John, New Brunswick. By 1904 by-laws regulating such agencies had been passed in London, Ontario; Winnipeg, Manitoba; and Vancouver, British Columbia. At that time no bureaus were in existence "carried on or even financially assisted by Dominion or Provincial funds for the purpose of obtaining work for all classes of labour." The governments of Ontario, Manitoba, and the Northwest Territories, however, conducted employment bureaus solely for agricultural workers.

The Department of Agriculture of Manitoba conducted a labor bureau in Winnipeg, where applications from farmers were recorded and the officer in charge helped new immigrants to decide on the situations for which they were best suited. In the Northwest Territories, in 1902, the Department of Agriculture had undertaken the distribution of harvesters through arrangements with the Canadian Pacific Railway. The men were booked to Winnipeg and sent out from there in accordance with reports received from railway station agents in large crop districts.

The one agency maintained by a municipality at the time of an inquiry by the Labour Department in 1904 was the Free Municipal Labour Bureau at Montreal, which had been established in 1896 at the request of the Montreal Trades and Labour Council. This was under private management and subsidized annually by the city treasury until taken over by the city in 1914. Civic labor bureaus existed in other cities, but they were primarily for the purpose of supplying general laborers for the municipal corporation.

The Immigration Branch of the Department of the Interior began in the winter of 1906-1907 to appoint agents to assist in the placement of domestics and farm workers, particularly in the prov-

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inces of Ontario and Quebec. Ontario appointed a number of free employment agents from 1907 to 1912.

The Quebec legislature in 1910 (ch. 19) passed "An act respecting the establishment of employment bureaux for workmen" and opened offices in Montreal and Quebec City in 1911 and in Sherbrooke in 1912.

In 1913 an order-in-council (P. C. 1028) was passed under the Dominion Immigration Act for the licensing and inspection by the Immigration Department of private employment agencies dealing with immigrants. The measure fell into disuse at the time of the World War and the consequent cessation of immigration, and was not revived.

Public employment offices were soon recommended as the result of different investigations. Because of the serious unemployment of 1913-1914 the Department of Labour undertook a departmental inquiry into unemployment early in the summer of 1914, and in 1916 an Ontario commission recommended the appointment of a provincial organization to administer a system of free public employment bureaux and to further the extension of provincial employment bureaux throughout Canada.

The Ontario government at the 1916 session (ch. 13) established a Trades and Labour Branch in the Department of Public Works and required it to operate public employment offices. At the peak of the war demand there were offices in 11 centers in the province. Legislation for the establishment of provincial employment offices was passed by British Columbia in 1917, Manitoba in 1918, Saskatchewan in 1919, and Alberta also in 1919. The last three provinces at the same session, and British Columbia two years later, made it illegal to operate private fee-charging agencies in the province.

In 1918 the federal government passed the Employment Offices Co-ordination Act, which authorized the Minister of Labour to "aid and encourage the organization and co-ordination of employment offices and promote uniformity of methods among them." The act set aside certain sums for distribution among the provinces in the proportion of their expenditures for the maintenance of employment offices to the total expenditures of all the provinces. The allotment of any province, however, could not exceed one-half of the

amount it had expended for such purpose. The subventions were made conditional upon the observance of certain specified conditions.

The federal Department of Labour undertook to supervise the service, assist in clearance and in the collection and publication of statistics. Under this legislation a dominion-provincial system of public employment offices, designated as the Employment Service of Canada, was organized. The Employment Service Council, a federal advisory council, was established by the Minister of Labour to assist in the administration of the act. The provincial governments were given direction of their own employment offices, subject to the terms of an annual agreement with the Minister of Labour.

When the Employment Offices Co-ordination Act became law in 1918, there were in existence in Canada a dozen provincial employment offices, nine in Ontario, and three in Quebec. By March 31, 1919 (the end of the fiscal year), 66 offices were in operation. These were distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 4; Prince Edward Island, 1; Quebec, 5; Ontario, 32; Manitoba, 2; Saskatchewan, 8; Alberta, 5; and British Columbia, 5.¹

In the first months of the Employment Service of Canada co-operative arrangements were worked out with the Department of Soldiers' Civil Re-establishment, one of whose tasks was the placement of returned soldiers.

Special arrangements for clearance of surplus demands for labor were made in the organization period of the Service. Provincial clearing houses were set up, and openings unfilled by the offices of a province were reported for interprovincial circulation through the medium of the interprovincial clearing houses established by the federal Department of Labour. During the year 1919-1920 a co-operative plan was worked out between the Employment Service of Canada and the Immigration Department, by which all requests for the importation of labor into Canada are first submitted to the Employment Service.

These arrangements have continued in force. During the fiscal year 1930-1931 the Service dealt with 464,136 openings and made

¹ First Report of the Director of Employment Service for the Fiscal Year Ending March 31, 1919. In Report of the Department of Labour, Ottawa, 1920, p. 52.

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447,239 placements. Of these, 186,739 were in regular employment for over a week, and 260,500 in employment of shorter duration.

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The public employment offices of Canada are linked together, by co-operation between the dominion and provincial governments, into a national system known as the Employment Service of Canada. By the Employment Offices Co-ordination Act, which in 1918 provided for the establishment of the Employment Service of Canada, the Minister of Labour co-ordinates the activities of the provincial systems and enters into agreements with the provinces to reimburse them for a part of their expenditures on employment offices. Each province has complete authority over its own offices, but conforms to the regulations established by the Minister of Labour.

The Employment Offices Co-ordination Act is administered by the dominion Department of Labour through its Employment Service Branch. The plan of organization provides for dominion headquarters at Ottawa (the Employment Service Branch of the Department of Labour), provincial headquarters at the capitals of each of the eight co-operating provinces, and local offices. All of the provinces except Prince Edward Island maintain systems of employment offices.

The Employment Service Branch of the Department of Labour is under the charge of the director of the Employment Service and has two divisions, administration and statistics. The dominion headquarters has responsibility for statistics of the whole Employment Service. The basis for the statistics is the daily report forwarded from each local office. In addition to the compilation of these administrative statistics, the statistical division has responsibility for the collection of the monthly figures from trade unions which show percentages of their memberships unemployed and which are published in the Labour Gazette.

Two interprovincial clearing houses are maintained for purposes of clearance and transfer of labor. The Western Clearing House is located in Winnipeg, and while the staff of this office are members of the Employment Service Branch of the Department of Labour they carry on other duties of the Department, as occasion arises, particularly with reference to annuities. Clearance activities for

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the eastern part of the country, as well as for the dominion as a whole, are centered at headquarters in Ottawa. To carry on the work of clearance within their borders, six of these provinces have set up provincial clearing houses in their largest cities.

The chain of local public employment offices across Canada is made up of offices in the larger centers in eight of the nine provinces. Each local office offers facilities for both men and women. Some offices maintain sections for business and professional workers as well as for juveniles. Temporary offices are operated in western Canada, particularly in Saskatchewan and British Columbia, at those seasons of the year when farm laborers are hired in large numbers. At the end of 1930 the Employment Service of Canada consisted of offices in 69 centers. The number of dominion employes was 32 and of provincial, 241.

Employers or workers may file statements at an employment office regarding existing or threatened strikes or lockouts. Officials treat such information as strictly confidential, except that an applicant for a vacancy in an affected trade must be informed of the statements that have been received. He is then free to accept or reject the opportunity for employment.

A national advisory council, the Employment Service Council of Canada, is composed of representatives of the Department of Labour and the co-operating provincial governments, as well as of employers, organized labor, the railways, returned soldiers, and the agricultural community. It meets annually for discussion of matters affecting the Service and makes recommendations to the Minister of Labour on matters of policy.

A clearance procedure is in operation to make possible the transfer of labor from districts oversupplied to those where a shortage exists. The local superintendent tries to match orders which are being cleared with unplaced applicants who, on registration, had signified their willingness to leave the district. Unfilled orders are reported for clearance and are circulated by means of clearance bulletins issued by the provincial clearing houses and the inter-provincial clearing houses at Winnipeg and Ottawa for their respective areas. The final step is dominion-wide circulation, with the bulletins emanating from Ottawa. The dominion clearance bulletins are also distributed to trade-union secretaries, with whom

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the statistical division of the Employment Service Branch is in regular communication in its collection of statistics on unemployment among the unions. Of great assistance in the transfer of labor is the reduced transportation rate granted by the railways.

Special agreements are made annually with all the eight co-operating provinces for work in the placing of handicapped ex-service men.

The competition of private employment agencies plays a relatively small part in Canada; their operation has been made illegal in Nova Scotia and the four western provinces of Manitoba, Saskatchewan, Alberta, and British Columbia. In Prince Edward Island and New Brunswick they occupy an unimportant position. In Ontario and Quebec¹ fee-charging agencies operate under provincial license.

EMPLOYMENT OFFICE PROCEDURE AND RESULTING STATISTICS

The Employment Offices Co-ordination Act in setting up the Employment Service of Canada provided, in part, that the Minister of Labour should "aid and encourage the organization and co-ordination of employment offices and promote uniformity of methods among them." A condition of the agreements entered into annually between the dominion and the provincial governments as to the payment of subventions to the provinces on account of their expenditures on public employment offices, is that the offices should "make such returns and submit to such inspection" as the Minister may require.

One of the first tasks undertaken by the Employment Service Branch of the Department of Labour in Ottawa was the working out of the terminology, forms, and records for use in all the offices. Recommendations were submitted at a conference of dominion and provincial employment officials and agreement on them reached.

The administrative and statistical procedure to be followed was outlined in circulars issued from time to time by Ottawa headquarters. These were later consolidated into a detailed Manual of Procedure so that from the beginning, procedure and statistics throughout the Employment Service have been uniform.

¹ Recent legislation in Quebec provided that fee-charging agencies should cease operations by May 1, 1932.

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The Daily Report. The statistical work for all the offices in the Employment Service, as has been pointed out, is centralized in Ottawa. The basic material is the daily report, which is a record of the day's transactions in the office for all of the items covered by this report form. It is prepared in triplicate in each employment office as soon as possible after the close of the day's business. The offices in the East forward one copy to dominion headquarters in Ottawa and the offices in the West to Winnipeg, the second to provincial headquarters, and retain the third in the files. A report is forwarded for each day, marked "Nil" if there were no transactions.

On the reverse side of the daily report is a daily summary, by the industrial grouping referred to later,¹ of the transactions with reference to vacancies and placements. The filling in of the daily summary is optional, at the discretion of the provincial officials. It is in use in Nova Scotia, New Brunswick, and Ontario.

On receipt of these daily reports in Winnipeg and Ottawa, they are examined and coded. Winnipeg then forwards them to Ottawa, where Hollerith cards are punched for all reports and the desired tabulations made on a semi-monthly basis.

The daily report is divided into two parts, "applications" and "vacancies." The items in the various columns are not numbered consecutively, since certain of them have been dropped from the form as originally devised without change in the numbering of the other items. The subheadings for the columns under "applications" are:

1. Applicant's number.
2. Check if applicant is handicapped.
4. Male or female.
5. Age (if under 20 yrs.).
6. Occupation.
8. Country of birth.
10. Single, married, widowed.
11. Applications (A), reapplications (R).
12. When referred indicate order number.
13. Cancellation (C), expiration (E), transfer-out (T), placement (P).
14. Enter order number when placement confirmed.
16. Check if E.O. 26 certificate issued.

¹ See pp. 170-171.

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The items on the daily report with reference to each "vacancy notified" to the office are as follows:

18. Order number.
19. Employer's name. Omit in case of farm and household workers.
20. Exact place of employment. Omit if inside town limits.
21. Employer's product or activity. If several departments, product or activity of department.
22. Kind of work for which employees are wanted.
23. Man (M), woman (W), boy (B), girl (G).
24. Number required.
25. Probable duration of employment.
26. Hours worked per day and per week.
27. Amount of wages. State whether per hour, day, week or month. If piecework, indicate rate per unit.
28. Cancellation (C), transfers-in (T).

For the daily summary, which, as noted, is required only in offices in Nova Scotia, New Brunswick, and Ontario, the headings of the columns are as follows:

1. Vacancies unfilled at beginning of day.
2. Vacancies notified during the day.
3. Vacancies cancelled during the day.
4. Vacancies filled by transfers-in.
5. Persons referred to vacancies.
6. Regular placements including transfers-out (with subheadings for):
Professional and business, Other.
7. Casual placements.
8. Transfers-out to points (with subheadings for): Within province,
In other provinces.
9. Vacancies unfilled at end of day.

The method of recording in these various columns for the daily report and the daily summary is outlined below in the discussions on openings, applications, referrals, placements, and clearance.

Openings. When an employer gives an order to the employment office—or, according to the terminology employed, "notifies a vacancy"—it is recorded, if received by telephone or by a canvasser, on an employer's order memorandum. Care is taken to secure all the information necessary for subsequent satisfactory placement. An employer may also communicate his order by mail by filling in the form provided for that purpose.

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The order is then transferred, for the permanent record, to separate order cards for (1) men, (2) women, and (3) farm help. It is numbered consecutively in a series beginning the first of January. A symbol is entered on each card to indicate the industrial group in which the vacancy exists.

An employer's ledger card is made for each employer who patronizes the office, with space for information of value in securing future orders.

The statistical recording of each vacancy notified to the office is made on the daily report under the headings previously listed. The entries are made so that each transaction recorded treats only of one employer, one industry, and one kind of work. The entry required for most of the columns is clear from the heading; special instructions are given in the Manual for the others.

Under "21. Employer's product or activity" the principal one is to be stated in accordance with the industrial classification in use for the reports. "25. The probable duration of employment" is to be ascertained as exactly as possible in days, weeks, and so forth, and the use of indefinite terms avoided. If the most definite information available is that the employment will not be in excess of seven days, the word "casual" is used, but only when the exact number of days cannot be specified. In Column 28, reserved for "cancellations" and "transfers-in," entry is to be made of the number of vacancies affected by the cancellation of an order, as "7C," and of the number of workers transferred-in as a result of the operation of the clearance system, explained elsewhere,¹ with an abbreviation to indicate the office dispatching the workers.

The columns relating to vacancies on the daily summary are four in number: vacancies unfilled at beginning of the day, vacancies notified during the day, vacancies cancelled during the day, and vacancies unfilled at end of day. The list of industries and subgroups, as given in the Manual, is printed in the first column at the left, and figures for the items enumerated above are properly distributed. Instructions printed at the bottom of the form state that

the item should be assigned to the industry in which the workers are required. For example, a blacksmith or a carpenter required for employ-

¹ See pp. 169-170.

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ment in a mine should be assigned to Mining. A difficulty arises in connection with Construction, however, and here one exception must be observed. Building construction is really a temporary activity in every industry. Accordingly, a carpenter required in the building of a house or barn on a farm should be assigned to Construction-Building rather than to Farming. Similarly a building tradesman required for construction of a textile mill should be assigned to Construction-Building, not to textile products.

The number of "vacancies notified during the day" represents the total of the numbers specified in the different orders, and one order for several persons of identical qualifications represents that number of vacancies. One order for six farmhands for the same kind of work counts therefore as six vacancies notified.

The number of "vacancies unfilled at end of day" is obtained by adding the number of vacancies notified during the day to the number unfilled at the beginning of the day and then subtracting the vacancies cancelled and placements actually made. The items relating to placements are considered later in the discussion on placements and on clearance.

The number of openings unfilled at end of the day is carried forward to the succeeding day as the number unfilled at its beginning and represents the actual number of openings the office has to fill.

If a vacancy, filled by an applicant sent by the office and a placement recorded, again becomes open either because the applicant failed to remain in the position or for other reasons, this then is considered a new vacancy and is so counted in the report. It is evident therefore that as regards "day work" each daily vacancy constitutes a unit and could be counted many times during the month.

Orders are valid until filled and do not require to be renewed before the expiration of any given period.

Applications for Employment. The person in search of employment registers at the local employment office, or at the nearest office in those communities where more than one office has been established. He is interviewed as privately as possible and the interviewer endeavors to secure "all information which would be material to the applicant's satisfactory placement."

Four card forms are in use for the recording of information regarding applicants—(1) for men, (2) for women, (3) for farm

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workers, and (4) special. The "special" form provides for more complete information than is called for on the regular forms for men and women, and is used in registering highly skilled, technical, professional, and office workers. The same form is used for both men and women. The cards for these special workers are then filed by sex in a separate file, and, if found advantageous, duplicates are inserted in the regular files. Applicants registering by mail use this special form also. If the applicant does not belong to one of the groups mentioned above, then the information is transferred to the regular forms for men and women and the special form destroyed or filed for reference, at the discretion of the superintendent.

Applicant cards, as those for orders, are numbered consecutively in a series beginning the first of January. On each, in the space provided for "group," is entered the symbol for the industry in which the applicant is seeking employment. Alternate trades or occupations are carefully indicated and notation is also made as to whether the applicant is willing to leave the district. Applicant cards are filed numerically under different occupations.

A request for employment is known as an application and is considered active fourteen days. If the applicant wishes to be considered for an opening beyond this period, he must make renewal of his request, or a "re-application." The end of the fourteen-day period is indicated by a metal indicator in the proper position on the date line at the top of the card, which is numbered from 1 to 31. At each renewal the tab is moved forward and notation is also made on the card in the space provided for this purpose.

The application is disposed of when the applicant cancels it, lets it expire by reason of non-renewal, is transferred-out in the course of clearance procedure,¹ or is placed. If subsequently he returns to the office, this request is again considered an application, and each renewal of that request a re-application. Notices are sent to unplaced applicants ten days after their last visit to the office so that they may have time to renew their application before the end of the fourteen-day period.

Dealings with applicants are recorded statistically on the daily report. The subheads on the form under "applications" have

¹ See p. 169.

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already been indicated;¹ and under certain of these, entries are made to cover the procedure just outlined.

The first application of a person seeking work, or the application of a person who has returned to the office to seek work after his application has been cancelled, expired, or after he has been placed by the office, is recorded on the daily form, whether or not the office is able to do anything for him on the occasion of that visit to the office. The following entries are made in the columns indicated:

1. The number on the applicant card.
2. A check if handicapped.
4. "M" or "F" to indicate sex.
5. Age if under 20 years.
6. Occupation.
8. Country of birth with length of residence in Canada where this would affect fitness for the work sought.
10. "S," "M" or "W" to indicate marital status.
11. An "A" to indicate "application."

Group entries may be made where identical entries are in order for several persons. The number on each applicant card is noted unless the numbering is consecutive, when the first and last figures are given; for example, 549-571.

When an applicant cancels his application, the entries indicated above are made and in addition, in Column 13, a "C" to indicate "cancellation."

Each day a certain number of applications expire because they have not been renewed before the close of fourteen days, the period of validity. These are entered in the manner already described, but an "E" is placed in Column 13 for "expiration." Group entries here are particularly in order.

Re-applicants who visit the office but for whom no action is to be recorded, are entered in detail on the daily report at the option of the provincial superintendent. In such cases the entry is the same as described for new applicants except that in Column 11 the letter "R" indicates "re-application." If detailed entry is not made, then a note is substituted to the effect that "in addition to the above, . . . registered applicants visited the office during the day, on whom no action was taken." The number

¹ See p. 161.

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could be easily ascertained, since the cards for these applicants would be held out of the file until the date of re-application had been entered.

The daily summary provides space at the bottom for certain figures relating to applicants, but no industrial classification is made in this connection. The figures called for are: the numbers of persons unplaced at beginning of day, applicants during day, re-applicants during day, applications cancelled or expired during day, and persons unplaced at end of day.

*Referrals.*¹ When an applicant is referred to a prospective employer, an introduction card is given for presentation to the person with whom the interview has been arranged. Two forms are in use for this purpose. The one is a postcard addressed to the office, and provides space for the applicant to indicate whether or not he was engaged, to sign and return. The other is a triplicate form, with applicant's, employer's, and office copies. The employer's form is mailed to him with a return postcard on which to indicate his decision with regard to the applicant and also whether or not he desires that other applicants be sent. The provincial general superintendent determines which of these two forms should be used.

When an applicant is referred, notation is made on the back of his card as to the order on which he was referred. On the back of the order card are entered the name and number of each applicant referred in connection with that order.

The statistical record of a referral on the daily report is made under the general heading of "applications" by giving the details already described in the discussion under applications and entering in Column 12 the number of the order on which the referral was made. In Column 11, "A" or "R" is entered to indicate whether the person referred was an applicant or a re-applicant. Where the daily summary is in use, the number of persons referred to vacancies is entered in the column thus designated. This represents the total number of persons referred.

Placements. When confirmation is received that an applicant referred to a vacancy has been actually engaged, then a placement is recorded. If an applicant is hired by an employer or an employer's agent during an interview in the office, that fact is sufficient

¹ Termed "referred to vacancies" in Canada.

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confirmation. Otherwise confirmation consists in the return by the applicant of the introduction card properly filled in, or by the employer of the form provided for his use. If neither of these forms is returned, then appropriate steps are taken to follow up the referral and information thus secured is entered on a special form provided for "confirmation of placement."

The fact that a placement has been effected is entered on the order card and also on the back of the applicant card. The order card thus contains a complete record of the referrals in connection with that order, and result; and the applicant's card of the openings to which he has been referred, and result.

Once a placement has been recorded for a vacancy, the transaction is considered closed. If, therefore, the vacancy again becomes open because the employe did not remain, either of his own volition or that of the employer, and another applicant is referred and accepted, then another placement is recorded. In this way several placements may be recorded for the one vacancy unless it was clear that the employer was trying out different applicants before making his decision.

Duration of employment is not a factor in determining a placement. The vacancy may perhaps have been described as for a matter of hours only.

In the case of "day work" and other employment for short periods of time, it is evident that many placements may be recorded for the same position if it becomes open day after day and is filled anew each time. When, however, a worker has been engaged for certain regular days or other periods, only one placement would be counted for that transaction.

On the daily report, a placement is recorded by filling in the items under applicants, as already described in the discussion on applications and on referrals, and by entering in Column 13 a "P" to indicate placement and in Column 14 the number of the order on which the placement was made. If a certificate for the reduced transportation rate (form E. O. 26) was issued,¹ then a checkmark is placed in Column 16 and duplicates of the certificates attached to the daily report.

If the daily summary is in use, total placements are distributed

¹ See p. 160.

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by industries and entered in the columns for regular or casual placements. This classification of the duration of the employment is made on the basis of the order given by the employer. Placements in employment lasting for more than seven days are considered as regular. They are further divided into those in employment which is (a) professional and business or (b) other. A total figure for all placements, regardless of industry, is entered in the space provided at the bottom of the page.

Clearance and Transfers. The procedure has been outlined¹ by which particulars of vacancies which are not likely to be filled locally are circulated through the province, then through the other eastern or western provinces, as the case may be, and finally throughout the whole dominion. The purpose of such clearance is "the transfer of workers from points where they are unemployed to points where their services may be utilized."

The superintendent who has a suitable candidate for a vacancy listed, communicates immediately with the office having the order and arranges, if feasible, for the transfer of the workers. From the point of view of the office receiving the worker, he is a "transfer-in" and of the office dispatching him, a "transfer-out."

On the daily report, a "transfer-in" to fill an order or part of an order is recorded on the part reserved for "vacancies." Entries are made as described earlier in the discussion under vacancies and, in addition, in Column 28 a "T" is entered accompanied by the number of those transferred-in and an abbreviation to indicate the dispatching office. According to the example given in the Manual, four workers transferred-in from Montreal would be entered "4T-M't'l."

"Transfers-out" are recorded on the part of the daily report headed "applications." When particulars regarding an applicant are forwarded to another office where there is a vacancy, entry is made by the forwarding office in the manner described in the section devoted to referrals.

On the theory that more work is done by the dispatching office than the receiving office, a placement made by transfer is credited to the dispatching office. In other words, the placement is recorded by the office having the applicant rather than the office having the

¹ See pp. 159-160.

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order. Such a placement is entered on the daily report in the same manner as any other placement except that in Column 13 the letter "P" is not used but rather "T" to indicate that the placement was made by a "transfer-out." The placement may be considered effected and entered "when the worker has been placed on a train by a representative of the Employment Service or when his baggage has been checked to the prospective employer."

An office therefore may be reporting more placements than vacancies if it ships out many workers. This was regularly the case with the British Columbia offices because of the thousands who were shipped, or transferred-out, to the prairie provinces in the time of the harvest.

On the daily summary a column is provided for entering figures for those transferred-out, separated into those sent (a) within the province or (b) to other provinces. These figures are distributed by industries. Transactions arising out of requests for admission of labor¹ are entered on the daily report in the same way as other transactions resulting from clearance.

Industrial Classification. The schedule for the industrial classification employed is included in the Manual. Eleven main industrial groups are given, with subgroups under all but the first three. These are taken from the Classification of Industries made in 1920 by Ottawa headquarters of the Employment Service, which in general is the same as that in use by the dominion Bureau of Statistics. Each main group is indicated by a letter, with an additional letter for each subgroup. "M," for example, indicates manufacturing and under it "MS," chemical products, and "MP," pulp and paper products.²

Quarterly Count. At the end of each quarter the employment offices make for checking purposes an actual count of the number of unfilled vacancies and active applicants recorded in their files. Figures for applicants are given separately for men and women.

¹ See p. 157.

² The complete schedule is as follows:

R	FARMING		
GH	FISHING AND HUNTING		
L	LOGGING		
N	MINING	NM	Metallic ores
		NC	Coal
		NM	Non-metallic minerals other than coal

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The results are entered on the daily report for the last day of the quarter and forwarded by the usual method to provincial and dominion headquarters.

Weekly Report on Industrial Conditions. One of the duties of each local superintendent is to prepare and forward to his provincial superintendent a weekly report on industrial conditions in his district. These are issued for weekly distribution to the local offices and others interested, and a monthly summary appears in the Labour Gazette.

M	MANUFACTURING	MA	Animal products—edible
		MH	Animal products—non-edible
		MF	Fur and its products
		ML	Leather and its products
		MB	Lumber and its products
		MU	Musical instruments
		ME	Plant products—edible
		MP	Pulp and paper products
		MR	Rubber products
		MT	Textile products
		MJ	Tobacco and distilled and malt liquors
		MW	Wood distillates and extracts
		MS	Chemical products
		MC	Clay, glass and stone products
		MK	Electric current
		MX	Electric apparatus
		MI	Iron and steel products
		MN	Non-ferrous metal products
		MM	Non-metallic mineral products
		MZ	Miscellaneous
X	CONSTRUCTION	XB	Building
		XH	Highway
		XR	Railway
		XO	All other
P	TRANSPORTATION	PW	Water transportation
		PR	Rail transportation
		PL	Local transportation
		PA	Air transportation
C	COMMUNICATION	CG	Telegraph
		CP	Telephone
T	TRADE	TR	Retail
		TW	Wholesale
F	FINANCE	FB	Banking and investment
		FN	Insurance
S	SERVICE	SM	Hairdressing, manicuring, etc.
		SH	Hotel and restaurant
		SI	Institutional
		SL	Laundry and dry cleaning
		SN	Personal
		SR	Recreational
SPG	Professional and governmental		

RELEASE AND PUBLICATION OF STATISTICS

Compilation of statistics on the work of the Employment Service of Canada is centralized at dominion headquarters of the Service in Ottawa. These statistics are based on the daily report furnished by each local office and are prepared in the statistical division of the Employment Service Branch of the Department of Labour. All the items on the daily report are tabulated, but some are not compiled for the reports regularly issued. The omitted items form the basis of special compilations and studies which are made from time to time.

The statistics regularly issued are the semi-monthly report for the use of the provincial officials and the monthly report published in the Labour Gazette, the official publication of the Canadian Department of Labour.

Semi-monthly Reports for Provinces. The report for the provinces, forwarded twice a month to provincial headquarters of the Service, is in the form of a multigraphed table. All the employment offices are listed by provinces and figures given for each office and the province as a whole. At the end of the table, totals are given for all Canada, subdivided by sex. For purposes of comparison, figures for the corresponding period of the previous year are included for each item of the report. These items are arranged under the two headings "vacancies" and "applicants."

As to vacancies, figures are given on the numbers (1) reported during the period and (2) unfilled at end of the period. The former is the total of the vacancies reported by each office for the period and counts a vacancy each time it becomes open after a placement has been made in connection with it. This implies that a vacancy in "day work," for example, may be counted each day that it is filled anew.

The latter figure (number of vacancies unfilled at end of the period) involves careful work on the part of the statistical division in deducting from the vacancies which had been reported up to the end of the period, the number which had been cancelled or filled by placement.

Under the heading "applicants," the items are: (1) registered during the period, (2) placed (classified as "regular" or casual, with

seven days as the dividing point), and (3) unplaced at end of the period.

The number registered during the period is the total of those who in Column 11 of the daily report have been designated "A" for application.¹ This represents individuals, except in so far as an individual may have reverted to the status of application after he has been disposed of by cancellation, expiration, placement, or transfer-out (and so indicated in Column 13 of the daily report).² It is evident, then, that the same individual might be counted more than once during the two weeks' period if he had cancelled his application and then returned to renew it or if he had been placed and again sought work. The same person placed in "day work" or other employment of short duration might be counted many times—in extreme instances, every day in the week. The individual who again made application after his previous application had expired would only occasionally be counted more than once in this semi-monthly report, since fourteen days must elapse from the date of his last recorded visit to the office before his application expires.

The number placed is the total (recorded in Column 13 of the daily report) of those placed in vacancies registered at the local office or transferred-out, as the result of clearance of surplus orders, to vacancies registered at other offices. Placements made through clearance, it will be recalled, are credited to the office supplying the worker rather than to the office having the order.

The number unplaced at the end of the period is ascertained by the statistical division through study of the daily reports from each office to discover how many active applicants have not been placed or have not of their own volition cancelled their application.

A check on all of these items is to be had in figures reported on the daily summary by the provinces using this optional report.

Other semi-monthly reports are regularly prepared for Ontario and Quebec to give additional information. In Ontario this consists of a separation by sex for all of the items for Toronto; and in Quebec, the addition of an item on applications and vacancies cancelled for each office in the province. Special reports are com-

¹ See p. 166.

² For fuller discussion on this point see pp. 166-167, 170.

piled from time to time from information available on the Hollerith cards.

Published Reports. A monthly report on the work of the offices is published in each issue of the Labour Gazette and relates to their activities for the second preceding month. Because of the long distance of many of the offices from Ottawa it has not been found feasible to compile the report in time for inclusion in the Gazette for the month immediately following.

Each month a section in the Gazette is devoted to a discussion on "Employment and Unemployment in Canada"; one part of this section includes "Employment Office Reports." A table is here included which contains the same items as the semi-monthly table for the provinces and one additional item, the number of applicants referred to vacancies. It omits, however, figures relating to the corresponding period in the previous year except in the case of "regular" placements.

A chart shows the number of "positions offered and placements effected for each one hundred applications for employment." In the accompanying textual material the ratios on which the chart is based are given as well as additional figures on the average daily number of vacancies reported by employers, of applications for employment received, and of placements made. For each of these three items, comparison is made with the previous month and the corresponding month in the previous year.

A brief description of the work in each province gives placement figures for the industrial divisions in which most of the placements during the month were effected. Regular placements (in employment with a probable duration of more than seven days) are further analyzed, in an article on the "Movement of Labour," as to the numbers which were outside the immediate locality of the offices at which the persons placed were registered. The number in each province who benefited by the reduced transportation rate is reported with indication as to distances traveled, both within and without the province.

For each quarterly period, in addition to the material outlined above, vacancies and placements are analyzed by industry. Figures for the quarter are given by industry for each province as a whole and for all Canada for the items of vacancies and placements (sub

divided into regular and casual). The industrial classification follows that included in the Manual.¹

In the annual report of the Employment Service for the fiscal year (beginning April 1), which is included in the annual report of the Department of Labour, the year's activities are presented. The table on vacancies and placements effected, by provinces and by industry, which appears quarterly in the Gazette is here given for the fiscal year. Three other tables present total applications for employment, vacancies, and placements (total, regular and casual) by provinces and all Canada and subdivide them further by sex. A fourth table gives the number of certificates that have been issued for the special transportation rate, indicating the issuing province and the province to which the workers were dispatched.

The amount of the federal subvention paid to each province for the fiscal year is shown in a table which gives the "distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreements."

¹ See pp. 170-171.

CHAPTER XIII

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DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

EMPLOYMENT offices in Germany had their beginnings in the Middle Ages with the craft guilds. In a number of the guilds the placement of workers was in the hands of the masters of the crafts and in many others it was conducted by the journeymen. As early as 1421, registry offices, which charged for their services, were set up for household workers in Nuremberg and other cities and in the next century such agencies were in operation for actors and the personnel of hotels and cafés.

The first town to establish a free public employment office was Dresden, which in 1840 subsidized an organization for placement work. Leipzig followed in 1844 with an office to help poor people find employment, and similar offices were set up in other cities.

The small city of Esslingen (now a part of Stuttgart) was the first to set up a communal employment office (1894) separated from the administration of poor relief and with employers and employes represented in its management. Frankfurt and Stuttgart followed in the next year and other cities, notably Strassburg, Ulm, and Munich, soon organized employment offices on this independent basis.

Various states—Prussia, Bavaria, Württemberg, Saxony, and Alsace-Lorraine—were meanwhile taking steps to encourage the development of public employment offices. The Prussian government in 1894 issued an order requiring the establishment of public employment offices, jointly supervised by employers and workers, in all cities of more than 100,000 inhabitants and extended this in 1902 to apply to all places of more than 20,000.

At the beginning of the twentieth century there existed a network of employment offices which exchanged information regarding workers and openings. These were of many forms. Offices

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for handicrafts according to the guild system still existed and welfare organizations also did placement work as an incidental form of service. A number of employers had developed their own offices. Some of these were organized according to the system used in Hamburg in the iron and steel industry, and others were developed from the model in Berlin for the metal industry.

Unions of workers in various trades also maintained offices, obligatory for members of the union. In times of depression the employers could easily meet their requirements elsewhere, and the Trade Union Federation began to ask regulation of the placement function through employment offices supported by states and communes. Jointly administered offices spread until in 1913, out of about 500 public employment offices in Germany, one-third were under joint management.¹ Agricultural offices developed without the bitter struggles which had characterized the rise of placement work in industry.

Private agencies increased until in 1895 they numbered at least 7,000.² Taxes were imposed on them in an effort to control their abuses and finally it was found necessary to regulate their activities by the federal law of June 2, 1910.

With the World War, a Central Placement Office for the Reich (Reichszentrale für Arbeitsnachweise) was created on August 6, 1914. At the same time it was required that all public offices should send twice a week to the Statistical Office of the Reich reports on the number and categories of persons seeking work and of openings, with information on the situation in various trades.

As a next step the government established the Central Information Office (Zentralauskunftsstelle). This was intended to centralize the activities of the placement offices, particularly those for skilled workers, and to serve as the central office of the public employment service for reports and clearance. Under an order of the Federal Council of June 14, 1916, the various states were enabled to require municipalities or unions of municipalities to create public employment offices, under joint supervision, in all communities of over 10,000 inhabitants.

¹Graack, Erdmann, *Die Arbeitsvermittlung in Deutschland*. Kohlhammer, Stuttgart, 1926, p. 70.

²*Ibid.*, p. 56.

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District supervision for the offices was set up late in 1918; they were taken over by the commission for demobilization and on May 1, 1919, transferred to the Ministry of Labor. In January of the next year the Employment Office for the Reich (Reichsamt für Arbeitsvermittlung) was created under the control of the Ministry of Labor. Some six months later this office published a proposal for an impartial placement organization for the Reich, which was enacted into law in 1922.

The act of July 22, 1922, set up a systematic organization for the exchange of labor throughout the country. The network of municipal or intermunicipal placement offices covering the whole country was supervised and co-ordinated first by the central offices for districts or states and then by the Placement Office for the Reich. In 1924 there were over 900 public offices, with about 450 branches, and in addition some 760 agencies which were not operated for profit.

The act under which the national employment service now operates (Gesetz über Arbeitsvermittlung und Arbeitslosenversicherung) was passed on July 16, 1927. It incorporated the provisions of the 1922 law with reference to placement but established a new basis for the employment offices by creating the Federal Institution for Placement and Unemployment Insurance (Reichsanstalt für Arbeitsvermittlung und Arbeitslosenversicherung) under the Ministry of Labor. The existing employment offices were amalgamated with the Federal Institution and their personnel taken over. The Placement Office for the Reich became the headquarters (Hauptstelle) for the Federal Institution; the 22 district placement offices (Landesämter für Arbeitsvermittlung) by changes in their boundaries became the 13 district employment offices (Landesarbeitsämter), and the public placement offices (öffentliche Arbeitsnachweise) the employment offices (Arbeitsämter). Employment offices which were not a part of the federal system but were not operated for gain were placed under the supervision of the Federal Institution.

The conduct of employment agencies for gain was prohibited after the close of 1930, and it was provided that suitable compensation should be granted agents who had been carrying on their

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businesses since June 2, 1910, when the law controlling fee agencies was passed.¹

Administration of the provisions of the 1927 law regarding unemployment insurance is entrusted to the Federal Institution. It also has responsibility for vocational guidance, vocational retraining, and the making of loans for public relief works calculated to reduce unemployment. It must publish "regular reports concerning the state of the labor market, the extent of unemployment, the fluctuations and situation of unemployment insurance, and the results of employment exchange work and the provision of employment."

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The Ministry of Labor is divided into four main departments, with subdivisions under each. The fourth department has two sections, the one concerned with placement activities and unemployment insurance and the other with housing. The former maintains a liaison between the government and the autonomous Federal Institution for Placement and Unemployment Insurance created by the act of July 16, 1927, and entrusted with the actual administrative functions pertaining to placement and unemployment insurance.

While the Federal Institution for Placement and Unemployment Insurance is not a government department, it is united with the government of the Reich in two ways, since it is under the supervision of the Minister of Labor and since the groups which manage it are composed of representatives of employers, workers, and persons actually engaged in the public service.

Administration of the Institution is carried on by headquarters in Berlin, by the 13 district employment offices and by the 361 local employment offices.

Each part of the Federal Institution—headquarters, the district offices, and the local offices—is an autonomous body, supervised by boards composed of representatives of employers, workers,

¹ Later legislation extended the date on which all fee-charging agencies should discontinue operations to June 30, 1931. The government established a credit to compensate these agencies on the basis of the time they had been in business and of their average income during the three-year period 1927-1929 (after the period of inflation was over and the mark had been stabilized).

and the public service. This supervision is threefold: first, the executive board of the Federal Institution (Vorstand der Reichsanstalt); second, the governing body of the Federal Institution (Verwaltungsrat der Reichsanstalt); and third, the managing committees (Verwaltungsausschüsse) of the district employment offices and of the local employment offices.

On an average, 2,150 representatives each for employers, workers, and the public service—a total of some 6,500 persons—and as many more substitutes, work together with the officials of the Institution in all essential matters. The law prescribes that women shall be represented in all governing bodies in the Institution.

The executive board consists of the president, who is also the president of the Federal Institution, and of 15 members, equally representative of employers, workers, and the public service. With the exception of the president and his deputy, the members are appointed by the Minister of Labor in the order in which they appear on special lists established by the groups in the governing body.

The governing body consists of the president and at least 30 other members, equally representative of employers, workers, and the public service. The president of the Federal Institution is president of the governing body as well as of the executive board. As with that board, there must be at least one representative each of employers and workers in agriculture or forestry on the governing body, but at least two, rather than one, as on the board, both for non-manual employes and for the public service.

The managing committees for each of the district offices and the local employment offices consist of a president and equal numbers of representatives of employers, workers, and persons from the public service. There must be at least one non-manual worker among the workers' representatives. Each managing committee selects an executive committee, equally representative of the three groups, to co-operate in the administration of the district and local offices. The managing committees fix the budgets for the offices under their supervision.

A total personnel of 13,212 persons in the head, district, and local offices was provided for in the budgets for 1929.

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All local employment offices establish sections for skilled workers in the various trades as they are needed, and for the placement of skilled workers in Berlin it has been found necessary for Central Berlin to establish 27 placement offices.¹ Special offices for professional workers are to be found in Central Berlin, in Düsseldorf, and in Munich.

In addition to the public system there existed up to the middle of 1931, two types of private employment bureaus—those not operated for profit and the fee-charging agencies—both of which were required to report their activities to the Federal Institution. The former group is composed of offices established by employers' organizations, trade unions, employers and workers jointly, and by private welfare bodies. The carrying on of employment agencies for gain has been prohibited.²

EMPLOYMENT OFFICE PROCEDURE AND RESULTING STATISTICS

The public employment offices in Germany are unified in a national system with similar procedure and statistics throughout the country. Even before the existing offices were taken over by the Federal Institution for Placement and Unemployment Insurance in 1927, practically the same items as at present were recorded in the statistical reports, but they were not secured as the result of uniformity in procedure or statistical method. The first annual report of the Federal Institution states:

The Federal Institution found, it is true, a complete network of public employment offices, but in reality the number of well-organized offices was exceedingly small. Moreover there was a bewildering complexity of organization in the offices, as was natural from their origin and development. . . . The first task therefore was the technical organization of the employment offices.³

¹ The offices are usually separated for men and women and specialized in such industries and occupations as clothing and millinery, shoe and leather, film, wood, metal, printing, transport, clerical workers, house personnel, and scientific, social and artistic callings.

² See pp. 178-179.

³ Erster Bericht der Reichsanstalt für Arbeitsvermittlung und Arbeitslosenversicherung für die Zeit vom 1. Oktober 1927 bis zum 31. Dezember 1928, p. 10.

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This technical organization of the offices has now been largely completed. Various card systems were studied, and as a result the "Pendelkartei" system was prescribed. This is a device by which the cards are held upright in the file drawers, thus facilitating their examination. Most of the offices, according to the second annual report, had then completed the transfer of the card record for applicants to the new files, and it was the expectation that the system would shortly be in operation in all the offices.¹ The establishment of a similar file for employers has been considered, but the question of expense has thus far prevented its adoption.

No complete manual of procedure has as yet been prepared for the guidance of employment office officials, but the head office of the Federal Institution has issued detailed printed instructions for the statistical recording of the activities of the employment offices and the filling in of the monthly reports.² Separate reports are required on different phases of the work—placement, unemployment insurance, and vocational guidance. Each of the 13 district offices combines the totals received from their local offices and forwards a summary report to headquarters in Berlin. The statistical section there then compiles for publication the reports forwarded by the district offices.

The discussion which follows outlines the general procedure in the local employment offices and describes the manner in which the various transactions are recorded statistically. As far as possible this discussion is limited to the placement activities of the offices. Unemployment insurance, however, has brought heavy responsibilities and has inevitably modified the procedure at certain points, particularly with reference to applications for employment.

In the local offices daily report sheets are in use, upon which each placement officer records his transactions for the day. The headings are the same as for the monthly report, which in turn is very similar in form to that published in the *Reichsarbeitsblatt* (Labor Journal of the Reich). At the middle and end of each month a report for the local office is compiled and forwarded to the central

¹ *Zweiter Bericht der Reichsanstalt*, 1929, p. 82.

² A copy of a manual of standard procedure, recently issued by the German authorities, has been received since this study went to press.

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office for the district. The report at the middle of the month is a simple one, on a postcard, and gives the number of applicants and openings which were available in the office on that date.

The monthly report is lengthy and complicated. It is divided into two parts, one for men and the other for women, and all items are classified according to the industrial and occupational groupings which are later described.¹ The published reports are classified by district as well as by sex and industry.

*Openings.*² An order from a prospective employer is ordinarily received by telephone and is entered on an order slip. The particulars recorded include date, name of the employer, address, industry or occupation, telephone number, number of persons desired, type of position, wages, duration of the employment and remarks on working conditions.

In Central Berlin, the zone office in Berlin which has responsibility for the placement of skilled workers for the entire city as well as unskilled workers within its own district, orders from employers for skilled workers are received at one central telephone office for the whole city. This office has 60 trunk lines for incoming calls only and the 2,000 to 3,000 daily calls are handled by three operators. The specialized placement offices are connected by direct lines with this central telephone office and the operators switch the employers' calls to the offices which are specialized for the types of workers desired. Details of the order are then recorded in these offices.

The number of openings represents the number of individuals actually required to fill the order and not the number from whom a choice is to be made. An order for 10 persons of identical qualifications therefore counts as 10 openings.

Employers' orders are valid (retained in the active file) until the end of the following full calendar month. For example, if an order were given on May 7 it is held in the active file, if not filled sooner, until the end of June. If the opening or openings involved were not filled by that time and the prospective employer wished the office to continue its efforts to find a suitable applicant, he must renew his request. Such, however, is the pressure of applicants for work at the employment offices that orders are ordinarily

¹ See pp. 189-190.

² Termed "offene Stellen" in Germany.

filled at once; but this provision for renewing the order, as laid down in the printed instructions, would presumably apply if persons of unusual qualifications were desired. An unfilled order which has not been renewed before the expiration of its period of validity is not transferred to the inactive file until after the office has been in touch with the employer to make sure that the opening is no longer available.

To prevent duplication in the statistics, total openings are subdivided and counted as "new" in the month when first received, and then in succeeding months under "remainder from the previous month." The latter would be openings whose period of validity had not expired or which had been renewed, and to count them the office must consider that they are still available, for the instructions state that "all positions which may be assumed with certainty to be no longer of value to the labor market" are to be regarded as filled.

If an opening has been filled and the person placed has actually begun work but for some reason has not continued, either of his own volition or that of the employer, the reopening counts as a new opening. In connection with large establishments which apply to the employment office each day for workers, the instructions state that care should be taken to prevent duplication in counting the number of openings by reason of repetition of a request not yet complied with.

The monthly report form also provides a column for the recording of openings which are no longer considered available, either because of expiration of the period of validity, withdrawal, or for other reason. But this column is not intended for openings which are no longer available because they have been filled by the employment office.

*Applications for Employment.*¹ An applicant for employment registers at the employment office in the district where he resides. If he has no place of residence, or is unable to remain at it ordinarily because of the nature of his occupation, the employment office in the district in which he is sojourning at the time is considered competent. In Berlin, as has been pointed out, the offices for skilled workers are maintained by Central Berlin, some within its own zone

¹ Termed "Arbeitsgesuche" in Germany.

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and others elsewhere in the city where the various industries are concentrated. The skilled worker makes application at the nearest office for his trade, which may, however, be located in the heart of the city, miles away from his residence.

At the office the applicant fills out certain forms, or he may take these home and return with them later. The first is a general application form, and then, if he is specialized in any line of work, there are forms which apply to that particular industry or occupation. He must also present proof of training and experience in his line of work.

The clerk who is specialized in that particular kind of work, examines the forms in the presence of the applicant to see that they have been correctly filled in and also to form an opinion of the person who is seeking work. In subsequent dealings with the applicant, great value is placed on this personal estimate. The clerk then hands the applicant a card, directing him to the proper room for an interview with the placement officer. Following this interview, the placement officer fills out a card for that applicant for his file. Each card is divided at the top into spaces numbered from 1 to 60, and by checking various numbers the placement officer can see the applicant's qualifications at a glance. A blue check indicates that the applicant possesses some knowledge in that particular and a red that he is proficient therein. A card at the front of the file gives the key for the numbering. This varies with the trade, and each specialized office has worked out the essential items of information for the matching of the employer's requirements with the applicant's qualifications.

If the person seeking work is at the same time an applicant for unemployment insurance, he receives a special form which he himself fills in, together with another which his last employer must fill in, and the "control" card to be presented at the employment office each time he registers. This "control" card is folded with the inside pages divided vertically into 12 columns for the months of the year, and horizontally into 31 spaces under each month. Heavy lines separate the spaces for each week. The unemployed worker who is an applicant for insurance must register at least three times each week at the employment office in order to secure any suitable employment that may be available, and in some

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kinds of work, six registrations each week are required. The clerks who stamp the registrations on the "control" cards vary the form, using Greek letters and colored pencils to make fraudulent entries impossible. The actual payment of the insurance benefit is carried out in offices established for the purpose.

Unemployed skilled workers, during periods of unemployment customary in their trades, are not restricted to the occupational group to which they belong by trade, but may register in another trade or with the unskilled workers. Such additional registration is compulsory for those workers who have drawn unemployment insurance benefit for nine weeks. The card file in the registration office contains the names of all workers on file in the various branches of the office, with notation if they are registered in more than one branch, and the supplementary registration cards are of another color.

Applications for employment from persons employed at the time are received and counted in the same manner as those from unemployed persons, but the number is very small. Applications from non-residents are counted only if the office placed them or if the application were repeated within a week.

Each application for employment counts only once until it has been filled, and subsequent visits to the office in connection with the search for work are not counted as applications. But if an applicant has been placed in employment by the office, or finds work for himself, and later returns in search of further employment, this application is counted as new. In occupations where temporary placement is the rule (as for waiters, charwomen, musicians, and so forth) a new application for employment is counted after each temporary employment, whether the applicant has himself again made application or whether the application for work is regarded by the office as continuing without further word from the applicant.

The period of validity is the same as for openings; that is, it extends from the day of application until the end of the following full calendar month, so that an application for employment made on May 7 would be valid until the end of June. If the application is to be considered active beyond this period, it must be renewed.

In the monthly report, total applications are given, subdivided

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into new and remainder from the previous month. The application counts as new in the month when received and then appears subsequently under remainder from the previous month. In the example given above, therefore, the application would be counted as new for May, and for June under remainder from the previous month. If the application had been renewed and was still active during July, it would be counted in the report for July under the remainder from the previous month. This phrase implies that the application for employment was active and the applicant still available, for, as with openings, the employment offices are required to regard as inactive "all applications which may be assumed with certainty to be no longer of value to the labor market."

A column is provided on the monthly report for the recording of those applications which have ceased to be active through expiration of the period of validity, withdrawal, or other cause than placement by the office.

*Referrals.*¹ Applicants for employment having the qualifications specified in the employer's order are sent out for interview with an introduction card. This is in the form of a postcard which the employer is asked to fill in and forward to the employment office by mail if he has engaged the applicant, or, if not, to indicate the reason for the non-employment and give it to the applicant to return.

While the openings to which an applicant is referred are recorded on the order card and the applicant card in the files of the employment office, the number of such referrals is not compiled as part of the statistics of the office. The officials state that the statistical report was designed to show the numbers of available applicants and openings and the resulting placements, not the work involved in making the placements. Then, too, Germany has a high percentage of skilled workers, and when a workman is desired for a specialized branch of a certain trade there would ordinarily be no question that the applicant sent was qualified for the position.

*Placements.*² A placement is counted only when an applicant for employment was actually placed in an opening which had been reported to the office. The method of verification is left to the discretion of the office, but ordinarily consists in return of the post-

¹ Termed "Überweisungen" in Germany.

² Termed "Vermittlungen" in Germany.

card by the employer. If this is not received, the placement clerk makes telephone inquiry that he may send another applicant if the previous applicant was not engaged and the opening is still available.

A distinction is made between regular placements and those of a temporary character (Aushilfe). The report form, and likewise the published statistics, records the total number of placements, and then the number of these which were of a temporary character. The latter are those so designated in the order as well as those in which it is to be supposed on placement that the employment would not last longer than a week. Officials state that it has not been possible to lay down a general rule as to the exact division point in time between regular placements and those which are designated in the order as temporary; it varies according to industry. Ordinarily these short-time placements would be in employment of three or four days' duration, but the work might continue, though rarely, for as long as two weeks. The decision as to classification has in these cases to be left to the placement officer.

The instructions give an illustration of the counting of placements of such household workers as charwomen, laundresses, and so forth. A woman is placed where she is to work a half day three times a week for a period of four weeks. This does not count as four times three, or 12 placements, but as one. If, however, the same person is placed in turn in several openings, a placement is counted for each of these openings. If such contracts of work were for longer periods than a week, they would then be counted as regular placements and not as temporary.

The placement of musicians also receives attention. When musicians, including military musicians, are placed in engagements outside of their regular occupations, count would be made of the applications for employment, of the openings, and of the placements. An inn, according to the illustration given, applies for six musicians for three nights; the employment office arranges the placement and counts six placements, not three times six, or 18.

Situation at End of the Month. In addition to statistics for the month on applications, openings and placements, the situation at the end of the month is reported as it concerns the number of applicants seeking work and of openings which are actually available.

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This means that if the period of validity for an application or an opening terminates at the end of the month and has not been renewed, such application or opening is not counted in this category. The numbers recorded as available at the end of the month appear in the next report as the remainder from the previous month.

The total number of applicants available at the end of the month is divided into those who were without work, and then further subdivided into the number without work who at the same time were not in receipt of benefit from unemployment insurance (Arbeitslosenversicherung) or the assistance for prolonged unemployment (Krisenunterstützung). Out of this group of persons without insurance benefit or assistance, the number is recorded who were not in receipt of relief from the community in so far as this was within the control of the employment office.

In Central Berlin and in Leipzig figures for this classification of the total number of available applicants are secured by giving small numbered slips to applicants for unemployment insurance, which they must fill out and return when they next visit the office to be "controlled." These slips are of different colors for the various groups specified above, and a count of the returned slips gives the figures reported.

Industrial and Occupational Classification. All items are reported according to a classification by 28 industrial groups,¹ with certain occupations specified under some of the groups. In the published statistics only the main groups are given, without the occupational subdivisions. The part of the report form devoted to men has more occupations listed under some of the industries than that for women. However, for the two groups of service in households and also in inns and drinking places, there are subdivisions for women and none for men.

Instructions issued by the head office state that each applicant

¹ These industrial groupings are: agriculture (including gardening, animal husbandry, forestry, fishing), mining (including smelting, salt-works, peat-digging), industry connected with stones and earth (such as stone-breaking, lime, cement, brickyards, ceramics), metal-work (including the making of machines, instruments and apparatus), chemical industry (including forestry by-products), spinning, paper, leather, wood, food, clothing, sanitation and hygiene, building, printing and engraving, decorative art; theatre, music, and so forth; hotel and retail trade in liquors, transport, domestic service, casual labor, stokers and machinists, shop employes, office workers, technical workers of all kinds, "free professions" [or those without fixed income, as artists and free-lance writers].

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for employment is to be counted under that calling to which he belongs according to training or experience. If, however, he no longer pursues this calling and does not intend to return to it, or if a definite occupation cannot be ascertained, then his last occupation is the determinant. In so far as unskilled workers cannot be assigned to any of the industries listed, they are to be counted under "hired labor of varying kinds (casual labor)." Under the heading for other occupations connected with the industry in question, which appears under several industries, only skilled and semi-skilled workers are to be included.

Openings are classified under the industry and occupation for which the worker is desired, and placements are classified similarly. For recording the placement of salaried employes (Angestellte) there are three separate groups—employes in commercial establishments, in offices, and in technical work of all kinds (other than that connected with dentistry)—and such employes are to be entered under these groups even if the establishments in which the workers were placed would naturally belong to certain of the industrial groups listed.

For the statistical difficulties involved in the shifting of workers from one group to another, two columns have been provided under the general heading for placements—the first for applicants *from* (aus) other groups (Column 13) and the second for applicants *to* (nach) other groups (Column 14). The instructions on this point read that applications from persons who had been placed in groups different from those where they had been classified on registration should be entered under the groups where first classified, both in the columns for applications and in Column 14. This would indicate that so many applicants had been shifted to other groups. The placement of workers taken from other groups should be entered in Column 13 and in the columns under placements (for total and the part of the total which were temporary) under the groups where the openings had been classified. This would indicate that so many workers had been placed in groups different from those in which they were registered.

*Clearance.*¹ A system of clearance is in operation so that a surplus of applications or of openings in the local offices may be

¹ Termed "mittelbarer Verkehr" in Germany.

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“cleared” through the districts of which those offices are a part, and then, if still active, reported to headquarters in Berlin. As occasion demands, headquarters issue lists of unfilled openings and of unplaced applicants—a balancing for the Reich (Reichsausgleich). The clearance procedure is naturally reserved for openings demanding unusual qualifications or for applicants possessing such.

Procedure for the counting of clearance transactions provides that the applicant and opening are counted at the office where originally registered. Placements made through the medium of another office are counted at the office where the opening was registered. But two additional columns (Columns 15 and 16) are provided on the report form for applicants who were successfully transferred for placement to other offices. The procedure here corresponds to that just outlined for transfers between industrial groups. Column 15 is for applicants transferred *from* an office and Column 16 for applicants transferred *to* an office. Accordingly, the office transferring an applicant to another office for placement on the request of that office makes an entry on its report for one applicant and also in Column 16 (under the same industrial or occupational group) for one applicant transferred *to* another office. The office receiving him makes an entry for the opening, for the placement, and then in Column 15 for one applicant transferred *from* another office (all three entries under the same industrial or occupational group).

PUBLICATION OF STATISTICS

The administrative reports published in the 90's on the work of employment offices, which at that time were increasing so largely in numbers, gave impetus to the development of placement statistics. The guilds also had been successful in publishing statistics on the labor market, and as a result of their activities the Imperial Statistical Office, in 1902, created a division for labor statistics and in 1903 established the Reichsarbeitsblatt (Labor Journal for the Reich). In the course of time this has become the leading organ for all information bearing on the labor market and its interpretation, especially since 1921, when the Ministry of Labor took over the publication.

The law of 1927 regarding placement and unemployment insurance laid the foundation for clear and regular reports on the work of all local and district employment offices. This law provided in Section 215 that the Federal Institution should publish regular reports concerning the state of the labor market, the extent of unemployment, the fluctuations and situation in unemployment insurance, the results of employment office work, and the provision of employment. For such special and current reports it could demand from authorities and private persons all necessary information.

Statistics of the labor market, as reflected by demands on the local employment offices for workers and for work, are published in the *Reichsarbeitsblatt*, as already indicated, and in the *Reichsarbeitsmarktanzeiger* (Labor Market Information for the Reich), the *Vierteljahrshefte zur Statistik des Deutschen Reichs* (Quarterly Reports on Statistics of the German Reich), and the *Statistisches Jahrbuch für das Deutsche Reich* (Statistical Year Book for the German Reich).

The *Reichsarbeitsblatt* is issued three times a month—on the fifth, tenth, and twenty-fifth. The first of these issues contains a statistical supplement on the Labor Market in the German Reich, for the second preceding month. This is a report from the headquarters of the Federal Institution for Placement and Unemployment Insurance. In addition to statistics on activities of the employment offices, the supplement contains statistics on unemployment insurance (*Arbeitslosenversicherung*) and on assistance for periods of prolonged unemployment (*Krisenunterstützung*), the number for whom relief work has been provided and the number on short-time employment who are receiving relief.

The first table is a summary, by months, for a period of thirteen months, of figures bearing on the labor market. Those dealing with placement activities include (1) applicants for employment available at the employment offices at the end of the month, and then, for the month as a whole; (2) applications for employment; (3) openings; (4) ratio of applications for employment to each 100 openings; and (5) placements. Totals and figures for men and women separately are given for all these items. The thirteen months comprise the period from the month reported upon in de-

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tail later in the publication, through the corresponding month of the previous year.

Table 2 gives, for the second preceding month and for the end of that month, detailed information on the placement activities of the offices. This appears first by the 28 industrial groups previously enumerated¹ and then by the 13 district employment offices. Under each district separate totals are given, both for the local public employment offices, which are a part of the Federal Institution, and for those offices not operated for profit which are under the supervision of the Federal Institution.² For purposes of comparison, totals only, for the month preceding, are given under the various headings.

The following items are reported:

- A. For the second preceding month and for men and women separately but not for total (except in the case of item 4)
 1. Applications for employment (Arbeitsgesuche)
 - a. Balance from preceding month
 - b. Total (balance from preceding month plus number received during month)
 2. Openings (offene Stellen)
 - a. Balance from preceding month
 - b. Total (balance from preceding month plus number received during month)
 3. Placements (Vermittlungen)
 - a. Total
 - b. Number of these which were for temporary work (Aushilfen)
 4. Ratio of applications to each 100 openings (Andrangsziffer) (given for men and women separately and for both combined)
- B. For end of the second preceding month
 1. Applicants for employment (Arbeitsuchende Personen)
 - a. Total
 - b. Total without work
 - (1) Total without work who are not in receipt of unemployment insurance (Hauptunterstützungsempfänger), whether

¹ See p. 189.

² In March, 1930, the reports covered 361 local employment offices and 442 of the offices not operated for profit. This latter group includes services established by employers and trade unions and public and private welfare bodies. The placements made by these agencies in March, 1930, totaled slightly more than a tenth of the number made by the Federal Institution.

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the regular unemployment insurance (Arbeitslosenversicherung) or assistance for prolonged unemployment (Krisenunterstützung)

(a) Total of (b (1)) who are supported by public poor relief in so far as this is controlled by the employment office

2. Openings

It should be noted that the figures of applications for employment and openings, as given separately for the public employment offices and the non-profit-making private agencies, cannot be added to secure the total applications for employment and openings dealt with by these two types of employment bureaus. Many persons seek work and many employers, workers at both public and private offices, and therefore figures for the former may be largely inclusive of the latter. Obviously some of the figures relating to unemployed workers are derived from operations of the system of unemployment insurance.

Each quarter the figures on applications, openings, and placements are combined into one series in the *Vierteljahrshefte zur Statistik des Deutschen Reichs*. This quarterly publication of the Statistical Office of the Reich contains a section on German labor market statistics, which combines in one series the classifications by industry and by districts and gives, for the last month of the quarter, the numbers of (1) applications for employment, (2) openings, and (3) placements. Figures for the first two months of the quarter are given in detail under industrial headings but not under the 13 districts. The series just described is presented in separate tables for men and women, but not for both combined.

The *Reichsarbeitsblatt* also publishes, in the statistical statement issued at the beginning of each month, a third table, which presents the number of applicants for employment and the number of openings which were available in the employment offices at the middle of the month immediately preceding as compared with the end of the month before. Separate figures are given for men and women and the classification is by the industrial groups and districts already described. Statistics for the earlier date (totals only and not separate figures for men and women) had been included among the items in Table 2, but Table 3 shows the situation as it

existed a half month later with the amount of increase or decrease indicated.

The Reichsarbeitsmarktanzeiger, first issued in 1914 by the Statistical Office and suspended at the end of 1918, was later taken over by the Federal Institution and is published twice each month. This report by the Federal Institution on the state of the labor market in the Reich for the first or last half of each month is as a rule issued about a week after the close of the period covered. It is largely given over to textual material describing conditions in the various industries, according to the classification already referred to as in use for tables presented in the Reichsarbeitsblatt.¹

At the end of the volume, in addition to tables on numbers in receipt of insurance, detailed tables as in the Reichsarbeitsblatt are given for numbers of persons seeking work and openings, which were available at the middle or end of the month, as the case may be, as compared with the end of the previous period.

The Statistisches Jahrbuch für das Deutsche Reich, which has been published by the Statistical Office since 1880, includes various tables bearing on the work of the employment offices during the year. These tables present figures which have already appeared in the Reichsarbeitsblatt and the Reichsarbeitsmarktanzeiger, and in addition give more detailed information regarding the work of the employment offices which are not operated for profit, the private agencies, and the placement of workers in agriculture and forestry.

The following tables appear:

1. Applications for employment, openings and placements (total and number which were of a temporary character)
 - a.* Classified by sex and industry
 - b.* Classified by sex and district
2. Placements made by the public offices and the private agencies not operated for profit, classified by sex and industry
3. Placements by the private agencies not operated for profit, classified by sex and industry and type of office (whether maintained by employers, by workers, by both jointly, and so forth)
4. Demand (or ratio of applications to each 100 openings) at the public offices and the private agencies not operated for profit in the 28

¹ See p. 189.

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industrial groups, classified by sex and month and with average for the year

5. Available applicants (Arbeitsuchende Personen) at the public offices and the private agencies not operated for profit, classified by sex, industry and month
6. Activity of private employment agents; number of agents (total and number reporting), applications, openings and placements (total and number which were of a temporary character). All items classified by district and all, except number of agents, by sex
7. Placement of agricultural and forestry workers through public offices and private agencies not operated for profit
 - a. Native migratory and non-migratory workers of various kinds (overseers, farm servants, and so forth)
 - b. Foreign workers placed through the central office, classified by district and sex (with separate totals for Poles).

CHAPTER XIV

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DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

THE history of early employment offices in France is described at length in one of the first reports issued by the Labor Office of the Ministry of Commerce and Industry.¹

In the thirteenth century, workers were "hired" (*loués*) for one or several months or years by the masters of the trade or handicraft they were following. In addition to those regularly employed, there was a mobile reserve where the masters found the help needed for short-time and emergency work. In Paris and evidently in other industrial towns, certain localities came to be reserved for this purpose for workers of various trades to the exclusion of others.

Philanthropic placement work had arisen early in connection with some of the religious orders. In 1330, in Paris, authorization was given for the opening of a placement bureau to receive the wet-nurses who came from the neighboring provinces to seek employment.

With the rise of the trade unions the "masters" took measures against them and in most communities statutes were passed in the seventeenth and eighteenth centuries which forbade placement bureaus under the unions and required workers to register for employment with the secretaries of the guilds.

The power of the guilds then declined and in the years following the Revolution placement bureaus for different occupations were created by ordinance of the prefect of police and assigned to citizens for operation. Fees were established by the ordinance and only through these bureaus could workers be placed in employment. Abuses crept in and a decree, sanctioned by the President of the Republic and promulgated on March 25, 1852, governed the fee-charging agencies for many years to come.

¹ *Le placement des employés, ouvriers et domestiques en France. Son histoire. Son état actuel.* Ministère du Commerce et de l'Industrie, Office du Travail, Berger-Levrault et Cie, Paris, 1893. (A copy of this report is to be found in the library of the Ministry of Labor. It is not available at the publishers.)

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Although the establishment of a free placement bureau in each "mairie" in Paris had been prescribed as early as 1848, administrative regulations were not made and these bureaus were abandoned for fee-charging agencies,¹ which operated under the decree of 1852.

Trade unions were authorized in 1884 to set up and administer employment offices without the license otherwise required by the law of 1852. Mutual aid societies were given the same privilege in 1898, and legally constituted associations in 1901. The trade unions established many offices and attempted to co-ordinate their efforts through a national bureau, which for a time received some government assistance.

Agitation against fee-charging agencies caused the municipalities to consider anew the creation of municipal offices, and some of these were established by the municipalities themselves or by private societies with the support of the municipalities. By 1891 placement bureaus existed in 11 of the 20 "mairies" in Paris and in 10 other towns in France.²

On March 14, 1904, a law was passed which required that every community of more than 10,000 inhabitants should establish a free municipal employment bureau. All other communities were required to maintain at the "mairies" registries for offers of employment and demands for it. The municipal authorities were to regulate the general conduct of all employment bureaus within their borders. Fees charged by commercial agencies were to be levied wholly on the employers. After promulgation of the law, the fee-charging agencies could be abolished by the municipality on payment of a fair indemnity. Bureaus for wet-nurses and a few others were exempted from the operation of the act.

The law did not forbid municipalities to authorize new fee-charging agencies by virtue of the law of 1852,³ nor did it require the municipalities to make provision in their budgets for the municipal offices. In Paris a considerable amount was expended as compensation to employment bureaus that were suppressed, but

¹ Fontaine, Arthur, *La réglementation nouvelle des bureaux de placement*. Imprimerie Administrative Paul Dupont, Paris, 1905, pp. 83-84.

² Bulletin de l'Office du Travail, May, 1910, p. 481.

³ Fontaine, Arthur, *La réglementation nouvelle des bureaux de placement*, p. 8.

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these bureaus would resume operations as legally constituted associations by filing a declaration to that effect at police headquarters. According to the law of 1904, such bureaus should be conducted without charge, but the law was evaded. In certain trades, bureaus operated by unions or employers' associations practically controlled employment within those trades, but they were often viewed with suspicion.

The Minister of Labor in this situation urged the development of public offices and creation of municipal bureaus with a business-like management and under the control of committees composed equally of employers and workers.

In 1911 Parliament voted a credit of 35,000 francs for subventions to municipalities maintaining municipal employment offices, and a decree of October 25, 1911, fixed the conditions for these subventions. The offices could be reimbursed for from 15 to 30 per cent of their expenses, according to the number of local placements in excess of 25 a month. An additional reimbursement was provided for interlocal placements, amounting to one-half of the expense involved.

The outbreak of the World War found the municipal bureaus wholly inadequate to cope with the unemployment that resulted from mobilization. A Central Employment Bureau for unemployed workers and refugees was established on October 26, 1914, and then it became necessary to create a Central Office in each department. The first departmental offices were set up in 1915 and the number gradually increased until each of the 90 departments into which France is divided was maintaining such an office. The right to receive subventions on the same terms as municipalities was extended to these departmental offices by the decree of March 12, 1916. Six regional offices, financed directly from the budget of the Minister of Labor, were set up on January 1, 1918, mainly for the purpose of regulating the labor market between the departmental offices and the Central Office in Paris, and a seventh office was added later.

The law of February 2, 1925, concerning public placement offices required that towns of more than 10,000 inhabitants should maintain municipal offices, but added that each department should establish a departmental office and that such towns and the de-

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partments should make the necessary provision in their budgets. All offices were to be under the control of committees equally representative of employers and workers.

An administrative regulation of March 9, 1926, with regard to the application of the law of 1925, outlined the procedure in several important matters. "Specimens of regulations for municipal and departmental offices" were later issued to serve as the basis for the regulations which each office was to draw up for its own conduct and which outlined the statistical procedure in considerable detail.

In 1926 it was ordered that no foreign worker might be employed in France unless he possessed a special identity card issued by the public employment service, and the entry of all foreign labor into France was largely placed under the control of the public employment service.

An amendment to the Labor Code of July 19, 1928, required that all placement offices, whether free or pay, should submit a weekly report to the departmental employment office on the number of openings, applications for employment, and placements. This requirement applied only to the private offices, since in the public offices a system of reporting was already in operation.

The public employment offices still operate under the law of February 2, 1925. Their number has increased from the 22 which received subventions of 8,444 francs in 1912 to the 112 which were reimbursed for 1,329,745 francs of their expenses for the first semester of 1930. In addition to these offices there were in operation 89 others, to which no subvention was paid because the number of their placements was below the minimum specified.

ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

The public employment service is composed of municipal, departmental and regional employment offices, special offices for foreign workers, and a Central Office in Paris. By national law each town with a population of 10,000 or over is required to maintain a free municipal employment office and each department a departmental office; subventions are granted by the national government. There are in operation 188 municipal offices, 90 departmental offices, 7 regional offices, 13 special offices for foreign

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workers, and 1 central office. The whole system is under the control of the Ministry of Labor and Social Welfare, as Bureau Number 1, on Unemployment and Placement of the Direction of Labor—one of the two “directions” into which the Ministry of Labor is divided.

The Central Office in Paris is the co-ordinating center of the system and maintains general supervision over all the offices. It works through the regional offices in its efforts to equalize the supply and demand for labor throughout the country.

Thirteen offices of the employment service are operated directly by the state to control the entrance of foreign workers into the country and their placement. The seven regional offices provided for in the budget of the Minister of Labor do not make placements but serve to co-ordinate the offices within their districts and to act as centers of clearance for unfilled orders and unplaced applicants in the departments under their control and then, through the Central Office in Paris, for all France. Regional office directors must approve the reports on work done by offices within their district before subventions are granted.

The departmental offices are concerned with the administration of the offices in their departments; in the smaller places they are combined with the local placement office. Their support comes from the municipalities situated within the department.

Municipal offices are found in all the important towns, and in the smaller places there are correspondents who give information but make no placements. In a few cities the municipal offices function independently of the national system (*bureaux autonomes*). Throughout the organization there is joint control by workers and employers.

Specialized offices for workers in various trades and occupations exist in all the larger places as sections of the municipal or departmental offices. They also are managed by joint committees. The official directory of the free public placement offices lists for Paris 26 separate sectional offices for specialized occupations, two offices for men for whose trade no special office exists, and one for North Africans. Special sections for dock workers have been set up in the seven chief seaports, in some places combined with the offices for seamen. Certain of the municipal offices have a special service for disabled soldiers.

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The employment offices have a relationship to the unemployment funds (*caisses de chômage*), which receive subventions from the government. An applicant for unemployment insurance is entitled to receive benefit only after the local employment office has passed on his application and certified that no employment is available in his trade or in other work suitable for him.

The national budget provides credits to be paid semi-annually as subventions to public employment offices. The distribution of these subventions is entrusted to a commission composed of government officials and others associated with the administration of the offices. The amount of subvention is based on the number of placements made. In addition, extra allowances are made for placements of longshoremen and for temporary placements of less than a week (*placements en extra*), but these allowances may not cause the subvention due any office to exceed 40 per cent of its expenses.

Subventions are withheld if the joint supervisory committee of the office has not been convened and also if regulations of the office, to be framed according to a prescribed form, have not been submitted to the Minister of Labor for approval. Steps are taken through the Council of State and the prefect to require any municipality with a population of over 10,000 which has not established a public employment office in compliance with the law to take the necessary action.

The private employment agencies are of two general types—fee-charging agencies, which may operate only under license from the municipality in which they are situated; and those operated free of charge by trade unions, associations of employers or other legally constituted organizations, on the filing of a declaration at the *mairie*. All are required to submit weekly reports on their work to the departmental employment office. Fee-charging agencies may be abolished by the municipality on the payment of an indemnity.

EMPLOYMENT OFFICE PROCEDURE AND RESULTING STATISTICS

The operations of the public employment offices in France in the main are reported uniformly throughout the country. Daily

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report forms are in use in the municipal offices and the sections of the departmental offices where placements are made, and weekly reports prepared on the forms provided by the Central Office in Paris. Each municipal office submits its weekly report to the main office for the department in which it is situated, and each of the 90 departmental offices then compiles a report on the work of all the employment offices within the department. These reports are forwarded to the Central Office in Paris, which in turn compiles for publication reports received from the whole of France.

The procedure in the many specialized offices of the Department of the Seine is somewhat more involved than in most of the public employment offices, and its statistical service requires monthly reports from the offices under its control in addition to the weekly statistics described above.

Reports are also required in connection with the subventions granted by the state to municipalities and departmental employment offices. These reports are submitted semi-annually to the commission charged with the administration of the subventions and must be certified as correct by the regional offices.

The Minister of Labor has addressed various circulars to the prefects to assist in securing uniformity and comparability in the employment office statistics, and has also issued "specimens of regulations for municipal and departmental offices." These outlined in general the principles governing the operation of the offices and somewhat in detail the procedure with reference to applications for employment, openings, and placements. A memorandum from the Central Office, issued on June 20, 1923, and not superseded, gave instructions to the public offices as to the recording of transactions for the weekly report.

Special circulars have also been addressed to the private bureaus, fee-charging and free, with reference to the weekly report required from them. The circular of March 15, 1929, in particular gave instructions as to the method of compiling this weekly report. Since certain items are required of both the public and private employment offices, the instructions in this circular apply equally to the public offices.

The statistical recording of the work of the employment offices, in the national system and in the Department of the Seine, is out-

lined in the following pages. It should be remarked, however, that evidently considerable leeway is allowed placement clerks in their statistical records, and while "en principe" the transactions in the office should be recorded in a certain fashion, the clerks may modify the procedure where they consider it necessary. Then, too, the generally satisfactory state of employment in France, as contrasted, for example, with the great unemployment in Germany and Great Britain, has resulted in a different procedure, particularly with reference to the length of time for which orders and applications for employment are valid, from that obtaining in the other two countries mentioned. In addition, France has no national system of unemployment insurance, and the employment office personnel is not burdened, as in these other countries, with work in connection with the payment of unemployment insurance benefits.

*Openings.*¹ Employers' orders for workers are ordinarily received by telephone, and information as to the place of employment, type of worker wanted, wages offered, duration, and other conditions is recorded on cards. These are filed by sex, and industry or occupation, and in the specialized offices by suboccupational groups. The Department of the Seine uses different colored cards for openings for men and women.

The number of openings is the total of workers wanted, not the number of orders received. When an opening, which has been filled and for which a placement has been recorded, again becomes available, it counts as a new opening. If the employer cannot state definitely the number of workers required and, for example, asks for "about 50," the instructions read that the clerk should not record 50 openings on his daily report sheet, but rather the number of openings he fills—perhaps 10, then another 10, and so on until he has recorded the total number actually desired.

Orders are valid for a week and if not filled within that period are considered to have lapsed and are transferred to an inactive file. No notice is given the employer that his order is about to become inactive. The clerks are at liberty to use their judgment in continuing an employer's order beyond the week if the office has need of the opening because of many applicants for that type of work.

With reference to openings, the weekly report in use throughout

¹ Termed "offres d'emploi" in France.

the public system calls only for the number outstanding at the end of the week (on Saturday); that is, the number which had not been filled and for which the period of validity had not yet lapsed. These are classified by sex and by industry, according to the classification later described.¹

On the other hand, the additional report required by the Department of the Seine relative to the monthly operations of offices within its jurisdiction, provides for the number of openings. The number reported represents the number of new openings recorded for the first time during the month, together with openings recorded in the previous month and renewed in the month in question. If, for example, an opening was first recorded in July, with its period of validity extending into August, but was not renewed by the employer, then it is not counted in the figures for August. The classification is by sex and occupational groupings within the specialized services of the Department.

*Applications for Employment.*² The applicant for employment registers at the employment office nearest his place of residence unless he is specialized in any particular line of work. In that event his request for employment is made at the office of the service established for that particular occupation. In Paris, in the Department of the Seine, the offices for different industries are located in buildings in various parts of the city. For some industries a whole building is used, subdivided into offices for different occupational groups within the industry. One of the smaller subdivisions may have responsibility for registering persons for all the offices in the buildings as well as making placements within its particular occupation. The Department also maintains offices for unskilled men and for women employed in the type of domestic service which requires only unskilled or semi-skilled workers.

Every unemployed applicant is registered. He fills in the application form and presents proof of identity and statements from his previous employers. In the Department of the Seine different colored cards are used for men and women applicants, and these in turn are different from those used for openings.

A person already in employment is not registered for other employment "en principe," but this rule has its exceptions and

¹ See p. 209.

² Termed "demandes d'emploi" in France.

he might be registered if the clerk were satisfied that there was a valid reason for change. If, however, people in the desired line of work were unemployed, then his request for registration would be refused.

An application for employment is valid for a week, and the applicant card is not retained in the active file beyond that period unless renewal has been made. While the period of validity is "en principe" a week, here, too, practice may vary, and the placement clerk is at liberty to extend the period if for any reason he considers it desirable to have persons of particular occupations or qualifications available for a longer time. Applications thus renewed are treated in the same manner as those renewed by the applicants themselves.

In the weekly statistics from all offices the only figure reported is the number of applicants who are unplaced at the end of the week and who are still active. These are classified by sex and the same industrial groupings as for openings.

The monthly report for the Department of the Seine calls for the number of applications for employment. This figure represents the number of new applicants dealt with during the month, together with those who within the month had extended the period of validity of their application. An applicant may be counted more than once within the month only if he has obtained employment, either through the employment office or otherwise through his own initiative, and returns for another position. If the employment office has not made the placement, the fact that the applicant has been working is easily verified by reference to his identification papers, on which the place of his employment is entered. The classification is by sex and by occupations within the specialized industries. The section dealing with hotel, restaurant, and café employes, for example, has 12 different occupational groups listed on its report form.

An item for visits is also included on the monthly report for the Department of the Seine but not on the official weekly report. The figure is intended to represent the total number of calls made at the office by persons seeking work. According to the procedure in these specialized offices, applicants on arrival are given consecutively numbered slips to determine the order of interview with the

placement clerk. The number of slips issued each day is recorded and totaled for the month. Officials of the employment offices in the Department of the Seine consider this item to be far less important than the others and realize also that the figures reported are not accurate. They look upon it as giving some further indication of the activities of the offices.

*Referrals.*¹ As far as possible, an applicant for employment is sent out from the office in the order in which he was registered. He is given an introduction card to be presented to the prospective employer and returned by him with a notation as to whether or not the applicant was engaged. In the offices in the Department of the Seine and in some others as well the procedure is somewhat different, since the applicant receives two franked postcards. The first is the introduction card with space for remarks by the employer and indication as to whether he wishes to see another applicant, and the second is to be returned by the applicant himself, reporting whether or not he has accepted the opening and the cause for a refusal. "The indication of these reasons," the card reads, "is purely optional, but it facilitates the offer of a position better suited to your desires and qualifications."

No item for referrals is included in the report required of all public employment offices. It does appear on the special monthly report required by the Department of the Seine and calls for the total number of referrals made during the month.

*Placements.*² Statistics of placement receive great emphasis throughout the public employment service of France, largely, no doubt, because they constitute the basis for subvention from the national treasury.

A placement is counted if the work is of at least a half day's duration and then only on receipt of definite information that the opening has been filled by an applicant referred by the office. The employer may return the introduction form sent to him, with a notation thereon that the applicant has been engaged, or the applicant himself may report the fact on the form given him for the purpose. Officials in the Department of the Seine state that both forms are ordinarily returned but in the cases where neither is received, the employer is consulted to verify the placement.

¹ Termed "essais" in France.

² Termed "placements" in France.

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Since a special basis of subvention has been established for short-time placements, the weekly report differentiates between temporary placements (placements en extra) and regular placements (placements à demeure). A placement made in work which the order has described as lasting a week or less is temporary, and in work for longer than a week is regular. Instructions issued by the Minister of Labor state further that placements of an unspecified duration are to be classified as temporary or regular, according as the employment, by nature of the work or custom of the trade, would normally continue for a week or less, in the former case, and for longer than a week in the latter.

Regular placements are then further subdivided, according to the location of the employment, into local, or those within the district served by the office, and interlocal, those outside this district. The latter are divided again into three groups: (1) those outside its district but within the department, (2) those outside the department in which the office is situated (exceptional placements made by a department or municipal office outside its own department and without the co-operation of any other office in the department), and (3) interdepartmental placements made in co-operation with another office. These items are all listed separately for men and women and by industrial groups. In the discussion of clearance, further consideration is given to the interdepartmental placements made by the co-operative action of two offices.¹ When each departmental office compiles its weekly report for submission to the Central Office in Paris, from the reports submitted to it by placement offices within the department, it records as local placements those which were indicated as such by the different offices.

The total number of placements of disabled soldiers, apprentices, and foreigners is also indicated at the bottom of the report form. The first item is of interest because of the regulation that employers under penalty of fine must maintain in their establishments a fixed proportion of 10 per cent of disabled soldiers. The importation of foreign workers, as has been described, is controlled by the public employment service, since it must certify that there is no unemployment in the occupation for which foreigners are requested.

¹ See pp. 209-210.

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The special monthly report for the Department of the Seine requires only the total number of placements made, subdivided by sex but not by duration of the employment. The number of placements of disabled soldiers and of foreign workers is indicated on the report, and a comparison with the previous year for total placements. In each subdivision of the specialized offices in this Department, the total number of placements made for the year is conspicuously posted and the figure changed each day to include the placements of the preceding day.

Industrial Classification. The classification of industries used in the weekly reports on the work of the employment offices is printed on the forms provided by the central office. It contains 22 items, with three of these subdivided into two parts.¹ The instructions issued by the Minister of Labor point out that employes in agriculture should be carefully distinguished from those in industry and commerce. "Men or women workers placed in agriculture, even though usually called domestics, ought to be classed . . . under a special heading for agricultural workers."

*Clearance.*² In recording placements effected by the co-operation of two offices and as a result of clearance procedure, distinction is

¹ These groups are listed below. The explanatory material in parentheses is taken for the most part from the more detailed listing that appears on the reports submitted to the commission on subventions. The terms are not uniformly such as indicate industries or occupations; some designate groups of workers: (1) fishing; (2) forestry, agriculture; (3) extractive industries (mines, quarries); (4) food (dairies, cheese factories, distilleries, breweries, manufactories of preserves, chocolates and biscuits); (5) chemical industries (oil, soap and paint works; pharmaceutical and various chemical products; gas plants, etc.); (6) rubber, paper, pasteboard; (7) bookmaking (binding, printing, lithography, etc.); (8) textile industries (spinning, weaving, bleaching, dyeing and preparation of cloth); (9) clothing, work with cloth, straw, feathers (ready-made clothes, millinery, artificial flowers, basket-making, etc.); (10) hides and skins (manufacturing of articles of leather, shoes, gloves); (11) wood industries (timberwork; carpentry; making of wagons, articles of wood, toys, brushes); (12) metallurgy and work in ordinary metals (including locksmith's work, tinwares, engraving on metals, electrical installations); (13) work in fine metals (cutting of precious stones); (14) building, public works, stone-work (plastering, plumbing, roofing, glazing, painting, distribution of water and electricity); (15) work with stone and brick (lime-kilns, glassmaking, ceramics); (16*a*) casual workers; (16*b*) longshoremen; (17*a*) transportation; (17*b*) seamen; (18*a*) trade in foodstuffs (bakers, grocers, butchers, retailers of drinks, restaurants, hotels); (18*b*) personal service (hairdressing, baths); (19) other kinds of business (wholesale dealers in drinks, foreign commerce, theatrical productions, insurance companies, banks); (20) liberal professions (dentists, pharmacists, clerks, draughtsmen, engineers); (21) domestic service; (22) other.

² Termed "placements interlocaux" in France.

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made between placements within and without the department. A placement within the department is counted by the office furnishing the worker. The office having the opening does not record a placement. With reference to placements made outside the department by co-operation with another office, the instructions read that both the office which has received the offer of employment and the office which has furnished the worker count the placement. These interdepartmental placements, as was indicated in the discussion of placements, are recorded in a special column on the weekly report. In the published statistics, the duplication in figures resulting from two offices counting the same placement is eliminated.

PUBLICATION OF STATISTICS

Statistics of the operations of public employment offices in France are published each week in the *Bulletin du Marché du Travail* (Labor Market Bulletin), issued by the Ministry of Labor and Social Welfare. They are compiled in Paris by the Central Office of the "Direction of Labor," the division of the Ministry of Labor concerned with the public employment service, from the reports submitted to it by the departmental employment offices. Monthly figures appear in the *Bulletin du Ministère du Travail* (Bulletin of the Ministry of Labor) and the summary for the year in a supplement to the *Bulletin du Marché du Travail*. The annual report of the commission which grants subventions to municipalities and departments for their employment office contains statistics on placements effected by these offices, as well as financial statements. This report likewise is published by the Ministry of Labor. In addition to these statistics for the whole of France, the Department of the Seine publishes monthly figures on the work of the offices within its department in the *Bulletin Municipal Officiel*, of the city of Paris, and yearly figures in its annual report.

The *Bulletin du Marché du Travail*, published since 1918, is issued each Friday. It contains statistical and other information with reference to the operations of the public employment offices, the unemployment insurance funds, immigration, and a summary of the labor market situation in most of the departments.

A table presents figures on the operations of the public employ-

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ment offices for the preceding week, for each of the departments in France and for Algeria. Figures are given for regular placements (for longer than a week), temporary placements (for a week or less), collective placements of dock workers, and for unplaced applicants for employment and openings which were unfilled at the end of the week. Regular placements are subdivided into (a) local (within the fields of operation of the municipal offices in each department); and (b) interlocal (outside this area but within the department, and outside the department). These two items are given separately for men and women, as are those for available applicants and openings. Temporary placements are not classified by sex. The collective placements of dock workers, obviously all men, are made in the seven seaports where special services are maintained for them.

In the totals for all departments combined, duplication exists in the figure for total regular placements and in that for interlocal regular placements which were made outside the department. Interdepartmental placements effected by the co-operative action of two offices are counted, as was pointed out in the discussion of clearance procedure, both by the office furnishing the worker and the office with the opening available. The Central Office therefore deducts one-half of the total reported for such interdepartmental placements from the two totals containing these duplications, to secure actual figures for the country as a whole.

A textual presentation summarizes the operations of the offices, with particular emphasis on placements in certain industries, and comments briefly on the labor situation in the various departments of France.

A second table gives the number of foreign workers who have entered or left France during the week. These are classified by nationality, and under each nationality further indication is made as to whether entry into the country was for employment in industry or agriculture. A section is also devoted to a brief statement on the unemployment insurance funds—the number of unemployed registered at the funds and the number receiving benefit.

The Bulletin du Ministère du Travail has been published since January, 1894, being known as the Bulletin de l'Office du Travail until June, 1913. It was issued monthly until 1914 and since then

as a quarterly. It contains a section on the labor market and another on various economic indexes. First among these are listed certain figures on the labor market. These include the numbers of placements effected by the public employment offices (regular, temporary, and total) and of unplaced applicants for employment and openings which were unfilled at the end of the month. Data are also included, under these labor market figures, for the number of unemployed who were assisted from insurance funds and the number of foreign workers entering and leaving the country (as controlled by the Minister of Labor). Monthly figures for all the above items are given for a period of fifteen months.

The section on the labor market has three tables. The first covers placements, which are classified as local (regular, temporary, and of dock workers) and interlocal, and by sex thereunder. Figures are given for the two preceding quarters and, for comparison with the more recent quarter, the corresponding period of the previous year is also shown. The second table presents, separately for men and women, the number of openings and the number of applicants available at the end of each week during the last quarter. The third classifies total placements by industrial groups and further by sex for the same periods as in the first table described. The remainder of this general section on the labor market is devoted to tables with reference to foreign workers admitted into France by the special offices of the Ministry of Labor and placed in various industries.

Early each year the *Bulletin du Marché du Travail* or the *Journal Officiel* publishes a detailed supplement on the operations of the public placement offices during the preceding year. The work of the offices is analyzed in a series of statistical tables, followed by textual description, under certain main divisions—general; placements by departments, interlocal, by industry, in agriculture, in industry and commerce; foreign workers; applicants for employment and offers of it; and unemployed workers receiving benefits.

The general section gives figures on regular (divided into local and interlocal) and temporary placements and collective placements of dock workers for the three preceding years and for each month in the year covered by the report. These monthly figures

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represent the totals of weekly figures, for periods of four or five weeks. Both regular and temporary placements are classified by sex. The weekly average for the total placements in each month is calculated according to a method described in some detail.

The different sections on placements classify regular and temporary placements according to department (of France); as inter-local and interdepartmental; by industry, agriculture, and certain principal industrial groups. A further analysis is made by sex and month and by many combinations of department, type of placement, and so forth.

The situation as to applicants and openings available and active at the end of the last week of the month is shown for the two preceding years. The number of unplaced applicants is compared with the numbers satisfied (that is, placed). In connection with this section of the supplement, a table shows the number of unemployed workers who were assisted by the unemployment funds during each month of the year.

The supplement also contains information on foreign workers admitted into France. These are classified by the type of work they were seeking—whether in agriculture, industry or certain branches of industry.

Monthly operations of the employment offices in the Department of the Seine are presented in the Bulletin Municipal Officiel of the city of Paris. Two tables are given—the first for industries and the second for the various specialized services. The same four main heads appear in both tables—applications for employment, openings, referrals, and placements, all classified by sex. Under “applications for employment,” figures are shown both for the number of individual applicants and the number of visits they made to the offices.

An annual report is published in the Department of the Seine relative to the operations of the departmental placement offices and the organization of unemployment relief within the Department. It describes the organization and activities of the placement offices in great detail and presents many tables and graphs on the statistics for the year.

An annual report on the work of the commission charged with the semi-annual allocation of subventions to municipalities and

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departments on account of placements made by their public employment offices is prepared for presentation by the Minister of Labor to the government. Figures are given for each half year, for each department and municipality subventioned, on the number of regular and temporary placements their offices had made, including placements of longshoremen by the offices having special services for these workers. Total placements are also classified by industry. Other tables show the credits established for each office, its expenses, and the subvention granted.

CHAPTER XV

THE UNITED STATES

DEVELOPMENT OF THE PUBLIC EMPLOYMENT SERVICE

THE earliest employment bureaus in the United States were private, fee-charging agencies and offices conducted by philanthropic organizations, some of the latter dating back at least to 1820, but the fee-charging agencies had a practical monopoly of the field throughout the past century. Many of them were guilty of fraudulent practices. In 1885 the state of Minnesota passed a law which aimed to curb their abuses by specific prohibition, and in 1888 New York passed similar legislation.

Ohio by a law of 1890 became the pioneer in the establishment of state public employment offices. This legislation provided for the creation of employment offices in the five principal cities of the state and divided the operating expenses between the state and the municipalities. Iowa in 1892-1893 experimented for five months with a free employment office on the "mail-order system." While the result was disappointing, the law which established this office became the model for other states, for example, California, Kansas, Montana, and Nebraska.

During the business depression of the next few years several municipal bureaus were established—in Los Angeles in 1893; in Seattle in 1894; in Detroit in 1895; and in Superior, Wisconsin, in 1899. In 1896 New York State passed legislation for an office in New York City. The office was not successful, probably because of the small appropriation, and was closed in 1906 with the repeal of the law.

In 1899 Illinois and Missouri enacted legislation. The Illinois law provided for one office in each city of 50,000 and over (later changed to cover cities of 25,000 and over, and contiguous towns with this combined population) and three in each city of 1,000,000 and over. A clause in the act prohibited the offices from furnishing help to an employer whose workers were on strike or locked out. As the result of a test of the legality of this clause the law was

declared unconstitutional in 1903 but was re-enacted with the provision that full information was to be given concerning the existence of a strike or lockout in an establishment to which workers were being sent.

Illinois established three offices in Chicago in 1899 and Missouri set up offices in St. Louis and Kansas City in the same year. In 1901 Kansas organized a free employment bureau and ordered cities of the first and second classes to maintain local offices of the mail-order type, but this legislation proved unsatisfactory. In this year Connecticut established five offices, Wisconsin, four, and West Virginia passed legislation on the subject. The next states to pass employment office laws were Massachusetts, 1906; Michigan and Minnesota, 1907; Colorado, 1908; Indiana and Oklahoma, 1909. By 1916 there were 96 public employment offices in the United States; the city was the controlling authority in 15 offices; the county and city in two; the state in 60; the state and city in 11; the state, county, and city in one; and in seven cases the federal government was sharing in the work (with the state and city in two, with the state alone in two, with the city alone in two, and with the state, county and city, in one).¹

In the meantime, in 1904, a Western Association of Free Employment Bureaus had been formed by the commissioners of labor of Iowa, Kansas, Minnesota, Missouri, Nebraska, Oklahoma, and South Dakota to co-operate in securing a better distribution of farm labor during the harvest. It was shortly discontinued. The American Association of Public Employment Offices of the United States and Canada (later the International Association of Public Employment Services) was formed in 1913 by officials of the employment services in eight states.

Participation of the federal government in placement work dates back almost a quarter century. The United States Employment Service had its beginning in 1907 when a division of information was authorized in the Bureau of Immigration of the Department of Commerce and Labor "to promote a beneficial distribution of aliens admitted to the United States among the several States and territories desiring immigration."

¹ Public Employment Offices in the United States. Bulletin No. 241 of the Bureau of Labor Statistics, July, 1918, p. 13.

The Department of Labor Act of 1913 stated that the purpose of the Department in promoting the welfare of the wage-earners of the United States should be, in part, "to advance their opportunities for profitable employment," and after the outbreak of the World War an attempt was made to constitute the immigration offices into an employment service. The service operated on a mail-order system and was able to render only a limited measure of assistance, but it had some success, particularly in distributing farm labor.

Meanwhile the depression of 1913-1914 caused the introduction of a number of bills into Congress to establish a federal system of employment bureaus, but no legislation was enacted. After the United States entered the war in 1917, the Secretary of Labor asked for an appropriation of \$750,000 to expand the employment service, which then was operating in 36 states and the District of Columbia, with 96 branch offices. Congress voted only \$250,000, and the President supplemented this amount by \$825,000 from the appropriation for "national security and defense."

The United States Employment Service was then separated from the Bureau of Immigration, and on January 3, 1918, was established as a separate branch of the Department of Labor, administered by the assistant secretary. "The aim," as Shelby M. Harrison points out, "was . . . primarily to help industries crippled by loss of man power rather than, as had been the case in most previous public employment office work, to help workers to secure jobs."¹

The plan of organization provided for a director and two assistant directors, one for field and the other for administrative work, and a policies and planning board composed of the chiefs of the different divisions. Seven divisions were organized—service offices, service reserves (which included the public service reserve and the boys' working reserve), farm service, women's, information, investigation, and statistical. Later a division for Negroes was added.

The War Labor Policies Board in June, 1918, recommended the policy of central recruiting of unskilled labor through the United States Employment Service to secure the unskilled labor needed in

¹ Harrison, Shelby M., and Associates, *Public Employment Offices*. Russell Sage Foundation, New York, 1924, p. 2.

war work. By presidential announcement this policy was put into effect on August 1, 1918.

With the armistice and the cessation of war production came the task of finding employment for demobilized service men and war workers. For the former, over 2,000 local placement offices—"bureaus for returning soldiers and sailors"—were established through co-operative action of federal, state, and municipal employment services, and of government and other organizations concerned with demobilization.

The failure of Congress to pass a deficiency appropriation bill before its adjournment in March, 1919, caused a great curtailment in the activities of the Service. It was reduced to a skeleton form, but an appeal for public aid brought from state and municipal authorities and community organizations a response which enabled most of the employment offices to function to the end of the fiscal year, on June 30.

Meanwhile, in April, the Department of Labor had called a conference at which governors of 28 states and federal and state employment offices were represented "to define and establish the most effective form of relationship between National and State employment activities . . . to the end that a thorough and comprehensive public Employment Service may be permanently established." The conference unanimously adopted an outline of a bill to provide for a national employment system. The Kenyon-Nolan bills were introduced into Congress to give effect to this recommendation, but failed of passage. They provided for a decentralized but co-ordinated system of public employment offices by the co-operative activities of the states and the federal government.

The appropriation for 1919-1920 necessitated a further reduction in the work of the Service, and the offices, with furniture and equipment, were turned back to the states and municipalities in which they had been maintained, or, if this was not possible, were abandoned. The franking privilege and necessary forms were provided for the work of the offices and reports to Washington headquarters. The Service has operated since that time in co-operation with states and municipalities on the basis outlined above. It has also established co-operative relations with states and with schools in

juvenile guidance, has carried on farm labor employment work, and has recently undertaken the organization of a special placement service for veterans. The actual administration of public employment offices has been in the hands of the states and of some municipalities.

The organization of a national employment service was urged by the Conference on Unemployment called by President Harding in September, 1921, and the Committee on Unemployment and Business Cycles, made, in 1922-1923, the first of several surveys which followed the Conference of 1921, and recommended "a national system of employment bureaus."

The Senate Commission on Education and Labor held hearings on unemployment in December, 1928, and January and February, 1929. Its report, which was submitted in February, included the following recommendations:

3. The States and municipalities should be responsible for building efficient unemployment exchanges. The Government should be responsible for coordinating the work of the States so as to give a national understanding of any condition which may rise and so as to be able to assist in any national functioning of the unemployment exchanges.

4. The existing United States Employment Service should be reorganized, and every employee should be placed under civil service.

The measures dealing with employment introduced by Senator Wagner of New York in Congress in 1928 and in each succeeding session, including that of 1931-1932, have included "a bill to provide for the establishment of a national employment system and for cooperation with the States in the promotion of such system. . . ." This measure was passed by both the Senate and the House early in 1931, but was vetoed by the President. It provided for a United States Employment Service as a bureau in the Department of Labor to replace the present organization; the service to be staffed with employes under the Civil Service Commission, a condition that does not now obtain. According to the measure, a national system in cooperation with the states would be developed through grants to the states of 75 per cent of the \$4,000,000 appropriation for each fiscal year. The amount distributed was to be apportioned to the states in proportion to their population if an equivalent sum were provided

by the state. The United States Employment Service would coordinate the system through publishing information, maintaining a clearing system, and establishing uniform standards of procedure.

An emergency appropriation of \$500,000 for employment purposes was voted by Congress before adjournment of the fall session in 1931, and a special assistant to the Secretary of Labor was appointed to develop plans for "expanding and perfecting the organization" of the Service.

PRESENT ORGANIZATION OF THE PUBLIC EMPLOYMENT SERVICE

THE UNITED STATES EMPLOYMENT SERVICE

The United States Employment Service is organized as a bureau in the Department of Labor. As now constituted, the Service performs five distinct functions: it co-operates with states, municipalities, and other bodies in the operation of public employment offices and with states and schools in junior guidance and placement, and operates an information division, a farm labor division, and a specialized employment service for veterans. The main function is the first mentioned.

On the side of the federal government, co-operation usually involves appointing an official of the state, ordinarily the head of the employment service, as federal director in that state at a salary of one dollar a year, furnishing standard forms for use by the co-operating agencies; granting the franking privilege for the mail business of the offices; and, to a limited extent, acting as a clearing house for the co-operating offices in interstate operations.

The state and municipal offices carry on all the administrative functions and furnish weekly reports to the United States Employment Service according to a specified form. These are compiled and published in the Monthly Report of Activities of State and Municipal Services Co-operating with United States Employment Service.¹

The junior division of the United States Employment Service co-operates with juvenile placement offices in 17 states. In New Jersey, New York, and Wisconsin placement of juveniles under

¹ See footnote, p. 41.

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twenty-one years of age is carried on by the state's employment service. In 14 other states¹ the United States Employment Service has established co-operative relations with municipal school boards or other bodies which place juveniles. There are, however, other cities carrying on juvenile placement work which do not co-operate with the United States Employment Service.

The information division prepares monthly the Industrial Employment Information Bulletin, which contains descriptive current information on the industrial employment situation in some 600 localities.

Until recently the United States Employment Service has acted as a placement agency only in connection with seasonal farm labor, the Veterans' Employment Service, and the local employment office it maintains in Washington for the District of Columbia, but of late a number of placement offices financed and staffed by the Service have been opened in several of the states.

The appropriation for the Service for the fiscal year ended June 30, 1930, was \$217,000, and in addition there was a deficiency appropriation of \$23,000 for the veterans' service. For the following year \$385,000 was voted, in which was included \$100,000 for the veterans' division.

THE STATE SERVICES

In 24 states² of the United States, public employment offices are operated under the state departments of labor or industrial commissions. Enabling legislation has been passed in eight other states,³ but no offices are in existence. Of these states, Colorado operated several offices from 1907 to 1923 but abandoned them when the legislature discontinued the appropriation.

Support for the offices comes from state appropriations as well as grants from city, county, and federal governments. The offices are operated without charge to employers or employes. Michigan

¹ California, Delaware, Georgia, Illinois, Indiana, Maryland, Massachusetts, Michigan, Minnesota, Ohio, Oklahoma, Pennsylvania, Rhode Island, and Tennessee.

² Arkansas, California, Connecticut, Illinois, Indiana, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, Nevada, New Hampshire, New Jersey, New York, North Carolina, Ohio, Oklahoma, Pennsylvania, Rhode Island, Virginia, West Virginia, and Wisconsin.

³ Arizona, Colorado, Georgia, Louisiana, Maryland, Nebraska, North Dakota, Utah.

has recently attempted to attract a better type of applicant by charging a registration fee of one dollar, entitling the registrant to service for one year.

All the offices provide separate quarters for men and women—in certain states a requirement of law—and some subdivide these into skilled and unskilled. But in general the work of the public employment offices has been mainly confined to domestic and common labor.

Limited systems of clearance are in operation in different states, by which information on orders that cannot be filled by the office where these were received, or on applicants of unusual qualifications, are circulated throughout the offices of the state.

PROCEDURE IN THE STATE EMPLOYMENT OFFICES AND RESULTING STATISTICS

The following description of the procedures followed in the various state employment offices in the United States and the resulting statistics is based on returns from 21 of the 24 states with state employment services—California, Connecticut, Illinois, Indiana, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, New Hampshire, New Jersey, New York, North Carolina, Ohio, Oklahoma, Pennsylvania, Rhode Island, Virginia, West Virginia, and Wisconsin.¹ The material is arranged under heads descriptive of the major operations of the offices and for which as a rule statistics are presented, openings, applications for employment, referrals, and placements. In addition, consideration is

¹ Information on the statistical procedure followed in the various states which operate employment services was secured through a questionnaire sent to each state director. It covered in detail the activities which might be recorded statistically. All directors were requested to forward with their replies a set of the statistical forms used and samples of their publications. Correspondence with each state supplemented the information furnished. As a rule the replies gave evidence of having been prepared with great care and in some cases were accompanied by explanatory exhibit material. The states of Arkansas, Iowa, and Nevada made no response to the three requests for co-operation made to each of them. The completed chapter was submitted in mimeographed form to the participating states and changes they suggested in the description of their procedures incorporated in the final report. In certain instances these were at variance with information previously forwarded. In some states the methods formally adopted by state headquarters are not always carried out in the local offices. The more recently organized Division of Junior Placement in New York State has not been covered in this chapter. It follows a procedure somewhat different from the adult service and has been outlined in Appendix D.

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given to such other matters, involved in the items enumerated above, as clearance, periods covered by the reports, classification of the items, ratios computed, and presentation of the items in published material.

Openings. To designate opportunities for employment, the following terms are used in the different state offices, sometimes several in a state: applications for help (Connecticut), calls (Indiana), calls for workers (Maine), help wanted (California, Illinois, Indiana, Kansas, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, Rhode Island, Virginia, West Virginia, Wisconsin), help wanted orders from employers (Wisconsin), labor demand (California), openings¹ (Pennsylvania), opportunities for employment (Oklahoma), persons asked for by employers (Illinois, Pennsylvania), persons called for (Massachusetts, New Hampshire), persons wanted (California), places open (New York), positions offered by employers (Missouri), positions open (Illinois), vacancies (Wisconsin), workers called for (New York). "Help wanted" is by far the commonest term, 14 of the reporting states indicating that they have adopted this designation. It is also used by the United States Employment Service and no doubt was accepted by many of the states on that account.

Information on openings is received at an employment office in the form of an order from the prospective employer, and in most cases is given over the telephone. The clerk records particulars on the location of the employment, wages, hours, and other conditions. The more complete this information, the more successfully can the office meet the employer's requirements. The general procedure is to number the orders consecutively and to enter them on cards, using a separate card for each occupation involved. If, for example, an employer wishes six men, all of the same occupation, one card will be used, but if three are wanted for one occupation and one for each of three others, the information will generally be recorded on four cards.

These order cards are filed behind guides for various industrial and occupational groups, according to the volume and diversity of work in the office. An alphabetical, cross-reference file of employers

¹ Since November, 1931, New York has used this term in place of "workers called for."

may also be maintained, generally with some indication of the orders they have reported to the office.

Most offices maintain an active file of unfilled orders, from which the cards are transferred to an inactive file as orders are filled or expire. Massachusetts has two files, one for the current year and the other for the preceding years. As orders are received the cards are flagged, red and blue flags being used in alternate months, and placed in the file for the current year. When the order is filled, the flag is removed.

In all reporting states, except the two mentioned below as having established periods of validity, the order is considered valid until filled or cancelled. Cancellation may be made by the employer or automatically by the office at the end of a period specified by the employer when the order is given.

Employment offices endeavor to fill orders as quickly as possible and to keep in close touch with employers on unfilled orders to advise them of efforts in their behalf and to learn whether or not the openings are still available. Orders difficult to fill because they call for persons of unusual qualifications or on account of the unpleasant nature of the work or the low pay may remain in the files for a considerable period.

Missouri and Pennsylvania have established periods of validity for orders. Missouri ordinarily cancels unfilled orders at the expiration of a month and Pennsylvania after approximately a week unless there has been intervening contact with the employer and report from him that the order is still unfilled.

All the states compile the total number of workers requested. In addition, and mainly as a guide in internal administration, 10 states—California, Kansas, Maine, Massachusetts, Michigan, Missouri, New Hampshire, Oklahoma, Pennsylvania, and West Virginia—compile the total number of requests received; that is, the number of orders. This figure obviously is less than the number of workers called for since many of the orders involve several persons.

A further analysis into the number of different employers represented by the orders received is made by Maine, Massachusetts, Missouri, New Hampshire, Ohio, Oklahoma, and Pennsylvania.¹

¹ Since January, 1932, New York has been gathering this information and classifying it by industry or service. Out-of-town employers are reported separately.

Massachusetts makes this analysis annually and Pennsylvania monthly for "number of employers served."

Maine, Massachusetts, and Missouri classify still further and distinguish the number of employers using the office for the first time from the number of those who have previously patronized it. This information would seem essential if employment offices wish to extend their field of operations and secure new customers. The superintendent of an office would learn through such a compilation whether the placement clerks were working only with a certain group of employers or whether they were enlisting a larger clientele.

While, as has been stated, all the offices count the total number of openings represented in the orders received—that is to say, the total number of workers requested—the figures reported for any given period by different offices may not be comparable. They may represent (1) the number of openings the offices were asked to fill during the period or (2) the total number of openings dealt with during the period. The latter figure obviously includes the openings represented in the new orders received together with the unfilled openings carried forward from the preceding period, to which the offices have given further effort. Oklahoma and Pennsylvania indicate that their reports cover the total number of openings dealt with in the period covered. The other states report the number of openings represented in the new orders received. An employer may place his order in more than one of several offices in a city or state. Where the limits of the office are not exactly defined or a system of clearance is not in operation, this will obviously cause duplication in the statistics, although probably small.

It is often difficult to record accurately the number of openings represented by new orders, for an employer in requisitioning a certain number of workers may really be repeating part of a previous order which the office has not completely filled. In recording "standing" and indefinite orders—the employer may say, "I'll take all the stonemasons you can send me," or "Send me 10 or 15 bricklayers"—there is a wide diversity of practice and many states evidently have no fixed policy.

With a standing order, or when no exact number of workers is specified, different procedures are adopted. In New Hampshire and New York the placement clerk makes an initial entry of one,

unless he is able to make placements at once, and adds to it as placements are made. In Maine and West Virginia a number is estimated. In Massachusetts, Michigan, Minnesota, and Wisconsin the clerk makes no entry at the time and then subsequently records as the number wanted, the number of applicants he refers to the job. In California, Illinois, Kansas, New Hampshire, New Jersey, North Carolina, Ohio, Oklahoma, Pennsylvania, and Rhode Island the number he succeeds in placing is used.

If the order is for an indefinite number, with perhaps a range given, and the placement clerk is unable to ascertain the precise number wanted, he will record the maximum figure mentioned as the order, according to the practice in New Jersey, North Carolina, and Pennsylvania, and the minimum by the procedure in Illinois, Minnesota, Missouri, and New York. If later he discovers that more were desired than was originally recorded, he adds to the number on the basis of referrals or placements, as indicated in the preceding paragraph.

With regard to the counting of referrals rather than placements under these circumstances, Minnesota considers that "referrals are more accurate than placements for help wanted records, as the number placed through the efforts of the office might easily be considerably less than the number actually wanted."

The counting of positions reopened has also led to different practices. When a placement has been made and the applicant fails to remain, either of his own volition or because the employer found him unsatisfactory and released him, and the office fills the position again, the question arises whether or not a new opening should be counted. This does not contemplate the situation in which the employer has stipulated that he wishes to try out different applicants before making a definite engagement, or is obviously doing so, since the transaction would not be considered closed and the placement recorded until he had expressed himself as satisfied.

Maine indicates that it does not count such reopenings as new openings, but the other states consider that the transaction is closed once a placement has been made. If the opening again becomes available, no matter how short a period may have elapsed it is regarded as the beginning of a new transaction and a new opening is counted. The employment office may have conferred with the

employer in the meantime to ascertain if other referrals are desired. On the other hand, it may have acted on information from the applicant that he was no longer in the position; counted the opening again and made further referrals.

Some of the states modify this procedure in reopenings. California, Minnesota, New Hampshire, New York, North Carolina, and Pennsylvania count a new opening only if an order has again been received. Massachusetts, North Carolina, and Rhode Island add the requirement that the applicant must have worked long enough to receive pay before vacating the position but no proof of the receipt of pay is demanded, the employer's or the applicant's statement being considered sufficient.

The classifications made for openings and the procedure followed in the statistical recording of openings cleared through various offices in the state or between different states are considered later in the general discussions on classification of items and clearance.¹

Applications for Employment. A person seeking employment at a public employment office makes application at the office nearest his home address or, in the few cities where the offices are specialized in various kinds of work, at the office dealing with employment in his field.

The procedure of recording information on the applicant is commonly known as a "registration" and consists in the filling out of a registration form either by himself or a member of the office staff. The form calls for name, address, and other identifying information; particulars as to education, training, and experience, more or less detailed according to the kind of work; civic and social status; and particulars and conditions with reference to the work sought.

The first such request for work from an applicant is recorded as a "new registration" by California, Connecticut, and Ohio; as a "registration" by Illinois, Indiana, Minnesota, New Hampshire, New Jersey, New York, North Carolina, Rhode Island, Virginia, West Virginia, and Wisconsin; as "registered for the first time" by Massachusetts; as an "application" by Kansas, Maine, Michigan, Oklahoma, and Pennsylvania; and as a "new application" by Missouri.

When the applicant may fill in the form himself, the essential

¹ See pp. 237-244.

information is generally transferred to an applicant's record card. When he supplies the information verbally to the clerk, it usually is recorded directly on the card.

The record or registration cards are numbered consecutively and filed behind guides for the different occupations, ordinarily in alphabetical order. In the case of work requiring no special qualifications and for which the office wishes to send out the applicants in the order of their applications, a chronological order is sometimes employed.

An alphabetical cross-index file of all applicants is also kept in most offices. The index cards contain a minimum of information—name, address, and registration number—and indicate under what occupation the record card has been filed.

If the applicant wishes to register for more than one kind of work, complete or incomplete duplicate cards are made out and filed; entry of these occupations is also made on the cross-index card.

In most offices all persons seeking work are registered without restriction. In some states this is a requirement in the law governing the offices, while others specify that preference shall be given to residents of the state. The states of Maine, Michigan, Oklahoma, and Virginia report a restriction in practice with reference to accepting requests for employment from all who apply. Maine registers all who are "not 'floaters,' or unreliaables, or have no habitat." Procedure in the Michigan offices varies. In some registration is not open to non-citizens, in others to non-residents, and in others to common labor. In Oklahoma "those having a permanent address and telephone" are formally registered. Virginia limits the number of common laborers from whom applications are taken on the basis of the number of openings that are available. In addition, what may be described as a statistical limitation exists in Minnesota since the system in that state records as applicants for employment only those who can be referred to openings. Massachusetts does not limit registration but is required by law to give preference to residents of the state.

Applications for employment are accepted by all the states whether the applicant is employed or unemployed at the time, although the policy in some states does not encourage applications

from persons in employment unless they are working outside their usual occupation. The number of employed persons is said to represent a small proportion of applicants; obviously this would be the case in times of serious unemployment.

The general procedure is to maintain active and inactive files of applicant cards. The former contains the cards of all applicants available for employment and the latter the cards of persons placed or who have cancelled their requests. In some offices the inactive file also contains the cards of applicants whose applications are considered to have lapsed because a specified period has passed during which they have not been in touch with the office.

When an applicant is sent out as a candidate for an opening reported to the office, record of the referral is made on the reverse of his card. Later, on receipt of information on the result of the referral, an entry records whether or not he was engaged. If he secured the position, his card is transferred to the inactive file.

The applicant is expected to keep in close touch with the office until he is placed, but there is no standard terminology for these subsequent calls.

Seven states (Connecticut, Kansas, Maine, New Hampshire, New Jersey, North Carolina, and Ohio) consider the application for employment valid until the applicant is placed or withdraws; two (Michigan and West Virginia) treat it as valid for a year from the date of registration; and two (California and Indiana) for the balance of the current fiscal year. Others require the applicant to report at certain intervals to make renewal of his application if he still wishes to be considered for work. Eleven states have the requirement that renewal shall be made at the end of a fifteen-day period, after thirty days or "approximately" thirty days. It may be remarked, however, that many offices use the registration cards of the preceding few days or make referrals from persons in the waiting room, even if theoretically registrations are valid for specified periods.

New York State is the sole representative of the fifteen-day rule; the renewals are recorded on the applicant card. After original registration or renewal the cards are retained in the active file for thirty days and then transferred to the inactive file, without notification to the applicant that his request for work has become

invalid. An applicant who has been placed and returns later for other employment is considered a renewal.

Eight states (Illinois, Massachusetts, Missouri, New Hampshire, Oklahoma, Rhode Island, Virginia, and Wisconsin) have set thirty days as the period of validity, and two (Minnesota and Pennsylvania) "approximately" thirty days, with renewal at the end of that period. In New Hampshire and Wisconsin, if renewal has not been made the card is transferred to the inactive file; Massachusetts keeps the card in the active file for sixty days; Missouri and Rhode Island require renewal but hold the card in the active file an indefinite period; Oklahoma makes a check at the end of each month of those having a telephone and if the applicant is still available his card is kept in the active file, otherwise it is transferred to the inactive; Virginia circularizes applicants in the active file monthly and if the services of the office are still desired their cards are redated as a "continuance" of the application. Minnesota renews on request or if the office is aware that the applicant is still unemployed. This state has a period of validity of thirty days or longer, varying with the position and labor conditions. Pennsylvania considers the request valid for approximately one month, enters additional requests for employment on the card but retains it in the active file for a "reasonable length of time."

Most of the states that require renewals by applicants at certain intervals while unemployed regard the procedure as entirely administrative and make no entry in their statistics. This in general is the Illinois procedure, but some offices in that state clear their files each six months and persons who have reported within thirty days are considered as new registrations. New York compiles figures on renewals. Some states—Maine, Massachusetts, and Rhode Island, for example—count an applicant but once a year regardless of renewals or placements.

The general rule is to count an applicant who returns after a period of employment in the same manner as the applicant who applies for the first time. Some states would not so count him unless he had been placed by the office, while others would count him if he had been employed without regard to the question whether he had secured employment through the office or by his own initiative. On this point, Illinois, New Jersey, and Ohio

state that they accept the applicant's word that he has been at work, while California, Michigan, New Hampshire, New York, Pennsylvania, and Wisconsin count him again only if he has been placed by the office, a procedure that affords proof of the employment.

Minnesota follows none of these methods and makes no count of applicants. For statistical purposes the number of applications for employment is considered identical with the number of referrals.

More diversity exists among the different state services with reference to the reporting of applications for employment than any other item. Not only is the terminology not uniform, but several terms may be employed in a single state in its various reports. "Registrations" is the designation in commonest use: it has been adopted by the United States Employment Service and by 13 states (California, Illinois, Indiana, Kansas, Massachusetts, Minnesota, New Jersey, New York, North Carolina, Ohio, Rhode Island, Virginia, and West Virginia) and the United States Employment Service. Other ways of describing requests for employment are applications for employment¹ (Connecticut and Missouri); applications for work (Michigan and Oklahoma); applications (Maine, Michigan, Ohio, Pennsylvania, and Wisconsin); office registrations for employment (New Hampshire); situations wanted (California); labor supply (California); workers registered (New York).

The states have not reached agreement as to what figure or figures should be reported to show the demand made by workers at the employment office nor what the figures reported should embrace. Some states include two figures in the reports submitted by the offices and in the reports they publish. The content of the statistics issued for any given period may be indicated as follows. It should be remarked that in many cases it was difficult to secure an exact statement from state headquarters on what was included in its figure of applications for employment and how it was compiled, and in some states procedure evidently varied from office to office. Duplication may result from applicants' registering in more than one office in a city if the jurisdiction of the offices is not

¹Since November, 1931, New York has used this term in its published reports.

limited geographically or by type of workers served. This outline has been given in substantially the same form in Chapter IV in the discussion of statistics for applications for employment but is repeated here in order to give a complete picture of the employment offices of the United States.

1. *New applicants.* According to this system, of which Maine, Massachusetts, New York, and Rhode Island are representative, each individual seeking employment is counted but once during the year, regardless of the number of times he may make application. If he is placed and returns later for other employment he is not counted again in this figure. The statistics for any given period therefore represent the number of individuals who made application during the year.

2. *New applicants and applications after placement.* This figure includes new applicants counted in some offices at their first registration during the year and in others only at their original registration in the history of the office, together with the first request of all applicants after a period of employment. It does not represent individuals since the same individual may have registered for the first time, been placed, and returned for employment during the period and so be counted more than once. Indeed, he may have had several placements, particularly if a day's worker, and in that event would be counted again after every placement. California, Connecticut, Michigan, New Jersey, Ohio, Virginia, and Wisconsin follow this procedure.

3. *New applicants and a limitation on applications after placement.* Pennsylvania counts applications of day's workers only once a week regardless of the fact that they may be placed and return for employment more frequently. Other workers who make application after placement are not counted again until "approximately one month from the date of placement."

4. *New applicants, applications after placement, and formerly registered applicants.* This adds to the figure described above under "2" the number of applicants registered for the first time during a previous period who made application during the period in question. Illinois (in some offices), Kansas, and Missouri report this procedure.

5. *New applicants, applications after placement, and unplaced applicants after an interval.* North Carolina counts as a new applicant a person who "leaves town before placement and some weeks later returns." Other states may follow a like procedure. The replies of several on this point were not clear.

6. *Total applications.* This figure represents attendance at the office and attempts to count each person as many times as

he makes application. Massachusetts, New York, Ohio, Rhode Island, and Virginia make such a compilation.

7. *New applicants, applications after placement, and renewals.* This figure adds to that described under "2," renewals of applications at the end of a fifteen-day period. It applies the term "renewal" to applications after placement as well as to the process of extending the period of validity of applications which are still active. New York State compiles this figure.

8. *Renewals and applications after placement.* This figure is the same as "7" above except for the omission of new applicants. New York State compiles this figure also.

9. *Referrals as registrations.* Minnesota is the sole representative of this method, by which the number of applications for employment is considered identical for statistical purposes with the number of referrals. When an applicant is referred, the state counts a registration, and an additional registration each succeeding time he is referred. This practice in reality constitutes a limitation in registration since only those whom the office could refer to positions are counted as applicants. Even if many more were referred than were placed, the figure would undoubtedly fall short of representing the total reported by most of the states under the different methods in vogue.

10. *Total in active file.* New Hampshire is the only state reporting this figure, which represents all applicants in touch with the office within a month.

The classification of applications for employment and procedure with reference to clearance are considered later.¹

Referrals. When the employment office sends an applicant for employment to an opening reported to it, that constitutes a referral. The referral may not result in a placement because the employer may not consider the applicant acceptable or the applicant may decline the work.

Various terms are used to describe this action by the employment office. The most common is "referred," the term adopted by the United States Employment Service and also by 17 of the states. Other terms are applicants referred (California and Pennsylvania); persons referred (Virginia); persons referred to positions (New Hampshire); persons sent to positions (Pennsylvania); positions offered (Massachusetts); referred to positions (Wisconsin); reference (Division of Junior Placement of New York State).

The general procedure with regard to referrals varies little

¹ See pp. 237-244.

among the offices. An applicant is supplied with an introduction card which gives his name and the opening for which he is applying and which is addressed to the person whom he is to interview. The form is ordinarily a franked return postcard. After the interview, the employer signs the card and checks it to show whether or not the applicant was engaged. In the event that the employer did not engage the applicant or the latter did not accept the work offered, some offices provide space for the employer to indicate that he wishes to see other candidates for the opening. The office then makes further referrals.

Sometimes the applicant goes directly to the interview without first calling at the office to receive the introduction card, especially when it is important that no time be lost. In such cases the office mails the card to the employer, usually accompanied by a form letter explaining its purpose.

Cards of the applicants referred on the order and the order card are clipped together in the office until record has been made on the order card of the persons referred and on the applicant's card of the opening to which he was sent. Some offices hold the clipped cards out in a pending file until they receive word of the result of the referrals. Others return them to the regular file and may indicate by flagging that further information is to come.

Offices vary in the completeness with which entries are made on the order and applicant cards, but it is held in well-managed offices that an order card should contain the complete record of the referrals made in connection with it, and outcome; and the applicant's card a history of the efforts made in his behalf, and outcome.

A record of referrals is of administrative value for comparison with placements since it gives some indication of the efficiency of the service in selecting qualified persons. If the number of referrals is unduly higher than the number of placements it is evident to the employment office superintendent that persons are being sent out indiscriminately.

All the states compile a record of referrals for Washington headquarters of the United States Employment Service since that item is included in the published Monthly Report of Activities. Connecticut and Missouri make no use of it in their own publications. New York and Oklahoma publish the item in their annual reports but not in the monthly.

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The figure recorded for referrals is the total number of times persons are sent to employers for interview. The same individual may be counted several times since the office may refer him to different openings and on an order for one worker several referrals may be made before a placement is effected. An order for ten persons of identical qualifications would ordinarily involve at least ten referrals and perhaps many more if the openings were difficult to fill.

Massachusetts is the only state reporting a compilation of the number of individuals referred and none of the states makes other tabulations relating to referrals, such, for example, as the number of times different individuals were referred.

The classification of referrals and their recording in clearance transactions are described later.¹

Placements. A placement is effected when an applicant referred to an opening is engaged. All the states report that they now require evidence of engagement before recording a placement, but in the earlier years some offices recorded placements for all persons sent out as candidates and some still do so despite instructions to the contrary. Obviously many of these were not hired and the figure was therefore much too high.

The following terms are in use in the different states to describe placements—applicants placed (Pennsylvania); persons receiving positions (Pennsylvania); situations secured (Connecticut); verified placements (Minnesota); positions filled (California and Illinois); persons placed in work (Wisconsin); places filled (Missouri and New York²); positions reported filled (California, Massachusetts, New Hampshire and Virginia); reported placed (Iowa, New Jersey, North Carolina, Ohio, and Rhode Island); placed (Illinois, Iowa, Kansas, New York, Pennsylvania, and West Virginia); placements (California, Illinois, Maine, Massachusetts, Michigan, New Jersey, Oklahoma, Pennsylvania, and Wisconsin); original placement (California). In the United States Employment Service “reported placed” and “placed” are both used.³

¹ See pp. 237-244.

² Since November, 1931, New York has been using “placement” instead of “places filled” in its published figures.

³ The new forms issued in the fall of 1931 change “reported placed” to “placements.”

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The office ordinarily receives evidence that the employer has engaged an applicant it referred to him through the return of the introduction card presented at the time of the interview, or the employe may supply the information. When information is not received in these ways, effort is made to secure it by telephone or letter. Most offices are eager to fill all openings possible and if the referral in question was unsuccessful, to make other attempts to effect a placement. New York has a special form for verification of placement, which is filled out by the clerk who secures the evidence when the introduction card is not returned. He indicates how the information was obtained, initials the form, and files it with the order card. The California offices in their daily reports distinguish between "original placements" and "positions reported filled," the former designating placements made at headquarters on the personal call of the employer and the latter those verified by mail or telephone.

While most of the states consider word from the applicant that he has been engaged to be as valid a proof of placement as information from the employer, five states accept evidence of placement only from the employer. These are California, Maine, New Hampshire, Oklahoma, and Rhode Island. Minnesota reports that if the employer fails to respond to its follow-up, the applicant is telephoned for information if a telephone is available, or his name is posted on a bulletin board in the office.

Verification of placement of casual and day's workers can usually be secured by contact with the employer. He is, as a rule, a regular customer of the office and when he calls for other workers the clerk can easily verify if the persons sent a short time before were engaged. The states that accept word from the employe find the task of verifying placements of this type much simplified.

Generally less care is taken in verifying these short-time placements than those in employment of longer duration. Some offices assume that the employer would have notified them if the worker had failed to arrive. This, of course, would not always follow, but for most of such placements verification through subsequent contact with the employer, or employe, or both, is readily made.

The figure for placements reported in all the states is the total number of placements made, each filling of an opening counting as

a unit, whether the original filling of the opening or of a reopening. As has been pointed out in the discussion under openings, a position may be reopened because the employe is discharged shortly after he was placed, or leaves of his own accord.

In addition, Massachusetts compiles the number of persons placed and New Jersey, for its annual report, requires from each office an analysis of the frequency of placements. This table records the number of applicants placed once, twice, three times, and four times, and over.

In their published placement statistics none of the states distinguishes between placements affording employment for a day or a few days and those which, according to the order, were to continue for a considerable period, except as implied by such terms as "casual" and "day work." In this regard procedure in several European countries and in Canada differs from that in the United States.

It is evident that when an office reports a large number of placements and the placement of a "day worker" has the same statistical value as a placement in a permanent job, the figures are misleading. Pennsylvania tries to minimize this difficulty by counting the placement of a "day worker" but once in a week, and so does not take credit in its total placements for many that other states would count.

Some countries have established minimum periods of employment—a few hours, or a certain number of days—below which placements are not recorded. None of the states operating public employment services follows this procedure and all placements are counted no matter how brief the duration of employment.

The classifications made for placements and their recording in clearance transactions are described in the discussions which follow.

Classification of Items. The classification of items reported on by the employment offices has been determined in most cases by the weekly report¹ compiled for Washington headquarters of the United States Employment Service as the basis of its Monthly

¹ According to the new system inaugurated by the United States Employment Service in the fall of 1931, reports cover the calendar month. For form, see Appendix C, p. 307.

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Report of Activities of State and Municipal Employment Services Co-operating with the United States Employment Service.¹ While this published report, which relates to adults only, attempts no classification of the four items covered—registrations, help wanted, referred, and placed—other than by state and office in the state, the weekly report form calls for a classification of all items by sex, and further by type of employment—for males, into unskilled, skilled, clerical and professional; and for females, into domestic, industrial, clerical and professional. Seven states (California, Illinois, Massachusetts, Michigan, Missouri, New York, and Ohio) submit reports on the calendar month rather than weekly basis. While most of the states in their reports to the United States Employment Service make a classification of the four items as provided for on the weekly report forms, others may submit totals only.

All the states compile their items by sex. The majority attempt no further classification by type of work than is involved in separating their figures, as called for by reports to the United States Employment Service, into unskilled, skilled, clerical and professional for males; and into domestic, industrial, clerical and professional for females. But a division into skilled and unskilled is unsatisfactory since the decisions of individual placement clerks are bound to differ widely. The United States Employment Service makes no use of the classification in its published statistics and this may be due to a realization of its unreliability.

The states of California, Illinois, Massachusetts, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin employ a classification by industry, occupation, or a combination of both. The United States Employment Service formerly provided for a classification by industry and occupation on form Emp. 44, Weekly Report to State Central Office. While this no longer is included in the list of standard forms provided by the Service for the use of co-operating offices, it is still retained by some of the states and others have adapted it to their requirements. The form has 24 industrial groups, with occupations listed under all but three, and at the end two additional groups for "common labor" and "casual workers."

¹ See Appendix C, p. 306, and footnote, p. 41.

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No uniform industrial and occupational classification is therefore in use in the state services. The classifications used in publications of six of the important industrial states are shown in the tabulation on pages 240 and 241, which makes clear the difficulty of comparison, even between states that do attempt an industrial classification. The local offices in these states in reports to state headquarters classify these industrial groups further into subgroups or occupations.

Connecticut and Rhode Island make a classification by occupation. The Connecticut offices include this on the monthly report they submit to the head office of the state. It relates to all items, but in the state's published statistics an occupational analysis is given only for placements. Different occupations are listed for each sex, with an item "industrial" for both. In the last biennial report, more than two-thirds of the males were included under the groups of "day workers" and "laborers" and almost the same proportion of females under "day work." Rhode Island publishes the occupational classification annually for all items. Some of the 77 groups are not occupational, since agriculture, boys and girls, hotels and restaurants, printing, and textiles are included.

Problems arise in the attempt to classify the applicant according to type of work. He may register in more than one occupation; especially when jobs are scarce may he wish to be considered for any work he can perform, whether or not it is his specialty. The clerk has to decide where he shall classify such an applicant. If he is assigned to his regular occupation and no count is made under his secondary occupation, a true picture is not given of the kinds of work being sought at the offices. If, on the other hand, he is classified under the different occupations in which he is seeking work, the task arises of eliminating duplicates from the total. Further, an applicant may have registered for one kind of work and been placed in another so that there is not necessarily a relationship between applications and openings and placements in the same occupation.

Only four of the states (Indiana, New York, Ohio, and Oklahoma) report a separation of openings or placements according to the duration of the employment (as specified in the order), except as is implied in such terms as "casual" and "day workers."

COMPARISON OF INDUSTRIAL CLASSIFI INDUSTRIAL

<i>Illinois</i>	<i>Massachusetts</i>	<i>New York</i>
Agriculture	Agriculture	Agriculture
Building & construction	Building & construction	Building & construction
Casual workers	Casual workers	Casual workers
Common labor	Common labor (not casual workers)	Common laborers, other than casual workers
.....
Clerical	Clerical, professional & technical	Clerical
Professional—technical	.....	Professional & technical
Domestic—personal services, hotels & restaurants	Domestic & personal service	Domestic & personal service
.....	.....	Hotels, restaurants & institutions
.....	Theatres & amusements	.....
Transportation & public utilities	Transportation & public utilities	Transportation & public utilities
Wholesale & retail trade	Wholesale & retail trade	Trade, wholesale & retail
.....	Lumber	.....
.....	.....	Manufacturing
.....	Musical instruments	.....
.....	Chemicals, oils, paints, etc.	.....
.....	Clay, glass & stone products	.....
Clothing—textiles	Clothing & textiles	.....
Foods, beverages & tobacco	Food, beverages & tobacco	.....
.....	Leather, rubber & allied products	.....
Woodworking & furniture	Woodworking & furniture	.....
.....	Paper & printing	.....
Printing trades	.....	.....
Metals & machinery	Metals & machinery	.....
.....
.....	Shipbuilding	.....
.....
Miscellaneous	Miscellaneous	Miscellaneous
Boys	.....	.....

CATIONS PUBLISHED BY SIX STATES OF IMPORTANCE

<i>Ohio</i>	<i>Pennsylvania</i>	<i>Wisconsin</i>
Agriculture	Agriculture	Agriculture
Building & construction	Building & construction	Building & construction
Casual workers	Casual & day workers	Casual workers
Common labor	Unskilled	Common labor
.....	Semi-skilled	.....
Clerical	Clerical & professional	Clerical, professional & technical
.....
Domestic & personal service	.....	Domestic & personal service
Hotel & restaurant	Hotel & restaurant	Hotel & restaurant
Theatres & amusements	.....	Theatres & amusements
Transportation & public utilities	Transportation & public utilities	Transportation & public utilities
Wholesale & retail trade	Wholesale & retail trade	Wholesale & retail trade
Lumber	Lumber, woodworking & furniture	Lumber
.....	.....	Manufacturing
.....
Chemicals, oils & paints	Chemical & allied products	Chemicals, oils & paints
Clay, glass & stone products	Clay, glass & stone products	.....
Clothing & textiles	Clothing	Clothing & textiles
Food, beverages & tobacco	Food & kindred products	Food, beverages & tobacco
Leather, rubber & allied products	Leather, rubber & composition goods	Leather, rubber & allied products
Woodworking & furniture	^a	Woodworking
Paper manufacturing	Paper & printing	Paper
Printing trades	.....	Printing
Metals & machinery	Metals & metal products	Metal & machinery
Quarry & hard rock workers	Mines & quarries	Mines & quarries
Shipbuilding	Shipbuilding	Shipbuilding
.....	.....	Marines
Miscellaneous	Miscellaneous (industrial skilled group)	Miscellaneous
.....

^a "Woodworking and furniture" is included above with "lumber."

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New York and Ohio define "casual" employment as for a day or less, and Oklahoma as a week or less. Other states have not determined precisely the period covered. The terms "temporary" and "permanent" employment are also employed in some states, but only three (Indiana, New York, and Ohio) report a time division. In Indiana, this is thirty days and in New York and Ohio, usually two weeks. These states, however, do not tabulate openings and placements as "temporary" or "permanent."

Classification by location is confined in state figures as a rule to city or, in the few instances where there is more than one office in a city, to city and office. A few states make further division with reference to the location of openings reported to the offices. Massachusetts classifies by district of the employment offices and then within and without the state; New Hampshire, by Concord, the seat of the state's sole office, and elsewhere in the state; and each office in California subdivides its totals by "in town" and "out of town," for the items, help wanted, registrations, referred, original placements, and reported filled.

The only state reporting a classification by nationality is Connecticut. As published, this relates only to placements. Total male and female placements are analyzed according to the nationality of the persons placed, but the table published with reference to nationality does not represent individuals since the figures given are the same as for total placements, each individual being included as many times as he was placed. The grouping is not wholly by nationality for the designations "Hebrews" and "Negroes" are included. "West Indians" are also listed and it seems probable that some of the Connecticut offices may include here persons whom other offices would count under "Negroes."

Connecticut is also the sole representative of a published classification of wages. In its biennial report the maximum and minimum wages are reported, separately for men and women, for openings filled by the offices in January and June. In the monthly reports of the local offices in Massachusetts to the central administrative office the rates of compensation paid to persons placed are recorded, but tabulations of such records are not made public. New York State formerly carried on its weekly report an item for "average weekly wages" but discontinued it.

On its Daily Statement of Business for the Month New Hampshire has an item for the "number of trade unionists who were registered." This figure is not included in its published report.

The Massachusetts offices make an analysis for a special weekly report of the numbers of ex-service men represented in three items—registrations, referred to positions, and positions reported filled.

Clearance. Four of the state employment services (Maine, New Hampshire, Rhode Island, and West Virginia) operate only one office each, but in most of the other states some clearance procedure is in operation. Clearance may be defined as the process by which information on orders which are not likely to be filled locally within a reasonable period, or on applicants for whom there seems no local demand, is circulated through the different offices of the state system and then through other states. It is more usual to circulate information on orders, though it may seem advisable to bring to the attention of other offices certain classes of applicants—persons of unusual qualifications not required within their own communities and farm workers who might be absorbed in other sections of the state. Interstate clearance is little practiced.

The methods of recording clearance transactions statistically are not clearly defined in several of the states and in some instances contradictory reports were received. The following procedures seem to be in effect.

When information concerning an opening is circulated through the different offices in the state, the referrals made in connection with it, the applicants involved, and the placement effected are recorded by the offices where the applicants are registered. The opening is recorded in three ways: (1) by the office of origin; (2) by the office filling the order; (3) by both offices.

The states divide in their systems of counting the opening as follows:

1. *By office of origin*—Massachusetts (in certain instances), New York, and Ohio. Massachusetts reports that its clearance procedure is not easily defined. In recent years it has been confined almost wholly to shipyard workers. "When order is received at one office and cleared through other offices, each office would be advised by receiving office as to number wanted by employer. The prospect of securing help wanted would determine number for which order would be entered at each office. For example, in

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clearing an order received at Boston office for shipyard mechanics, Boston office would be justified in entering major portion of order because prospect of recruiting these mechanics would be much better in this city." But if the office discovered it could not fill the position and it were reported back to headquarters, order would not be cancelled or deducted in statistics of monthly report.

2. *By office filling the order*—Massachusetts (in certain instances), Michigan, Minnesota, New Jersey, North Carolina, Oklahoma, and Wisconsin. Minnesota has "no hard and fast rule for recording help wanted in instances where an order is cleared through another office of the system. The office making the contact with the applicant takes the credit for the referral and placement. It is the intention to consider each office a unit in the handling of its business, but an effort actually is made to prevent duplication by not recording the help wanted until a referral is made." In New Jersey, "where it is known that order is registered in more than one office, the offices outside the originating district credit the quantities of jobs or help wanted only equal to the number they assist in having hired. The office of the originating district charges the remaining quantities on the original order. By this means they try to overcome a duplicate quantity of help wanted." Wisconsin states that it has "practically no labor clearance, even in prosperous times. In the rare cases where the superintendent of an office fills a position which originated through another office, such superintendent takes credit for the position, while the office which had the original notice of the position does not count the position."

3. *By both offices*—Illinois. This state says, "In all likelihood, an order which circulated through the state would be credited at office of origin as well as at the office of handling."

Two of the forms used by the United States Employment Service when it was in active operation and which are still retained in some of the states have columns relating to clearance transactions. On form Emp. 44, Weekly Report to State Central Office a subhead under "registrations" is "transfers received" and another heading is "transfer made." On "Emp. 27" designed for the daily report, a column is provided for "transferred."

PUBLICATION OF STATISTICS

THE UNITED STATES EMPLOYMENT SERVICE

Statistics of the United States Employment Service are contained in the Monthly Report of Activities of State and Municipal

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Employment Services Co-operating with United States Employment Service.¹ This printed report covers a period of four or five calendar weeks and is based on the weekly report (Emp. 26-A and 26-B, Weekly Summary by Local Offices, for men and women) submitted by the co-operating agencies. It appears, as a rule, in the third month following the period covered.

The figures reported by seven of the states are for the calendar month since they compile their own reports on that basis and submit a duplicate to Washington. The states so reporting are California, Illinois, Massachusetts, Michigan, Missouri, New York, and Ohio.

In the Monthly Report of Activities the states are listed in alphabetical order and under each, also in alphabetical order, the cities in which co-operating offices and offices of the Service itself are located. The arrangement for New York State is somewhat different since under New York City only the federal office and the office for Porto Ricans are given, the other state offices in New York City being included in the alphabetical list of cities under the designation of the office—Bronx, Brooklyn, Harlem (colored), Manhattan, and Staten Island.

As already mentioned, the co-operating offices may be a part of the state service, or operated independently by municipalities, philanthropic or other organizations. Separate figures are given if more than one co-operating office is located in a given city, with designation as to the manner of operation if other than under state control; for example, federal, municipal, Young Men's Christian Association, Chamber of Commerce.

Statistics are presented under four headings—registrations, help wanted, referred, and placed. No separation by sex is made, although the reports received from the different offices are so compiled. Totals are shown for each state and a table at the beginning of the publication gives monthly totals (for periods of four or five weeks) from the beginning of the fiscal year for the four items enumerated above for all states combined.

The national totals include data for the seven states reporting on the calendar month basis rather than the period of four or five weeks covered by the majority of the reports. The state totals

¹ See footnote, p. 41.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

as well may contain data compiled for different periods when other offices than the state service are listed. The section on procedure, just preceding, has also indicated the lack of uniformity among the states in the manner of compiling their statistics and the consequent non-comparability of the data submitted by them.

The annual reports of the United States Employment Service in recent years are contained in the annual reports of the Secretary of Labor. The report is mainly a description of the work of the Service and the few statistics included are a repetition of the totals given in the Monthly Report of Activities and some figures relating to the farm labor division.

When the United States Employment Service was organized, the statistical section of the information division was charged, among other duties, with the preparation of a weekly survey and monthly summary of reports from the employment offices. These statements were based on statistical reports received weekly from the local offices. The monthly summary was at first distributed in mimeographed form to the administrative offices, both in Washington and in the field.

In the first annual report of the Director General of the Employment Service, statistics on the activities of the offices were summarized under the two main headings, opportunities and applications for employment, with subheads under the former for applications for help, number applied for, and under the latter, for number registered, number referred, number actually placed. The statistics were given first by the 13 districts into which the Service was divided and then by states.

The terminology was changed and the statistics were published in the second annual report under the four headings—registrations, help wanted, referred, reported placed—which are in use at the present time. With reference to this change, the annual report records:

After some months of experiment with various forms of statistical reports, a system was finally put into effect under which local placement offices are required to submit but one form of report—a daily record of the activities of the office to be prepared at the close of each business day showing the number of registrations, help wanted, applicants referred and applicants actually placed, classified by industries or occupations. This

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daily report is designed to be forwarded to the State central office, where it is compiled into one weekly report, . . . such weekly report being forwarded to the Administrative Offices in Washington. . . . All reports, of course, are so prepared as to give the data with respect to men and women separately.¹

The publication of statistics of the Service in printed form in the Monthly Report of Activities began in 1924.

THE STATE SERVICES

In addition to statistics on the operations of their employment offices contained in the Monthly Report of Activities issued by the United States Employment Service, most of the states publish their own statistics. In the following description of their publication procedures the states are grouped under three headings: (1) publication at monthly and other intervals—annually or biennially or both; (2) publication annually or biennially; and (3) no publication.

The Monthly Review of the Bureau of Labor Statistics began publication of data on the operations of the state and municipal public employment offices in the issue of January, 1916. At first complete returns were available from only four of the states having more than one office—Connecticut, Minnesota, New York, and Ohio. Reports from Illinois and Kentucky covered one office each. Statistics were published under the headings, number of applications from employers, number of persons asked for by employers, number of persons applying for work, number of persons referred to positions, number of positions filled. The number of reporting offices was gradually increased until by the end of 1917, statistics were being published from state employment offices in 16 states in addition to federal, municipal, and other offices. The same items were covered except that the “number of persons applying for work” had been subdivided in the meantime into “new registrations” and “renewals.” With the organization of the United States Employment Service and issuance of its monthly reports, publication in the Monthly Labor Review, as it was then designated, was discontinued after the issue for August, 1918.

¹ Annual Report of the Director General, United States Employment Service, to the Secretary of Labor for the Fiscal Year Ended June 30, 1919. Government Printing Office, Washington, 1919, pp. 33-34.

1. Publication at Monthly and Other Intervals

Twelve of the state labor departments published monthly bulletins, which devote a section to their employment offices, or issue press releases. Massachusetts has no monthly publication by the state, but the individual offices make monthly press announcements.

Annual reports for all these states except Pennsylvania, which covers the activities of the department in its monthly bulletin, are contained in the annual or biennial reports issued by the state labor department; in a separate report of the division dealing with employment offices, as in Minnesota; or in an issue of the monthly bulletin, as in New Jersey and Wisconsin.

These states and the form of their monthly publication are given in the list below. It is followed by a description of the statistics published by each state at monthly, annual and biennial intervals.

1. California—tables—mimeographed.
2. Connecticut—table—printed (with typed-in figures).
3. Illinois—Labor Bulletin—printed.
4. Iowa—Iowa Employment Survey—printed.
5. Michigan—tables—mimeographed.
6. Minnesota—tables—typed.
7. New Jersey—Industrial Bulletin—printed.
8. New York—Industrial Bulletin—printed.
9. Ohio—bulletin—mimeographed.
10. Oklahoma—Oklahoma Labor Market—printed.
11. Pennsylvania—Labor and Industry—printed.
12. Wisconsin—Wisconsin Labor Market—printed.

CALIFORNIA

Monthly. The Division of State Employment Agencies of the California Department of Industrial Relations confines its monthly mimeographed report to tables on the placements made by the state employment offices. Total placements for the state during the month are classified by sex and by office, and total placements for the year to date are given for each office. A second table indicates the percentage of change, for total placements and those of each office, from the corresponding month a year before to the current month, and from the preceding month to the current month.

Annual. California publishes an elaborate annual presentation

of the activities of its employment offices. The Division of State Employment Agencies of the Department of Industrial Relations issued a 77-page report for the two-year period ending June 30, 1928, which described the work of the employment offices in text, charts, and tables. The briefer report for 1929-1930 constitutes Part III of the first biennial report published by the Department.

The introduction concludes its general description of the work of the offices with summary tables on placements. The first classifies placements, in separate tables for male and female applicants, under certain main industrial headings, with indication of the percentage of distribution. The next table gives placement figures by months in 1929 and the monthly average for 1920-1929 for the seven offices in existence throughout that period. The "average cost per job filled" is then shown for each biennial period from 1920-1922.

Following a series of charts on "jobs furnished" by the employment offices, 13 tables are devoted to detailed statistics of the offices. The first three tables analyze placements made by each of the 11 permanent employment offices and the five temporary offices operated only during the harvesting seasons. Separate tables for each of the two years covered by the report and a table for the two years combined give total placements made by each office. These are subdivided by sex with indication of the percentages for men and women.

The fourth table shows for each of the permanent offices, the seasonal offices not being included, for the two-year period, the numbers of positions filled, employes wanted, percentage of positions filled of employes wanted, applicants referred, and percentage of positions filled of applicants referred.

The next table classifies by months the placements made in each of the two fiscal years by each permanent office, totals only being given for the seasonal offices. Permanent office placements are next analyzed by industry, in separate tables for men and women, with 16 industrial groups indicated for the former and 9 for the latter.

Table 8 contains the "total number of jobs filled" by the seven oldest offices during each month from 1920, with the monthly average for the ten years, and Table 9 gives the total number of jobs filled in each of the ten years, the average for the whole period,

and yearly "index numbers of jobs filled," computed on the base of the "annual average 1920-1929 equals 100."

The report concludes with a series of four tables which classify first the total placements made during each of the two years by the 11 permanent offices, and then the placements of the seasonal offices, by industry and occupation thereunder in separate tables for men and for women. The industrial groups enumerated are the 16 for men and the 9 for women, already mentioned. Under these industrial groups for the permanent offices, 134 occupations are listed for men, varying in number for each industry from 3 to 16, and 58 occupations for women.

CONNECTICUT

Monthly. The Bureau of Labor Statistics of Connecticut issues a one-page monthly report in the form of a printed table with figures typed in. Applications for employment, applications for help, and situations secured are classified by office and by sex. The percentages of male, female and total applicants "supplied with situations" during the current and preceding months are shown, as well as percentages for the total number of employers applying for help who received it.

Biennial. The Department of Labor and Factory Inspection of the state of Connecticut publishes a biennial report, in which the work of the state free employment offices is covered in the section devoted to the Bureau of Labor Statistics. The presentation of the activities of the offices in the report for the period ended December 1, 1930, is wholly tabular. The work of the two years is presented in separate tables; for each year there appears first a detailed statement by months for all the offices combined on applications for employment, applications for help, and situations secured. These three items are also classified by sex. Similar tables are then given for each of the eight individual offices.

Four tables follow which indicate percentages by months and by office, with separate tables for males and for females, on the "ratio of situations secured to applications for employment" and the "ratio of employees furnished to applications for help."

"Situations secured" are analyzed for each office in separate tables for men and women, first by occupation and then by na-

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tionality.¹ For 1929-1930 the number of occupations listed for men was 88, and for women, 58.

The concluding tables present maximum and minimum wages paid in positions filled by each employment office in the various occupations listed, in January and June of the two years covered in the report. Separate wage figures are given for men and women.

ILLINOIS

Monthly. The section on "Labor Supply and Demand" in each month's issue of the Labor Bulletin published by the Illinois Department of Labor, deals with the work of the free employment offices. A textual analysis of the report for the month preceding the date of issue of the Bulletin is followed by a tabular presentation.

The first of the three tables gives, for all offices combined, the number of applicants for each 100 openings for each month from February, 1920, through the month reported upon.

The second table presents activities of the offices under the headings, registrations, help wanted, referred, placed and ratio of persons registered to every 100 positions open, for each city with an employment office. In this table the Chicago offices are grouped and shown as one. The first four items are classified by sex, and the ratio is shown for the month of the report, the corresponding month of the preceding year and the month immediately preceding.

The last table describes the "consolidated activities of the offices by industries." Totals under the same headings and subheadings as in the second table are further analyzed by industries. Sixteen groups are enumerated; among them are included boys, casual workers, and common labor.²

Annual. In the section of the annual report of the Illinois Department of Labor dealing with the work of the free employment offices, the first table records the combined activities of the offices for the fiscal year ending June 30. The three items, registrations, help wanted, and placed, are classified by sex, by month, and by the same 16 industrial groups as in the monthly bulletin. In addition, the "ratio of persons registered to every 100 positions open" is

¹ For comments on these classifications, see pp. 239-242.

² For complete list, see p. 240.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

shown by month, by the year as a whole, and by the 16 industrial groups, both for the year under consideration and for the previous year.

The work of the office or offices in each city is then described in the text and in the same tabular presentation as in the first table for all offices combined. The total placements effected by each city's offices during the year is further illustrated in a graph.

IOWA

Monthly. In the four-page Iowa Employment Survey bulletin, published monthly by the Bureau of Labor, the activities of the Iowa state-federal employment offices are briefly presented in the text and a table. This table gives totals, and separate figures for men and women, for a four- or five-week period, for registrations for jobs, jobs offered, number referred, and number placed, for the two state offices combined. In the text, the number of placements made by each office is indicated, the number in farm work, and the per capita cost of placements.

Biennial. The work of the state-federal employment offices is described very briefly in the biennial report of the Bureau of Labor in the text and in separate tables for men and women. The items, registrations, jobs offered, applicants referred, and reported placed are classified by industry and occupation, the classification for men containing 17 groups and that for women, 12.

MICHIGAN

Monthly. A mimeographed report of the activities of the Michigan public employment bureaus for each calendar month is issued by the Department of Labor and Industry. It consists of two tables. The first shows for each office the number of placements during the month and the corresponding month of the previous year, the increase or decrease, number of applications, number referred, percentage placements of total applications, and percentage placements of total referred. The second classifies further by sex, figures for each office on applications, help wanted, referred, and placements. Two additional columns indicate, also for each office, the amount of fees received and the number of farm placements.

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MINNESOTA

Monthly. The monthly report issued by the Industrial Commission of Minnesota on the work of its public employment service is in the form of typed tables. The period covered is four or five weeks; separate tables for the men's and women's divisions give figures for registrations, help wanted, referred, and verified placements, for each office for the month of the report and the corresponding month of the previous year. For the men's division, each of these items is divided into five groups—farm, unskilled, casual, skilled, and clerical; and for the women's division, into domestic, hotel-restaurant, casual, industrial, and clerical.

Annual. The mimeographed annual report on the work of the public employment service for 1930 consists wholly of tabular material. The first table, for monthly comparison totals, shows figures (given separately for the men's and women's divisions) for placements made during each month in 1929 and 1930, together with the monthly increase or decrease in 1930. Totals for each of the two years are shown, with the total increase or decrease indicated for 1930, for the men's and women's divisions separately and combined.

This is followed by a statement of the total appropriations (state, city, and federal) for all the offices combined for 1930, the cost of operating them, and the per capita placement cost. A comparative statement of farm labor gives figures for each month in 1929 and 1930 for the items, registrations, help wanted, referred, and verified placements. Monthly comparisons, cost of operation, and per capita placement cost are also given for each city. Figures are classified as in the statement for farm labor, by months in the two years and the same four items, with separate tables for men and women.

The 1930 activities are given in greater detail. The four main items covered in the previous tables are analyzed for each office in separate tables for the men's and women's divisions. For the former, these are grouped under farm, unskilled, casual, skilled, and clerical; and for the latter, domestic, hotel-restaurant, casual, industrial, and clerical.

A concluding statement on transportation advanced by employers to men sent by the offices to jobs outside the city indicates the numbers and kinds of workers involved and the value of the fares advanced.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

in addition, shows for each office the "number of placements per each 100 registrations" for males and females separately and for both combined.

NEW YORK

Monthly. The section of the Industrial Bulletin of New York State, issued monthly by the Industrial Commissioner, which is devoted to public employment offices contains a table on "Comparison of Persons Seeking Work and Workers Called For at State Employment Offices In" This gives figures for adults, for the calendar month,¹ under the headings, workers registered, workers called for, and places filled. No figures for referrals are included. Classification under the items enumerated is by sex, by 12 industrial groups and by city. The ratio of the "numbers of workers registered for each 100 places open" is also given for the month of the report, the month immediately preceding, and the corresponding month in the previous year. The ratio figures are classified by city and industrial group but not by sex.

Figures for juveniles are given under a separate section for the division of junior placement.²

Annual. The annual report of the Division of Employment is included in the report of the Industrial Commissioner. It contains three tables with no analysis of the figures. Registrations, renewals, help wanted, referred, and placed are classified in Table 1 by month and in Table 2 by office. In Table 3, placements, given by office as in the preceding table, are further subdivided by sex.

OHIO

Monthly. In Ohio the Department of Industrial Relations issues a monthly bulletin in mimeographed form, which contains tables on the work of the employment service for the calendar month. Separate tables for males and females give total number of applications, new registrations, help wanted, referred, and reported placed. These items are given in detail by city and by type of worker—unskilled, skilled, clerical and professional, agricultural, for males and casual workers, domestic-institutional, industrial,

¹ Before December, 1929, figures covered a period of four or five weeks.

² For description of its procedure see Appendix D, p. 312.

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clerical and professional, for females. The final table is a classification by industries, in which the same five items enumerated above are classified by sex and by 23 industrial groups.

Annual. The annual report of the Department of Industrial Relations of Ohio has a section on the Division of Labor Statistics and Employment. In the report for the year ended June 30, 1930, the work of the State-City Employment Service is summarized in tables, the first of which gives comparative annual figures for placements, divided by sex, for a period of ten years.

In separate tables for males and females, yearly totals for four items, total number applicants, help wanted, referred, reported placed, are classified by city and the same four groups for type of workers as in the monthly figures previously described. A summary table then shows totals for men and women for the four main items above enumerated, divided into two groups for agriculture and all other types of work. A classification by industries for the four main items is the concluding table. Each item is classified by sex and by 23 industrial groups, as in the monthly report. It will be noted that the item "new registrations," included in the monthly report, does not appear in the annual report.

OKLAHOMA

Monthly. The Bureau of Labor Statistics of the Department of Labor publishes once a month an eight-page bulletin, the Oklahoma Labor Market. It includes a table on the number of placements made by the federal-state employment offices during a four- or five-week period. Figures are given also for the preceding month and the corresponding month of the preceding year. All figures are classified first by industry and then by office, the industrial classification consisting of six main groups with subheads under each, which vary in number from one, under agriculture, to 11, under manufacturing.

Annual. In the annual report of the Department of Labor of Oklahoma the activities of the Bureau of Free Employment are described in a paragraph which indicates the number of persons who applied for work, the number of calls for workers, the number of referrals and the number of placements, all divided by sex. There is no tabular presentation of the work.

PENNSYLVANIA

Monthly. The monthly publication of the Department of Labor and Industry of the Commonwealth of Pennsylvania, entitled *Labor and Industry*, has a section on "Review of Industrial Statistics." This includes in part a textual statement on the work of the employment offices and a table—"Report of Activities of State Employment Offices for the Month of" Under the four headings, persons applying for positions, persons asked for by employers, persons sent to positions, and persons receiving positions, totals are given and separate figures for men and women for a period of four or five weeks. These figures are classified by industries, with totals shown for "total industrial group (skilled)," which is subdivided into 16 subgroups, and total other groups, subdivided into 5 subgroups.¹

Figures for comparison are included for totals, subdivided by sex, of the main four items indicated above for the month immediately preceding and for the corresponding months in the two preceding years. Percentages for applicants placed, for openings filled, and for referred persons placed are indicated for totals and for men and women separately.

A more detailed statistical report is issued monthly in mimeographed form, but is not released for publication. In addition to the four main items of the table described above, the mimeographed report includes the number of employers served. Figures both for the offices combined and individually are analyzed by occupational class, the 12 classes listed including the five enumerated in the table printed in *Labor and Industry* under other groups, six of those enumerated under industrial group (skilled), and manufacturing in addition. The table of totals for the combined offices has comparative figures for the corresponding month of the previous year. Another table classifies the four items, applicants, orders, referred, placed by office, by sex and by four types of employment—clerical and professional, skilled, semi-skilled, and unskilled. The caption "orders" is evidently synonymous with "persons asked for by employers" of the other tables.

¹ For classification, see p. 241.

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WISCONSIN

Monthly. In each month's issue of the Wisconsin Labor Market, published by the Industrial Commission of the state, the activities of the employment offices are summarized in three tables. The period covered is four or five weeks. The first table makes comparison with the corresponding month of the year before and the preceding month in totals for number of applications for work, number of help wanted orders from employers, number of persons placed in work, number of applicants registered per each 100 places open, and the percentage of change for the two periods.

The second table classifies totals for the month by office for the items, applicants for work registered, help wanted by employers, persons referred to positions, and persons placed in positions. The first two captions and the last are used alternatively with the first three of table one. Totals for the four items for all offices combined are subdivided into manufacturing and non-manufacturing.

The third table shows the number of workers registered for employment for each 100 places open for each month in the current year and for the two preceding years. Figures for this ratio are classified under three headings, all industries, manufacturing industries only, and non-manufacturing industries.

Annual. The January issue of the Labor Market contains a detailed report on the work of the public employment offices for the preceding year. The period covered is fifty-two calendar weeks, but this period may not exactly coincide with the calendar year. Summary tables give the year's totals for all offices and for each office individually for the same four items as the second table in the monthly report; monthly totals during 1930 and yearly totals since 1924 for the same four items for all offices combined; the "number of workers registered for employment for each 100 places open" during each month of the two preceding years; this same ratio for each month and the year as a whole since 1921; the numbers of applications, openings and placements in farm work for each year since 1919; and placements, classified by sex, for each year since 1924.

A series of tables then deals with the cost of operating the public employment offices and the "average cost per person placed in

work” for several years past. The two concluding tables first analyze the four principal operations of the offices—new registrations, help wanted, referred, reported placed—according to a detailed industrial and occupational classification which is subdivided by sex and by two main heads for manufacturing (manual workers) and non-manufacturing industries. The final table applies the same industrial and occupational classification to the “vacancies” and placements reported by the individual offices and by all offices.

Biennial. The biennial report of the Industrial Commission of Wisconsin devotes a short section to the “Wisconsin Public Employment Offices.” A table gives the operations of public employment offices classified by industry and office for each of the two years covered, under the items, applications for work, employers, help wanted orders, persons referred to positions, number persons placed in work. The industrial classification contains 16 main items, with 8 subdivisions under “manufacturing.”¹

Information is shown on the yearly cost of operating the offices by state and local governments for a period of six years. Total expenditures are given, the total number of persons placed in work and the average cost per person placed in work. The annual expenditures by local governments during the same period are also included.

2. Publication Annually or Biennially

In the 11 states of Arkansas, Indiana, Kansas, Massachusetts, Missouri, Nevada, New Hampshire, North Carolina, Rhode Island, Virginia, and West Virginia employment office statistics are published by the state in the annual or biennial report of the labor department.

ARKANSAS

Biennial. The biennial report of the Bureau of Labor and Statistics of the state of Arkansas for 1929–1930 describes the activities of the four public employment offices in the state. One of these offices was maintained by the Young Women’s Christian Association. Figures on the work of each office are given for the

¹ For classification, see p. 241.

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items, registrations, help wanted, referred, and reported placed, in separate tables for men and women for each year covered, and are classified by month and by type of work. Three types are enumerated for men—unskilled, skilled, and clerical and professional—and three for women—domestic, industrial, and clerical and professional.

Four summary tables—separate tables for men and women for each of the two years—then report yearly totals for the four main items, all classified by office and by type of work.

INDIANA

Annual. The annual report of the Industrial Board of the State of Indiana contains a brief description of the work of the Indiana Free Employment Service in text, a financial statement, and a table. For each of the five offices and for the items, registered, calls, referred, and placed, yearly totals are subdivided for males into unskilled, skilled, and clerical, and for females into domestic, industrial, and clerical.

KANSAS

Annual. In the annual report of the Commission of Labor and Industry (Labor Department) of the state of Kansas several pages are given to the State Free Employment Service. Separate tables for males and females for each of the five offices analyze monthly and yearly totals for the items, registered, help wanted, referred, and placed. The classification for males is by skilled, unskilled, clerical and professional, and farm hands; and for females by domestic, industrial, and clerical and professional. Yearly totals since 1920 for the numbers placed by the employment service in the types of employment enumerated above are given separately for men and women.

MASSACHUSETTS

Annual. The report on the Massachusetts public employment offices forms part of the report of the Division of Statistics in the annual report of the Department of Labor and Industries of the Commonwealth. Although the report of the Department deals with the year ending November 30, the calendar year is the basis

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of the report on the employment offices, the work of which is covered in tables and text.

The first table summarizes the business of each of the four offices for the calendar year of the report and the previous year under three main headings—persons called for by employers, persons referred to positions, and positions reported filled.

A second table analyzes by sex the business of each office for the current and preceding year, for the three items covered by table one and also for “registrations”; and a third table gives monthly totals for all offices combined, during each of the two years, for the same four items.

Records are maintained by the offices on the service rendered to veterans, and these are summarized in a table which gives totals and separate figures for each office, for the two years covered in the other tables for the items, registrations, referred to positions, and positions reported filled.

For the year of the report the number of persons called for by employers and the number of positions reported filled are analyzed by office and by a list of 21 industries and occupations.

MISSOURI

Annual. The annual report of the Labor and Industrial Inspection Department of Missouri includes a description of the work of the state free employment department which is wholly tabular. In separate tables for each of the three bureaus yearly totals for the items, number of applications for employment, number of applicants put to work, number of applicants unplaced, positions offered by employers, number of places filled, number of places unfilled are classified under two groups, men and youths, and women and girls, and according to a list of 59 different occupations. In a summary table for all offices combined the classification of the six items is given by sex but not by occupation.

NEVADA

Biennial. The biennial report of the Commissioner of Labor of Nevada devotes Part I to the Employment Division. Statistics on the work of the two offices (Reno and Las Vegas) are given in separate tables for each office and show by month for each of the

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two years covered, and by sex, the number of persons applying for work, number of persons requested by employers, number of persons reported placed.

A tabular description of the work of the fee employment agencies in the state covers each month from December, 1922, and another table presents from July, 1923, a "comparison of gross placements of 'fee' agencies with that of the federal-state free employment service for similar periods."

NEW HAMPSHIRE

Biennial. The biennial report of the Bureau of Labor of New Hampshire devotes a section of the report to "Free Employment." A table shows for each fiscal year since 1917-1918 totals for number of employers' applications, number of persons called for, number of office registrations for employment, number of persons referred to positions, and number of positions reported filled. No descriptive analysis of the figures is presented.

NORTH CAROLINA

Biennial. The latest available biennial report of the Department of Labor and Printing of the state of North Carolina, that for the year 1925-1926, has a chapter on the public employment service, with tables summarizing the work of the eight local offices. In the first table the items, registrations, help wanted, referred, and reported placed are classified first for males by unskilled, skilled, clerical and professional, and then for females by domestic, industrial, and clerical and professional. The second table gives monthly and annual placements, under the same classifications for males and for females as in Table 1.

RHODE ISLAND

Annual. The annual report of the Commissioner of Labor of the state of Rhode Island and Providence Plantations deals in part with the state employment office at Providence and contains two tables on the activities of the office. The first gives totals, subdivided by sex, for attendance, new registrations, help wanted, referred, and placed, for each month in the year and for the year as a whole. The second classifies by "occupation," and by sex

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

thereunder, yearly totals for the items, registrations, help wanted, referred, and placed. The classification, however, is not wholly occupational since among the 77 groups listed the following are included: agriculture, boys and girls, hotels and restaurants, printing, and textiles. The terms "new registrations" and "registrations" in the two tables are evidently used interchangeably, the same annual totals being given for both.

VIRGINIA

Annual. The annual report of the Department of Labor and Industry of the state of Virginia includes a section on the Division of Public Employment Service. A description of the general situation in the individual offices is followed by a statistical table. Totals, subdivided by sex, are given for each month in the year ending September 30 for the items, registrations, help wanted, persons referred, and positions filled. A total for attendance, shown for each month, is not classified by sex. Attendance, it is stated, "indicates number of persons inquiring at our offices about employment, and includes those making formal application and those not registering."

WEST VIRGINIA

Biennial. The biennial report of the Bureau of Labor of West Virginia for 1929-1930 reports briefly on the state employment office which began to function March 1, 1930. Under three heads for male, female and total applicants, totals for the period covered are given for the items, registrations, referred, and placed.

3. No Publication

In the state of Maine there is no publication of employment statistics. The latest available biennial report of the Department of Labor and Industry (for 1927-1928) has mention of the free public employment agency at Portland, conducted jointly by the state and the federal Departments of Labor and the state Chamber of Commerce, but gives no statistics on its work. Published data with reference to this office are to be found only in the Monthly Report of Activities of the United States Employment Service.

PART III

SUGGESTED PLAN FOR STATISTICAL
PROCEDURE OF PUBLIC EMPLOYMENT OFFICES
IN THE UNITED STATES

CHAPTER XVI

A PLAN FOR THE UNITED STATES

ANY consideration of the present or potential value of public employment office statistics in the United States must have regard to the undeveloped state of the service. In most European countries insured workers, who generally constitute the main body of industrial wage-earners, are required to register at the offices in order to be eligible for unemployment insurance benefits. In Canada the service is fairly inclusive, largely because of the prohibition of private agencies in several of the provinces and the relative unimportance of commercial offices in the other provinces. In the United States, on the other hand, the present employment office statistics are not truly representative of the country's occupations, industries, and industrial areas.

Yet from the standpoint of future progress in this division of labor statistics the existing situation has a certain advantage; comparatively little has to be done in clearing away old practices, making possible almost complete direction of effort to constructive work. While the state services have more or less stereotyped statistical procedures, a majority of the state labor statisticians regard most of them as inadequate and unstable. In a third of the states there are as yet no public employment offices and the whole public employment organization will probably have to be at least trebled in size to function at all adequately. The plan of statistical procedure here suggested has been based on a certain confidence that a much broader development of the service is inevitable.

Until quite recently the general conception, expressed or implied, was that the public employment service should monopolize the field. It was thought that in time, with increasing efficiency and more extensive scope, the public offices would largely displace commercial agencies and would gradually take over from the employment departments of employers their labor-recruiting function, leaving as their concern the intra-plant employment activities.

Of late there is some evidence of another point of view, due largely to the increasing interest of some employers and trade unions in the establishment of specialized employment agencies serving their own industries. Some of the more recently proposed legislation on unemployment insurance embodies this point of view.

If employment exchanges for single industries should have any considerable growth, it seems probable that the public service will leave them to monopolize their own industries, while reserving to itself the employment work of others that have not established employment systems, and also the entire interindustrial field. In this event no doubt the statistical function would be decentralized. The industrial exchanges would probably be charged with the reporting of the labor market data of their industries, while the public offices would report these data for industries not so organized, the intake of young workers by all industries, the release of workers at the retirement age by all industries, and the exchange of labor between industries. It is hoped that the plan here suggested would apply equally to public and industrial exchanges.

The plan must also have regard to the probable nationalization of the public service. In every other country the employment service has been centralized to an important extent, largely conforms to national regulation, and is supported wholly, or to considerable measure, by grants from the national treasury—a condition altogether different from the existing situation in the United States.

Here the central government has made almost no effort to standardize procedure, either administrative or statistical, and of late has established employment offices of its own, many of which are in direct competition with offices of the states in which they operate. It provides only a small share of the financial support for these offices. According to a statement in the Monthly Labor Review for January, 1931, out of a total annual expenditure (for the latest completed fiscal year, fiscal years not being uniform throughout the states) of \$1,262,492 for state employment services the states paid \$1,059,685, the cities and counties \$157,081 and the federal government \$50,926, not taking into account the federal grant of the franking privilege. The total annual appropriation of the federal government, according to the same article, was about \$200,000.

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At times there has been a distinct trend toward a greater degree of participation by the federal government in the public employment service. It was especially marked during the World War and was reflected in the Kenyon-Nolan bills presented in Congress in 1919 and in the Wagner bill introduced in Congress in 1928 and in each succeeding session, including that of 1931-1932. These bills provided for the establishment of a federal service in cooperation with the states.

The prospects for enactment of legislation providing for a federal-state service raise a considerable problem for this study. If the world-wide trend toward centralization is to be experienced here, the study should have regard to the functions of the national headquarters of the service in standardizing both administrative and statistical procedure. In that event we might hope for such uniformity of records throughout all the public employment offices of the country as would permit national statistics of the labor market.

If the present interest in a better public employment service does not take form in an efficient nation-wide system, the only alternative for the more progressive states in this field is to agree among themselves upon standard procedure so that there will be comparable labor market statistics for the large sections of the country's industry and agriculture which they represent.

GENERAL ASPECTS OF THE PLAN

The experience abroad and the probability of legislation to expand the federal and state public employment offices in the United States have prompted the drafting of a proposed plan for this country.

All the procedures studied differed as between the phases of work treated by the statistics, the completeness with which they were covered, the frequency of reporting and compilation, and the degree of centralization in the work of compilation. The services of some of the countries had certain outstanding characteristics. In Great Britain the employment exchanges, by reason of their long experience in the administration of unemployment insurance and their direct responsibility to the national government with no intervening municipal or regional authorities, in statistical matters at least, have probably standardized their procedure to a greater

degree than has any other country. The German offices, with their district organization and shorter unemployment insurance experience, have only recently consolidated their printed instructions to the offices into a manual of standard procedure, but their statistics are in relatively great detail. The statistics of the employment offices of France are noteworthy for their emphasis upon placements as against openings and applications, doubtless because the national subventions are based on the number of placements. The Employment Service of Canada is unique in that the local offices forward daily to national headquarters, a statement of transactions rather than a statistical report. From these statements the national officials prepare statistical reports for distribution to provincial headquarters and for publication.

In Great Britain at least there is evidence that for some time the making of statistical returns bore heavily upon the officials in the local exchanges. A Committee of Enquiry reported in 1920 that many witnesses were of the opinion that too much time was consumed in filling up forms and in the preparation of statistics, and the Committee recommended substantial curtailment of the statistical work.¹ Since this report was submitted the Ministry of Labour has reduced considerably the number of statistical returns.

It seems probable, however, that in all industrial countries, with the increasing changes in industries and occupations and the consequent need for information on the trends of labor demand among the occupations, there will be increasing usefulness for the data that can be derived from the operations of employment offices. It has been asserted of the British exchanges that more statistics are needed, not fewer.²

We are confident that this holds true of public employment offices in the United States and that the need of more statistics on their work will be generally recognized, especially if unemployment insurance should have any considerable development. The state of Wisconsin, with its recently enacted unemployment compensation law, is already confronted with the necessity of increasing

¹ Report of the Committee of Enquiry into the Work of the Employment Exchanges. Cmd. 1054, 1920, pp. 16-17.

² Seymour, John Barton, *The British Employment Exchange*. P. S. King & Son, Ltd., London, 1928, p. 60.

the number and efficiency of its employment offices and of securing from them a broader range of data.

An attempt is made here to suggest a plan of statistical procedure for the United States that without unduly burdening the local officials will yield reports on the operations of the employment offices sufficient for almost any desired compilation or analysis. The plan proposed has two distinctive features: first, centralization in state or federal bureaus of labor statistics of the statistical treatment of information reported by local employment offices; and, second, maintenance by each office of a daily record of information on all its transactions, and submission of a copy of this record to the central statistical bureau. The following sections deal with certain general aspects of the plan.

CENTRALIZATION OF COMPILATION

Any suggested plan of procedure is necessarily conditioned by the decision as to where the main responsibility for the statistical work of the service should ultimately lie. In all the countries studied except Canada the local offices compile their own statistics and forward them to district or national authorities to be totaled. In Great Britain and Switzerland the national officials receive the returns direct from the local offices; in Germany, France, Sweden, and the United States the local offices send their figures to state or district authorities who compile totals for their jurisdictions and forward them to a national bureau which combines these returns into a national total. Canada alone has centralized compilation of the statistics in a national office. After examination of the various procedures the position adopted here is that in a nationwide, federal-state employment service the statistical function should be centralized in the federal government. This seems especially desirable for the United States in view of the difficulty of promoting and maintaining a standard statistical procedure among offices of so many states, differing widely in the efficiency of their administration and personnel. If national centralization, with the economies, greater uniformity and closer analysis it will afford cannot be had, the alternative is decentralization among the states. This would involve greater cost, lesser comparability, and continued and probably futile effort on the part of the federal De-

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

partment of Labor to compile national figures from the individual office or state totals.

If the state offices remain with no interstate co-ordination, the proper department of the state government should carry on the statistical work in each case. It would seem preferable that the state bureau of labor statistics should be charged with the work rather than the employment service since the former's primary function is statistics and it will generally have better statistical equipment and technique than the employment service. Any such arrangement would involve close liaison between the two bureaus to make sure that the service's administrative interest in the statistics is provided for and that its closer knowledge of their origin may be utilized in interpretation.

Either national or state centralization of the employment office statistical work would relieve the local offices of statistical duties so far as possible and permit them to concentrate upon their primary function of placement. This would permit application of machine methods and much closer analysis than would be possible in each local office. It would also facilitate experiments with the statistics and standardization of the procedure. Any such plan would involve arrangements by which the individual offices could easily report the basic information on their operations for compilation and publication at headquarters.

Some state officials have frankly admitted that the task of securing uniformity and comparability between different offices in the state seems hopeless unless central compilation is established.

A DAILY RECORD OF TRANSACTIONS

It is suggested that the basic information for compilation and publication should be a daily statement of transactions from each local office. A large proportion of the local offices now prepare a statistical compilation of each day's operations. This is sometimes forwarded to a state or national supervising authority but is generally retained in the offices and becomes the basis of weekly or other periodic reports. By this procedure each office compiles its own statistics and the supervising authorities merely total the figures received from individual offices into a grand total.

But if the transactions of public employment offices are to yield

statistics that will function satisfactorily in directions such as these already suggested they must be analyzed much more closely than at present, a task quite beyond the technical facilities ordinarily possessed by a local office. The only alternative is for the offices to supply the necessary information on their work to a properly equipped central statistical bureau, a procedure now followed in many kinds of business.

The daily statement now in use is a compilation, not a statement of the work of the office for the day, and in most cases no such record is available. The day's transactions are entered on widely distributed records that permit no ready visualization of the day's work. Any efficiently operated business maintains a day book or other record upon which some statement of every transaction is entered, if nothing more than an entry on the paper roll of a cash register. It would seem that each employment office should have the equivalent of a business day book for this purpose.

The procedure here suggested is largely that adopted by the Employment Service of Canada. Each interviewer has before him a form adopted by the federal government in consultation with the provincial authorities and supplied to the office by the federal division of the service. According to the plan outlined for the offices in the Manual of Procedure, openings and applications as received and placements as effected are spread on this form under the specified heads. At the end of the day the original copies, with no compilation whatever, are collected from the interviewers and mailed to the federal headquarters of the Service, a carbon copy being retained in the files. An additional copy is usually sent to the superintendent in each province, in order to keep him in close touch day by day with the work of each of his offices, and the copy retained in the files enables each local superintendent to follow the work of each of his interviewers with a minimum of effort. The reports from all over the country are edited and coded by federal headquarters, the data transferred to Hollerith cards, and the standard tabulations agreed upon by federal and provincial authorities are made.

Procedure in Switzerland lies part way between the Canadian system and the more common practice of compiling daily reports. Each placement officer makes record of every transaction by noting

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on small printed tally slips, of the particular color reserved for that operation, the applicant and order numbers and a code designation for the industry and occupation involved. These slips are filed and totaled for periodic statistical reports.

While no doubt certain difficulties would be encountered in the adoption of any plan of daily reporting of transactions in the United States, they do not seem serious and the advantages afforded by the method greatly outweigh them. In any case, some procedure of this kind offers the only alternative to the present plan, which imposes statistical work upon local officials usually untrained and unequipped for it and uninterested in the task.

Each progressive change in statistical procedure involves reinstruction of every local office staff and in many cases the overcoming of natural opposition to any departure from established procedure. Changes in personnel in local offices involve retraining of the new officials in compiling and reporting the statistics of the offices. The attention of the placement officials under the present procedure is diverted from the work of placement and the results attained, certainly so far as the United States is concerned, have been far from satisfactory.

A standard manual of statistical procedure for the whole service is essential. Any such manual is most likely to be efficiently applied if federal and state representatives co-operate in its preparation. The local officials will still have to make statistical decisions but they will make them in conformity with the regulations agreed upon and they will be relieved of the monotonous and time-consuming work of compilation with inadequate facilities.

AN ACCOUNTING BASIS

Accurate recording of each transaction is important from both the administrative and statistical standpoints. It perhaps might be said that the main function of an employment service is to maintain active lists of applicants and openings and to make them as all-inclusive as possible in order to effect the most efficient matching of the two. The keeping of these lists active is of primary importance, for otherwise much of the demand and supply recorded will not be available when required and the statistician will compile entirely misleading labor market data. It is essential that some

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procedure should be adopted to make sure that each interviewer is sufficiently in touch with recorded applications and openings to know when those which have not resulted in placement are no longer available to the office. Any marked increase in applications or openings relative to placements would indicate, in the absence of a decided change in the employment situation, an accumulation of inactive records in the active files.

To provide a control in this matter it is suggested that the central statistical bureau should compile from the daily record prepared by each office, the numbers of openings and applications available at the beginning of the day, disposed of during the day by the various methods of disposition (including cancellation), and the number on hand at the close of the day's business. This implies that the daily record will include all the items of information necessary for such a statement.

Each local office should receive periodically a statement of this daily compilation of its operations and when inspectors call at an office they should see that the figures thus compiled conform to the actual state of the files, make any necessary adjustments, and report on them to the central supervising authority.

CERTAIN MAJOR CLASSIFICATIONS

Classification of the data into certain groupings commonly made offers little or no difficulty. Employment offices of any considerable size almost without exception have separate divisions for men, women, and juvenile workers, so that classification in these regards has been made by the organization of the office. A classification by duration of employment and by industry and occupation presents obstacles.

Duration of Employment. Each of the four phases of employment office work falls into two divisions as they concern regular or temporary employment. In most offices little or no consideration has been given to these two types of employment in the statistics, and in figures of openings, applications, referrals, and placements the same value is attached to opportunities for employment and requests for it whether the employment available or sought was for one day or promised to be of considerable duration. In a number of offices, both here and abroad, some division of this kind is made,

particularly with reference to placements, but only in France, Germany, Switzerland, and Canada is such a classification of placements published. Some such division is essential if the statistics are to reflect the labor market situation at all accurately, and it is recommended that employment promising to continue longer than a full working week should be classified as *regular*, and employment of shorter duration as *temporary*.

Industry and Occupation. Data on the operations of the offices would have greater value if they were classified by industry and occupation so far as possible. It seems impracticable to classify applications for employment by industry at all satisfactorily, for an applicant may have worked in a dozen different industries in a short period of years, and effort at classification is confronted with the problem of deciding whether the applicant belongs to the industry in which he was last employed, perhaps for only a brief time, that in which he was last employed for a considerable period, that in which he has been most frequently employed, or the occupation which he would like to enter. The difficulties involved are illustrated by the detailed instructions of the German system with reference to classifying applicants by industry.¹

Provided that applicants have the necessary fitness they may be registered in more than one occupation if they have indicated more than one choice of work and if employment in their primary occupation is not available. While multiple occupational classification might more exactly indicate the type of demand at the offices, it would involve considerable difficulty in eliminating duplication from the total statistics. It seems best to classify applicants only according to primary occupation, and the increasing fluidity of labor also suggests this practice. The office by the very nature of its task must determine the occupation for which the applicant seems best fitted and he should be classified accordingly in the statistical reports.

While most countries classify applicants by the same industrial and occupational classification as is used for other items, this may lead to false interpretation of the statistics. There is not always a simple relationship between applications and placements under the same classifications, for many applicants register for one kind of

¹ See pp. 189-190.

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work and are placed in another. The German offices apply the same classification to all items and deal with this problem by requiring that the offices should specify in the two columns provided for the purpose the number of applicants transferred *from* different industrial and occupational groups *into* others.

The grouping of openings, referrals, and placements by industry presents no difficulty once a classification has been agreed upon. In each case the entry should be made first under the industry and then under the occupation in which the person is required. This presupposes a standard industrial and occupational classification for the whole country.

The problem of devising a uniform classification for industries and occupations has received much attention. It has been the subject of discussion at international conferences of statisticians that have offered recommendations but little progress has been made in their adoption. It is suggested that the census classification of industries should be adopted for public employment office statistics in the United States.

THE PLAN IN DETAIL

The recommendations which follow are grouped under three principal heads—the daily record, compilation, and publication. Each of these major divisions has at least four subheads and the method of treatment corresponds closely to that adopted for the preceding chapters.

THE DAILY RECORD

As already indicated, the principal feature of the plan suggested is a daily record of transactions forwarded by each local office to a central authority. This procedure presupposes a zoning of the offices. In a locality with more than one office each office must have its district or clientele clearly defined, and orders must be reported and applicants registered at the nearest office or the office specializing in that particular employment. Without this provision, duplication in statistics results through applicants' and employers' patronizing more than one office.

The daily record should indicate the transactions of each interviewer in the office. It might well be prepared in triplicate; the

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

original for compiling headquarters, the second copy for the office superintendent, and the third for the files. A record should be prepared for each day except Sunday, and if the office were closed for the whole or part of any other day that fact should be indicated. The interviewer, with the form before him, should enter on it particulars as they are received on openings, applications, referrals, and placements. Any additional data called for by the applicant or order cards may be entered on them at the same time and the information taken directly on the daily record may later be transferred to these forms. Some interviewers, however, may prefer to hold out until the close of office hours the applicant and order cards in use during those hours, sort the cards, and make the necessary entries on the daily record.

Every effort has been made to limit the information on the daily record to the minimum required for the statistical compilation. All the data suggested are not necessarily required for immediate compilation or publication, but in some instances constitute raw material for special studies. In some cases data valuable from an administrative point of view have been included. Entering the name of an employer reporting openings, for example, has no statistical advantage, but the state director who receives a copy of the daily record may wish to identify the firms active in the labor market, especially the larger concerns. This also holds true for a city or district executive in charge of a number of offices, and no doubt the central statistical authority would leave him entirely free to include in the record such other items as he might want for administrative control. These items might cover number and absences of staff visits to employers, number of interviews, telephone calls, and visits by employers to the office; or such broader considerations as number of different employers who are making use of the office and also the number of new employers it has been able to recruit.

It is now the general practice to number orders and applicants consecutively when they are first recorded. Continuance of this procedure for identifying applicants and orders and the entry of these numbers on the daily record is recommended.

The sections following indicate and explain the information which it seems desirable to record on the daily record, and the

recording procedure suggested. A possible form of the record is also given on pages 281 and 282.¹

Openings. The following heads are suggested for the columns of the daily record:

Employer's name. Provide this column if desired for administrative purposes.

Order number. The consecutive number assigned to the order as it is received. The number should be prefixed by "R" or "T" to indicate that the employment is regular or temporary, as defined below under "probable duration of employment."

New account. Here an "N" should be entered if the order is the first reported by this particular employer, or, in large concerns, this particular department.

Location of employment (if outside municipal limits). This entry to be made only if the prospective employment is outside the municipal limits.

Industry or service. Here should be entered the product or activity responsible for the demand. For example, if a firm operating automobile and refrigerator factories reported an opening, the entry should be the product of the particular factory to which the worker is sent, for example, automobiles.

Occupation. The entry here should be the occupation required or kind of work to be done.

Sex and age group (adult or junior). Here should be entered "M," "F," "B," or "G" to indicate man, woman, boy, or girl called for, as defined by the central authority.

Number of persons required. The exact number of persons called for should be indicated, if possible. When indefinite or standing orders are received special procedure must be followed.

a. Indefinite orders. The order may be indefinite with no particular number specified or with a range suggested. In the former case, some offices make an estimate and others enter unity; in the latter, some record the minimum number specified and others the maximum. All may add to the order, some as referrals are made and others as placements are reported. It is recommended that when the order is indefinite, unity should be entered or the minimum, if more than one number is mentioned. Additions to the order should then be made with each additional worker reported placed.

b. Standing orders. Some employers may maintain a standing order. Practice among the offices is divided between entering as

¹ The three employment office demonstration centers in Philadelphia, Pennsylvania; Rochester, New York; and the tri-cities of Minnesota (Minneapolis, St. Paul and Duluth) are experimenting with this form and may suggest certain revisions.

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the number of openings the number referred to the employer or the number actually placed. It is recommended that as persons are placed on standing orders the number placed should be entered as the number required.

Probable duration of employment (regular or temporary). The probable duration of employment should be ascertained as exactly as possible. In most cases the interviewer will be able to decide whether the employment is regular or temporary (that is, for more or less than a working week). When definite information cannot be secured and the opening is obviously for a short period, it should be classified as temporary.

Weekly or daily hours of work.

Wages. The entry here should indicate the rate of wages per hour, day, week, or month, or the rate per unit if the employment is on piece work.

Cancellation, extension, reopening, or transfer-in. These require special procedure.

a. Cancellation. If the employer gives notice of cancellation of an order given earlier that day, "C" should be entered. If the notice relates to an order received on a previous day the entry made on that day should be repeated and "C" entered in the cancellation column.

The office on its own initiative may cancel an order because no definite information is available from the employer or for other adequate reason.

b. Extension. As an administrative device to prevent the files from becoming clogged with inactive orders, which misrepresent the demand for labor in the state, it is recommended that a period of validity and checking procedure should be adopted. Ordinarily no definite time is set as the period of validity of an order, and statisticians making use of data on openings have to assume that the offices are in constant touch with their employer patrons so that openings that should have been cancelled by reason of their being no longer available to the office would not be counted in the total of openings.

To obviate this difficulty, it is recommended that an order, when received, should be given a validity period of fourteen days. If it is not disposed of before the expiration of that period the interviewer should decide, after consulting the employer if necessary, whether or not the order should be considered active for a further period. If it is decided that the order still deserves attention, entry to that effect should be made on the order card and on the daily record, the details of the order and "E" here. If it is considered no longer worthy of attention, the order should be cancelled on the record, as above described.

SUGGESTED DAILY REPORT FORM
FOR LOCAL OFFICES

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

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Date.....
 Location.....
 Division.....
 Interviewer.....

Sheet Number.....

SUGGESTED DAILY REPORT FORM FOR LOCAL OFFICES

Name of State Service

DAILY REPORT

Employer's or applicant's name	OPENINGS											REFERRALS		PLACEMENTS			APPLICATIONS						CLEARANCE				
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25		
	Order number	New account	Location	Industry or service	Occupation	Sex and age group— M, F, B, G	Number required	Probable duration— R or T	Hours—daily and weekly	Wages	Cancellation—C Extension—E Reopening—R Transfer-in—T	Check if application recorded today	Order number	Check if application recorded today	Order number	Cancellation of place- ment previously re- corded—date, sheet and line	Applicant number	Sex and age group— M, F, B, G	Color—W, N, etc.	Occupation	Duration—R or T	New registration	Cancellation—C Transfer-out—T	In state	Outside state		
1																										1	
2																											2
3																											3
4																											4
5																											5
6																											6
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NOTE: This is a tentative draft of the form, not drawn to scale. It may be changed after experiment by the employment office demonstration centers in Rochester, Philadelphia, and the tri-cities of Minnesota.

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If, after cancellation, a further request from the employer is received, this should be treated as a new order.

The fourteen-day period of validity suggested may seem arbitrary. However, the period should be as brief as administratively possible and some services have accepted even a shorter period. France has established a period of validity of one week for orders, and in the United States the state of Pennsylvania ordinarily cancels orders after approximately a week unless intervening contact with the employers has indicated that they are still open. A checking procedure for unfilled orders, adopted in Great Britain, Massachusetts, and elsewhere, has proved valuable.

c. Reopening. In most of the offices studied, both here and abroad, an opening on which a placement has been recorded is counted as a new opening if the opening is found to be available again within a short period of time because the person placed is not retained or leaves of his own volition. Some offices modify the procedure by counting the opening again only if the employer gave the order again, if the applicant remained long enough to receive pay, or for some minimum period. This procedure frequently results in counting the same opening a number of times and inflates the statistics of demand for workers.

It is recommended that the reopening of a "regular" opening should be recorded as a new opening only if a regular placement had been recorded because the employe was retained for longer than a full working week. While it might be held, if the employe had remained for a shorter period, that the office should be permitted to take credit for both a regular opening and a temporary opening, from the point of view of the labor market only one regular opening was available and only that should be counted. Moreover, the office did not meet the employer's requirement for a regular worker. The placement clerk must be careful to distinguish between such reopenings and instances in which the employer is obviously trying out different persons before making a final selection. This is not always easily ascertained. The reopening should be indicated on the order card, and on the daily record the details of the order should be entered and "R" in this column. Correlation of treatment of placements and openings in such instances should be emphasized.

d. Transfer-in. Openings which are filled through clearance procedure should be counted only by the offices at which the openings were originally recorded. When a local opening has been filled by an applicant transferred-in from another office, the opening should be recorded in the regular fashion and a "T" should be entered here to indicate that the opening was disposed of by an applicant transferred-in.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

Applications for Employment. The following items should be recorded for applicants who register for the first time, who cancel their application, or give notice after cancellation or placement that they are again seeking an opening. In short, any addition to the active file of persons seeking employment is considered an application and an entry for each such application, or withdrawal of such application, should appear on the daily record. From an administrative point of view, some method of identifying applicants is helpful, particularly in the unskilled labor division of an office. Identification may be secured through the use of a card given to the applicant on registration, which he presents in subsequent dealings with the office.

Applicant number. The number assigned to an applicant when he registers for the first time should be entered on his card. In recording the application on the daily record this number should be used, and thereafter every time an application is recorded for him. Some offices renumber their cards at the beginning of each year, but this seems unnecessary when there is central compilation and analysis of the data.

Sex and age group (adult or junior). Here enter "M," "F," "B" or "G" to indicate man, woman, boy or girl applicant, as defined by the central statistical authority.

Color. Enter "W," "N," and so forth to indicate white, Negro, or other racial group.

Occupation. Occupation only should be indicated. Reasons for not recording industry with reference to applicants have previously been indicated.¹

Duration of employment sought—regular or temporary. Enter "R" if person is seeking regular employment or "T" if day's work or short-time employment is wanted.

New registrations. "N" should be entered if the applicant is registered for the first time.

Cancellation or transfer-out. These require special procedure.

a. Cancellation. If an applicant gives notice that he is no longer available for employment, "C" should be entered to indicate cancellation of the application. If the notice of cancellation relates to an application received on a previous day, the entries necessary are details of the application and the letter "C" here.

The office also may cancel an application, and a period of validity and a checking procedure to prevent inactive applicants' remaining in the active file is suggested. When an application for employ-

¹ See p. 276.

ment is received it should be given a validity period of fourteen days. If before expiration of this period, the worker calls or communicates with the office to indicate that he is still seeking employment, a new validity period of fourteen days should be established as from that date. When an applicant's period of validity is about to expire, the office should ascertain by mail or telephone whether or not he is still seeking an opening. If he is still available, the period should be extended. If he replies in the negative or if no reply is received within a few days, the application should be cancelled, the card transferred to the inactive file, and entry made on the applicant card and on the daily record.

If after such cancellation the applicant again gives notice that he is seeking an opening, a new application should be recorded.

A period of validity for applications is more common than for orders. France has a period of one week for both; Great Britain, one week for non-claimants for unemployment insurance (claimants being considered to have made renewal while their claim for benefit is in force); Canada, fourteen days; New York State, fifteen days; and several other states, one month.

From an administrative point of view, the British procedure of retaining in an "intermediate register" for a short period the cards of those who have failed to renew their applications may be suggestive. This file serves as a possible additional source of supply when suitable applicants for an opening are not available in the active file.

When an applicant returns after placement and his card is again placed in the active file, an application should be entered on the daily record; that is, the applicant's number and the other information concerning him required by the record.

It will be noted that an applicant who found work without assistance from the office and failed to notify the office that he was no longer available should be recorded again on the record when he returned to make another application only if his period of validity had in the meantime expired. If an applicant is counted again whenever he returns from work secured wholly on his own initiative, as is the practice with some offices, an element of error is introduced—the word of the applicant or the judgment of the placement officer. The plan suggested should eliminate such inaccuracies.

b. Transfer-out. If an applicant is transferred-out to fill an opening existing at another office, the application should be recorded in the regular fashion and "T" should be entered here to indicate that the application was disposed of by transfer-out.

Referrals. When an applicant is referred to an opening on the day his application was recorded on the daily record, the number

of the order on which he was referred should be entered in the one column and a check in the other. If the referral is made on a later date, the entries required are the details of the application and in the referral column the order number for the opening. Frequently a group entry may be made (as when a group of men are sent out for lumbering, construction, or similar work), giving the application numbers of the several persons referred on the same order.

Referrals made as the result of clearance procedure should be counted by the office making the referral. Entry should be made as described above and an "R" also entered in the proper column of the two designated for clearance transactions, according as the place of employment was within or without the state. An abbreviation for the office with the opening should also be included.

Placements. A placement should be recorded only when information is received that the referral has resulted in engagement of the applicant. As with referrals, one entry may be made to cover a group placed on the same order.

Confirmation of placement ordinarily comes through the return of the introduction card by the employer. Some offices accept word from the applicant as well. While information from the employer by mail or telephone would seem on the whole easier to secure, it is suggested that, failing this, effort should be made to obtain word from the applicant. Confirmation through employes is more easily and more commonly secured in temporary placements since the employes are likely to be regular customers of the office.

The introduction card might well provide space, by some such word as "pending," for the employer to indicate that he had not made a definite decision but might engage the applicant subsequently. This would enable the offices to check further on certain referrals for which they are not able to take credit as placements but which frequently do result in placements at a later period.

When a referral is confirmed as a placement on the same day the application was recorded on the daily record, the order number and a check should be entered in the proper placement columns. If the placement is recorded on a subsequent date, the details of the application should be entered on the record and the order number in the placement column.

With regard to persons referred to regular openings, who for some reason remain less than a full working week, it is recommended that if a regular placement has been recorded, it should be cancelled in the column provided on the daily record. The office had a regular opening to fill, but failed in so doing and therefore should take no credit for a placement.

Placements made in temporary employment, no matter how brief the duration specified in the order, would warrant the recording of a temporary placement. This is not in accord with the practice in Switzerland and France. These countries include in their statistics only such placements as, on the basis of the order, represent employment in excess of a specified minimum period of two days and one-half a day, respectively.

Placements effected through clearance procedure should be counted by the office making the placement, and should be recorded as described above. In addition, "P" should be entered in the proper column of the two reserved for clearance transactions (within or without the state), with indication of the office of origin of the order. If confirmation of the placement is received on the day of referral, both "R" and "P" should be entered in the same column.

Clearance. Entries in the columns reserved for clearance transactions have been discussed under referrals and placements.

COMPILATION¹

It is assumed in the following recommendations that the statistics for all the offices of the country will be compiled in a central bureau, or failing that, in a central office for each state and that they will be based on the daily record submitted by each office. As the daily records are received from local offices they should be edited and coded and the data transferred to Hollerith cards, provided the bureau has tabulating machinery at its disposal. Smaller states, whose employment service will be small, will probably

¹ After actual experiment with the daily record form in a number of employment offices and with compilation of the data derived from it in a state bureau of labor statistics, the Committee on Governmental Labor Statistics will suggest the forms in which the state bureau should report its analyses to the local offices and the forms of the reports to be published.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

make tabulations by hand, but in any case the data should be transferred to cards for sorting and tabulation.

If the data concerning each transaction are transferred to cards, a large variety of tabulations can be made. Those most essential are: (1) daily state and national totals, by offices; (2) a total of the figures for each day of the calendar week to give a weekly total—by offices, by states, and for the whole country; (3) an annual statement, showing the work of each office by weeks, with state and national totals.

It is now the more general practice in the United States to compile and present each month figures of totals for periods sometimes of four and sometimes of five weeks. Others compile by calendar months. The former procedure, which follows that established by the United States Employment Service, prevents ready comparison with series compiled on a calendar month basis. It also makes comparison difficult with corresponding months of previous years since a different number of weeks may have been covered.

The weekly basis suggested has the advantage of being comparable with other weekly indexes. If employment statistics are to be useful in indicating the trend in business and employment it seems important to have them available weekly.

The general procedure in this country has been to indicate only the volume of business during the period; that is, the total numbers of openings, applications, referrals, and placements. From an administrative point of view these totals, indicating the volume of work done, seem necessary and their continuance is recommended.

But from a labor market point of view, it is important that the statistics compiled should indicate the volume of demand and supply at the beginning and end of the period covered by the reports or on a given date in the period. Several countries abroad so compile the numbers of active openings and applicants in their files. Such figures are much more indicative of the existing market situation than data on the volume of transactions for the whole period, and it is recommended that in addition to the volume totals, the number of openings and applicants in the active files at the beginning and end of the period covered should be compiled.

Openings. With reference to openings compilation of the following is recommended: the number of openings received, by occu-

SUGGESTED HOLLERITH FORM FOR STATE HEADQUARTERS

Identifying Information

- 1 Month
- 2 } Day
- 3 }
- 4 } Employment office
- 5 }
- 6 Sheet number
- 7 } Line
- 8 }

Openings

- 9 New account
- 10 Location
- 11 }
- 12 } Industry or service
- 13 }
- 14 }
- 15 } Occupation
- 16 }
- 17 Sex and age group
- 18 }
- 19 } Number required
- 20 }
- 21 Duration
- 22 Daily hours
- 23 } Weekly hours
- 24 }
- 25 }
- 26 } Wages
- 27 }
- 28 C (cancellation)-E (extension)-R (reopening)-T (transfer-in)

Referrals

- 29 Referral
- 30 }
- 31 } Number referred
- 32 }

Placements

- 33 Placement
- 34 }
- 35 } Number placed
- 36 }

Applications

- 37 Sex and age
- 38 Color
- 39 }
- 40 } Occupation
- 41 }
- 42 }
- 43 Duration
- 44 New
- 45 C (cancellation)-T (transfer-out)

pation grouped under industrial heads, showing the number of openings for men, women, boys and girls, and total, subdivided in each case into regular and temporary. Cancellations of openings should be tabulated in the same manner.

For administrative purposes occasional tabulations should be made of the openings received over a period, indicating the proportion that are received on new accounts and the proportion received from outside the municipality.

Applications for Employment. The daily tabulation of applications should be precisely the same as that for openings except that the occupations should not be grouped under industrial headings. Cancellations of applications should be tabulated in the same manner.

From the point of view of administrative control, occasional tabulations might be made of new registrations.

Referrals. The daily tabulation of referrals should be the same as for openings.

Placements. The daily tabulation of placements should be the same as for openings.

Occasional tabulations might be made of wages and hours. The number of individuals placed might be compiled for administrative reasons.

Ratio of Applicants to Openings. The ratio of unplaced applicants for regular employment to regular openings which remained unfilled at end of the period should be given for men and women separately and for both combined.

Openings and Applicants Available at End of the Period. An integral part of the returns submitted to each office by compiling headquarters should be a statement setting forth, in accordance with the accounting procedure already suggested, the number of openings and applicants available at the end of each day, as shown by the daily record. The following form might be used.

While it might seem that the numbers pending at end of the day, that is, openings on which referrals have been made and applicants who have been referred, should also be deducted to secure the totals of openings and applicants available, such procedure is open to several objections. If deduction is made when definite information as to the result of referral is not available, it assumes

A PLAN FOR THE UNITED STATES

REPORT ON OPENINGS AND APPLICANTS

	Openings	Applicants
Available at beginning of the day ¹	.....	.....
(a) Regular	.....	.....
(b) Temporary	.....	.....
	<i>plus</i>	
Received during the day	.....	.....
(a) Regular	.....	.....
(b) Temporary	.....	.....
	<i>minus</i>	
Openings filled—(or applicants placed)	.....	.....
(a) Regular	.....	.....
(b) Temporary	.....	.....
	<i>minus</i>	
Cancellations	.....	.....
(a) Regular	.....	.....
(b) Temporary	.....	.....
	<i>equals</i>	
Available at end of day	.....	.....
(a) Regular	.....	.....
(b) Temporary	.....	.....

¹ It will be necessary in initiating the plan here outlined that an actual count be made in each office of the openings and applicants active in the files. For subsequent periods, this figure will be carried forward from the end of the previous period covered.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

that the referral would result in placement, which obviously is not always the case. Then, too, an office may have made several referrals on the one opening, so that, if referrals were deducted, several applicants would be eliminated from the count, when in fact only one could be placed in the opening. If deduction of the numbers pending were made, it would be necessary in many instances to revise previous statements when information was received as to the result of the referrals.

When referrals are not taken into consideration, certain openings and applicants might still be counted at the end of the period covered, although in fact they were not available because a placement had resulted from the referral and sufficient time had not elapsed to ascertain that fact. This would be offset from period to period by the fact that at the first of the period openings and applicants would be eliminated by reports on placements resulting from referrals made at the end of the previous period.

PUBLICATION¹

It is recommended that information on the following items should be published once a week in national and state labor market bulletins. In each case the totals should be compared with the previous week and the corresponding week of the previous year. When statistics of the employment service are published in monthly labor department bulletins, they should be presented separately by weeks. The annual reports should give these data for the year and make comparisons of the totals with those of previous years.

1. *Openings.*

a. Reported during period. By industrial groups and the principal occupations under each, classified by duration of employment into regular and temporary, with the former further analyzed into age (adult and junior) and sex groupings.

b. Unfilled at end of period. By industrial groups and the principal occupations under each, classified as under *a.*

2. *Applications for Employment.*

a. Received during period. By occupational groups, classified by duration of employment into regular and temporary, with the

¹ See footnote, p. 287.

former further analyzed into age (adult and junior) and sex groupings.

b. Active at end of period. By occupational groups, classified as under *a*.

3. *Referrals.* (No figures to be published.)

4. *Placements.*

a. Effected during the period. By industrial groups and the principal occupations under each, classified by duration of employment into regular and temporary with the former further analyzed into age (adult and junior) and sex groupings.

b. Regular placements effected during the period by clearance. By industrial groups and the principal occupations under each, classified by age (adult and junior) and sex groupings and by location of the employment (within or without the state).

5. *Ratio of Applicants to Openings.* Ratio of unplaced applicants for regular employment to regular openings, which remained unfilled at end of period, for men and women separately, and for both combined.

6. *Wages.* It is recommended that every fourth week the national and state labor market bulletins should publish, for typical localities and for the four-week period, wage rates for the different occupations in which any considerable numbers of persons were placed. The rates should be grouped in short ranges and the number of persons placed within each range should be indicated.

It is recognized that in the present state of organization of public employment offices their transactions may not be industrially or occupationally representative of the labor turnover of the country. Moreover, within their present range the transactions of the offices may not be typical. For example, employers may turn to the public offices only as a last resort when all other methods of filling a difficult position have failed. Again, some offices will be regarded by employers as having only the poorer grades of workers available and they will apply to them only when that type of help is required. To the extent that these conditions prevail, the wage data and other information will not be representative. It has been stated, however, that the plan here presented presupposes an efficient, nationally organized service, designed to take an outstanding part in contact-making between employer and workers.

APPENDICES

APPENDIX A
SELECTED LIST OF PUBLICATIONS
GREAT BRITAIN

- Ministry of Labour,** The Ministry of Labour Gazette. His Majesty's Stationery Office, London. (Published monthly.)
———— Annual Reports for the years 1923 and 1924, 1925-1929. His Majesty's Stationery Office, London.
———— Twentieth Abstract of Labour Statistics of the United Kingdom. His Majesty's Stationery Office, London, 1931. (Volume for 1929.)
- Permanent Consultative Committee on Official Statistics.** Guide to Current Official Statistics of the United Kingdom, Being a Systematic Survey of the Statistics Appearing in All Official Publications Issued in 1929. Vol. 8. His Majesty's Stationery Office, London, 1930. (References to statistics on employment exchanges, p. 86.)
- Phillips, T. W.** "Work of the Unemployment and Insurance Department of the British Ministry of Labour." In Proceedings of the Ninth Annual Meeting of the International Association of Public Employment Services, Buffalo, New York, September 7-9, 1921, pp. 38-59. U. S. Bureau of Labor Statistics, Bulletin No. 311, 1922.
- Seymour, John Barton.** The British Employment Exchange. P. S. King & Son, Ltd., London, 1928.

SWITZERLAND

- Conseil Fédéral Suisse.** Circulaire du conseil fédéral aux gouvernements cantonaux, concernant le service public de placement. (Du 11 novembre 1924.) In Feuille Fédérale, vol. 3, 1924.
- Département Fédéral de l'Économie Publique.** La Vie Économique. Berne. (Published monthly.)
———— "Le marché du travail." In Exposé d'Ensemble sur les Statistiques Périodiques de l'Office Fédéral du Travail. 5me Supplément des Rapports Économiques et Statistiques Sociales. Berne, août 1929.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

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Spates, T. G., and Rabinovitch, G. S., "Development of Public Employment Exchanges." Chapter III in Unemployment Insurance in Switzerland: The Ghent System Nationalized with Compulsory Features. Industrial Relations Counselors, Inc., New York, 1931.

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———— Social Work and Legislation in Sweden: Survey Published by Order of the Swedish Government. Stockholm, 1928. (Published in Swedish, French, and English.)

———— Sociala Meddelanden (Social Reports). Stockholm. (Published monthly.)

CANADA

Department of Labour. The Labour Gazette. Ottawa. (Published monthly.)

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Stewart, Bryce M., The Employment Service of Canada. 25 pp. Bulletin of the Department of History and Political and Economic Science in Queen's University, Kingston, Ont., Canada, No. 32, July, 1919. The Jackson Press, Kingston.

GERMANY

Dierkes, Johannes. "Arbeitsmarktstatistik." In Die Organisation des Arbeitsmarktes, Ferdinand Hirt, Breslau, 1929, pp. 106-113.

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Dierkes, Johannes, and Rawicz, Erwin, "Die Entwicklung des Arbeitsnachweisenwesens von den Kommunen bis zur Reichsanstalt," pp. 117-124, and "Der Aufbau der Reichsanstalt unter besonderer Berücksichtigung der Selbstverwaltung," pp. 124-135. In Taschenbuch für die Sozialpolitik. C. H. Beck, Munich, 1930.

Reichsanstalt für Arbeitsvermittlung und Arbeitslosenversicherung. Reichsarbeitsmarktanzeiger. Berlin. (Published twice a month.)

Reichsarbeits Ministerium. "Erster Bericht der Reichsanstalt für Arbeitsvermittlung and Arbeitslosenversicherung für die Zeit vom 1. Oktober 1927 bis zum 31. Dezember 1928." 87 pp. (Supplement to "Reichsarbeitsblatt" for February 25, 1929. Also issued separately.)

———— Reichsarbeitsblatt. Reimar Hobbing, Berlin. (Published three times a month.)

———— "Zweiter Bericht der Reichsanstalt für Arbeitsvermittlung und Arbeitslosenversicherung für die Zeit vom 1. Januar 1929 bis zum 31. Dezember 1929." 93 pp. (Supplement to Reichsarbeitsblatt for April 25, 1930. Also issued separately.)

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———— Vierteljahrshefte zur Statistik des Deutschen Reichs. Reimar Hobbing, Berlin. (Published quarterly.)

FRANCE

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———— Bulletin du Ministère du Travail de la Prévoyance Sociale. Librairie Berger-Levrault, Paris. (Issued quarterly.)

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Harrison and Associates. Public Employment Offices: Their Purpose, Structure and Methods. (Particularly Chapter XXVI, "Em-

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ployment Office Reports and Employment Statistics.") Russell Sage Foundation, New York, 1924.

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Stewart, Bryce M., and Others. Unemployment Benefits in the United States: Their Plans and Their Setting. "Public Employment Exchanges," pp. 31-41 in Chapter II, "Statistics, Employment Exchanges and Vocational Guidance as Methods of Approach." Industrial Relations Counselors, Inc., New York, 1930.

U. S. Bureau of Labor Statistics. "Public Employment Services." In Monthly Labor Review, January, 1931, pp. 10-32.

U. S. Department of Labor. Employment Service. Monthly Report of Activities of State and Municipal Employment Services Co-operating with United States Employment Service.¹

SEE ALSO

Monthly bulletins and annual reports of state labor departments or industrial commissions for statistics of the state employment services.

¹See footnote, p. 41.

APPENDIX B

LOCAL OFFICE STATISTICAL REPORT FORMS IN CERTAIN EUROPEAN COUNTRIES AND IN CANADA

GREAT BRITAIN¹

Title of form: Weekly Statistical Return (E. D. S. 2)

Items recorded:² Live register³

Claims of "wholly unemployed" claimants current at end of week

Non-claimants (other than those known to be in employment)

Non-claimants known to be in employment, on Live Register at end of week

"Casual" claims current (at end of week) under the currency rules applicable to "wholly unemployed" claims

"Temporary Stoppage" claims current (at end of week) under currency rules applicable to "wholly unemployed" claims

Informal claimants not at work on date of return

Total Live Register

Number of persons placed in other districts during week

Vacancies

Notified during week

Filled during week

By local applicants

By applicants from other districts

¹ For discussion of manner of recording see pp. 112-121.

² Space is provided for classification of all items into four groups "men, boys, women, girls" and for subdivision of the groups for men and women into "21 and over" and "18-20." Certain items relating wholly to unemployment-insurance functions have been omitted.

³ Statistics on claimants and non-claimants in the live register are derived from operation of unemployment-insurance system.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

SWITZERLAND¹

Title of form: Statistics of the Labor Market. Data from the
Offices on Their Placement Activities. (Schedule A)

Period covered: Calendar month

Items recorded:² Applications for employment

Active at end of preceding month

New

From transients placed by the office

Situation on last day of the month

Openings

Unfilled at end of preceding month

New

Situation on last day of the month

Placements

Total

Of persons from outside the district of the
office

In temporary employment³

¹ For discussion of manner of recording see pp. 128-137.

² All items are classified by 20 industrial groups and thereunder by sex, occupation, and degree of skill (skilled, semi-skilled and unskilled). (See p. 135.)

³ Described by the employer as for less than a month.

FRANCE¹

Title of form: Fluctuations in the labor market

Period covered: Week

Items recorded:² Active applications for employment

Unfilled openings

Regular placements

Local [Within the district assigned to the office]

Interlocal [Outside the district]

Within the department³

Outside the department³

In cooperation with another office

Temporary placements (one week or less)

¹ For discussion of manner of recording see pp. 202-210.

² All items are classified by sex and by 22 industrial groups. (See p. 209.)

³ For purposes of government, France is divided into 90 departments.

REPORT FORMS

CANADA¹

Title of form: Daily Report (E. O. 23)

Items recorded: Applications

Applicant's number

Check if applicant is handicapped

Male (M) Female (F)

Age (If under 20 years)

Occupation

Country of birth

Single (S) Married (M) Widowed (W)

Applications (A) Reapplications (R)

When referred indicate order number

Cancellation (C) Expiration (E) Transfer-
out (T) Placement (P)

Enter order number when placement confirmed

Check if E. O. 26 certificate issued

Vacancies

Order number

Employer's name (Omit in case of farm and
household workers)

Exact place of employment (Omit if inside
town limits)

Employer's product or activity (If several
departments, product or activity of de-
partment)

Kind of work for which employees are
wanted

Man (M) Woman (W) Boy (B) Girl (G)

Number required

Probable duration of employment

Hours worked per day and per week

Amount of wages (State whether per hour,
day, week or month. If piecework,
indicate rate per unit)

Cancellation (C) Transfer-in (T)

¹ For discussion of manner of recording see pp. 160-171.

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

GERMANY¹

Title of form: Monthly Report

Period covered: Calendar month

Items recorded:² Applications

Remainder from previous month

New

Total

Disposed of without action by employment office³

Openings

Remainder from previous month

New

Total

Disposed of without action by employment office³

Re-employment of persons receiving relief who were on temporary lay-off⁴

Placements

Total

Temporary

Of applicants { from } other industrial and oc-
 { into } cupational groups

Clearance

Applicants successfully transferred for place-
ment { by } another employment office
 { to }

Available at employment office at end of month

Applicants

Number unemployed

Not in receipt of unemployment insurance (regular or for prolonged unemployment)

Supported by public relief⁵

Openings

¹ For discussion of manner of recording see pp. 181-191.

² Space is provided for classification of all items by sex and by main industrial groups—25 for men and 23 for women (see p. 189)—with numerous subgroups.

³ Through expiration, cancellation or otherwise.

⁴ Not to be counted under placements.

⁵ In so far as the request for relief was controlled by the office.

REPORT FORMS

SWEDEN¹

Title of form: Monthly Report (Bl. 15)

Period covered: Calendar month

Items recorded:² Applicants

Applications for employment

Total applicants

Counted in yearly enumeration (Mantals-
skrivna)

Openings

Balance from previous month

New

Outside the town or county

Placements

Total

Outside the town or county

In co-operation with another employment
office

¹ For discussion of manner of recording see pp. 146-151.

² The form is divided into two parts for male and female departments and provides for an industrial classification by six main groups and detailed subdivisions. (See p. 148.)

APPENDIX C

LOCAL OFFICE STATISTICAL REPORT FORMS IN THE UNITED STATES

UNITED STATES EMPLOYMENT SERVICE

Title of form: Weekly Summary by Local Offices (Emp. 26-A for
males and 26-B for females)¹

Items recorded: Registrations
 Unskilled
 Skilled
 Clerical and professional
Help wanted
 Unskilled
 Skilled
 Clerical and professional
Referred
 Unskilled
 Skilled
 Clerical and professional
Reported placed
 Unskilled
 Skilled
 Clerical and professional

¹ Superseded by Emp. 108. (See p. 307.)

REPORT FORMS

UNITED STATES EMPLOYMENT SERVICE

Title of form: Activities Report (Emp. 108)¹

Period covered: Calendar month

Items recorded:² Activity during period of report

New applicants

Calls for help

Sent out to jobs

Reported accepted

Reported rejected

Status files—close of period

Active on file

Inactive in records

Total placements

¹ Issued October 1, 1931, to supersede Emp. 26. (See p. 306.)

² Form provides for classification of each of the items into 10 industrial groups: Agriculture, fishing, and forestry; mining and quarrying; manufacturing and mechanical; building and construction; clothing and textiles; transportation and communication; marine shipping and port activities; trade, public service and professional; domestic and personal service; unclassified and general labor.

STATE OF ILLINOIS¹

Title of form: Monthly Report Blank

Items recorded:² Registration

Number of persons asked for by employers

Persons referred to positions

Positions filled

¹ For discussion of manner of recording see pp. 222-244.

² Separate reports are compiled for men and women. Space is provided for classification of all items by "occupations" under 19 main groups (mostly industrial) into numerous occupational subgroups. (For classification in published statistics see p. 240.)

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

COMMONWEALTH OF MASSACHUSETTS¹

Title of form: Daily Report (P. E. O. 39)

Items recorded:² Registrations

Help wanted

Referred

Reported placed

¹ For discussion of manner of recording see pp. 222-244.

² Space is provided under each item for a classification by sex, and further by 21 main industrial groups with occupational subdivisions. (For industrial classification in published statistics see p. 240.)

STATE OF NEW YORK¹

Title of form: Weekly Report (Form No. 12)

Items recorded:² Registration

Renewals

Help wanted

Referred

Reported placed

¹ For discussion of manner of recording see pp. 222-244.

² Separate reports are compiled for men and for women. Space is provided for daily totals and grand total for the week, and classification of all items by "occupation or trade" into 25 main groups with numerous subgroups. (For classification in published statistics see p. 240.)

REPORT FORMS

COMMONWEALTH OF PENNSYLVANIA¹

Title of form: Detailed Weekly Report

Items recorded:² Applications

Openings

Applicants referred

Applicants placed

Number of employers served

¹ For discussion of manner of recording see pp. 222-244.

² Separate reports are compiled for men and for women. Space is provided under each item for a classification by 26 industrial and occupational groups, with subgroups specified under three. (For industrial classification in published statistics see p. 241.)

STATE OF WISCONSIN¹

Title of form: Weekly Report (Emp. 44)

Items recorded:² New registrations

Help wanted (new orders only)

Referred

Reported placed

¹ For discussion of manner of recording see pp. 222-244.

² Separate reports are compiled for males and females. Space is provided for daily totals and grand total for the week for all items, and classification by "industry and occupation" into 32 main groups with numerous subgroups. (For classification in published statistics see p. 241.)

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

WELFARE COUNCIL OF NEW YORK CITY¹

Title of form: Report of Employment Bureau

Period covered: Calendar month

Items recorded:² Registered applicants with whom the bureau dealt this month

Total

Newly registered applicants

Formerly registered applicants

Openings for workers, including reopenings³

Openings for workers, excluding reopenings³

Referrals to jobs

Placements

Total

For less than one week (casual)⁴

For one week or more⁴

Applicants placed

¹ For discussion of reporting system see p. 30.

² Except as indicated below, space is provided for classification of all items into two groups—14-16 years of age, 17 years of age and over—and subdivision by sex.

³ Classified only by sex.

⁴ On basis of employer's order.

REPORT FORMS

JOINT COMMITTEE OF THE ASSOCIATION OF COMMUNITY
CHESTS AND COUNCILS AND THE LOCAL COMMUNITY
RESEARCH COMMITTEE OF THE UNIVERSITY OF
CHICAGO

Title of form: Free Employment Service (Form No. 12)

Period covered: Calendar month

Items recorded: A. Day work

1. Number of different persons requesting day work during month
2. Number of different requests for day workers during month
3. Number of different persons placed in day-work jobs during month
4. Number of placements made in day work and so reported either by employer or applicant

B. All other employment

1. Number of applications made by persons wanting work during month
2. Number of requests made by employers wanting workers during month
3. Number of referrals of applicants to jobs during month
4. Number of different applicants referred to jobs during month
5. Number of placements made with employers during month and so reported either by employer or applicant

C. Staff

1. Number of full-time paid workers coming into direct contact with and giving professional service to applicants
2. All other paid workers
3. Total (sum of C-1 and C-2)

APPENDIX D

PROCEDURE IN DIVISION OF JUNIOR PLACEMENT OF NEW YORK STATE

THE placement of juvenile workers by the state employment service was transferred on July 1, 1929, to a new bureau in the Department of Labor, the Bureau (now Division) of Junior Placement. With it were consolidated certain placement activities previously carried on in New York City by the Vocational Service for Juniors. The statistical system of the state service was not adopted, but the compilation and publication of statistics by the Division of Junior Placement was continued according to the methods followed in the Vocational Service for Juniors.

Openings. With regard to "help wanted," no definite period of validity has been set for "open orders" and they are considered "live" until information to the contrary is received from the employer. Reopenings are treated statistically as new openings. In the case of standing or indefinite orders, the number of juniors actually placed is recorded as the number of openings.

The figure compiled and published for "help wanted" represents the number of openings received during the period, classified by sex, and by three age groups—under 16 years, 16 years, and 17 years.

Applications for Employment. No restrictions are placed on the receipt of applications for employment and they are accepted from employed as well as unemployed juniors. Those applying for the first time are termed "new registrants." They are expected to keep in touch with the office by renewing their applications, generally at least once every two weeks. These subsequent requests for employment are recorded on the applicant cards and are termed "renewals" or "re-applications," the former applying to requests from persons who on their last previous application had been placed by the office or who applied after their first registration or last renewal date.

The figures compiled and published represent requests for employment received during the period and are separated into the two groups of "new applications" and "renewals and re-applications," each individual being counted in the latter figure as frequently as he makes application. Separate figures for the numbers of "individuals applying" are also given. The classification is by sex and the same age groups as for openings.

DIVISION OF JUNIOR PLACEMENT

For new applicants a further analysis is made with regard to working experience—"worked before" and "never worked before"—and also by school training completed.

Referrals. Applicants sent out to prospective employers are described as "references." Figures are compiled and published for "references," representing the total number of times applicants were referred to possible openings, and for "individuals referred," representing the number of different individuals referred. The classification is by sex and age.

Placements. A placement is recorded only on receipt of word from applicant or employer that the worker has been engaged and has remained at least one-half day. Through a follow-up system further information on the applicant's status is received from him ten days after placement and from the employer six months after. Placements in reopenings are counted in the same manner as original placements in the openings.

Figures are compiled and published for the total number of "placements" made and for the "individuals placed," both classified by sex and age. A further classification of placements by type of employment is published. For this, ten groups, mainly industrial, are listed.

Clearance. A system of clearance between the different junior offices is in operation. The opening and application for employment are recorded at the office where originally received and the referral and placement by the office sending out the applicant.

APPENDIX E

WAGE RATES SECURED BY PUBLIC EMPLOYMENT OFFICES OF BELGIUM

SOME figures on wage rates appear in the annual reports of the public employment offices of Belgium from 1907 to 1913, published in the *Revue du Travail*. The hourly wages paid to all the workers placed were arranged in the form of a frequency distribution and published for all industries combined, and for selected industries. These figures were not published after 1913 although the employment offices continued to secure the information.

The royal order of February 19, 1924, under which the employment offices still operate, says: "The joint supervising committee, in agreement with the employers' and workers' organizations concerned, may fix for each trade the rates of wages below which the employment office shall not assist in placing the workers. Except in these cases, the staff of the office shall record, in the case of each request for employment or offer thereof, the wages asked or offered, and shall not intervene in the fixing of wages unless expressly requested to do so."

While there is now no national statement of the wage rates recorded at the employment offices, a few offices make some local distribution of these data. The offices at Brussels, Ghent, and Liège follow this practice.

Some wage data from the Liège and Brussels offices appeared in the issue of the *International Labour Review* for April, 1923. At that time the *Review* began to publish statistics on wage changes in different countries.¹ Average hourly wages were given for selected occupations in the metal, building, wood and furniture, clothing and bakery industries in Liège and Brussels, for periods in 1914 and 1921-1922. The figures were average daily wages paid to full-time workers placed by the Brussels employment office, reduced to an hourly rate by dividing by ten hours a day in the pre-war period and by eight hours a day after the war. The Liège figures were derived from the hourly wage rates paid to full-time workers placed by the Liège public employment office. In commenting on the figures the *International Labour Review* said, "No conclusions

¹ "Wage Changes during Recent Months." In *International Labour Review*, April, 1923, pp. 577-603.

WAGE RATES IN BELGIUM

can be drawn as to the movement of wages in the Brussels and Liège districts since the number of workers covered is too small.”¹

It was intended that the reports should appear quarterly but in the July issue, though the number of countries covered had been extended, the figures for Belgium were discontinued.

Wage figures for a number of capital cities in Europe, showing the money wages calculated on the basis of forty-eight hours' work at ordinary time rates, began to be published monthly, starting with the October, 1924, issue of the *International Labour Review*. Brussels was again included, but the only indication as to source was a comment that the International Labour Office had addressed a letter to the appropriate authority in Brussels for data. There was no indication that this public authority was the public employment service.

◊ In July, 1929, the reports on wage changes in different countries were again revised, but no data for Brussels were included.

¹ *Ibid.*, p. 582.

APPENDIX F

WAGE RATES SECURED BY THE EMPLOYMENT SERVICE OF CANADA

THE local offices of the Employment Service of Canada record the wage rates at which placements are effected on a daily report to national headquarters. The national office published the wage rates reported by some of the larger offices in its November 15, 1921, bulletin on employment, but apparently on no other occasion.

The report, which was entitled Transactions in Representative Employment Offices, September 26 to October 8, 1921, included wage rates for eight cities. Those given for the city of Toronto were as follows:

TORONTO

Accountants (f) 1 at \$18 a week	Clerks 1 at \$ 8 a week
Armature winders (learners) 2 " 15c. an hour	1 " \$12 " "
Assemblers (f) 1 " \$12 a week	Clerks (f) 6 " 35c. an hour
Bookkeepers 1 " \$25 " "	4 " 39c. " "
Bookkeepers (f) 1 " \$18 " "	3 " 40c. " "
1 " \$25 " "	4 " \$ 2 a day
Bottlewashers 1 " \$18 " "	1 " \$ 3 " "
Boys 1 " 25c. an hour	6 " \$10 a week
3 " 27½c. " "	1 " \$12 " "
1 " \$ 7 a week	2 " \$15 " "
Boys (office) 1 " \$ 1 a day	1 " \$17 " "
1 " \$ 6 a week	1 " \$18 " "
1 " \$12 " "	Compositors 1 " \$36 " "
Brick carriers 3 " 45c. an hour	Concrete mixers 1 " 45c. an hour
Butchers 1 " \$ 4 a day	1 " 55c. " "
Carpenters 8 " 60c. an hour	Demonstrators (f) 1 " \$18 a week
1 " 70c. " "	Dishwashers 1 " \$40 a month
6 " 80c. " "	Dispensers (f) 1 " \$15 a week
2 " 85c. " "	Drillhands 1 " 40c. an hour
Carpenters (rough) 2 " 60c. " "	Drivers (truck) 2 " \$20 a week
	Electricians 1 " 70c. an hour

WAGE RATES IN CANADA

Electricians		6 at \$30 a month
(learners).....	1 at \$ 6 a week	4 " \$35 " "
	2 " \$ 7 " "	3 " \$40 " "
Factory workers...	1 " 15c. an hour	3 " \$45 " "
	3 " 27½c. " "	2 " \$50 " "
	2 " \$ 8 a week	1 " \$60 " "
	1 " \$13 " "	Dairy maids....
Farm workers.....	1 " \$10 a month	1 " \$25 " "
	3 " \$15 " "	General maids...
	6 " \$20 " "	1 " \$2.50 a day
	38 " \$25 " "	1 " \$7 a week
	62 " \$30 " "	2 " \$8 " "
	8 " \$35 " "	1 " \$10 " "
	4 " \$40 " "	1 " \$18 a month
Farm workers (f)...	1 " \$15 " "	2 " \$20 " "
	2 " \$20 " "	7 " \$25 " "
	6 " \$25 " "	3 " \$30 " "
	2 " \$30 " "	2 " \$40 " "
Farm workers		Housekeepers...
(married couples)	1 " \$30 " "	1 " \$50 " "
	1 " \$40 " "	Housemaids....
	4 " \$45 " "	1 " \$8 a week
	1 " \$600 a year	1 " \$24 a month
Finishers.....	1 " \$18 a week	2 " \$27 " "
	1 " \$20 " "	5 " \$30 " "
Firemen (3rd class).	1 " 40c. an hour	1 " \$32 " "
Garment workers..	1 " \$22 a week	2 " \$35 " "
Gasoline washers..	1 " 25c. an hour	Kitchenmaids...
Handymen.....	1 " 45c. " "	2 " 75c. a day and
	5 " 50c. " "	lunch
	1 " \$ 3 a day	1 " \$10 a week
	1 " \$3.50 " "	1 " \$12 " "
	1 " \$12 a week	1 " \$30 a month
	1 " \$40 a month	4 " \$35 " "
Household, hotel		2 " \$40 " "
and institu-		Laundresses....
tional workers		1 " 30c. an hour
(f):		Linen room
Chambermaids..	1 " \$25 a month	women.....
Charwomen....	502 " 30c. an hour	1 " \$25 a month
Companions....	1 " \$14 a week	Mothers' helpers
Cooks.....	1 " \$10 " "	1 " \$16 " "
	5 " \$12 " "	7 " \$25 " "
	1 " \$20 a month	2 " \$30 " "
	1 " \$25 " "	Nurses.....
		1 " \$30 " "
		1 " \$35 " "
		1 " \$40 " "
		Nurses(practical)
		1 " \$10 a week
		Nursemaids.....
		1 " \$1 a day and
		carfare
		2 " \$25 a month

STATISTICAL PROCEDURE OF EMPLOYMENT OFFICES

	4 at \$30 a month	Paper hangers...	1 at 65c. an hour
	1 " \$35 " "	Plumbers' helpers	1 " 40c. " "
Pantry maids...	2 " \$25 " "	Porters.....	1 " \$40 a month
Parlour maids...	1 " \$30 " "	Porters (kitchen)	1 " \$12 a week,
	3 " \$35 " "		board and
	3 " \$40 " "		room
Wardmaids.....	1 " \$27 " "		1 " \$40 a month
Waitresses.....	1 " \$6 a week	Press operators (f)	2 " 25c. an hour
	1 " \$9 " "	Secretaries.....	1 " \$4.50 a day for
	2 " \$25 a month		7 days
Labellers.....	2 " \$11 a week		1 " \$25 a week
Labourers	8 " 30c. an hour		2 " \$900 a year
	65 " 35c. " "	Sheet metal work-	
	43 " 40c. " "	ers.....	2 " 30c. an hour
	309 " 45c. " "	Shippers (assist-	
	43 " 50c. " "	ant).....	1 " \$7 a week
	2 " 60c. " "	Steamfitters	
	2 " 65c. " "	(learners).....	1 " \$9 " "
	1 " \$2 a day	Stenographers...	1 " \$60 a month,
	2 " \$3 " "		board and
	1 " \$4.50 a day		room
	1 " \$5 a day	Stenographers (f)	2 " \$5 a day
	1 " \$25 a week		1 " \$20 a week
Ledgerkeepers (f)	1 " \$15 " "	Sticker hands...	1 " \$25 " "
Linemen.....	1 " \$4 a day	Superintendents.	
	1 " \$4.50 a day	(assistant)....	1 " \$175 a month
Machinists.....	1 " 57½c. an hour	Telephone opera-	
Menders (f).....	1 " \$12 a week	tors (f).....	1 " \$14 a week
Operators (f)....	1 " \$10 " "	Typists (f).....	2 " \$2.50 a day
Operators (ma-			6 " \$3 a day
chine).....	9 " \$13 " "		3 " \$12 a week
Packers (f).....	5 " 20c. an hour		1 " \$15 " "
	2 " 23c. " "	Warehouse work-	
	3 " 25c. " "	ers.....	1 " 20c. an hour
	5 " \$10 a week		1 " \$18 a week
Painters.....	1 " 75c. an hour		

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