62D CONGRESS : : 3D SESSION

DECEMBER 2, 1912-MARCH 4, 1913

HOUSE DOCUMENTS

VOL. 87

WASHINGTON : : GOVERNMENT PRINTING OFFICE : : 1913

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

J66
copy 2

62d Congress, 3d Session - - - - - - - - - - - - - - House Document No. 984

DEPARTMENT OF COMMERCE AND LABOR
BUREAU OF LABOR
CHAS. P. NEILL, Commissioner

STATISTICS OF UNEMPLOYMENT AND THE WORK OF EMPLOYMENT OFFICES

BULLETIN OF THE UNITED STATES BUREAU OF LABOR
WHOLE NUMBER 109

MISCELLANEOUS SERIES
No. 1

OCTOBER 15, 1912

WASHINGTON
GOVERNMENT PRINTING OFFICE
1913

D. OF D.
APR 11 1914

CONTENTS.

Page.

Introduction 5, 6
Statistics of unemployment 6–34
United States census 6–11
Report on cost of living by the United States Bureau of Labor 11–13
Unemployment of organized labor in New York 13–23
Unemployment of organized labor in Massachusetts 23–25
Statistics from the American Federationist 25, 26
Census of unemployed in Rhode Island in 1908 ..... 26, 27
Unemployment in coal mines, as shown by reports of United States Geological Survey 27–29
Comparison of statistical data 29–34
Distribution of labor 34–140
Free public employment offices 35, 36
Private employment offices 36, 37
Other agencies 37–39
Indiana 39–46
State free employment office 39–42
Private employment offices 42–44
Free employment bureau of employers' association 44, 45
Other agencies for the distribution of labor 45, 46
Illinois 46–61
State free employment offices 46–53
Private employment offices 53–58
Other agencies for the distribution of labor 58–61
Massachusetts 62–78
State free employment offices 62–72
Labor supply and demand as indicated by reports of free employment offices 72–74
Private employment offices 74–77
Other agencies in Boston 77, 78
Michigan 78–91
State free employment offices 78–86
Employers' association of Detroit 86, 87
Private employment offices in Detroit 88
Young Men's Christian Association employment office 89, 90
Other agencies in Detroit engaged in the distribution of labor 90, 91
Minnesota 91–101
State free employment offices 91–98
Private employment offices in Minneapolis 98–100
Other agencies in Minneapolis engaged in the distribution of labor. 100, 101
New York 101–117
State free employment office 101
Private employment offices 101–107
Division of Information of the Federal Bureau of Immigration and Naturalization 108, 109
Bureau of information and statistics of the New York Department of Agriculture 110
National Employment Exchange 110–113

Distribution of labor—Concluded.
New York—Concluded. Page.
Employment bureaus of the Young Men's Christian Association.... 113–115
Other philanthropic agencies..... 115–117
Other agencies for distributing immigrants..... 117
Rhode Island..... 118–120
State free employment office..... 118–120
Other employment agencies..... 120
Other States having free public employment offices..... 121–140
California..... 121, 122
Colorado..... 122, 123
Connecticut..... 123–125
Kansas..... 125, 126
Maryland..... 127–129
Missouri..... 130, 131
Montana..... 131
Nebraska..... 131
New Jersey..... 131, 132
Ohio..... 132–134
Oklahoma..... 135, 136
Washington..... 136, 137
West Virginia..... 137
Wisconsin..... 137–140

BULLETIN OF THE
UNITED STATES BUREAU OF LABOR.

WHOLE NO. 109. WASHINGTON. OCTOBER 15, 1912.

STATISTICS OF UNEMPLOYMENT AND THE WORK OF EMPLOYMENT OFFICES.

BY FRANK B. SARGENT.

INTRODUCTION.

This article enumerates such statistics as are available upon the subject of unemployment in the United States, presents these statistics in part, describes the methods of obtaining them, and discusses their value and comparability. It then proceeds to a consideration of one of the remedies for unemployment, that of the distribution of labor by means of employment agencies, and describes the activities of such agencies in various States.

A full discussion of remedies for unemployment would require a classification of the unemployed and an analysis of the causes of idleness in each class. No satisfactory classification is possible from a statistical standpoint, however, and as a discussion of remedies is not contemplated, no classification of the unemployed is attempted.

The nature of this report does not demand a reconciliation of the various definitions of the term "unemployment," nor does it permit, on account of the varied meaning of the term in the statistics presented, the formulation of a hard and fast definition to which the discussion will conform throughout. It is important, however, to keep in mind the significance of the term in each set of statistics on the subject, as its varied meaning may easily lead to confusion. For instance, the percentage of unemployment among organized workers in England has sometimes been compared with similar reports for the State of New York. Yet the New York reports include as unemployed members of labor unions idle from all causes, while the English reports include only those who are idle through inability to obtain work.

To avoid confusion of this character care is taken in the presentation of each set of statistics in this report to set forth the exact meaning of "unemployment" or "the unemployed" as used therein.

It may be briefly said that the subject of unemployment has received but a limited amount of attention in the United States, and that such statistics as have been gathered concerning it must be considered with very careful limitations, both as to their reliability and the inferences which may be drawn from them. To the frequent question as to the amount of unemployment in this country the reply must be that the statistics do not make possible any estimate of the number of unemployed persons in the United States at any time.

STATISTICS OF UNEMPLOYMENT.

The sources of statistical information concerning the amount of unemployment in the United States during recent years are the following, which will be discussed in the order given:

1. The United States census reports.
2. A report on the cost of living contained in the Eighteenth Annual Report of the Commissioner of Labor.
3. Reports of unemployment among organized workmen in New York and in Massachusetts, issued by the department of labor in New York and the bureau of statistics in Massachusetts.
4. Reports of unemployment among organized workmen, by the American Federationist.
5. State census of the unemployed in Rhode Island in 1908.
6. Reports of the Geological Survey, showing the days of enforced idleness in coal mines in the United States.

UNITED STATES CENSUS.

The statistics on unemployment furnished by the United States census reports are very meager, and are presented with careful warning by the Bureau of the Census as to their reliability. Inquiries concerning unemployment were first made in the census of 1880, but the results were not compiled on account of lack of funds and also because the census officials doubted the reliability of the returns. In 1890 and 1900 inquiries as to unemployment were again made, and the results appear in the census reports for those years. The census returns deal only with persons 10 years of age and over who are ordinarily engaged in gainful labor. They do not indicate what proportion of the population is habitually out of work on account of incapacity, unwillingness to work, or constant inability to find work.

In the census of 1890 inquiry was made as to the number of months unemployed at usual or regular occupation, and the number of months unemployed at any occupation. The returns on the second

question were not considered complete enough to warrant their compilation, but the answers concerning the usual or principal occupation were tabulated. The 1890 census report states, therefore, that the figures presented "show the number and approximate length of time unemployed with regard to the principal occupation in which persons so reported were usually engaged and upon which they depended for a livelihood. They do not show the actual length of time for which they were unemployed in any form of remunerative labor."[1] The 1900 census report states, however, that although the returns tabulated and published in 1890 are presumably the answer to the first question, so much confusion existed in the minds of enumerators concerning the second that it is probable that the published statistics actually represent a combination of answers to both questions.[2]

In the census of 1900, on the other hand, the inquiry concerning unemployment aimed only "to find out the number of months or parts of months during which a person ordinarily engaged in gainful labor was not employed at all."[3] The number not employed at all at some time during the year would be less than the number not employed at their usual occupations. Yet the percentage reported unemployed in 1900 exceeded that so reported in 1890. According to the census of 1890, 15.1 per cent of all persons having gainful occupations were not employed at such occupations at some time during the year. In 1900, 22.3 per cent of such persons were reported as not working at their regular occupations or any other occupations at some time during the census year.

The census report observes that the apparent increase in unemployment in 1900 affects all classes to about the same extent and states that it is probably due to improvements in the work of enumerators. The report explains that the form of the schedule was superior in 1900 and that the 1900 instructions to enumerators were plainer, briefer, and more direct. Furthermore, the confusion incident to two similar questions on the same subject was avoided in 1900. For these reasons and because of a general improvement in census returns, it is concluded that the 1900 report is the more accurate. At the same time the report states that while further census inquiry may obtain complete and satisfactory information concerning months unemployed, the reliability of the returns so far secured is still undetermined.[4]

The following table shows by sexes and by classes of occupations the number and per cent reported unemployed in 1890 and 1900:

[1] Eleventh Census of the United States, 1890: Population, Pt. II, p. cxxxvi.
[2] Twelfth Census of the United States, 1900: Occupations, p. ccxxvii.
[3] Idem, p. cclii.
[4] Idem, p. ccxxv.

NUMBER OF PERSONS IN EACH MAIN CLASS OF OCCUPATIONS UNEMPLOYED DURING ANY PORTION OF THE CENSUS YEAR COMPARED WITH THE TOTAL NUMBER SO OCCUPIED, FOR BOTH SEXES AND FOR EACH SEX SEPARATELY, 1890 AND 1900.

[From Twelfth Census of the United States, 1900: Occupations, p. ccxxviii.]

Census year and classes of occupations.	Males 10 years of age and over engaged in gainful occupations.			Females 10 years of age and over engaged in gainful occupations.			Persons 10 years of age and over engaged in gainful occupations.		
	Total.	Unemployed.		Total.	Unemployed.		Total.	Unemployed	
		Number.	Per cent.		Number.	Per cent.		Number.	Per cent.
1890.									
Agricultural pursuits	8,378,603	911,456	10.9	769,845	108,749	14.1	9,148,448	1,020,205	11.2
Professional service	632,646	54,654	8.6	311,687	87,920	28.2	944,333	142,574	15.1
Domestic and personal service	2,553,161	668,503	26.2	1,667,651	130,769	7.8	4,220,812	799,272	18.9
Trade and transportation	3,097,701	247,757	8.0	228,421	15,114	6.6	3,326,122	262,871	7.9
Manufacturing and mechanical pursuits	4,650,540	1,130,747	24.3	1,027,928	168,061	16.3	5,678,468	1,298,808	22.9
All occupations	19,312,651	3,013,117	15.6	4,005,532	510,613	12.7	23,318,183	3,523,730	15.1
1900.									
Agricultural pursuits	9,404,429	1,830,803	19.5	977,336	313,886	32.1	10,381,765	2,144,689	20.7
Professional service	827,941	111,547	13.5	430,597	219,019	50.9	1,258,538	330,566	26.3
Domestic and personal service	3,485,208	1,209,787	34.7	2,095,449	358,334	17.1	5,580,657	1,568,121	28.1
Trade and transportation	4,263,617	444,278	10.4	503,347	55,907	11.1	4,766,964	500,185	10.5
Manufacturing and mechanical pursuits	5,772,641	1,631,057	28.3	1,312,668	294,346	22.4	7,085,309	1,925,403	27.2
All occupations	23,753,836	5,227,472	22.0	5,319,397	1,241,492	23.3	29,073,233	6,468,964	22.3

The following table classifies the persons reported unemployed in 1900, according to the months of unemployment, and also by sex and classes of occupations:

DISTRIBUTION, BY PERIODS OF MONTHS, OF MALES AND OF FEMALES IN EACH MAIN CLASS OF OCCUPATIONS UNEMPLOYED DURING THE CENSUS YEAR, 1900.

[From Twelfth Census of the United States, 1900: Occupations, p. ccxxxv.]

Classes of occupations.	Persons unemployed—							
	1 to 3 months.		4 to 6 months.		7 to 12 months.		Total.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
MALES.								
Agricultural pursuits	956,554	52.3	729,476	39.8	144,773	7.9	1,830,803	100
Professional service	47,679	42.7	44,294	39.7	19,574	17.6	111,547	100
Domestic and personal service	562,981	46.5	510,424	42.2	136,382	11.3	1,209,787	100
Trade and transportation	215,082	48.4	158,606	35.7	70,590	15.9	444,278	100
Manufacturing and mechanical pursuits	810,840	49.7	626,746	38.4	193,471	11.9	1,631,057	100
All occupations	2,593,136	49.6	2,069,546	39.6	564,790	10.8	5,227,472	100
FEMALES.								
Agricultural pursuits	153,132	48.8	142,109	45.3	18,645	5.9	313,886	100
Professional service	110,927	50.7	70,395	32.1	37,697	17.2	219,019	100
Domestic and personal service	151,333	42.2	149,284	41.7	57,717	16.1	358,334	100
Trade and transportation	21,956	39.3	19,517	34.9	14,434	25.8	55,907	100
Manufacturing and mechanical pursuits	147,269	50.0	104,074	35.4	43,003	14.6	294,346	100
All occupations	584,617	47.1	485,379	39.1	171,496	13.8	1,241,492	100

The two tables above, so far as they relate to the returns for 1900, are briefly summarized in the census report as follows: "It appears that approximately four persons out of five who claimed gainful occupations were continuously employed throughout the census year, while the fifth person was idle for a period varying from one to 12 months."[1] Of the persons reported idle, 22.3 per cent of all ordinarily employed, nearly half were out of work three months or less, and nearly 80 per cent of the remainder were unemployed from four to six months. Of the males 10.8 per cent and of the females 13.8 per cent were unemployed seven months or more. The agricultural pursuits represent the largest proportion of unemployment for the short period of one to three months, and the smallest proportion for the longest period designated in the table. The reason is obvious and is due to the small amount of farm labor done in the winter months. The table indicates that nearly 2,600,000 males and over half a million females were out of work from one to three months; that over 2,000,000 males and nearly half a million females were out of work four to six months; and that over half a million males were out seven months or over. There is no means of knowing what per cent of these persons were idle from choice and what per cent wanted work and were unable to secure it. The tables include all persons 10 years of age and over ordinarily employed and so include many children attending school part of the year.

[1] Twelfth Census of the United States, 1900: Occupations, p. ccxxxiv.

Those idle one to three months constituted 10.9 per cent of all persons ordinarily employed; those idle four to six months constituted 8.8 per cent; and those idle seven to twelve months, 2.5 per cent.

The Census of Manufactures also furnishes data which may be considered in a study of unemployment. The number of persons employed each month during the census year in each manufacturing industry and in all such industries combined is shown in the census reports. The fluctuations in the monthly demand for workers in manufacturing do not show how many are unemployed during any month, as they may find work in other lines. These fluctuations do show, however, the discontinuous demand for labor, and are valuable on this account.

The Census of Manufactures of 1905 shows that the manufacturing industries employed more persons in October than in any other month of the census year. The number employed in October does not indicate the total persons seeking a livelihood from manufactures, as some workers were necessarily unemployed during the month on account of sickness, disability, or strikes, and probably some were unable to obtain work. For the purpose of comparison, however, the following table, which shows the number of persons employed in all manufacturing industries combined during each month of the census year (1904), assumes that all such workers were employed in October, and computes the number and per cent apparently unemployed in each of the other months. The per cent unemployed each month was obtained by dividing the number apparently idle by the maximum number in the industry, the number at work in October, and suggests only how much other months exceeded October in the amount of unemployment. The table follows:

NUMBER EMPLOYED IN MANUFACTURES EACH MONTH IN 1904 WITH THE NUMBER AND PER CENT OF THE MAXIMUM NUMBER FOR THE YEAR NOT SO EMPLOYED DURING EACH MONTH.

[From Special Reports of the Census Office: Manufactures, Part I, 1905, p. 72.]

Months.	Number employed.	Number unemployed.	Per cent unemployed.
January	5,263,000	415,000	7.3
February	5,331,000	347,000	6.1
March	5,451,000	227,000	4.0
April	5,496,000	182,000	3.2
May	5,516,000	162,000	2.9
June	5,468,000	210,000	3.7
July	5,328,000	350,000	6.2
August	5,425,000	253,000	4.5
September	5,611,000	67,000	1.2
October	5,678,000	.....	.....
November	5,587,000	91,000	1.6
December	5,491,000	177,000	3.1

As the table indicates, 415,000 workers engaged in manufacturing in October, 1904, had not been so engaged the previous January. This was 7.3 per cent of the number at work in October. In February and July over 6 per cent of the October workers were not

engaged in manufacturing. As January, February, and July are months of high unemployment in industries other than manufacturing, it is not probable that many of those thrown out of manufacturing find other work. For this reason the table may be regarded as a fairly accurate index of the amount of unemployment due to the inability of manufacturing workers to find work.

Information as to monthly variations in the number employed in manufacturing is also published by the bureaus of labor in several States.

REPORT ON COST OF LIVING BY THE UNITED STATES BUREAU OF LABOR.

In 1901 the United States Bureau of Labor conducted an investigation into the cost of living of 25,440 workingmen's families, representing 124,108 persons, distributed over 33 States. The investigation was limited to families of wageworkers and of persons on salaries not exceeding $1,200 per year.[1] The data obtained were gathered by the experienced special agents of the Bureau by personal inquiry, the information being given generally by the housewife, who was often assisted by other members of the family. For nearly every family this information covered a year ending some time in the calendar year 1901. In a few cases the year covered ended in the latter part of 1900 or the early part of 1902. Among other subjects, inquiry was made as to the amount of nonemployment during the year of the head of each family visited. The answers obtained were verified or corrected by data given concerning earnings, income, and expenditure, so that the information may be regarded as reliable. In the report of this investigation in the Eighteenth Annual Report of the Commissioner of Labor the tables relating to nonemployment include 24,402 of the 25,440 families investigated. Those families in which the husband did not work at all during the year are omitted. In this respect the data are placed on the same basis as those above discussed in the census reports, from which persons not ordinarily engaged in gainful occupations are excluded. In comparing the amount of idleness indicated by the two reports, however, it should be remembered that the investigation made by the Bureau of Labor, including, as it did, inquiry concerning total earnings and expenditures, necessarily took notice of brief periods of idleness. The census inquiry, on the other hand, asked the number of months unemployed, and short periods of idleness may easily have been disregarded. Furthermore, the census inquiry may have been interpreted to ask the number of months the worker was "out of a job" and to disregard short periods of voluntary absence from a permanent position. Such idleness may be termed nonemployment as distinguished from unemployment, and is included in the Bureau of Labor statistics.

[1] Eighteenth Annual Report of the Commissioner of Labor, 1903, pp. 15, 16.

The data obtained by the Bureau of Labor in 1901, although not recent, may be taken as indicative of the amount of nonemployment during a normal year. The statistics of unemployment of the New York department of labor, which will be considered later, indicate that the year was not unusual with respect to the amount of idleness, and that in at least two years since that date—1904 and 1908—the percentage idle was greater than in 1901. The 1901 data may therefore be taken as fairly representative.

The following table shows, by States and geographical divisions, the number and per cent of the heads of families who were not idle during the year, and the number and per cent who were idle during some portion of the year, with the average number of weeks of idleness:

NUMBER AND PER CENT OF HEADS OF FAMILIES INVESTIGATED BY UNITED STATES BUREAU OF LABOR IN 1901 NOT IDLE DURING THE YEAR, AND NUMBER AND PER CENT IDLE DURING SOME PORTION OF THE YEAR, WITH THE AVERAGE NUMBER OF WEEKS IDLE, BY STATES.

[From Eighteenth Annual Report of the Commissioner of Labor, 1903, pp. 42, 286, and 287.]

States.	Heads of families.			Total idle and not idle.	Per cent of heads of families.	
	Number not idle.	Number idle.	Average weeks idle.		Not idle.	Idle.
Alabama	14	273	9.85	287	4.88	95.12
California	322	132	11.94	454	70.93	29.07
Colorado	106	84	10.95	190	55.79	44.21
Connecticut	325	457	9.85	782	41.56	58.44
Delaware	92	98	7.03	190	48.42	51.58
District of Columbia	51	49	9.47	100	51.00	49.00
Georgia	149	106	10.08	255	58.43	41.57
Illinois	854	750	11.52	1,604	53.24	46.76
Indiana	178	385	7.09	563	31.62	68.38
Iowa	147	157	9.87	304	48.36	51.64
Kansas	144	49	9.86	193	74.61	25.39
Kentucky	116	178	8.28	294	39.46	60.54
Louisiana	32	148	12.37	180	17.78	82.22
Maine	204	142	7.99	346	58.96	41.04
Maryland	246	316	10.67	562	43.77	56.23
Massachusetts	1,951	619	8.33	2,570	75.91	24.09
Michigan	310	558	8.64	868	35.71	64.29
Minnesota	163	234	5.78	397	41.06	58.94
Missouri	515	259	10.02	774	66.54	33.46
New Hampshire	202	97	9.57	299	67.56	32.44
New Jersey	493	483	10.45	976	50.51	49.49
New York	1,871	2,399	10.08	4,270	43.82	56.18
North Carolina	124	69	5.99	193	64.25	35.75
Ohio	1,129	657	8.37	1,786	63.21	36.79
Pennsylvania	1,507	2,023	9.77	3,530	42.69	57.31
Rhode Island	149	296	5.97	445	33.48	66.52
South Carolina	51	145	8.99	196	26.02	73.98
Tennessee	36	154	6.69	190	18.95	81.05
Texas	86	98	8.43	184	46.74	53.26
Virginia	221	135	8.24	356	62.08	37.92
Washington	148	41	10.17	189	78.31	21.69
West Virginia	56	142	7.92	198	28.28	71.72
Wisconsin	256	421	7.04	677	37.81	62.19
Total	12,248	12,154	9.43	24,402	50.19	49.81
North Atlantic States	6,702	6,516	9.59	13,218	50.70	49.30
South Atlantic States	990	1,060	9.01	2,050	48.29	51.71
North Central States	3,696	3,470	8.83	7,166	51.58	48.42
South Central States	284	851	9.22	1,135	25.02	74.98
Western States	576	257	11.33	833	69.15	30.85

This table indicates that approximately half of the 24,402 heads of families visited during this investigation were idle a portion of the year. In Alabama 95.12 per cent of these men did not work all the year, in Louisiana 82.22 per cent, and in South Carolina 73.98 per cent. In the South Central States combined 74.98 per cent were unemployed a part of the year. The lowest percentage, 30.85, was in the Western States, and the State of Washington had the lowest proportion of heads of families idle, 21.69 per cent.

The total number of heads of families idle some portion of the year was 12,154 and these persons were idle an average of 9.43 weeks. In Louisiana, 148 out of 180 heads of families were idle an average of 12.37 weeks, or about one-fourth of the year. In the Western States, where the per cent of idleness was lowest, the average number of weeks of idleness is highest, 11.33 per cent.

The tables in this report also show the number and per cent idle and not idle, by nativity, and the causes of idleness in each industry.

UNEMPLOYMENT OF ORGANIZED LABOR IN NEW YORK.

The department of labor of the State of New York has published data showing the extent of unemployment among organized workers in that State for a continuous period extending from March, 1897, to the present time. These statistics, it must be kept in mind, are of two classes—those furnished by selected unions and those furnished by all unions in the State. The former are received every month and the latter at the end of the first and third quarters of each year. The returns from the selected unions, which are considered the more accurate, will be discussed first. These unions number slightly less than 200 and they have a membership of 90,000 to 100,000, or about one-fourth of the total organized laborers in New York. The aim in their selection is to maintain as nearly as possible the same proportionate representation of different industries as appears in the total of all unions. The secretary of each of these unions reports monthly the membership of his union, the number at work, and the number idle on the last working day of the month, and the causes of idleness. The following schedule is used:

SCHEDULE USED BY SELECTED UNIONS IN REPORTING ON UNEMPLOYMENT EACH MONTH IN NEW YORK.

REPORT FOR THE MONTH OF_____.

Number of members in the union at the end of the month? {Men_____ Women_____

How many members were at work at the end of the month? {Men_____ Women_____

How many members were idle at the end of the month on account of:

	Men.	Women.
Lack of work		
Lack of material		
Unfavorable weather		
Strike or lockout		
Sickness, accident, old age		
Other reasons (specify)		
Total number idle at the end of the month		

Occupation of members_____

Name of organization_____

_____

Signature of secretary_____,

Address_____,

_____

The chief points to be observed in the above schedule are that inquiry is made as to the number at work and idle at the end of the month and not during the month, and that the information is furnished by the secretary of the union. "End of the month" is defined in a letter accompanying the schedule as "the last working day of the month." If it appears from the schedule that persons reported as idle at the end of the month were taking a vacation, such individuals are dropped both from the number idle and the number reporting.

Inasmuch as the unions selected for monthly reports ordinarily have more intelligent secretaries than the average union, the schedules are usually well filled out. Each schedule is carefully examined by expert clerks in the department and if errors are apparent it is returned for correction. This does not obviate all chance of error, but no futher verification of the returns is considered practicable.

Monthly returns from selected unions, beginning with December, 1901, have been received by the department, and the following table shows the number of unions reporting since that date, the aggregate membership reporting, and the number and percentage reported idle at the end of each month:

STATE OF EMPLOYMENT OF ORGANIZED LABOR IN NEW YORK, AS REPORTED BY REPRESENTATIVE TRADE UNIONS, 1901 TO 1911.

[From New York Department of Labor Bulletins.]

Years.	Month.	Number of unions reporting.	Aggregate membership reporting.	Idle at end of month.	
				Aggregate number.	Per cent.
1901	December	188	97,270	18,593	19.1
1902	January	187	96,173	20,115	20.9
	February	187	97,126	18,148	18.7
	March	187	96,888	16,738	17.3
	April	187	98,740	15,099	15.3
	May	187	97,148	13,591	14.0
	June	187	98,020	14,247	14.5
	July	187	101,223	15,836	15.6
	August	185	101,281	7,148	7.1
	September	185	98,349	6,166	6.3
	October	185	97,951	10,966	11.2
	November	185	98,063	13,985	14.3
	December	185	99,063	22,036	22.2
1903	January	185	102,414	20,955	20.5
	February	184	101,226	18,066	17.8
	March	184	100,540	17,699	17.6
	April	184	98,574	17,071	17.3
	May	184	100,134	20,210	20.2
	June	184	100,484	23,215	23.1
	July	184	105,202	18,759	17.8
	August	184	104,445	16,101	15.4
	September	184	105,952	9,956	9.4
	October	184	101,159	11,802	11.7
	November	184	100,200	16,395	16.4
	December	184	100,879	23,301	23.1
1904	January	184	100,602	26,004	25.8
	February	182	104,074	22,460	21.6
	March	181	103,681	28,124	27.1
	April	182	95,501	16,198	17.0
	May	182	96,187	15,262	15.9
	June	180	96,476	13,263	13.7
	July	176	96,824	14,317	14.8
	August	189	96,772	13,231	13.7
	September	198	99,652	12,001	12.0
	October	199	98,167	10,620	10.8
	November	199	95,938	10,644	11.1
	December	199	96,075	18,847	19.6
1905	January	199	97,345	21,886	22.5
	February	198	96,641	18,748	19.4
	March	196	97,151	18,618	19.2
	April	193	91,913	10,825	11.8
	May	193	92,649	7,687	8.3
	June	191	93,729	8,557	9.1
	July	192	92,916	7,417	8.0
	August	192	93,860	6,789	7.2
	September	192	94,836	5,636	5.9
	October	192	91,088	5,079	5.6
	November	192	91,521	5,576	6.1
	December	192	91,767	10,223	11.1
1906	January	191	84,539	12,682	15.0
	February	190	85,155	13,031	15.3
	March	192	85,956	9,952	11.6
	April	192	90,352	6,583	7.3
	May	192	91,163	6,364	7.0
	June	192	92,100	5,801	6.3
	July	195	94,571	7,229	7.6
	August	195	94,220	5,462	5.8
	September	195	94,280	5,959	6.3
	October	195	92,062	6,383	6.9
	November	195	93,049	7,052	7.6
	December	195	93,318	14,352	15.4
1907	January	191	92,871	20,007	21.5
	February	191	92,797	18,653	20.1
	March	191	93,242	17,018	18.3
	April	191	94,402	9,563	10.1
	May	191	94,755	9,955	10.5
	June	191	95,840	7,809	8.1
	July	194	100,965	8,585	8.5
	August	193	100,025	12,135	12.1
	September	193	98,224	12,089	12.3
	October	194	99,121	18,296	18.5
	November	194	98,068	21,596	22.0
	December	194	97,732	31,917	32.7

STATE OF EMPLOYMENT OF ORGANIZED LABOR IN NEW YORK, AS REPORTED BY REPRESENTATIVE TRADE UNIONS, 1901 TO 1911—Concluded.

Years.	Month.	Number of unions reporting.	Aggregate membership reporting.	Idle at end of month.	
				Aggregate number.	Per cent.
1908	January	192	96,727	35,684	36.9
	February	192	95,696	35,924	37.5
	March	192	94,542	35,436	37.5
	April	192	94,148	31,956	33.9
	May	192	93,532	30,152	32.2
	June	192	92,814	28,013	30.2
	July	193	92,112	24,693	26.8
	August	193	90,872	22,389	24.6
	September	193	90,708	22,315	24.6
	October	193	89,275	20,631	23.1
	November	193	89,426	19,232	21.5
	December	193	88,746	24,879	28.0
1909	January	192	88,604	25,964	29.3
	February	192	89,396	23,727	26.5
	March	192	90,619	20,836	23.0
	April	192	89,039	18,042	20.3
	May	192	89,241	15,228	17.1
	June	192	89,227	15,503	17.4
	July	190	89,551	12,459	13.9
	August	190	90,429	10,799	11.9
	September	190	90,783	13,171	14.5
	October	190	91,247	12,468	13.7
	November	190	91,977	12,206	13.3
	December	190	91,162	18,791	20.6
1910	January	193	90,998	22,253	24.5
	February	193	91,944	20,610	22.4
	March	193	95,388	21,524	22.6
	April	193	96,074	15,413	16.0
	May	193	97,358	14,121	14.5
	June	193	100,418	15,497	15.4
	July	192	103,875	20,172	19.4
	August	192	111,730	24,967	22.3
	September	192	114,365	14,262	12.5
	October	192	114,147	17,122	15.0
	November	192	116,581	20,378	17.5
	December	192	118,317	32,304	27.3
1911	January	190	120,859	32,312	26.7
	February	190	120,235	29,804	24.8
	March	190	121,828	31,187	25.6
	April	190	120,877	25,798	21.3
	May	190	121,132	32,996	27.2
	June	189	121,237	27,793	22.9
	July	188	116,801	18,128	15.5
	August	188	118,445	13,879	11.7
	September	188	119,724	13,350	11.2
	October	188	118,007	13,657	11.6
	November	188	117,826	23,620	20.0
	December	188	115,430	39,530	34.2

The table indicates that the percentage of idleness at the end of the month in the selected unions reporting each month was ordinarily over 10 per cent from 1902 to 1905 and that during 1904 it did not fall below 10 per cent for any month. Several winter months during the period, and also in May and June of 1903, it ran over 20 per cent. A period of high unemployment seems to have begun about May, 1903, when 20 per cent of the union workers covered by the table were idle, as against 14 per cent the preceding May, and to have extended well toward the end of 1904, reaching its highest point in March, 1904, at which time 27.1 per cent of the union workers in selected unions were idle. The percentage idle during the

winter of 1904–5 was lower than during the preceding winter, and in May, 1905, the percentage of idleness fell below 10 per cent and remained below that mark, except in the winter months, until the end of 1906. Even during the winter of 1905–6 the percentage of unemployment was no greater than in the spring and summer months of 1904.

In the early part of 1907 the amount of unemployment as here reported was somewhat higher than in the preceding year, and in August, more than two months before the outbreak of the panic of 1907, the beginning of a second period of high unemployment is clearly shown. At the end of this month 12 out of every 100 union men covered by the table were idle, as against less than 6 in August, 1906. The percentage of idleness rose rapidly, reaching its highest point, 37.5 per cent, in February and March, 1908. Thus the table indicates that during the period covered by it union labor in New York experienced two periods of high unemployment, one in 1903 and 1904 and one beginning in 1907 and extending through 1908 and into 1909. Between these two periods there was a period of low unemployment. From the middle of 1909 to near the end of 1911 the percentage of idleness was lower than during the industrial depression, but was as high as during the first period of high unemployment shown by the table in 1903–4.

The statistics relating to the unemployment of all organized workers in the State as distinguished from those which concern selected unions only are of three classes, as follows:

1. Number and percentage of all organized workers idle on the last working day of the first and third quarters of each year.

2. Number and percentage idle throughout the first and third quarters of each year.

3. Number of members who worked each specified number of days during the quarter.

The supplying of this information by all unions is made compulsory by law, but it has very seldom been found necessary to use the compulsory feature. About one-third of the unions supply the information by mail, a higher percentage being received in this manner from outside of New York City than from the city itself. Unions not returning schedules are visited by special agents of the department of labor, and the desired information is obtained by personal interviews. Schedules apparently inaccurate are also corrected by personal visits. The information is always obtained from the secretary or other officer of the union, and no attempt is made to verify his statements. It is considered probable that the reports received through special agents are more accurate than those made by the secretaries of the unions, except where the secretaries are above the ordinary intelligence and particularly interested in making the re-

port. Not all reports can be collected in this manner, however, because of the expense involved. None of the monthly reports from selected unions above considered are collected or verified by personal visits.

Quarterly returns from all unions in the State were received from March, 1897, to September, 1901, since which time they have been received for only two quarters of each year. The following table, compiled from reports of the department, shows the number of union members and the number and per cent idle on the last working-day of each quarter reported:

STATE OF EMPLOYMENT OF ORGANIZED LABOR IN NEW YORK AS REPORTED BY ALL UNIONS IN THE STATE FROM 1897 TO 1911.

[From New York Department of Labor Bulletins.]

Years.	Quarter ending—	Aggregate membership reporting.	Idle on last working day of quarter.	
			Number.	Per cent.
1897	March	142,570	43,654	30.6
	June		27,378	18.1
	September		23,230	13.8
	December		39,353	22.6
1898	March	179,955	38,857	21.0
	June		35,643	20.7
	September		22,485	10.3
	December	174,751	46,603	26.7
1899	March	173,516	31,751	18.3
	June	188,455	20,141	10.7
	September	202,004	9,590	4.7
	December	212,844	41,707	19.6
1900	March	221,917	44,336	20.0
	June	239,691	49,382	20.6
	September	237,157	31,460	13.3
	December	223,642	49,110	22.0
1901	March	228,327	42,244	18.5
	June	245,492	29,181	11.9
	September	268,573	18,617	6.9
1902	March	270,855	36,710	13.6
	September	321,082	18,377	5.7
1903	March	347,492	41,941	12.1
	September	369,093	33,063	9.0
1904	March	368,522	101,886	27.6
	September	373,022	36,605	9.8
1905	March	363,155	54,916	15.1
	September	375,107	17,903	4.8
1906	March	377,283	37,237	9.9
	September	376,355	21,573	5.7
1907	March	404,027	77,269	19.1
	September	405,114	42,658	10.5
1908	March	387,450	138,131	35.7
	September	358,756	80,576	22.5
1909	March	353,035	74,543	21.1
	September	359,787	36,968	10.3
1910	March	389,501	62,851	16.1
	September	462,466	63,106	13.6
1911	March	475,890	96,608	20.3
	September	467,825	50,390	10.8

This table, it should be remembered, relates to all union workers in the State, who on September 30, 1911, numbered 467,825, belonging to 2,498 different unions. The table indicates that the percentage idle in March has ordinarily greatly exceeded the percentage idle in September. The reports for 1897 to 1901 show that the per cent unemployed was generally higher in March and December than in June and September, and that in June of these years a higher percentage were idle than in September.

The amount of unemployment reported at the beginning of the period covered by the table was very high, and during the four years, from 1897 to 1900, the reported percentage of unemployment fell below 10 per cent only once. From 1901 to 1906 it was below 10 per cent at the end of each September and it was above that mark at the end of March, except in 1906. Since September, 1906, it has not fallen below 10 per cent. In September, 1903, March, 1904, and September, 1904, a period of high unemployment as compared with 1902, 1905, and 1906 may be noted. The same period has been observed in the preceding table relating to selected unions, as has the succeeding period of low unemployment. The financial panic of 1907–8 brought the percentage of unemployment in all unions to 35.7 in March, 1908. The amount of idleness fell during 1909, but was higher in 1909, 1910, and 1911 than in the latter part of 1904 or in 1905 or 1906.

The following table compares the returns from all unions and from selected unions at the end of March and at the end of September of each year:

NUMBER AND PERCENTAGE OF MEMBERS OF LABOR UNIONS IDLE IN THE STATE OF NEW YORK AT END OF MARCH AND SEPTEMBER, 1897 TO 1911.

[From New York Department of Labor Bulletins.]

Years.	Idle at the end of March.			Idle at the end of September.		
	Number in all unions.	Percentage in all unions.	Percentage in representative unions.	Number in all unions.	Percentage in all unions.	Percentage in representative unions.
1897	43,654	30.6	.....	23,230	13.8	.....
1898	38,857	21.0	.....	22,485	10.3	.....
1899	31,751	18.3	.....	9,590	4.7	.....
1900	44,336	20.0	.....	31,460	13.3	.....
1901	42,244	18.5	.....	18,617	6.9	.....
1902	36,710	13.6	17.3	18,377	5.7	6.3
1903	41,941	12.1	17.6	33,063	9.0	9.4
1904	101,886	27.6	27.1	36,605	9.8	12.0
1905	54,916	15.1	19.2	17,903	4.8	5.9
1906	37,237	9.9	11.6	21,573	5.7	6.3
1907	77,269	19.1	18.3	42,658	10.5	12.3
1908	138,131	35.7	37.5	80,576	22.5	24.6
1909	74,543	21.1	23.0	36,968	10.3	14.5
1910	62,851	16.1	22.6	63,106	13.6	12.5
1911	96,608	20.3	25.6	50,390	10.8	11.2

The higher percentage idle in March than in September is noteworthy, as is also the fact that the selected unions nearly always show a higher percentage of idleness than do all unions. This may indicate that these unions are not strictly representative; and again, the higher percentage may be due to the more nearly accurate reports of selected unions.

The accuracy of the above returns can not be considered as entirely above question. The information is furnished by the secretaries of the unions, voluntarily in the case of the selected unions, and through requirement of the law in the case of all unions. The compulsory feature is kept in the background, however, and probably does not affect the accuracy of returns. The authenticity of the reports depends upon the knowledge the union secretary has of his men and his care in making reports. When out-of-work benefits are paid, the number unemployed is positively known to the union secretary, but very few unions pay such benefits. In small unions also the secretary is likely to know how many men are idle on a given day, but in a large union he can only estimate the number and in very large unions guess at it. Individual slips to be filled out by each member are furnished by the department of labor if desired, but practically no use is made of them. Nevertheless, union officials who were interviewed were unanimous in their belief that the returns are accurate. They take the position that the secretary of a union is always well informed concerning the employment of the members of the union and that he is usually careful in preparing the reports. In the opinion of the chief statistician of the New York department of labor the reports from selected unions are reliable and fairly accurate. He doubts the accuracy of the reports from some of the unions.

As above stated, the New York reports show not only the number reported idle on the last day of March and September by all unions in the State, but also the number reported idle throughout the quarter and the number of days worked by each member. This information, if reliable, would be of far greater value than the reports of the number idle on a given day. Authentic information of this character, however, could be obtained only from the individual union members. The union secretary can only guess at the truth, particularly in the case of large unions. The chief statistician of the New York department of labor does not regard these returns as more than approximating the numerical truth as to unemployment, but he believes the errors to be compensatory to some degree, and that the figures are of value, not as a measure of unemployment, but as an index of the trend of employment from year to year.

The following table shows the percentage reported continuously idle during the entire quarter for the first and third quarters of each year from 1897 to 1911:

PERCENTAGE OF MEMBERS OF LABOR UNIONS IDLE THROUGHOUT THE QUARTER SPECIFIED IN THE STATE OF NEW YORK AS REPORTED BY THE SECRETARIES OF ALL UNIONS IN THE STATE, 1897 TO 1911.

[From New York Department of Labor Bulletin 47, p. 204, and Bulletin 49, p. 473.]

Years.	During first quarter.		During third quarter.	
	Number.	Per cent.	Number.	Per cent.
1897	35,381	24.8	10,893	6.5
1898	18,102	10.1	9,734	5.7
1899	22,658	13.1	4,790	2.3
1900	22,895	10.1	12,926	5.4
1901	26,841	11.3	8,341	3.1
1902	16,776	6.2	6,291	1.9
1903	19,310	5.5	12,670	3.3
1904	55,710	14.6	9,175	2.4
1905	31,638	8.7	7,491	2.0
1906	22,746	6.5	7,354	1.9
1907	55,624	13.8	10,490	2.5
1908	101,466	26.3	46,117	12.8
1909	50,477	14.3	15,823	4.4
1910	28,411	7.3	15,485	3.3
1911	46,021	9.8	12,725	2.7

This table indicates that the lowest percentage of unemployment among organized workers in New York during the first three months of any year covered by the table was in 1903, when 5.5 per cent were idle throughout the quarter. In 1908, 26.3 per cent were reported out of work during these three months, and in 1897, 24.8 per cent. The proportion idle during the entire first quarter exceeded 10 per cent in 9 of the 15 years reported upon. The proportion of idleness during the third quarter—July, August, and September—was much lower. It reached 12.8 per cent in 1908, but was over 5 per cent in only three other years, 1897, 1898, and 1900. The smallest percentage of unemployment during this quarter was 1.9 per cent in 1902 and 1906.

The table shows the same periods of high and low unemployment which have been indicated by the two preceding tables. As the idleness during the fourth quarter is not reported, the high unemployment at the end of 1903 and of 1907 is not shown, although the beginning of the 1903–4 period is indicated by the comparatively high percentage idle throughout the third quarter of 1903. This table also indicates a large amount of idleness during the third quarter of 1900, and it corroborates the preceding table by showing high unemployment in 1897.

The following tables include persons employed a part or all of the quarter specified and show for the first and third quarters of each year from 1904 to 1911 the percentage of such workmen reported as working each specified number of days:

PER CENT OF ORGANIZED WAGE EARNERS (MALES) WITHIN CERTAIN LIMITS OF EMPLOYMENT IN FIRST QUARTER OF THE YEAR, NEW YORK, 1904 TO 1911.

[From New York Department of Labor Bulletin No. 41, p. 118, and Bulletin No. 47, p. 208.]

Duration of employment.	Number, 1911	Percentage.							
		1904	1905	1906	1907	1908	1909	1910	1911
1 to 29 days	18,662	6.9	5.5	1.9	4.2	7.2	5.4	4.7	4.9
30 to 59 days	80,714	24.8	23.3	11.0	19.3	25.5	21.1	19.4	21.3
60 to 79 days	217,270	52.1	56.5	72.4	59.5	48.5	54.6	57.7	57.4
80 days or over	62,171	16.2	14.7	14.7	17.0	18.8	18.9	18.2	16.4
Total	378,817	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

PER CENT OF ORGANIZED WAGE EARNERS (MALES) WITHIN CERTAIN LIMITS OF EMPLOYMENT IN THIRD QUARTER OF THE YEAR, NEW YORK, 1904 TO 1911.

[From New York Department of Labor Bulletin No. 43, p. 16, and Bulletin No. 49, p. 477.]

Duration of employment.	Number, 1911	Percentage.							
		1904	1905	1906	1907	1908	1909	1910	1911
1 to 29 days	10,880	4.0	1.0	0.8	1.0	5.0	1.3	14.3	2.6
30 to 59 days)	64,915	15.3	7.8	9.8	11.8	24.5	13.7	14.1	15.9
60 to 79 days	266,671	63.5	76.5	74.4	69.4	53.4	66.2	55.1	65.2
80 days or over	66,625	17.2	14.7	15.0	17.8	17.1	18.8	16.5	16.3
Total	409,091	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Here, as in all other tables presented, the large amount of unemployment in the first quarter is in evidence, as is the high percentage of unemployment in 1904 and 1908. Those at work a month or less during the first quarter constituted over 4 per cent of all workers employed each year, except one, included in the table; and in 1908 they were 7.2 per cent. In the third quarter this group was approximately 1 per cent in four of the years, but reached 4 per cent in 1904, 5 in 1908, and over 14 in 1910.

The very low percentage working 60 to 79 days in each quarter in 1904 and 1908 is striking when contrasted with the corresponding percentages in other years. Still more striking is the fact that the percentage working 80 days or over during a quarter in these years was greater than in 1905 and 1906, when the aggregate amount of unemployment was low.

It may be repeated that the information as to the amount of unemployment during the first and third quarters, as distinguished from the amount at the end of those periods as reported by all unions, and from the amount at the end of each month as reported by selected unions, is not more than an approximation of the numerical truth. The information is not obtained monthly from the selected unions, because of the great doubt as to its accuracy. The large number of unions reporting the amount of idleness throughout

the quarter, however, makes it fairly probable, in the opinion of the officials of the New York department of labor, that the errors in reports by individual unions are largely compensated by errors by other unions, and that the combined returns, although not indicating exactly the amount of idleness, show the general trend of unemployment from year to year.

UNEMPLOYMENT OF ORGANIZED LABOR IN MASSACHUSETTS.

Beginning with March, 1908, the Massachusetts bureau of statistics has also obtained statistics of unemployment of organized labor. The information gathered in Massachusetts differs from that above considered in the State of New York in the following respects:

1. Monthly returns are not received from any union.
2. The filing of returns is not compulsory upon the unions, and therefore not all unions are covered by the reports.
3. Quarterly returns are received for each quarter and not for the first and third quarters only.
4. Inquiry is not made as to the number idle throughout the quarter, nor as to the number of days each member was idle.
5. All of the information is received by mail, whereas in New York some is gathered by special agents.

Like the New York returns, the Massachusetts data show the amount of unemployment on a given day, and therefore the statistics of the two States are comparable in this respect. In New York the number and percentage idle at the end of each month in the selected unions, and at the end of March and September in all unions, is shown. In Massachusetts the returns show the number idle at the end of each quarter in the unions reporting. In both States the information is received from the secretaries of unions. Although the return of the schedules in Massachusetts is not compulsory, returns are now received from about 66 per cent of all unions, representing, it is estimated, 67 per cent of the aggregate membership of all unions in the State.

The schedules received are examined in the bureau and compared with previous reports from the same unions. If they appear to be incorrect they are returned for correction. Beyond this no verification is attempted.

The following table shows the number of unions reporting, their membership, and the number and percentage idle at the end of each quarter from March, 1908, to December, 1911:

NUMBER AND MEMBERSHIP OF LABOR ORGANIZATIONS REPORTING AND NUMBER OF MEMBERS AND PERCENTAGE OF MEMBERSHIP IDLE AT END OF QUARTERS SPECIFIED, MASSACHUSETTS, 1908 TO 1911.

[From Massachusetts Bureau of Statistics Labor Bulletin No. 79, p. 1, and No. 89, p. 2.]

Quarter ending—	Number reporting.		Idle at end of quarter.	
	Unions.	Members.	Members.	Percentages.
Mar. 31, 1908	256	66,968	11,987	17.90
June 30, 1908	493	72,815	10,490	14.41
Sept. 30, 1908	651	83,969	8,918	10.62
Dec. 31, 1908	770	102,941	14,345	13.94
Mar. 31, 1909	777	105,059	11,997	11.42
June 30, 1909	780	105,944	6,736	6.36
Sept. 30, 1909	797	113,464	5,451	4.80
Dec. 31, 1909	830	107,689	10,084	9.36
Mar. 31, 1910	837	117,082	8,262	7.06
June 30, 1910	841	121,849	8,518	6.99
Sept. 30, 1910	845	118,781	6,624	5.58
Dec. 31, 1910	862	122,621	12,517	10.21
Mar. 31, 1911	889	122,002	12,738	10.44
June 30, 1911	897	135,202	8,927	6.60
Sept. 30, 1911	975	133,540	7,527	5.64
Dec. 30, 1911	905	125,484	12,167	9.70

Concerning the value of these statistics, the same comment must be made as in connection with the New York returns. Inasmuch as they are received from the secretaries of unions, and not directly from the workers themselves, they can not be accurate. A union secretary can not know positively what members were idle on the 30th day of a given month, particularly in a large union, and his report must therefore be an estimate and sometimes only a guess. There is doubtless a strong tendency to overstate the number of unemployed in times of industrial depression, and perhaps to understate it in periods of prosperity. In the opinion of the statisticians of the Massachusetts bureau, however, the reports received are fairly accurate. If not numerically correct at a given time, they show with reasonable accuracy the fluctuations in the demand for labor, and for this information alone are of great value.

The further question arises as to whether the per cent idle among organized workers in Massachusetts and New York can be taken as an indication of the amount of unemployment in industry as a whole in those States. No answer to the question can be made. The usual conclusion is that union men capable of performing high-grade skilled labor are much more likely to be employed than unskilled workmen, and that therefore the percentage idle among union men is much lower than among industrial workers as a whole. Another view is presented by an English writer on unemployment as follows:

It is by no means axiomatic that the proportion of unemployment is lower amongst skilled men as a whole than amongst unskilled, or amongst trade-unionists than among nonunionists. The skilled man holds out for a job in his own particular line, the unskilled man will

take anything he can do. The unionist will rather be unemployed than work below his rate * * *; the nonunionist more readily adjusts himself to a falling market.[1]

Although written with reference to the situation in England, the argument is not without point. The New York and Massachusetts returns can not be used to estimate unemployment among industrial workers as a whole in those States. The figures are valuable only for the field covered by them. This is the position taken by the officials of both the New York and Massachusetts bureaus.

STATISTICS FROM THE AMERICAN FEDERATIONIST.

Data concerning the amount of unemployment among organized workers from 1899 to 1909 have been published by the American Federationist, the official organ of the American Federation of Labor. These data were received from such union secretaries as voluntarily made reports in all parts of the United States. The following table shows the per cent of organized workers reported by the American Federationist as unemployed each month beginning with October, 1902. It also shows the maximum and minimum numbers reported upon each year:

PERCENTAGE OF UNEMPLOYMENT AMONG ORGANIZED WORKERS REPORTING TO THE AMERICAN FEDERATIONIST, BY MONTHS, 1902 TO 1909.

[From American Federationist, August, 1909.]

Months.	1902	1903	1904	1905	1906	1907	1908	1909
January	.....	6.1	6.4	6.3	7.8	2.3	8.8	9.8
February	.....	3.7	7.3	6.1	4.6	3.2	8.2	7.4
March	.....	2.1	1.4	3.8	1.9	1.3	8.6	8.6
April	.....	1.8	4.2	1.3	2.3	.5	6.6	5.6
May	.....	5.3	1.3	.....	.9	1.7	7.1	6.7
June	.....	2.5	5.1	2.2	1.5	.2	4.1	5.3
July	.....	3.3	1.6	2.0	1.4	1.7	6.4	5.7
August	.....	2.1	3.2	5.8	1.8	5.8	9.6	5.6
September	.....	2.1	1.5	3.7	3.2	2.2	8.4	4.8
October	6.9	1.2	1.2	.9	.8	1.4	6.9	1.2
November	1.8	4.2	3.9	1.2	1.8	2.3	6.8	.....
December	1.3	1.1	2.1	1.3	4.1	1.2	6.2	.....
Smallest number reporting	83,277	36,293	44,870	41,148	28,300	26,680	42,700	56,418
Largest number reporting	133,354	135,626	115,406	154,118	165,671	131,050	134,720	139,836

It is noteworthy that the amount of unemployment as here reported has at no time, even during the industrial depression of 1907–8, reached 10 per cent, and several times it has gone below 1 per cent. Unemployment was reported for the end of the month and therefore the returns should be comparable with those in New York and Massachusetts.

The comparatively small number of workmen covered by the returns to the Federationist, the great variation in the number reported

[1] W. H. Beveridge, Unemployment, a Problem of Industry, p. 21.

upon, and the lack of information as to the industries included affect the value of the Federationist's figures. Their chief value lies in their suggestion that the New York returns may not be representative of organized labor throughout the country in the amount of unemployment shown. The publication of data on unemployment has been discontinued by the American Federationist, because, in the opinion of the editor, the returns were so meager as to be of uncertain value.

CENSUS OF UNEMPLOYED IN RHODE ISLAND IN 1908.

In March, 1908, a census of the unemployed was taken in Rhode Island. This was during the industrial depression and therefore its results show only temporary abnormal conditions and indicate nothing as to the amount of unemployment in the State ordinarily. The aim of the census was to enumerate the breadwinners who were usually at work, but who were entirely without employment. Care was taken to avoid enumerating those who were habitually unemployed. A house-to-house canvass of the entire State was impossible because the census was to be taken in a single week, but such a canvass was made in the five cities of the State by the police department, and the occupation and sex, but not the names, of the unemployed were ascertained. As the country and village districts could not be canvassed in the short time allowed for the census, the per cent of unemployed found in the cities was applied to the total wage earners of the State in order to determine the total number of unemployed.

The following statement shows the result of this census:[1]

POLICE CENSUS OF UNEMPLOYED IN RHODE ISLAND, IN MARCH, 1908.

Number of wage earners in State	234,040
Number of wage earners in cities	157,921
Number of wage earners outside of cities	76,119
Number of unemployed wage earners in cities	12,355
Per cent of unemployed wage earners in cities	7.8
Number of unemployed wage earners outside of cities	5,937
Total unemployed wage earners in State	18,292

There were found to be 12,355 unemployed wage earners in the five cities of Rhode Island, which was 7.8 per cent of the estimated number of wage earners in those cities. The estimated number of unemployed in the State was 18,292. The estimated total number of wage earners was based on the census of 1905. It should be remembered that by the unemployed in the above table is meant those usually at work and that the census aimed to measure only the effects of the industrial depression.

[1] Twenty-second Report of Industrial Statistics, Rhode Island, 1908, p. 19.

At the time the census was taken inquiry was made of all manufacturing establishments in the State and other representative establishments as to the number employed February 28, 1907, and February 28, 1908. From the returns received the decrease in the number of persons employed in the State was found to be 19,121, which verifies to a remarkable degree the census of the unemployed taken by the police.

The census was, however, subjected to severe criticism and its accuracy has been questioned. The canvass, it was charged, was not thorough. The method of enumeration, the short time allowed for it, and its performance by officers having other duties, it was claimed, made accurate results impossible. The term "unemployed" was strictly construed, and men doing a few hours' relief work provided by charity organizations were counted as employed. It was contended, therefore, that the census did not show the full extent of unemployment in the State.

Naturally, the census could take no account of the number working on short time, which was the usual method of curtailment in the State of Rhode Island in 1908.

UNEMPLOYMENT IN COAL MINES, AS SHOWN BY REPORTS OF UNITED STATES GEOLOGICAL SURVEY.

Evidence of a different character from that above considered is furnished by the reports of the United States Geological Survey concerning the amount of unemployment in coal mines. This information, except where some other well-established agency already exists by which the statistics are collected accurately, is obtained directly from the producers. The reports show the average number of days which the coal mines of each State and of the United States operate during the year. These numbers represent the maximum possible employment of coal miners in the mines, but they do not show the amount of unemployment from causes other than lack of work. Neither do they show the amount of idleness due to operation for only a part of a day.

The following table shows the average number of days worked by employees in coal mines in the United States from 1890 to 1908, and in 1910, also the number and per cent of days idle, assuming 300 working-days each year:

EMPLOYMENT OF COAL MINERS IN THE UNITED STATES, 1890 TO 1908, AND IN 1910.

[From United States Geological Survey: Mineral Resources of the United States, Vol. II, 1910, p. 42.]

Years.	Number of days active.		Days idle.[1]			
			Anthracite.		Bituminous.	
	Anthracite.	Bituminous.	Number.	Per cent.	Number.	Per cent.
1890	200	226	100	33.3	74	24.7
1891	203	223	97	32.3	77	25.7
1892	198	219	102	34.0	81	27.0
1893	197	204	103	34.3	96	32.0
1894	190	171	110	36.7	129	43.0
1895	196	194	104	34.7	106	35.3
1896	174	192	126	42.0	108	36.0
1897	150	196	150	50.0	104	34.7
1898	152	211	148	49.3	89	29.7
1899	173	234	127	42.3	66	22.0
1900	166	234	134	44.7	66	22.0
1901	196	225	104	34.7	75	25.0
1902	116	230	184	61.3	70	23.3
1903	206	225	94	31.3	75	25.0
1904	200	202	100	33.3	98	32.7
1905	215	211	85	28.3	89	29.7
1906	195	213	105	35.0	87	29.0
1907	220	234	80	26.7	66	22.0
1908	200	193	100	33.3	107	35.7
1910	229	217	71	23.7	83	27.7

[1] The table assumes 300 working-days in the year.

It may be observed that the number of days worked by employees in anthracite mines has varied from 116 in 1902, the year of the great coal strike, to 229 in 1910. In bituminous mines the variation has been from 171 in 1894 to 234 in 1899, 1900, and 1907. During the best years coal mines are idle about one-fourth of the time, and both anthracite and bituminous mines have often averaged less than 200 days each year. The amount of enforced idleness has varied, therefore, on the assumption that there are 300 working days in the year, from 22.0 to 43.0 per cent of the working time of employees annually in the bituminous mines, and from 23.7 to 50 per cent, disregarding the year 1902, in anthracite mines. This is a much higher percentage of unemployment than has been reported in other industries and from other sources, as above presented. At the same time it should be remembered that the unemployment here shown in the coal-mining industry is only that due to lack of work. Unemployment due to sickness, accidents, or other causes is not shown.

Similar data concerning the coal mines in Illinois are shown in the Illinois coal reports.

The following table is from the United States Geological Survey and shows the average days of operation of coal mines in each State from 1904 to 1908, and in 1910:

DAYS OF OPERATION OF COAL MINES IN EACH STATE DURING EACH YEAR FROM 1904 TO 1908, AND IN 1910.

[From United States Geological Survey: Mineral Resources of the United States, Vol. II, 1908, p. 39, and Vol. II, 1910, p. 41.]

States.	1904	1905	1906	1907	1908	1910
Alabama	216	225	237	242	222	249
Arkansas	165	177	165	190	145	128
California	[1] 282	[1] 294	[1] 253	[1] 187	[1] 220	189
Colorado	261	255	268	258	212	236
Georgia	[2] 223	[2] 266	279	262	261	265
Idaho	[3] 112	[3] 107	[3] 157	[4] 121	160	200
Illinois	213	201	192	218	185	160
Indiana	177	151	175	197	174	229
Iowa	213	209	224	230	214	218
Kansas	213	212	165	225	181	148
Kentucky	197	200	212	210	186	221
Maryland	226	252	250	263	220	270
Michigan	183	186	173	234	207	211
Missouri	206	194	185	214	169	154
Montana	243	243	243	268	224	239
New Mexico	228	234	242	269	197	283
North Dakota	192	187	209	223	181	207
Ohio	175	176	167	199	161	203
Oklahoma	199	188	166	216	172	144
Oregon	149	242	224	231	249	257
Pennsylvania (bituminous)	196	231	231	255	201	238
Tennessee	217	222	229	232	209	225
Texas	220	238	227	242	254	234
Utah	294	247	288	258	227	260
Virginia	238	241	250	241	200	241
Washington	243	227	266	273	202	256
West Virginia	197	209	220	230	185	228
Wyoming	262	236	281	275	217	248
Total bituminous	202	211	213	234	193	217
Pennsylvania (anthracite)	200	215	195	220	200	229
Grand total	202	212	209	231	195	220

[1] Includes Alaska.
[2] Includes North Carolina.
[3] Includes Nevada.
[4] Includes Nebraska and Nevada.

COMPARISON OF STATISTICAL DATA.

A comparison of the various sets of data above presented does not assist materially in determining the accuracy of any. The New York reports on the number idle at the end of each month in certain unions and at the end of the first and third quarters in all unions differ from the Massachusetts reports only in the percentage of unions reporting. Yet the tables show a much higher precentage of unemployment in New York than in Massachusetts. In fact, the percentage reported idle on the last working day of each quarter in Massachusetts is ordinarily lower than the percentage reported idle throughout the same quarter in New York. The American Federationist's figures, which also relate to union labor and were reported in the same manner as those for New York and Massachusetts—by union secretaries—but which cover only a small and varying percentage of unions in various States, show a much lower percentage of unemployment than do the Massachusetts reports.

The high percentage of unemployment among organized workers in New York is unexplained. The only explanation offered is the importance which the returns from seasonal trades assume in the reported figures. The building trades include more than one-fourth

of all union men in the State, and the clothing trades are also of greater importance than in Massachusetts. In the building trades 30 to 50 per cent are frequently idle in the winter months, and in the clothing trades a high proportion at dull seasons. As already observed, neither the Massachusetts nor the New York returns are comparable with the figures on unemployment in England, because the latter exclude unemployment due to sickness, disability, or strikes.

The census figures for 1900 furnish no basis for comparison with the New York returns for the same year. The New York returns relate to union labor only while the census reports cover all persons ordinarily engaged in gainful occupations. This fact alone would not invalidate comparison were the two sets of data on the same basis. The census, however, reports the number and percentage who were unemployed at some time during the year, while the New York statistics show those idle on a certain day, or throughout a quarter. It is interesting to note, however, as the above tables indicate, that the percentage reported as unemployed at some time during the census year, 22.3, is closely approached by the percentage of union laborers reported idle in New York on the last day of December, 1899, the last day of March, 1900, and the last day of June, 1900. The percentage of all workers unemployed from one to three months during the entire census year, as reported by the 1900 census, 10.9 per cent, was slightly higher, and the percentage unemployed from four to six months, 8.8 per cent, was only slightly lower than the percentage of union workers, 10.1 per cent, reported idle in New York throughout the first quarter of 1900.

The Bureau of Labor returns for 1901 show a higher percentage of nonemployment than does the census of 1900. This may be due in part to the fact that the former relate to the heads of families only, and in part to the methods of enumeration, very brief periods of idleness appearing in the Bureau of Labor report. The Bureau of Labor reported 38.9 per cent of the heads of families investigated as idle 13 weeks or less, while the census reported in 1900 that 10.9 per cent of persons gainfully employed were idle from one to three months. With this high percentage of nonemployment reported by the Bureau of Labor when compared with the census returns, it is interesting to observe that the percentage of union workers reported idle throughout the first quarter of 1901 in New York was 11.3, while the percentage reported by the Bureau of Labor as idle 13 weeks or over during the year was only 13.2 per cent of the heads of families visited.

Seasonal fluctuations in the demand for labor are well brought out by the New York and Massachusetts statistics. As already noted, the quarterly returns in New York show a high percentage of unemployment both during and at the end of the first quarter. They

show a lower percentage of unemployment for the third quarter of each year. The New York returns prior to 1901 and the Massachusetts returns add evidence of a high percentage of unemployment at the end of the fourth quarter of the year, which is supported by the monthly returns from selected unions in New York. The monthly returns in New York also show violent fluctuations in the amount of unemployment from month to month.

A more striking phenomenon brought out by the New York statistics is the return at fairly regular intervals of periods of high unemployment. These periods have already been mentioned in the discussion of the various tables relating to union labor in New York. The statistics furnish unmistakable evidence of high unemployment in the latter part of 1903 and in 1904, and of very high unemployment in the latter part of 1907 and in 1908, with an intervening period of low unemployment. Since 1908 there has been a falling off in the percentage of unemployment in both New York and Massachusetts. Prior to 1903 the periods of high and low unemployment are not so marked as since that date, but the statistics suggest that in 1897 and in 1900 unemployment was greater than in the intervening years, although the evidence is insufficient to warrant positive conclusions. While there are no statistics of unemployment earlier than 1897, there was, there can be no doubt, a large amount of unemployment in 1893. It appears, therefore, that at least among union workers in New York there are cyclical as well as seasonal fluctuations in the amount of unemployment and that periods of high unemployment occur at intervals of four years or a little less. The statistics have not been gathered for a sufficient time to establish absolutely that these cyclical fluctuations are likely to occur, but the data forcibly suggest that such is the case.

Whether or not the New York data are sufficient to establish the probability that periods of high unemployment will recur every four years or thereabouts, they do clearly establish that the amount of unemployment is by no means constant, but that it varies from month to month, from season to season, and from year to year.

This fact is most instructive in view of the assertion sometimes made that the unemployment question in the United States is unimportant; that all desiring work in this country can obtain it; and that those who are idle, although able to work, are idle from choice.

Were it true that the unemployment of able-bodied persons is due solely or largely to laziness, the amount of unemployment would, it is obvious, remain fairly constant. Not many more persons are sick or disabled or lazy in winter than in summer, and certainly no more in 1904 and in 1908 than in the intervening years. Yet among union workers in New York and Massachusetts two or three times as many are idle at the end of March as at the end of September

each year; and in New York only about half as many were idle in 1905 as in 1904, with a still lower percentage in 1906. In 1908 nearly four times as many were reported idle as in 1906 on the last days of both March and September. In September, 1905, only 4.8 per cent of all union workers in New York were reported idle. In March, 1906, the percentage was twice as great. By March, 1907, it had doubled again, and by March, 1908, it had nearly doubled again. Clearly incapacity or laziness, or both combined, do not vary to the extent thus indicated.

The weather is doubtless an important factor in causing seasonal fluctuations, but can not account for variations from year to year. Labor disputes, the New York statistics show, were a more important factor in years of low unemployment than in other years.

It becomes obvious, therefore, that the great changes in the amount of unemployment are due primarily to variations in the demand for labor. Industry needs more workers in September than in March, and it needed more in 1905, 1906, and 1907 than in 1904 and 1908.

This leads to a brief presentation of statistics on the causes of unemployment. The two following tables show the causes of idleness among organized labor in New York at the end of March and the end of September of each year from 1906 to 1911:

CAUSES OF IDLENESS AMONG ORGANIZED WORKERS IN NEW YORK AT THE END OF MARCH, 1907 TO 1911.

[From New York Department of Labor Bulletin No. 51, p. 103.]

Causes.	Number.					Per cent.				
	1907	1908	1909	1910	1911	1907	1908	1909	1910	1911
Lack of work	52,031	123,706	60,585	42,010	79,866	67.3	89.6	81.3	66.8	82.7
Lack of stock	1,819	576	804	2,667	548	2.4	.4	1.1	4.2	.6
Weather	15,472	8,064	7,890	7,329	8,544	20.0	5.8	10.6	11.7	8.8
Labor disputes	3,970	1,573	1,498	6,864	3,289	5.2	1.1	2.0	10.9	3.4
Disability	3,563	3,811	3,467	3,838	3,752	4.6	2.8	4.6	6.1	3.9
Other reasons	315	274	151	56	450	.4	6.2	.2	.1	.4
Reason not stated	100	127	148	87	159	.1	.1	.2	.2	.2
Total	77,270	138,131	74,543	62,811	96,608	100.0	100.0	100.0	100.0	100.0

CAUSES OF IDLENESS AMONG ORGANIZED WORKERS IN NEW YORK AT THE END OF SEPTEMBER, 1907 TO 1911.

[From New York Department of Labor Bulletin No. 49, p. 474.]

Causes.	Number.					Per cent.				
	1907	1908	1909	1910	1911	1907	1908	1909	1910	1911
Lack of work	29,301	71,532	27,225	39,307	39,959	68.9	88.8	73.6	62.3	79.3
Lack of stock	1,752	2,043	2,517	2,450	680	4.1	2.6	6.8	3.9	1.3
Weather	569	500	894	163	493	1.3	.6	2.4	.2	1.0
Labor disputes	6,916	2,288	2,867	17,646	5,699	16.3	2.8	7.8	28.0	11.3
Disability	3,442	3,082	3,000	3,216	3,336	8.1	3.8	8.1	5.1	6.6
Other reasons	343	466	175	181	128	.8	.6	.5	.3	.3
Reason not stated	233	665	290	143	95	.5	.8	.8	.2	.2
Total	42,556	80,576	36,968	63,106	50,390	100.0	100.0	100.0	100.0	100.0

The following table shows similar facts concerning organized workers in Massachusetts:

CAUSES OF IDLENESS AMONG ORGANIZED WORKERS IN MASSACHUSETTS ON MARCH 31, 1909 TO 1911.

[From Bulletins of Massachusetts Bureau of Statistics.]

Causes.	Number idle on March 31—			Per cent of membership idle on March 31—		
	1909	1910	1911	1909	1910	1911
Lack of work or material	9,980	6,186	9,120	9.50	9.28	7.47
Unfavorable weather	138	113	831	.13	.10	.68
Strikes or lockouts	172	96	178	.16	.08	.15
Disability (sickness, accident, or old age)	1,354	1,646	1,691	1.29	1.41	1.39
Other causes	353	221	918	.34	.19	.75
Total	11,997	8,262	12,738	11.42	7.06	10.44

CAUSES OF IDLENESS AMONG ORGANIZED WORKERS IN MASSACHUSETTS ON SEPTEMBER 30, 1909 TO 1911.

[From Bulletins of Massachusetts Bureau of Statistics.]

Causes.	Number idle on September 30—			Per cent of membership idle on September 30—		
	1909	1910	1911	1909	1910	1911
Lack of work or material	3,873	4,687	4,904	3.41	3.95	3.7
Unfavorable weather	85	146	235	.07	.12	.2
Strikes or lockouts	173	132	477	.15	.11	.3
Disability (sickness, accident, or old age)	1,199	1,510	1,668	1.06	1.27	1.2
Other causes	121	149	243	.11	.13	.2
Total	5,451	6,624	7,527	4.80	5.58	5.6

In each of these tables it may be noted that the all-important cause of idleness is lack of work. The number idle from disability remains fairly constant, but the corresponding percentage necessarily rises with the decrease of unemployment from other causes. Weather becomes an important factor in the winter months. The number idle on account of labor disputes varies greatly, but was smaller in 1908 than in any other year.

The returns as to the causes of idleness here considered are made by the union secretaries in New York and Massachusetts, and so are subject to the same doubt as to their accuracy as the statistics already considered of the amount of unemployment. Nevertheless they are strongly supported by the investigation made by the United States Bureau of Labor in 1901, wherein the inability to obtain work combined with "slack work" was by far the leading cause of unemployment.

This brief consideration of causes of unemployment is sufficient to establish as fallacious the frequent assertion that all who desire work in the United States can obtain it. Even if at the best seasons

of the best years, industrially, all who wanted work were employed, some would be out of work the next month, and many more, it is evident from the above considerations, the following year or within a very few years. Those who became unemployed would, of course, be the less efficient, but if all were equally capable, some would lose their jobs simply because industry could not use them.

DISTRIBUTION OF LABOR.

In a consideration of agencies for the distribution of labor, it should be remembered that such agencies deal with one phase, but only one phase, of the unemployment problem. If men are out of work because no work is available such agencies are of no value. Likewise, if men are idle because they are either unwilling or unable to work, an employment office can accomplish nothing. Again, if unskilled men are idle when skilled men only are wanted, there is no place for an employment bureau. If, however, men with certain qualifications are idle at a time when employers are seeking men with those same qualifications, then an employment agency can be of service. This most obvious limitation upon the usefulness of employment bureaus is important. Much of the criticism to which these agencies, particularly free public agencies, are subjected is due to a failure to recognize the limits of their usefulness. They can not make work and they can not give workmen energy or ability. They can serve the public only when the condition of the labor market permits them to do so.

Within the field thus defined employment offices have a great opportunity for usefulness. An employer in need of help can not know what particular man is idle or in want of work. The unemployed workman can not know which one of a thousand employers needs his services. To bring these two persons together is the province of an employment agent, and whether his office is maintained by the State or municipality, supported by a charitable society, or operated for gain, if he accomplishes his purpose expeditiously and satisfactorily he has performed a valuable service.

In the benefit accruing to both parties through the intermediation of an employment agency may be seen the justification for the commercialized agency, which charges a fee. In the effect upon the character of the workman, as well as the material benefit to him and his family, is found the argument for the philanthropic agency. And in the advantage accruing to the public through a lessening of unemployment is the justification for free public employment bureaus. In addition to these three general classes of employment agencies, two others of importance may be enumerated, those maintained by large firms or by associations of employers, and those maintained by labor unions.

FREE PUBLIC EMPLOYMENT OFFICES.

The establishment of State free employment bureaus has been due ordinarily to two principal causes: First, the desire to curb the evils of private agencies through competition, and, second, the belief that it is the duty of the State to make some provision for its unemployed. Employment agencies maintained by the State and designated as either free employment bureaus or free employment offices now exist in 15 States. Following is a list of these States, with the year of the passage of the law providing for free employment bureaus, and the number and location of such offices:

Colorado, 1907, 3 offices; Colorado Springs, Denver, Pueblo.

Connecticut, 1905, 5 offices; Bridgeport, Hartford, New Haven, Norwich, Waterbury.

Illinois, 1899, 6 offices; 3 in Chicago, 1 each in Peoria, East St. Louis, Springfield.

Indiana, 1909, 1 office; Indianapolis.

Kansas, 1901, 1 office; Topeka.

Maryland, 1902, 1 office; Baltimore.

Massachusetts, 1906, 3 offices; Boston, Fall River, Springfield.

Michigan, 1905, 5 offices; Detroit, Grand Rapids, Jackson, Kalamazoo, Saginaw. Three other offices, Bay City, Battle Creek, and Muskegon, authorized in 1909, are not yet established.

Minnesota, 1905, 3 offices; Duluth, Minneapolis, St. Paul. Duluth office was established as a municipal office in 1901.

Missouri, 1899, 3 offices; Kansas City, St. Joseph, St. Louis.

Ohio, 1890, 5 offices; Cleveland, Columbus, Cincinnati, Dayton, Toledo.

Oklahoma, 1908, 3 offices; Oklahoma, Muskogee, Enid.

Rhode Island, 1908, 1 office; Providence.

West Virginia, 1901, 1 office; Wheeling.

Wisconsin, 1901, 4 offices; La Crosse, Milwaukee, Oshkosh, Superior.

New York had a free employment office located in New York City from 1896 to 1906, when the law providing for such a bureau was repealed. Nebraska has a law providing for a free employment bureau, but as no appropriation has ever been made for its maintenance the bureau is inactive.

Free municipal employment bureaus are maintained, so far as information was obtained, in the States and cities named below. The date given in each case is the date of establishment of the bureau.

California: Los Angeles, established as municipal bureau in 1893; transferred from the municipality to the Associated Charities in 1910; Sacramento, 1902.

Montana: Butte, 1902; Great Falls, 1905.

New Jersey: Newark, 1909.

Washington: Seattle, 1894; Tacoma, 1904; Spokane, 1905; Everett, 1909.

PRIVATE EMPLOYMENT OFFICES.

Private employment agencies, which charge a fee for their services, are found in every city of any size in the United States. The nature of their business is such as to make possible most iniquitous practices. Their patrons are frequently men and women with only a dollar or two, which they are eager to give up for the opportunity of earning more. They are often of small intelligence and easily duped. Stories of how these agencies have swindled and defrauded those who sought employment through them are heard universally. Some of the more common of the fraudulent methods said to be used by these agencies are the following:

1. Charging a fee and failing to make any effort to find work for the applicant.
2. Sending applicants where no work exists.
3. Sending applicants to distant points where no work or where unsatisfactory work exists, but whence the applicant will not return on account of the expense involved.
4. Collusion between the agent and employer, whereby the applicant is given a few days work and then discharged to make way for new workmen, the agent and employer dividing the fee.
5. Charging exorbitant fees, or giving jobs to such applicants as contribute extra fees, presents, etc.
6. Inducing workers, particularly girls, who have been placed, to leave, pay another fee, and get a "better job."

Other evils charged against employment agents are the congregating of persons for gambling or other evil practices, collusion with keepers of immoral houses, and the sending of women applicants to houses of prostitution; sometimes employment offices are maintained in saloons, with the resulting evils.

These iniquitous practices have caused the enactment in most States of laws regulating these agencies. These laws usually provide for a license and bond, forbid location where liquors are sold, and require registers to be kept. They sometimes prescribe the fee to be charged and provide that receipts be given. Other provisions will be noted in discussing the laws of the States visited. Experience has proved that these laws do not accomplish the results desired unless provision is also made for frequent inspection. Ineffective also, so far as the regulation of private agencies is concerned, has been the creation of free employment bureaus. The States which established such bureaus with the expectation that they would drive private offices out of business, or at least bring about improvement in their methods, have found further legislation essential.

With proper regulation, private employment offices are of great service to the public, and where free offices do not exist may be regarded as a necessity. It is probable that in discussions relating to private agencies too much emphasis has been laid upon the evil practices of unprincipled agents, and too little upon the service rendered by the properly conducted bureau. Until public employment agencies have developed to a far greater usefulness than at present, and until much more money is appropriated for their extension and support, the private agency will continue to fill a need and to charge for its services. To legislate such offices out of existence, as has sometimes been proposed, would be disastrous, and to hope to drive them out of business by the competition of free public offices is, for the present at least, unwarranted.

Very little statistical information concerning private employment agencies is available, as, except in a few instances, no reports are made by them. It is, therefore, impossible to judge their importance as compared with free agencies, except by their number. In large industrial centers, like Chicago and New York, such agencies are very numerous. In smaller cities, like Providence and Indianapolis, they are very few in number and their business is not of great importance.

OTHER AGENCIES.

Various philanthropic and semiphilanthropic agencies are engaged in the distribution of labor in all cities of importance. Among these are what may be roughly designated as immigrant societies, which usually, though not always, deal with immigrants, or citizens of a specified nationality. Municipal lodging houses and the Salvation Army find or provide temporary work for persons in need. The Associated Charities ordinarily maintain free employment bureaus as an adjunct to other work.

The Young Men's Christian Association and the Young Women's Christian Association in cities of importance usually conduct employment bureaus. They ordinarily charge for their services, and sometimes confine their work to members of the association. The yearbooks of the Young Men's Christian Association show the number of positions secured by each association in the United States. The following table is compiled from these reports, showing the number of persons placed in each State during the past two years:

POSITIONS SECURED IN EACH STATE THROUGH EMPLOYMENT BUREAUS OF YOUNG MEN'S CHRISTIAN ASSOCIATION DURING THE YEARS ENDING APRIL 30, 1909 TO 1911.

States.	1908-9		1909-10		1910-11	
	Number of associations securing positions.	Positions secured.	Number of associations securing positions.	Positions secured.	Number of associations securing positions.	Positions secured.
Alabama	4	93	4	76	3	91
Arizona	2	54	2	39	2	87
Arkansas	4	62	5	76		
California	15	2,527	14	1,518	14	838
Colorado	8	645	7	733	6	745
Connecticut	15	218	14	319	11	282
Delaware			1	135	1	33
District of Columbia	1	6	2	344	1	210
Florida	1	35			3	164
Georgia	2	25	4	55	3	40
Hawaii					1	62
Idaho	1	52	2	257	1	155
Illinois	24	969	20	883	15	926
Indiana	13	398	11	603	6	280
Iowa	12	501	9	156	9	319
Kansas	13	243	14	429	10	264
Kentucky	8	73	8	138	7	46
Louisiana	1	3	1	9	1	8
Maine	4	61	4	117	2	232
Maryland	6	364	5	363	3	350
Massachusetts	35	3,412	37	3,538	33	3,312
Michigan	11	680	13	2,573	12	1,862
Minnesota	10	452	7	513	6	220
Mississippi	1	2	2	6		
Missouri	15	766	13	757	8	904
Montana	1	150			1	40
Nebraska	9	460	12	663	8	478
Nevada						
New Hampshire	3	12	1	2	5	30
New Jersey	18	397	18	395	15	433
New Mexico	1	9	1	40	1	36
New York	62	6,488	66	[1] 7,058	44	7,705
North Carolina	5	44	7	164	4	56
North Dakota	2	20	2	21	2	105
Ohio	22	1,446	29	2,671	21	2,390
Oklahoma					1	15
Oregon	2	273	1	840	5	2,115
Pennsylvania	53	810	55	1,491	38	1,231
Rhode Island	4	234	3	41	2	29
South Carolina	2	46	1	61	1	100
South Dakota	1	1	1	1	1	3
Tennessee	8	165	7	129	6	206
Texas	10	148	9	318	7	135
Utah	1	113	1	114	1	50
Vermont	4	42	2	22	2	9
Virginia	12	168	8	205	7	103
Washington	8	1,526	7	3,505	7	2,718
West Virginia	4	41	2	36	3	38
Wisconsin	6	153	3	125	4	70
Total	444	24,387	435	31,539	344	30,525

[1] Not including 32 charged to "county and town work."

In Bulletin No. 68 of the Bureau of Labor, issued in January, 1907, will be found an account of the free public employment offices in operation in the United States at that time. In the brief study of the agencies for the distribution of labor which is here presented, the free public employment offices at Boston, Providence, Indianapolis, Detroit, Minneapolis, and Chicago were visited and their methods observed and studied. The first three offices named have been established since Bulletin 68 was prepared. The offices at Detroit and Minneapolis had been in operation but a few months at that time,

and in both Michigan and Minnesota new offices have since been created.

In each of the cities named above, and in New York City, a study was also made of the various other agencies engaged in the distribution of labor. In the reports relating to each State visited, which appear below, statistics of the free State bureaus and of other agencies are presented, the laws regulating the various agencies are reviewed, an account is given of their activities, methods, and operations, and their relative importance is considered. These several classes of agencies vary greatly in the cities visited in their methods, efficiency, and relative importance. In view of the fact that further study would doubtless reveal still greater variety, it can not be said that the cities visited can be taken as representative of methods of distribution of labor. In fact, the existence of one or more free public employment bureaus in each city visited, except New York, precludes the possibility of stamping them as representative. It is probable, however, that practically all of the agencies engaged in distributing labor in the United States were found in one form or another in the cities visited, and although their methods and efficiency would vary in other cities, the general purpose of such agencies, and the field of their activities, as well as the best methods of operation, are no doubt disclosed by the agencies herein described.

Following the description of agencies for the distribution of labor in the States and cities visited will be found a brief account of free public employment offices in other States, with recent statistics of their activities.

INDIANA.

STATE FREE EMPLOYMENT OFFICE.

The law providing for a State free employment bureau in Indiana was passed in April, 1909. The chief of the bureau of statistics had for a long time felt the need of such an agency, and to his activity in this direction was due the passage of the law. No appropriation was made for the maintenance of the office. The provision was made, however, in the law relating to private agencies enacted in March, 1909, that the license fees paid by private offices should be used for the support of a free employment bureau. A small part of the support of the offices is furnished by a unique provision of the law, which authorizes applicants "to inclose sufficient postage for all replies." Under this provision all applicants are required to pay postage, if they have the money. The question of charging a nominal fee was considered when the bill was framed, with the result above indicated. During the first quarter of the bureau's existence nearly half of the applicants placed could not pay the postage asked for.

It was nearly six months after the passage of the law before enough money had accumulated from license fees to pay for printing and fixtures, so that the State bureau could be established. The office was then installed in connection with the office of the bureau of industrial statistics in the State capitol. The money from licenses has been found sufficient for the payment of postage, telephone, printing, and incidental expenses. There is no expense for office rent and the clerical help is that of the bureau of statistics. One man gives all of his time to the work of the employment bureau and occasionally has the assistance of others.

The law provides for the registry of all persons applying for help and for those seeking employment, and states what information shall be included in such registry. The law also requires the publication of quarterly bulletins concerning the work of the bureau, and provides that employers shall notify the office as to whether applicants sent are rejected or accepted.

The following is the form used by applicants for employment:

A

APPLICATION FOR EMPLOYMENT.

Name_____ Date_____
Address_____ Phone _____
Age_____ Sex_____ Color_____ Nativity_____
(Birthplace, country or State.)
Occupation _____
Kind of work wanted_____
Wages wanted _____
Number of dependents, if any_____

Referred to

_____	_____
_____	_____
_____	_____

This form is printed on a card which is filed. The letter at the top of the form is for facility in indexing. The application is indexed under one of 72 occupations and is kept on file and accessible until the applicant is placed.

The last two lines on the application blank are used for the names of employers to whom the applicant is sent. References are not required. If given, they are placed on the back of the card for the information of employers, but are not investigated.

In placing workmen, priority is given to those longest registered and to those having dependents. Sometimes those having telephones are favored when quick communication is necessary.

Applications for help are usually made by telephone. The employer is asked the exact nature of the work and the probable wages; also the age, sex, color, and experience of the employee wanted. This information is given to the applicant for employment, and he is

questioned as to his ability to do the work. Thus, careful effort is made to fit the man to the job and thus increase the usefulness of the bureau and secure the confidence of employers. An incident which occurred the morning the office was first visited shows the care used to satisfy employers. A call had come for 40 railroad laborers to work a few miles out of the city. Fearing that some of the men who agreed to do the work would back out and fail to report, the manager of the employment bureau accompanied them on the electric car to the outskirts of the city.

The reports of the bureau, covering the first year of its operation, show that most of the men and boys placed in positions were common laborers. In the fourth quarter of the year, which ended September 30, 1910, 682 of the 789 men who secured positions through the office were classed as laborers and 29 as farm hands. Carpenters securing work numbered 10, and in all other occupations, except one, the number of men placed was 5 or less. Of 41 boys placed during this quarter 27 were laborers. Few women and girls, only 30, were placed during the fourth quarter, and only 86 applied for work. During the entire year only 105 women secured positions through the office. Nearly all of these entered some form of domestic service. The demand for female workers has exceeded the supply. The bureau has found an oversupply, however, of both male and female clerks, stenographers, and salesmen.

The following table is a summary of the work of the bureau during the first year of its operation, ending September 30, 1910.

APPLICATIONS FOR WORK AND POSITIONS OFFERED AND FILLED, INDIANA FREE EMPLOYMENT BUREAU, YEAR ENDING SEPT. 30, 1910.

[From Fourth Quarterly Report, Indiana Free Employment Bureau, p. 6.]

	Applications for work.	Positions offered.	Positions filled.
Men	3,945	2,405	1,982
Boys	776	309	300
Women and girls	337	143	105
Total	5,058	2,857	2,387

The following table shows the growth of the business of the office by quarters during its first two years. The number of positions filled, it will be observed, increased from 2,387 during the first year to 2,846 during the second.

BUSINESS OF INDIANA FREE EMPLOYMENT BUREAU FOR TWO YEARS ENDING SEPTEMBER 30, 1911, BY QUARTERS.

[From Quarterly Reports of the Indiana Free Employment Bureau.]

Years ending Sept. 30, 1910 and 1911.	Number applications filed.	Number applicants placed.	Number applicants not placed.	Number positions offered.	Number positions filled.	Number positions not filled.
1910.						
First quarter	1,639	463	1,176	574	463	111
Second quarter	1,219	472	747	497	472	25
Third quarter	929	592	337	666	592	74
Fourth quarter	1,271	860	411	1,120	860	260
Total	5,058	2,387	2,671	2,857	2,387	470
1911.						
First quarter	772	470	302	613	470	143
Second quarter	1,180	444	736	612	444	168
Third quarter	1,345	955	390	1,084	955	129
Fourth quarter	1,277	977	300	1,292	977	315
Total	4,574	2,846	1,728	3,601	2,846	755

It may be observed that the Indiana bureau distinguishes between positions offered and positions filled. No position is counted as filled without positive assurance to that effect. Difficulty in obtaining this information has been encountered, but, although the law fixes a penalty of $100 on the employer who fails to inform the bureau whether or not applicants sent to him are accepted, the penalty has not been enforced. Instead, employees are requested to notify the bureau if they accept the position. The total persons placed in positions is not large, as the table shows, but in this connection it should be recalled that the office is maintained with no special appropriation for its support, aside from license fees of private agencies.

The bureau has received much attention from the newspapers, and this has, of course, been helpful in keeping it before the people. Another method used with success to secure applications for help is to send a card describing the work of the office to employers advertising for help in the daily papers.

The Indiana employment bureau is fortunate in having the good will and confidence of all classes. The labor unions assisted in securing its establishment and are satisfied with its administration so long as it does not become an instrument inimical to labor interests, and this they do not expect. The members of the employers' association of the city use it for obtaining unskilled labor, and have confidence in its administration. Its location in the State capitol gives it dignity and is a most important factor in placing it above ordinary agencies.

PRIVATE EMPLOYMENT OFFICES.

Prior to 1909 Indiana had no law regulating private offices. When the city of Indianapolis attempted, in 1907, to regulate these

offices by an ordinance which provided for a license and a bond, and which regulated the fees, the courts held that the city was without authority to make such regulations. The manager of the free employment bureau of the employer's association of Indianapolis made some investigation in 1908 of the methods of these offices and reported a need for legislative action. Among other abuses he found that in the contracts which these employment agencies made with applicants they merely promised to " assist " them in finding employment and that receipts given were for money paid " for services to be rendered in assisting."

Other abuses reported were those of sending an applicant to an accomplice of the employment agent, who discharged him in a few days, and of sending applicants to distant places where no job existed, but where the expense of transportation was too great for them to return. An advertisement for statements from persons duped by these offices brought many responses. Following these disclosures and the resulting newspaper agitation, a law was passed in March, 1909, regulating these agencies.

The principal provisions of this law are as follows: Employment agencies must pay a license fee of $25 and give bond for $1,000. They must keep a register of all applicants for employment, with the address, age, nativity, sex, color, trade, and occupation of each; also of the names and addresses of employers to whom applicants were sent and the number of positions secured. The register must also show all applications for help. All of this information must be reported monthly to the chief of the bureau of statistics, a provision found in no other State visited.

The registry fee is limited to $2, 75 per cent to be returned in 10 days if work is not secured. If work is obtained the fee, including the registry fee, may be 10 per cent of the first month's wages. False advertising and false entries in registry are prohibited, as is the sending of women to immoral places. Agencies may not be maintained in a building where intoxicating liquors are sold.

The total number of agencies licensed in the State under this law up to July 1, 1910, was only 19. Of these, 14 were located in Indianapolis and 5 in other cities. Of the 14 in Indianapolis, 8 had gone out of business before July 1, 1910. The license of one of these had been revoked and two others escaped revocation by voluntarily quitting the business. The others discontinued apparently because they were unable to make a profit under the new law. Licenses are issued and revoked by the chief of the bureau of statistics, who conducts the State employment office and who is charged with the enforcement of the law relating to private offices.

Of the six private offices still remaining in Indianapolis, two are operated by women and four by men. One of those operated by

women deals with female domestic help entirely and one with nurses; one of those operated by men furnishes hotel help, and the other three handle general laborers, one as a side issue to the real-estate business. The principal private agency places male laborers on railroad work outside of the city almost exclusively. The importance of these agencies as compared with the State free employment bureau is indicated by the number of positions secured during a representative month. In April, 1910, five of the six agencies (one is exempted from furnishing a report) placed 255 persons in positions. Of these, 143 were placed by one agency. The State employment bureau placed during the same month 166 persons.

FREE EMPLOYMENT BUREAU OF EMPLOYERS' ASSOCIATION.

The employers' association of Indianapolis maintains a free employment bureau for the benefit of its members. The employment bureau of the Metal Trades' Association is merged with that of the employers' association. This association is professedly antiunion, but disclaims being opposed to organized labor. Its professed purpose is to secure and keep the records of employees, and thus relieve individual employers of the burden of making detailed inquiries concerning applicants. It registers applications of skilled mechanics only and directs unskilled laborers to the State free employment bureau.

The members of this association usually notify its employment office when men are laid off, so that these men may be available for other employers.

The number of registrations in 1909 was 6,580; in 1910, 7,950; in 1911, 8,100. The total registration during the first seven years after the office was established was 47,310. The number of men sent to positions in 1909 was 5,401; in 1910, 6,472; and in 1911, 7,340. Not all the credit for securing positions for these large numbers of employees, however, can be given to the employment bureau, because its records include the names of all persons hired by members of the association, whether or not they had previously made application for work at the employment office. During 1909, 2,622, or nearly half of all those employed, secured positions without the intermediation of the employment office, and it is probable that about the same proportion obtained in the years 1910 and 1911. During the three years 1909, 1910, and 1911 the bureau mailed 22,905 reference inquiries. Many positions are filled and workmen made acquainted with opportunities for employment and their interests advanced through indirect ministrations of the bureau of which no report is made and for which the bureau is unable to take proper credit.

Judging solely by the number of positions filled, the employment bureau of the employers' association is the most important agency engaged in the distribution of labor in Indianapolis. The relative

importance is emphasized by the character of the positions filled. Nearly all of the men served are high-grade mechanics and are placed in permanent positions.

OTHER AGENCIES FOR THE DISTRIBUTION OF LABOR.

In Indianapolis, as elsewhere, the business agents of the labor unions act as employment agencies for their members.

The Young Men's Christian Association also maintains an employment bureau in the city. It does not charge a fee; it does not limit its activities to its members, but persons benefited are expected to join the association. One man gives only a portion of his time to the employment office and no effort is made to push the work. During the year 1909, 269 men and boys secured positions through this office. Eighty-nine were placed in positions in 1910 and 116 in 1911. References are required and are investigated if possible. The references are turned over to employers, but applicants are never recommended.

An agency of no small importance engaged in the distribution of labor in Indianapolis is the employment bureau of the Children's Aid Association. This bureau grew out of the juvenile court, and its first work was securing positions for boys on probation. It now finds positions for children of both sexes from 14 to 21 years of age. It investigates positions very thoroughly, the manager visiting all factories, stores, etc., before children are placed in them. She also visits the homes of children in order to become acquainted with their needs and capabilities. The children's bureau has the confidence of employers, many of whom rely upon it entirely for boys needed.

The following table shows the amount of work done by this bureau from 1909 to 1911:

OPERATIONS OF EMPLOYMENT BUREAU OF CHILDREN'S AID ASSOCIATION, INDIANAPOLIS, 1909 TO 1911.

	1909	1910	1911
Registration:			
Boys (white)	554	270	474
Boys (black)	60	44	61
Girls (white	82	68	96
Girls (black)	38	27	48
Total	744	409	679
Vacation registration:			
Boys	88	147	252
Girls	13	46	84
Total	101	193	336
Grand total registration	845	602	1,015
Employers' registration:			
Firms and factories	256	497	696
Day's work and errands	94	96	321
Domestic and farmers	129	225	170
Total	479	818	1,187
Grand total positions secured	500	1,085	1,191

The figures relative to registrations do not include the number of boys and girls reregistered, of whom there were 803 in 1910 and 492 in 1911.

The table shows that in 1909, 500 children were placed at work, the number increasing to 1,191 in 1911. The great majority of children placed are boys. There is a scarcity of girls, particularly as domestics.

There is healthy cooperation between these various agencies for the distribution of labor, excepting, necessarily, the private agencies. The Children's Aid Association sends unskilled men who come under its notice and are in need of work to the State office and skilled men to the employment bureau of the employers' association. The latter sends its unskilled men to the State office and sometimes applies for men there, and the members of the employers' association also apply at the State office for unskilled help.

ILLINOIS.

STATE FREE EMPLOYMENT OFFICES.

Illinois now has six free public employment offices. Three are located in Chicago and one each in Peoria, East St. Louis, and Springfield. The following table shows the amount of business done by these offices each year during the first 12 years of their operation:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, ILLINOIS FREE EMPLOYMENT OFFICES, 1900 TO 1911.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, pp. 22 and 23.]

Year ending Sept. 30—	Number of offices.	Applications for employment.			Applications for help.			Positions secured.		
		Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1900	3	21,142	15,807	36,949	16,749	18,793	35,542	15,322	15,896	31,218
1901	3	14,647	10,650	25,297	14,294	12,329	26,623	12,748	10,018	22,766
1902	4	30,157	14,743	44,900	30,243	17,254	47,497	26,661	13,520	40,181
1903	4	29,414	14,096	43,510	29,946	17,613	47,559	26,335	12,892	39,227
1904	4	23,763	13,730	37,493	21,625	15,085	36,710	19,405	12,319	31,724
1905	4	32,073	13,250	45,323	29,351	15,226	44,577	27,652	11,946	39,598
1906	4	42,023	15,466	57,489	42,077	18,831	60,908	39,420	14,197	53,617
1907	4	45,200	14,161	59,361	47,278	18,594	65,872	42,305	13,112	55,417
1908	5	30,691	14,682	45,373	25,165	15,288	40,453	22,918	11,818	34,736
1909	[1] 6	33,567	14,965	48,532	31,843	16,078	47,921	28,982	12,567	41,549
1910	6	49,208	19,522	68,730	52,963	24,657	77,620	45,240	17,324	62,564
1911	6	51,457	24,670	76,127	43,167	25,061	68,228	40,571	19,256	59,827
Total, 12 years		403,342	185,742	589,084	384,701	214,809	599,510	347,559	164,865	512,424

[1] One office in operation only three months.

Perhaps the most noteworthy fact disclosed by the above table is that the number of positions secured has not varied greatly since 1902 except for the large numbers in 1906, 1907, 1910, and 1911. The

number of positions filled by four offices each year from 1902 to 1905 was nearly as great as the number filled by six offices in 1909. The Illinois free employment offices, like those of several other States, do not ordinarily record applications for work unless positions are available for the applicants. The applications for employment enumerated in the tables, therefore, do not represent all persons coming to the office for work.

The following tables show the total recorded applications for employment by classes of skilled and of unskilled workers, the number of applications for help of the same character, and the number of positions secured during 12 years at the Illinois free employment offices:

APPLICATIONS FOR EMPLOYMENT AND HELP AND POSITIONS SECURED BY SKILLED WORKERS DURING 12 YEARS, 1900 TO 1911, ILLINOIS FREE EMPLOYMENT OFFICES.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, p. 25.]

Classification.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Clerical	7,032	3,696	10,728	3,011	1,510	4,521	2,788	1,182	3,970
Commercial	10,084	3,129	13,213	7,998	3,026	11,024	6,602	1,859	8,461
Professional	382	2,755	3,137	240	2,521	2,761	214	1,934	2,148
Trades	39,294	1,806	41,100	31,949	2,083	34,032	25,307	1,274	26,581
Total	56,792	11,386	68,178	43,198	9,140	52,338	34,911	6,249	41,160

APPLICATIONS FOR EMPLOYMENT AND HELP AND POSITIONS SECURED BY UNSKILLED WORKERS DURING 12 YEARS, 1900 TO 1911, ILLINOIS FREE EMPLOYMENT OFFICES.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, p. 26.]

Classification.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Agriculture	17,465	.....	17,465	17,031	.....	17,031	15,078	.....	15,078
Domestic service	51,764	164,190	215,954	44,831	192,000	236,831	43,327	146,323	189,650
Manual labor	181,454	.....	181,454	196,120	.....	196,120	171,706	.....	171,706
Personal service	.....	164	164	.....	86	86	.....	65	65
Transportation	27,373	.....	27,373	24,215	.....	24,215	22,601	.....	22,601
Miscellaneous	68,494	10,002	78,496	59,306	13,583	72,889	54,426	8,206	62,632
Not classified	11,502	3,903	15,405	7,131	4,740	11,871	10,139	7,120	17,259
Total	358,052	178,259	536,311	348,634	210,409	559,043	317,277	161,714	478,991

The comparatively small number of persons classified as in clerical, commercial, or professional occupations is noteworthy. Only 9,604 males and 4,975 females were placed in such occupations during the 12 years. The trades engaged 25,307 of the 34,911 skilled males who found positions through the free employment offices, but only about one-fifth of the skilled females. Among the unskilled males, more

than half, or 171,706, were classified as manual laborers, and 43,327 males were placed in domestic service. Only 4.8 per cent of the males securing positions were agricultural laborers.

Of the unskilled females 146,323 out of 161,714 were in domestic service.

The following recapitulation of the above tables shows the number of skilled and of unskilled workers who have secured positions at the free public employment offices. Out of 352,188 positions secured for males 34,911, or nearly 10 per cent, were for skilled workers. Of 167,963 positions secured for females only 6,249, or less than 4 per cent, were skilled. In none of these tables can the number of positions secured be compared with the number of applicants, to determine the percentage of applicants supplied with work, because, as mentioned above, not all applications are here included. The recapitulation follows:

SKILLED AND UNSKILLED WORKERS SUPPLIED BY ILLINOIS FREE EMPLOYMENT OFFICES DURING 12 YEARS, 1900 TO 1911.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, p. 27.]

Classification.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Skilled	56,792	11,386	68,178	43,198	9,140	52,338	34,911	6,249	41,160
Unskilled	358,052	178,259	536,311	348,634	210,409	559,043	317,277	161,714	478,991
Total	414,844	189,645	604,489	391,832	219,549	611,381	352,188	167,963	520,151

In the year ending September 30, 1911, male applicants for employment at the Illinois free employment offices were placed in 142 occupations and females in 40 occupations. The following table shows the number of positions secured in the 36 leading occupations for males and the 19 leading occupations for females:

POSITIONS SECURED IN LEADING OCCUPATIONS AT ILLINOIS FREE EMPLOYMENT OFFICES, YEAR ENDING SEPTEMBER 30, 1911.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, pp. 36–39.]

Males.		Females.	
Occupations.	Positions secured.	Occupations.	Positions secured.
Barn men	388	Chambermaids	114
Blacksmiths	71	Cooks	948
Boiler makers	27	Day work	2,925
Boys, bell, and other occupations	1,437	Dining-room help	281
Bricklayers	267	Dishwashers	1,223
Cabinetmakers	106	Domestics	496
Canvassers	167	Factory work	800
Carpenters	633	General housework	4,065
Clerks, all kinds	218	Housekeepers	177
Cooks	568	Kitchen help	882
Dishwashers and kitchen work	1,518	Laundresses	2,854

POSITIONS SECURED IN LEADING OCCUPATIONS AT ILLINOIS FREE EMPLOYMENT OFFICES, YEAR ENDING SEPTEMBER 30, 1911—Concluded.

Males.		Females.	
Occupations.	Positions secured.	Occupations.	Positions secured.
Drivers	272	Nurses	77
Engineers	60	Office work and bookkeepers	120
Factory hands	1,213	Pantry work	149
Farm hands	926	Scrub women	1,482
Firemen	146	Seamstresses	57
Gardeners	104	Second work	208
Handy men	3,264	Stenographers	40
Hod carriers	51	Waitresses	907
House men	968	Other occupations	451
Janitors	581		
Laborers	20,024	Total	19,256
Machinists and machine hands	373		
Molders	86	Grand total, both sexes	59,827
Packers	131		
Painters	375		
Porters	624		
Punch-press hands	316		
Salesmen	300		
Teamsters	753		
Tinsmiths	104		
Truckmen	1,263		
Waiters	299		
Watchmen	108		
Window washers	401		
Yardmen	193		
Other occupations	2,236		
Total	40,571		

The Illinois reports also show in detail the age period of applicants for employment, their conjugal condition, nationality, and average time of idleness. In the following table is shown the percentage of male and of female applicants within certain age limits during the year ending September 30, 1911:

APPLICATIONS FOR EMPLOYMENT IN ILLINOIS FREE EMPLOYMENT OFFICES, BY AGES, YEAR ENDING SEPTEMBER 30, 1911.

[From Thirteenth Annual Report of the Illinois Free Employment Offices, 1911, p. 57.]

Age periods.	Percentage of recorded applicants.	
	Male.	Female.
Under 20 years	7.11	13.59
20 and under 30 years	33.95	26.61
30 and under 40 years	22.38	21.98
40 and under 50 years	14.61	16.06
50 and under 60 years	4.32	5.98
60 years and over	.76	.44
Age not reported	16.87	15.34

The age period of 20 to 29 years included 33.95 per cent of the male and 26.61 per cent of the female applicants for employment. Only about 6 per cent of each sex were over 50 years old. Of the females, 13.59 per cent were under 20 years of age.

Of the male applicants for employment during 1911, 23.9 per cent were married and 76.1 per cent single. Of the female applicants,

41.8 per cent were married and 58.2 per cent were single. Of 51,457 male applicants, 17,551 were reported as losing time, having been idle an average of 13 days. Of 24,670 female applicants, 10,188 were reported as idle 9 days. Only 522 male and 6 female applicants were members of unions. Of the men, about one-half, and of the women, only about one-twentieth, were willing to work outside of the city where they applied for work.[1]

The maintenance of the Illinois offices in the fiscal year 1911 cost $42,427.12. The positions secured numbered 59,827, so that the cost for each position filled was $0.71. The preceding year the cost for each position was $0.69.

In the above tables the positions reported filled are probably in excess of the actual number, as it has been the practice of some of the offices to record a position as secured if an applicant is sent to it and nothing is heard from either party.

In Illinois, as elsewhere, no information is obtained as to the duration of positions secured. The superintendent of one of the Chicago offices estimated that from 10 to 20 per cent of the males sent out secured short jobs, but that the women usually secured steady work. His record books showed that most of the applicants wanting female help offered steady positions. Another superintendent estimated that about 50 per cent of the males and a higher percentage of females placed secured steady positions. Many women looking for daywork remain in the office during the morning waiting for a call. Not many laborers are sent out of the city. No harvest hands are sent into the West.

The three Chicago offices were visited during this investigation. These offices are designated, according to their location, as the North Side office, the South Side office, and the West Side office. The North Side office is on the street level, and the other two are one flight up. Each has fairly commodious quarters, with a separate department for each of the sexes, but there is no division into skilled and unskilled departments. One office has a force of two male and three female clerks besides the superintendent, and each of the others has a force of two males and two females.

There is no cooperation among the three offices in Chicago. All deal with the same class of labor, largely unskilled males, and female domestics, as indicated by the above tables. The suggestion that the offices specialize, each dealing with a particular class of labor, has frequently been made, but this has not been considered practicable by the officials.

The methods of the three offices differ but slightly. The superintendent of one office stated that he is now recording all applications

[1] Data from Thirteenth Annual Report of the Illinois Free Employment Offices, p. 63.

for employment. The other two record an application only when the applicant is sent to a position, because any other method, the officials believe, would take too much time from other work. The law requires that all applications for employment and for help be entered in a book, and the copying thus necessitated consumes much of the time of the clerks. In each office inquiry is made of applicants as to the number of dependents, but little effort is made to give preference to those having the largest number of dependents. The application blank also inquires the length of time idle and whether the applicant is a member of a trade union, but the questions are frequently not answered.

References are not required, except when demanded for women workers. Then they are asked for, but are not investigated. No investigation is made of positions, but care is taken not to send women applicants to hotels or houses bearing bad reputations. The location of nearly all immoral resorts is known to the officials of the employment offices, and applications from them are refused. As a further precaution, all women sent out are given a leaflet containing the following in eight languages:

Chapter 48, section 61, Revised Statutes of Illinois:
No agency shall send or cause to be sent any female help or servants to any place of bad repute, house of ill fame, or assignation house, or to any house or place of amusement kept for immoral purposes.
If the place we send you to should prove to be any such place, please do not accept it, but return and report the same to this office.

In the case of a strike, the policy is to accept the application for help, but to notify applicants for work of the existence of the strike. As a result, it is said, workers seldom accept the positions offered. One superintendent said that he never tries to fill positions where a strike exists. This is interesting in view of the fact that the first law in Illinois creating free public employment offices was declared unconstitutional because it prevented public employment offices from being of service to an employee in case of a strike.

The law provides that the superintendent of each Illinois free employment office shall "immediately put himself in communication with the principal manufacturers, merchants, and other employers of labor, and use all diligence in securing the cooperation of said employers of labor, with the purposes and objects of said employment offices." The superintendents in Chicago do not visit employers to any extent on account of lack of time, although each of them believes that such visits would increase the business of the offices, and one is of the opinion that the office should have solicitors going among employers and telephoning orders to the office. This would be expensive, however, and the funds are not available. The

law also authorizes advertising for situations and "for the cooperation of large contractors." Formerly some advertising was done, but there is said to be no appropriation for this purpose now.

The free employment offices are utilized to find positions for prisoners on parole. Care is taken in placing these men, and employers are advised of the character of the employees in all such cases.

As shown by the tables given above, the field of the Illinois free employment offices is largely in unskilled labor. The tables also show that there has been little increase of business from year to year. The fact that the skilled trades are strongly organized and that many of the unions have contracts with employers to supply all men needed, prevents the free employment office from dealing extensively with skilled men. In the unskilled labor market, however, a large part of the labor supply is not handled by the free employment offices. Upon first thought it is difficult to understand why laborers will patronize an agency which charges a fee when a free office is easily accessible. The problem is solved, however, by the reflection that the private offices are likewise free, so far as employers are concerned, and furthermore that many employers will not hire through the free public offices. Thus the most desirable jobs can be secured only from private agencies and for this reason the workingman is obliged to pay a fee despite the existence of free public employment offices.

As a rule, contractors for construction work on railroads within range of the Chicago labor market rely upon private agencies for their men and will not hire them elsewhere. One agency furnishes Greek laborers for a certain railroad, and another Italian laborers. The demand upon one private agent supplying railroad-construction workmen is so great that he applies regularly to the Chicago West Side Illinois Free Employment Office for men to fill his orders. From the men thus secured he is not permitted to collect a fee.

Some of the private agencies are said to have a regular clientele of workmen. They know when men are to finish work, and can gauge accurately the number and character of men they will have on hand at any time. The railroad companies can rely upon them to furnish the men needed when called upon, and as the service costs the companies nothing they will doubtless continue to patronize the private agency, rather than the free agency which handles a disorganized, unreliable, and inefficient labor supply. An appeal in the form of a letter addressed to many railroad contractors, which was sent out by one of the superintendents of a free public employment office in Chicago, pointing out some of the evils of private employment offices and urging these contractors to transfer their patronage to the free employment offices, met with no response. In other words, through specialization and a personal knowledge of their men the

private agencies outstrip the free agencies in the field of unskilled labor. Whether in addition to these advantages they divide fees with foremen or overseers is a disputed question. The superintendents of free employment offices in Chicago all attributed the success of private employment agencies in part to personal solicitation, which the free offices, with their present forces, can not undertake. The manager of a large private employment office assigned the lack of confidence of employers in the free public offices to the fear that the offices were dominated by politics, and that men would be sent who were not competent, but who had political "pull."

With due allowance for all of the above causes tending to prevent the expansion of the free public employment offices there must be some further reason why their business remains nearly stationary from year to year. This reason may lie in the impression existing in Chicago that the only purpose of the State employment offices is to deal with unskilled labor and domestics. This impression is shared by the officials of the employment offices, and little effort is made to handle skilled workers. Some of the officials regard their work as primarily a charitable one, and expressed the belief that the proper field of the office is the service of the destitute man. One superintendent described the free office as the "last resort" for both workmen and employers.

The law relating to free public employment offices in Illinois provides for the publication of weekly reports from the various superintendents of such offices by the State bureau of labor statistics. These weekly reports show, by occupations, the number of applications for employment and for help and the number of positions filled during the week by each office in the State.

The advantages of weekly reports are not obvious. Their use has not made cooperation among the various Illinois offices, or even the three Chicago offices, practical. Such frequent reports might be of aid in studying the labor market if all applicants were registered, with their occupations. Otherwise, they are of little value, and no practical use is made of them in Chicago.

PRIVATE EMPLOYMENT OFFICES.

In 1909 Illinois enacted a very detailed law relating to private employment offices. By this law the license fee is fixed at $50 in cities having a population of 50,000 and over, and at $25 in smaller cities. Such agencies may not be located on premises where liquors are sold. An application for a license must be accompanied by two affidavits by persons who have known the applicant for two years, stating that he is of good moral character, and such application must be posted and published before a license is issued. The application and affi-

davits, together with all complaints against each private agency or information concerning it, are kept on file and readily accessible in the office of the chief inspector.

Registers must be made by all private agencies of accepted applicants for help and employment. The registration fee must not exceed $2, and must be returned on demand after 30 days if no service is rendered. No further fee can be collected until a position is secured, at which time such fee as has been agreed upon may be collected. This further fee is not limited by the law, because of the probability that such limitation would be held unconstitutional as an infringement of the right of private contract. A receipt must be given for fees and all receipts must have printed on the back thereof the name and address of the chief inspector of employment agencies. The law provides for a return of three-fifths of the fee in case the service is terminated within a week without the fault of the party paying the fee.

Agencies are prohibited from sending females to immoral resorts, from assisting children to get employment in violation of the child-labor law, from false advertising, and from dividing fees with employers. Contract or railroad laborers sent out of the city by these agencies must be given a statement containing, in a language with which the laborers are familiar, the following items: Name and address of the employer, name and nature of the work to be performed, wages offered, destination of the person employed, terms of transportation, and probable duration of employment.

The law is to be enforced by an officer known as the chief inspector of private employment offices, with one assistant inspector for every 50 licensed employment offices. The present force for the inspection of these offices consists of four men and one woman, each of whom is assigned to a certain district. The law provides that these inspectors shall visit all licensed agencies bimonthly, but some are visited more frequently. The inspectors state that all complaints receive prompt attention, and, as a general rule, are adjusted in accordance with recommendations made by the inspection department.

Prior to the enactment of this law, the enforcement of the law relating to private employment offices was delegated to the superintendent of the Chicago South Side Illinois Free Employment Office. This arrangement led to adverse criticism because this superintendent was virtually a rival of the agencies which he supervised. The former superintendent of the South Side office was appointed chief inspector under the new law, and his office is now practically a part of the free employment office and can be entered only by passing through the employment office.

There were, in 1911, in the State of Illinois and under the jurisdiction of chief inspector of private employment offices 309 licensed

employment agencies, 280 of which were located in the city of Chicago. No statistics are available of the number of positions secured to applicants by these agencies, but it is needless to say that the 280 private agencies in Chicago constitute the most important factor in the distribution of labor in the city.

No investigation was made as to the observance of the law by private agencies, but on every hand, from charity workers, sociological investigators, and the better class of private offices there was unanimous approval of the present administration of the law. The opinion was expressed that some of the crooked practices commonly found among private employment offices still remained, but that where these could be detected they were ferreted out and punished by the supervisors.

The following statement shows the work done by the inspection department during the year ending August 31, 1911:

SUMMARY OF INSPECTION OF PRIVATE EMPLOYMENT AGENCIES OF ILLINOIS, YEAR ENDING AUG. 31, 1911.

Number of private employment offices	309
Number of inspections	1,229
Number of investigations with written records on file	372
Amount of money refunded to applicants upon request of inspectors	$4,040.40
Number of licenses revoked	1
Number of agencies against which complaints have been made	92
Number of agencies against which no complaints have been made	217
Number of prosecutions	14
Number of convictions	5
Total fines	$425

The chief inspector states that few of these agencies charge the registration fee, but charge the contract fee after the position is secured. He regards the provisions relating to the registration fee as unjust, because the applicant must wait 30 days for its return. The applicant may, however, assign his claim to it to another employment agent, and this is sometimes done.

A large number of private employment offices are centered about Canal Street, Chicago, near the Union Station. They deal chiefly with seasonal laborers. In the spring they send men out on railroad construction. The fee is high, and it is stated the man able to pay the largest fee goes out first. Gradually the fee is lowered, and by summer perhaps no advance fee can be collected, because the men remaining are men without a dollar. Agencies frequently send out men without payment of fee so as to fill orders and hold customers.

After a slack in the call for railroad laborers, the harvests begin and the same men, who have found their way back to Chicago,

are sent to the harvest fields in return for another fee. Some of these offices have branches in other western cities and this facilitates the handling of men. After the harvest the men again return and the agencies find odd jobs for them or they remain idle till they pay another fee to be sent to an ice camp to harvest ice. Then comes a period of loafing in Chicago during late winter or early spring. Three or four or perhaps a dozen fees a year are paid by these men for work.

This account is of greater interest from the standpoint of the seasonal worker than as a study of employment agencies. Alternate periods of working and loafing are not calculated to build up a man's character. When loafing means the eating of free soup and poor food, sleeping in cheap lodgings with bad air and filthy rooms alive with vermin, with all of the associations and evils which attend such a life in a big city, the effect on the moral and physical nature of most men is pitifully disastrous.

In 1908 the League for the Protection of Immigrants in Chicago made an investigation of 178 employment agencies in that city, 110 of which made a specialty of placing foreigners. The following tables from the report of this investigation show certain interesting facts concerning the agencies covered by them:[1]

KIND OF WORK SUPPLIED IMMIGRANT WOMEN BY CHICAGO EMPLOYMENT AGENCIES, 1908.

	Agencies supplying women only.	Agencies supplying both men and women.	Total.
Agencies offering housework	28	.....	28
Agencies offering hotel or restaurant work	18	17	35
Agencies offering factory work	4	5	9
	50	22	72
Agencies counted twice	17	1	18
Total number of agencies	33	21	54

FEES, CHARGED IMMIGRANT WOMEN BY CHICAGO EMPLOYMENT AGENCIES, 1908.

Agencies charging from $0.50 to $1	15
Agencies charging $1.50 to $2	25
Agencies charging $3	3
Agencies charging a per cent of wages	8
	51
Agencies supplying women in which fees were not ascertained	3
Total number of agencies	54

[1] The Chicago employment agency and the immigrant worker, by Grace Abbott, in American Journal of Sociology, Vol. xiv, p. 289 (Nov. 1908).

KIND OF WORK OFFERED IMMIGRANT MEN BY CHICAGO EMPLOYMENT AGENCIES, 1908.

	Agencies which supply men only.	Agencies which supply men and women.	Total.
Agencies offering "gang work"	49	3	52
Agencies offering restaurant or hotel work	2	15	17
Agencies offering factory work	2	6	8
Agencies offering "city jobs"	8	.....	8
	61	24	85
Agencies counted twice	5	3	8
Total number of agencies	56	21	77

LOCATION OF CHICAGO EMPLOYMENT OFFICES WHICH PLACE IMMIGRANT MEN, 1908.

	Agencies which supply men only.	Agencies which supply both men and women.	Total.
Agencies near saloons and cheap lodging houses	14	1	15
Agencies near saloons only	9	3	12
Agencies in saloons	2	.....	2
Agencies in family rooms	5	3	8
Agencies in steamship and banking offices	14	.....	14
Agencies located elsewhere	12	14	26
Total number of agencies	56	21	77

Investigators of the League for the Protection of Immigrants represented themselves as applicants for positions at 102 employment agencies in order to ascertain the fees charged. The results of this part of the investigation are shown in the following table:

FEES ASKED OF INVESTIGATORS BY EMPLOYMENT AGENTS.

	Men.	Women.	Total.
Agencies charging $0.50 to $1	.....	15	15
Agencies charging $1 to $2	13	25	38
Agencies charging $2 to $3	.....	3	3
Agencies charging $3 to $5	23	.....	23
Agencies charging $6 to $10	12	.....	12
Agencies charging $11 to $14	3	.....	3
Agencies charging per cent of wages	.....	8	8
	51	51	102
Agencies in which fees were not learned	8	.....	8
Total number of agencies	59	51	110

There was organized in Chicago a few years ago an association of employment agencies. One of its purposes was the prevention of legislation harmful to the interests of employment agencies. It indorsed the present law, however. According to the president of the association, its purpose was to correct abuses practiced by the dishonest agents, but he states that this work is done effectively by the

chief inspector of employment agencies, and that for this reason the association has become inactive.

The employment bureaus connected with the Young Men's Christian Association and the Young Women's Christian Association are licensed employment agencies. The following table shows the business done by the employment bureau of the Central Young Men's Christian Association of Chicago during the four years, 1907 to 1910. In 1911 the bureau was discontinued and work in employment lines was only incidental to other activities of the association.

APPLICATIONS FOR EMPLOYMENT AND HELP AND POSITIONS FILLED BY EMPLOYMENT BUREAU OF CENTRAL YOUNG MEN'S CHRISTIAN ASSOCIATION OF CHICAGO, 1907 TO 1910.

	1907	1908	1909	1910
Applications for employment	1,331	1,550	5,329	8,864
Applications for help	620	1,095	1,512	1,987
Positions filled	292	624	566	948

It will be observed that the amount of business done is not large. On the other hand, the expense has been high. The 566 positions secured in 1909 represent a cost of $2,223, or nearly $4 for each position. A statement of the cost for 1910 was not available. With the purpose of increasing business and becoming self-supporting, the fees have been cut down. The charge is now 10 per cent of the first month's salary, with only a nominal charge for transient jobs.

Nearly all of the positions filled are clerical. The great difficulty has been to get the type of men wanted. References are usually required, but, owing to the fact that men are wanted quickly when called for, time does not always permit the investigation of references. Applications for help and the cooperation of employers are obtained by personal letters. One plan found effective has been to make a list of available men, with their qualifications, and send it to employers who have patronized the office, asking them if they can use any of the applicants. Folders are sometimes sent out describing the work of the office. The services of the office are not confined to members.

The Young Women's Christian Association employment bureau makes a specialty of nurses, governesses, clerks, and stenographers. It also places managing housekeepers, but very few domestics. It charges a fee of 50 cents from the employee and $1 from the employer.

OTHER AGENCIES FOR THE DISTRIBUTION OF LABOR.

Many philanthropic agencies are engaged in the distribution of labor in Chicago. These agencies are not licensed and are not under the supervision of the inspectors of employment agencies. Among such agencies is the United Charities of Chicago, which finds work,

but only as means of relief, for persons applying to it. No report is made of the number of persons placed by the United Charities. The principal charity organizations maintaining employment bureaus are societies dealing primarily with immigrants, or persons of foreign extraction. Among these are the B'nai B'rith free employment bureau, the German Society of Chicago, and the Swedish National Association of Chicago.

The B'nai B'rith free employment bureau is a consolidation of the employment bureaus of the Jewish Aid Society and the United Hebrew Charities, and is located in the heart of the Ghetto of Chicago. It keeps on file a very careful record of each person given employment, his needs, and the work given him. The following statement shows the amount of work done by the bureau during the year ending April 30, 1911, in its present location:

Total number of applicants registered	4,415
Total number placed	2,575
Total male applicants	3,847
Total female applicants	568
Total number of married persons	1,757
Total number of single persons	2,658
Total number of dependents of applicants	6,027

All persons receiving work through the bureau are Jews, but the report for the first year of its existence shows that they were of 19 different nationalities. Over 70 per cent, however, were Russian Jews. About half of all persons placed were classed as laborers. Of the remainder many were skilled workers—cabinetmakers, carpenters, bricklayers, electricians, druggists, locksmiths, machinists, painters, shoemakers, tailors, and others. It is obvious that the bureau deals with a much higher class of labor than the State free employment offices.

The German Society of Chicago is a charitable organization which has been in existence 57 years. It has maintained a free employment bureau for 32 years, and has gained during this time a considerable clientele of employers. It does not confine its advantages to Germans, but places large numbers of Austrians, Swiss, and Russians.

The following tabular statement shows the number of persons placed by the society during five years and classifies them according to occupations:

PERSONS SECURING POSITIONS THROUGH GERMAN SOCIETY OF CHICAGO, BY OCCUPATIONS, 1907 TO 1911.

Occupations.	1907	1908	1909	1910	1911
Common workmen and day laborers	3,929	2,543	3,456	3,796	3,551
Farm hands	575	979	1,248	1,684	1,217
Skilled workmen	356	336	430	423	375
Total	4,860	3,858	5,134	5,903	5,143

The following table from the 1911 report shows the distribution of skilled workmen placed by the society among the various occupations:

SKILLED WORKMEN SECURING POSITIONS THROUGH GERMAN SOCIETY OF CHICAGO, BY OCCUPATIONS, 1911.

Occupations.	Number.	Occupations.	Number.	Occupations.	Number.
Bakers	45	Gardeners	21	Tailors	17
Basket makers	1	Locksmiths	5	Tinsmiths	19
Blacksmiths	13	Machinists	9	Upholsterers	1
Butchers	17	Masons	10	Wagon makers	13
Cabinetmakers	14	Painters	46	Waiters	15
Carpenters	57	Polishers	1	Weavers	2
Cooks	36	Saddlers	3	Wood turners	14
Coopers	1	Shoemakers	12		

The following table shows the nationality of persons securing positions through the office during five years:

PERSONS SECURING POSITIONS THROUGH GERMAN SOCIETY OF CHICAGO, BY NATIONALITY, 1907 TO 1911.

Nationalities.	1907	1908	1909	1910	1911
German	3,109	2,606	3,457	4,041	3,645
Austrian	1,397	948	1,320	1,410	1,146
Swiss	288	240	296	341	224
Russian	67	64	61	111	128
Total	4,860	3,858	5,134	6,103	5,143

The following table shows the States served by the employment bureau of the society and the number sent to each State:

PERSONS SECURING POSITIONS THROUGH GERMAN SOCIETY OF CHICAGO, BY STATES TO WHICH SENT, 1907 TO 1911.

States.	1907	1908	1909	1910	1911
Illinois	4,806	3,786	4,965	5,840	5,042
Indiana	20	43	20	16	21
Michigan	2	2	8	3	15
Wisconsin	32	26	131	42	61
Iowa	.....	1	9	1	4
Missouri	.....	.....	1	.....	.....
Minnesota	.....	.....	.....	1	.....
Total	4,860	3,858	5,134	5,903	5,143

The Swedish National Association of Chicago was organized in 1894. Its primary object was to maintain a free employment bureau for Swedes. During the first 14 years of its existence it secured employment for 35,000 men and women, without charge. The great majority of these, the latest report of this association states, were placed in permanent positions. Applicants have been sent to nearly every State, and in most cases free transportation has been secured. The association claims to have some of the best Chicago business houses as regular patrons. For the first 15 years of its existence the services of its employment bureau were entirely free. Since 1908 a

fee is charged for furnishing female help, $1 from the employer and $1 from the employee, if the parties are able to pay it. By permission of the State authorities the association charges this fee without securing a license as an employment office.

The association cooperates with the United Charities, with the League for the Protection of Immigrants, and with the Young Women's Christian Association. The immigrant agents of the latter meet all incoming trains in order to assist young women on their first arrival. All immigrant Swedish women are sent by the agents to the Swedish National Association. Most of the Swedish young women are placed in domestic service.

The following tabular statement shows the number of persons for whom permanent positions were secured by the bureau during the three years, 1907 to 1909:

PERSONS SECURING POSITIONS THROUGH SWEDISH NATIONAL ASSOCIATION OF CHICAGO, BY SEX, 1907 TO 1909.

Years.	Males.	Females.	Total.
1907	2,943	1,605	4,548
1908	1,706	1,638	3,344
1909	2,206	1,626	3,832

The labor unions are very strong in Chicago, and through them a large proportion of skilled men secure employment. Among the very strongly organized trades are the building trades, printers, firemen and engineers, and brewery workers. Trade agreements whereby the unions agree to furnish men needed by contractors are made by these and other unions. Many of these contracts provide for the employment of nonunion men if the union is unable to furnish all the men needed.

The methods which the unions use for securing work for their unemployed are somewhat haphazard. Most of them maintain a "loafing room" at headquarters, where the men congregate in the morning and play games and wait for a call. When one is received the secretary notifies them and the necessary number of men go. In a very few cases the "loafing room" has a blackboard, where the men write their names in the order in which they come in, and they are given opportunities to work in the same order.

Many large employers maintain employment bureaus to facilitate the hiring of their employees. The associations of employers also maintain free employment bureaus. The Chicago Employers' Association has such a bureau, which was organized for the service of its members in case of a strike. Its principal activity occurs when a strike exists. It receives applications and supplies workers to its members at all times, however, but the amount of business done is not large.

MASSACHUSETTS.

STATE FREE EMPLOYMENT OFFICES.

The law providing for the establishment of free employment offices in Massachusetts was passed in 1906. There had been more or less agitation of the question for a number of years before the law was enacted. The abuses of private offices played some part in the argument for the establishing of State offices, but not so much perhaps as the contention that it was the duty of the State to use all means available for reducing unemployment. The proposition met with opposition from all sides and for varying reasons. The labor unions feared that it would be a strike-breaking institution. It was argued that such a scheme would be socialistic and paternalistic; that the office would be dominated by politics; that self-respecting individuals would not patronize a free office.

The law provides for the establishment of free employment offices in such cities as may be selected by the director of the bureau of statistics with the approval of the governor and council. Three offices have been established, one in Boston in December, 1906, and in 1907 one in Springfield and one in Fall River. The Boston office, which was the only one visited during this investigation, has five departments, as follows:

1. Department for skilled males.
2. Department for unskilled males.
3. Department for boys.
4. Department for skilled females.
5. Department for unskilled females.

These departments all have the same entrance. The male departments are on one side of a wide hall or passageway and the female on the other. The two female departments are separated by a partition, but the male only by a railing. In fact there is no separation between the skilled labor department and the boys' department, but a different desk is used for each. The Boston office was the only one visited during this investigation which had separate departments for skilled and unskilled workmen.

The Boston office during the first six months of its existence had an office force of 20 to 25 persons. This has now been cut to 10 persons besides the superintendent. The cost of maintenance the first year, not counting original equipment, was $19,565. This was cut to $13,986 during the year ending November 30, 1909. The cost for 1910 was $14,330 and for 1911, $15,856. The decrease from the first year's cost, the superintendent avers, was made without cutting off any of the legitimate needs of the office.

The office force at Springfield consists of a superintendent and two clerks, and that at Fall River of a superintendent only. Superintendents, assistants, and clerks are all chosen through civil-service examination.

The following tables show the business of the Massachusetts free employment offices from their establishment to November 30, 1911:

BUSINESS OF MASSACHUSETTS FREE EMPLOYMENT OFFICES FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1911.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, 1911, pp. 6 and 7.]

Classification.	Year ending November 30—					Total.
	1907	1908	1909	1910	1911	
BOSTON.						
Applications for employment	44,910	46,563	31,820	35,181	40,114	198,588
Offers of positions	44,876	24,445	32,432	41,630	47,688	191,071
Positions reported filled	14,480	9,941	13,034	15,478	15,806	68,739
Persons for whom positions were secured	10,707	6,535	8,327	9,262	10,112	44,943
Persons applied for by employers	33,696	12,825	17,404	21,425	22,816	108,166
SPRINGFIELD.						
Applications for employment	2,176	7,144	7,145	8,108	10,563	35,136
Offers of positions	1,464	3,940	5,753	6,626	8,559	26,342
Positions reported filled	796	2,431	3,166	3,675	4,310	14,378
Persons for whom positions were secured	(1)	1,538	1,929	2,085	2,300	7,852
Persons applied for by employers	1,488	3,204	4,283	5,007	6,176	20,158
FALL RIVER.						
Applications for employment	660	3,698	3,642	4,088	3,582	15,670
Offers of positions	513	4,269	3,355	2,826	1,925	12,888
Positions reported filled	234	2,583	1,541	1,421	1,042	6,821
Persons for whom positions were secured	(2)	1,020	910	945	793	3,668
Persons applied for by employers	379	2,951	2,130	1,922	1,640	9,022
TOTAL, 3 OFFICES.[3]						
Applications for employment	47,746	57,405	42,607	47,377	54,259	249,394
Offers of positions	46,853	32,654	41,540	51,082	58,172	230,301
Positions reported filled	15,510	14,955	17,741	20,574	21,158	89,938
Persons for whom positions were secured	[4] 10,707	9,093	11,166	12,292	13,205	56,463
Persons applied for by employers	35,563	18,980	23,817	28,354	30,632	137,346

[1] No record of detail kept. Office open 3 months only in 1907.
[2] No record of detail kept. Office open 2 months only in 1907.
[3] The figures for 1907 are for a full 12 months for the Boston office, but are for 3 months only for the Springfield office and 2 months only for the Fall River office.
[4] This figure is for the Boston office only.

The following table compares the business of the three Massachusetts offices for the two years, 1910 and 1911. It also illustrates the detail of the statistical reports of each of the Massachusetts offices. Similar tables for each office in the State are included in the published reports of the Massachusetts free employment offices.

BUSINESS OF THE MASSACHUSETTS FREE EMPLOYMENT OFFICES FOR THE YEAR ENDING NOVEMBER 30, 1911, COMPARED WITH THAT FOR YEAR ENDING NOVEMBER 30, 1910.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, 1911, p. 14.]

Classification.	1911			Total, 1910.	Per cent of increase (+) or decrease (−).
	Males.	Females.	Total.		
Applications for employment	37,780	16,479	54,259	47,377	+14.53
Applications from employers	.....	.....	24,821	23,681	+ 4.81
Individual employers who applied for help	.....	.....	8,668	8,854	− 2.10
Persons applied for by employers	18,081	12,551	30,632	28,354	+ 8.03
Offers of positions	39,729	18,443	58,172	51,082	+13.88
Individuals to whom one position only was offered	13,557	4,399	17,956	16,799	+ 6.89
Individuals to whom more than one position was offered	6,817	3,417	10,234	8,482	+20.66
Total to whom positions were offered	20,374	7,816	28,190	25,281	+11.51
Positions reported filled	12,468	8,690	21,158	20,574	+ 2.84
Individuals for whom one position only was secured	6,585	3,033	9,618	9,126	+ 5.39
Individuals for whom more than one position was secured	2,056	1,531	3,587	3,166	+13.30
Total for whom positions were secured	8,641	4,564	13,205	12,292	+ 7.43

In a presentation of the above statistics mention must be made of the care used in collecting the data presented. All persons applying for work are required to register, a practice not followed by most State employment offices, and applicants for help are asked to state the exact number of persons wanted. The result is believed to indicate approximately the supply and demand of the labor market. The supply is obtained in accordance with the following rule:

The employee's application slip must be made out for each employee who applies for work the first time, whether there is any position to offer or not. So long as he remains out of work from the time the first application was made, one application slip will be enough. If he obtains employment in the meantime and then becomes unemployed, another application slip should be made out. This slip is intended to obtain a record of all individuals who call at the office seeking work, and care must prevail to prevent duplication and to obtain, as nearly as possible, a correct statement of the labor supply.[1]

The above tables also distinguish between the number of positions offered and the number reported filled, and in the detailed report which is presented above for the year 1911 the number of individuals who were offered positions is also reported. This is interesting in view of the fact that some offices make no distinction between positions offered and positions filled, counting as filled all to which applicants are sent who do not return. To ascertain whether a position is actually filled, the worker is given an introduction card which is also a postcard addressed to the free employment office with a blank

[1] Third Annual Report on the State Free Employment Offices of Massachusetts, p. 8.

in which the employer is requested to state whether or not the applicant was engaged. If the card is not returned the information is obtained by telephone or, if necessary, by messenger. The above table shows that in 1911 the Massachusetts offices offered 58,172 positions to 28,190 applicants, 21,158 of whom were reported as engaged. These figures indicate a wide difference between positions offered to applicants and positions actually filled.

Applicants for employment at the Massachusetts free employment offices are required to stand in line, and each one in turn confers with the employment clerk, registering if it is his first visit, and inquiring for work if he has previously registered. In other States visited the applicants congregate in the waiting room and volunteer for work only when a call is made for men in their occupation.

The application slip filled for each applicant for employment at his first visit is here presented:

EMPLOYEE'S APPLICATION SLIP.

Name: _____
Address: _____
Kind of work desired: _____
Number dependent: _____. Age_____. S_____. M_____
Remarks: _____
Dept.: _____. Date_____

From persons sent to positions further information is obtained and entered upon a card for filing. The worker is asked whether he belongs to a trade-union, his religion, how long he has been unemployed, and his experience in the line of work sought. Applications are usually made in person, although skilled workers are encouraged to apply by mail. Advertising for workmen is resorted to only when in the opinion of the superintendent the position can not otherwise be filled.

The question of charging a nominal fee of applicants for employment and that of requiring and investigating references are both discussed in some detail in the First Annual Report on the State Free Employment Offices of Massachusetts, page 18 et seq. As to a nominal fee, the report says:

The principal argument in behalf of this proposition is that "a better grade of employees would be obtained and the undesirable ones kept out of the office" if a fee were asked. Some employers have complained that in offices where no fees are charged there is a resulting tendency to make the employees too independent, since they feel that they can leave the employer whenever they choose, without reasonable notice, and readily obtain a new position without cost; the net result being to make help shiftless and migratory. This theory has been found, upon investigation, to be based upon individual instances of unfortunate experiences in obtaining help from

the free employment office. * * * The experience of the Boston free employment office, in short, does not justify the theory that its defects, whatever they may be, would be materially remedied by the exaction of a fee from applicants for employment, nor does this experience furnish any substantial basis for the theory that capable and skilled help out of employment are disposed to refrain from using the office on the ground that it is a charitable institution, which they can not, in due deference to instincts of self-respect, patronize. It is a fallacious assumption, moreover, that the mere fact of the possession of the amount that might be required as a fee can be relied upon as bearing any direct relationship to the qualifications of the applicant. * * * In my judgment, there is no necessary relationship between the charging of a fee and the quality of service, and if there were it is extremely unlikely that the condition would be altered in any material degree by demanding only a nominal fee such as has been suggested. So far as the problems of the office are solvable, they are so through proper management and the securing and retaining of the confidence and good will of the employing public as the result of efficient service.

Concerning references and the contention that the offices should send applicants to employers only after a careful investigation of recommendations, the report says:

Here again, the adoption of such a plan on as comprehensive a scale as would be absolutely necessary * * * would involve a great and incalculable expense in the conduct of the office. Waiving that point, however * * * I believe * * * that the State is not justified in taking upon itself the obligation of guaranteeing the reliability of an applicant for work whom it sends to an employer; for if no guarantee is made, no legal responsibility is incurred. Moreover, aside from the question as to whether the State should undertake to guarantee references, as is done by certain private agencies, the intrinsic value of references is a matter of grave doubt. Almost any man can get some kind of a reference, and the average employer, though he can not continue on his pay roll a needless employee or one whom he deems inefficient, is, nevertheless, very apt to be sufficiently well disposed to feel that the man is at least entitled to a kind word.

As to the duties of the office in furnishing information to each party, the report continues:

To contend that the free employment offices are not justified in attempting to guarantee references, and, further, that such references are often of comparatively little real value when given is not, however, to be construed as absolving the offices from the duty of furnishing each party to the transaction of employment as full information about the other as is possible under the circumstances.

It is believed that this information should be obtained by inquiring in detail as to the conditions of employment and by careful questioning as to the ability and experience of the worker. The office can thus avoid sending applicants to positions for which they are unsuited. Such information as is obtained may be given to either party, but beyond this the office does not see fit to go.

In line with the policy of giving full information concerning positions offered is that of stamping on the card given to workers, if a strike exists, the words, "There is a strike at present at this establishment." This practice meets the approval of organized labor and employers have made no objection to it. The Boston office has successfully weathered strikes of teamsters, garment workers, telegraphers, cigar strippers, engineers, and newsboys. Some of these strikes were bitterly contested. Orders for men were received and filled, and the superintendent states that "not one word of criticism has ever been made to the office by employer, employee, or organized labor."

To procure applications for help, the Massachusetts free employment offices rely principally upon the publicity given their work in the newspapers. During the first year of their existence they received much attention from the press, and reports of their work continue to appear in the papers from time to time. During 1909 the three offices expended only $202.29 for advertising; in 1910 they expended $454.81, and in 1911, $581.72. An additional method of bringing the work of the Boston office before the public is by means of public addresses delivered by the superintendent. Agents are not employed to solicit applications for help. It is believed this method would be expensive and at the same time ineffective.

Employers applying for help make out a registry card stating the kind of work, the hours, and the rate of pay offered, and the ages of the workers desired. This card contains space for indicating each applicant sent to the employer, so that all business done with each employer can be seen at a glance.

To facilitate the work when an employer wishes to hire a number of persons the office provides a room and desk where the employer may interview applicants for work. Employers take advantage of this opportunity of securing men quickly without the necessity of having a large number call at their offices. The same plan is followed in the female department, a room being provided where women can meet domestics seeking work, or where other employers of female labor can interview would-be employees.

Beyond determining whether or not a strike exists, and asking the usual questions as to nature of work, hours, wages, etc., which are placed upon the employer's application card, the Massachusetts offices make no investigation of the positions to which they send men or women. Investigation is usually unnecessary as many employers are known personally or by reputation to the superintendent or his assistants. When an employer acquires a bad reputation through repeated complaints from persons sent to him, the office refrains from sending him more workers.

In sending workmen to positions the Boston office, at the outset, attempted to give preference to those longest registered and to per-

sons having dependents. This was found impracticable, and the person in the office when help is called for now receives the preference. The applicants for employment are encouraged to come often, but loitering in the office is not permitted. The law creating free employment offices in Massachusetts limited the privilege of registration to residents of the State, but has been amended so that residents are merely given preference.

The three offices of the State do not cooperate to any extent, the time required to transport laborers making it impracticable. At the same time there appears to be little necessity for cooperation, as each office is able to supply its demand without assistance. To extend the benefits of the offices throughout the State, the law authorizes the director of the bureau of statistics to furnish weekly to city and town clerks, to be posted by them, printed bulletins showing the demand for employment as indicated by applications at the free employment offices. The practice of supplying these bulletins was soon discontinued because they were found to be of little value.

The Boston office has not succeeded in finding places for immigrants. Neither has it been successful in placing men who have come to it through charity organizations and philanthropists. The 1909 reports show that of 562 such persons only 125 secured employment through the free employment office. This small proportion is doubtless due in part to the fact that the men who come through philanthropic agencies are handicapped in one way or another, and incapable of any but special kinds of labor. Positions for such persons are not easily found, and an employment office seeking to grow in favor with employers may well hesitate before placing handicapped men in positions, particularly if more competent men are available. Whatever the reason for the failure to place these men, the result has been a growing lack of confidence on the part of philanthropic organizations in the free employment office.

This lack of confidence may be due in part to the different methods of work of the two classes of institutions. The charity organization is concerned with the individual primarily, and seeks to find his individual needs and capabilities and to deal with them. This is called personal work or more technically "case work." Such work can not be done by the free employment office. The very large number of persons who must be dealt with across a desk in the presence of other persons precludes it. Beyond seeking to place the best available man in the position offered, the employment office can do little in supplying the individual's needs, and this limitation must often shut out the most needy. To the mind of the trained charity worker this absence of personal work is a most serious omission.

The labor unions of the State heartily indorse the work of the free employment bureau, while they regard private employment agencies

with suspicion. They claim positive knowledge that some of the private offices are engaged in practices dangerous to their applicants and that some of them are guilty of the classes of frauds frequently charged against these institutions.

The unions find little occasion to patronize either the State office or private employment agencies, as the larger, stronger unions all maintain free employment bureaus for their members. During a representative month only about 3 per cent of the male applicants for employment at the Boston Free Employment Office were members of unions. It is probable that these men were chiefly members of the small unions which maintain no employment office.

The tables presented above show that the Fall River office secured positions for only 793 persons in 1911, and that the volume of its business has remained about stationary for the four years since the office was established. This experience well illustrates the limitations of an employment agency in a city without diversified industries. The industry far exceeding all others in importance in Fall River, employing 81 per cent of all wage earners in manufacturing industries, is the manufacture of cotton textiles. The manufacturers' association in that city has a working agreement with the textile unions, and the unions are relied upon to furnish the cotton-mill employees needed. During the year ending November 30, 1909, cotton manufacturers applied for only 104 workmen at the free employment office. Even if no contract existed between cotton manufacturers and unions, the field for the employment office would not be larger. With only one important industry in the town, the workmen know where to look for employment without the assistance of the employment office, and when there is no work to be had in the one important industry, the employment office is unable to find any work for the applicant. It is only where industry is so diversified that men are likely to look in the wrong place for employment that a labor exchange becomes necessary. The work of the Fall River office is, in fact, confined to domestic service and the odds and ends of business.

The character of the positions filled by the three offices in 1911 is indicated by the following table:

PERSONS SECURING POSITIONS THROUGH THE MASSACHUSETTS FREE EMPLOYMENT OFFICES, BY SEX AND OCCUPATION, 1911.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, 1911, p. 8.]

Occupations.	Males.	Females.	Total.
Agricultural pursuits	1,921	6	1,927
Professional service	56	3	59
Domestics and personal service	4,531	7,331	11,862
Trade and transportation	2,641	418	3,059
Manufacturing and mechanical pursuits	3,184	921	4,105
Apprentices	135	11	146
Total	12,468	8,690	21,158

The latest reports do not show the occupations of persons securing positions except by classes as above indicated. The second annual report, however, shows the number of each sex placed in each occupation by each office in 1908.

The table is here reproduced:

PERSONS SECURING POSITIONS THROUGH THE MASSACHUSETTS FREE EMPLOYMENT OFFICES, BY SEX AND OCCUPATION, YEAR ENDING NOVEMBER 30, 1908.

[From Second Annual Report on the State Free Employment Offices of Massachusetts, pp. 18 and 19.]

Sex and occupation.	Boston.	Springfield.	Fall River.	Total.
MALES.				
Agricultural pursuits:				
Corn huskers	.....	29	.....	29
Farm hands	568	426	100	1,094
Gardeners	28	7	14	49
Onion laborers	.....	8	.....	8
Pickers (peas)	.....	13	.....	13
Potato laborers	.....	7	.....	7
Tobacco workers	.....	64	.....	64
Woodchoppers	33	31	21	85
Professional service:				
Theatrical supernumeraries	40	.....	.....	40
Domestic and personal service:				
Carpet cleaners	3	3	.....	6
Chefs	23	1	.....	24
Cleaners	29	9	.....	38
Cooks	140	7	16	163
Dishwashers	95	3	4	102
Elevator tenders	54	4	.....	58
Furnace tenders	9	.....	11	20
General workers	305	63	52	420
Institution employees	8	2	.....	10
Janitors and assistants	40	7	3	50
Kitchen men	281	7	8	296
Laborers (general)	278	208	95	581
Laundry workers	8	3	2	13
Lumpers	29	.....	.....	29
Pin setters	5	.....	.....	5
Porters	71	7	5	83
Restaurant workers	23	4	.....	27
Vacuum sweepers	.....	6	.....	6
Waiters	48	1	1	50
Watchmen	6	3	1	10
Window cleaners	23	.....	.....	23
Trade and transportation:				
Agents (not specified)	4	12	2	18
Bookkeepers	9	.....	.....	9
Boys (errand, office, etc.)	624	17	19	660
Canvassers	61	19	15	95
Clerks (not specified)	20	7	18	45
Coal shovelers	32	4	.....	36
Distributors (circulars, etc.)	66	19	5	90
Drivers (not specified)	18	3	.....	21
Office workers	11	.....	.....	11
Packers	18	1	.....	19
Paper sellers	67	.....	.....	67
Salesmen (not specified)	23	12	6	41
Shippers and assistants	33	.....	1	34
Solicitors	30	7	.....	37
Stablemen	44	6	4	54
Stenographers and typewriters	13	1	.....	14
Teamsters	99	55	18	172
Manufacturing and mechanical pursuits:				
Bakers	16	4	.....	20
Blacksmiths	15	6	5	26
Bottlers and washers	8	.....	.....	8
Brass workers (not specified)	16	3	.....	19
Buffers	9	.....	.....	9
Carpenters	146	40	22	208
Concrete workers	4	7	4	15
Cotton-mill operatives (not specified)	.....	2	36	38
Electricians (linemen, etc.)	23	4	2	29
Engineers	98	10	11	119
Factory workers (not specified)	50	4	.....	54
Firemen	95	31	10	136
Ice cutters	.....	74	365	439
Ironworkers (not specified)	15	1	.....	16

PERSONS SECURING POSITIONS THROUGH THE MASSACHUSETTS FREE EMPLOYMENT OFFICES, ETC.—Concluded.

Sex and occupation.	Boston.	Springfield.	Fall River.	Total.
MALES—concluded.				
Manufacturing and mechanical pursuits—Concluded.				
Machinists	70	27	14	111
Masons	5	1	18	24
Meat cutters	42	3	1	46
Metal workers (not specified)	20	1	.....	21
Painters	128	33	.....	161
Paper hangers	6	3	.....	9
Plumbers	35	4	1	40
Printers (not specified)	9	13	1	23
Compositors	37	2	.....	39
Press feeders	47	.....	.....	47
Pressmen	11	.....	.....	11
Roofers	6	.....	.....	6
Steam fitters	8	1	.....	9
Tailors	12	1	1	14
Tinsmiths	2	5	1	8
Woodworkers (not specified)	8	1	.....	9
Apprentices (not specified)	92	5	.....	97
Other trades and occupations	179	73	32	284
Total	4,531	1,445	945	6,921
FEMALES.				
Domestic and personal service:				
Addressers	38	.....	.....	38
Art workers	84	.....	.....	84
Chambermaids	188	11	37	236
Cooks	371	42	118	531
Companions	.....	2	.....	2
Day workers (not specified)	5	301	273	579
Cleaners	216	30	99	345
Washerwomen	133	18	246	397
Demonstrators	22	2	1	25
Dishwashers	200	.....	5	205
Folders (circulars, papers, etc.)	45	.....	.....	45
Hotel employees	18	.....	.....	18
Housekeepers	108	40	49	197
Housework	1,386	262	506	2,154
Institution employees	7	.....	.....	7
Kitchen workers	519	62	12	593
Labelers	9	1	1	11
Laundresses	113	7	11	131
Laundry employees	18	.....	10	28
Nurse girls	45	14	45	104
Nurses	19	2	14	35
Pantry workers	75	1	.....	76
Restaurant workers	26	.....	.....	26
Scrub women	201	2	2	205
Second girls	82	8	73	163
Waitresses	706	36	45	787
Ward maids	9	1	3	13
Trade and transportation:				
Bookkeepers	16	.....	2	18
Canvassers	54	1	6	61
Cashiers	7	.....	2	9
Clerks	.....	.....	5	5
Cutters and pasters (press clipping)	18	.....	.....	18
Errand girls	34	.....	.....	34
Office workers	49	2	2	53
Saleswomen	38	3	.....	41
Stenographers and typewriters	43	5	3	51
Store workers	10	1	.....	11
Telephone operators	.....	3	8	11
Manufacturing and mechanical pursuits:				
Baker's helpers	4	.....	.....	4
Bookbinders and folders	6	5	.....	11
Corset-shop employees	.....	68	.....	68
Cotton-mill operatives	.....	.....	19	19
Factory workers (not specified)	273	33	.....	306
Leather workers	14	.....	.....	14
Machine operators	3	.....	.....	3
Printing employees	37	8	.....	45
Seamstresses	49	5	22	76
Stitchers	46	3	.....	49
Tailoresses	11	.....	1	12
Apprentices (not specified)	10	1	.....	11
Other trades and occupations	45	6	18	69
Total	5,410	986	1,638	8,034

These tables indicate that domestic and personal service engaged over 85 per cent of the females who obtained employment at the Massachusetts free employment offices during the two years 1908 and 1910. The principal occupation under this classification in 1908 was "housework," which engaged over 2,000 women. Domestic and personal service also engaged more men than any other class of occupations. "Manufacturing and mechanical pursuits" was next in order in the number of men placed in 1910 and in 1908. The table for 1908 shows that this class of workers included many skilled men. The great majority of workers placed were unskilled, however. In 1910 89 men and in 1911 59 men were placed in "professional service." In 1908, 40 were so placed, all as theatrical supernumeraries. The Massachusetts offices make special effort to handle professional and skilled workers, a blank being provided whereby they may file applications by mail, and much attention being given to placing them. The Boston office has filled one position paying $2,000 per annum.

The entire expense of maintaining the offices in Massachusetts is borne by the State. The cities where the three offices are located contribute nothing. The following table shows the amount expended for the support of each office, and the average cost of each position filled in 1911:

COST OF MAINTENANCE OF MASSACHUSETTS FREE EMPLOYMENT OFFICES AND COST OF EACH POSITION FILLED, 1911.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, pp. 6, 7, and 10.]

Cities.	Cost of maintenance.	Per capita cost of each position filled.
Boston	$15,856.11	$1.00
Springfield	3,969.17	.92
Fall River	2,115.18	2.03
Total	21,940.46	1.04

When the cost per position as above indicated is compared with that in some other States, something of the expense of securing the accurate statistical data contained in the Massachusetts reports is suggested. In Minnesota the average cost of each position filled during the past year was only 19.4 cents. The difference is largely, though not entirely, due to the cost of securing accurate statistical data.

LABOR SUPPLY AND DEMAND AS INDICATED BY REPORTS OF FREE EMPLOYMENT OFFICES.

The statistics gathered by the Massachusetts free employment offices are presented in such a way as to indicate the supply and demand for labor and thus to throw some light on the amount of

unemployment. In the following table the average daily supply of labor and the average daily demand for 1911 is shown. It should be recalled that all applications for help and employment are recorded and that no application for employment is intentionally recorded more than once.

BUSINESS AT EACH OFFICE AND LABOR SUPPLY AND DEMAND, FOR THE YEAR ENDING NOVEMBER 30, 1911.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, pp. 18 and 19.]

Classification.	Working days.	Supply.		Demand.			Positions filled.		Per-cent of positions filled of persons called for.	Per-cent of positions filled of applications.
		Applications for employment.	Daily average.	Number of applications from employers.	Aggregate number of persons called for.	Daily average.	Number.	Daily average.		
Boston:										
Males	304	27,868	91.67	.....	13,898	45.72	9,303	30.60	66.94	33.38
Females	304	12,246	40.28	.....	8,918	29.33	6,503	21.39	72.92	53.10
Total	304	40,114	131.95	18,504	22,816	75.05	15,806	51.99	69.28	39.40
Springfield:										
Males	305	7,722	25.32	.....	3,690	12.10	2,791	9.15	75.64	36.14
Females	305	2,841	9.31	.....	2,486	8.15	1,519	4.98	61.10	53.47
Total	[1] 305	10,563	34.63	5,012	6,176	20.25	4,310	14.13	69.79	40.80
Fall River:										
Males	305	2,190	7.18	.....	493	1.62	374	1.23	75.86	17.08
Females	305	1,392	4.56	.....	1,147	3.76	668	2.19	58.24	47.99
Total	[1] 305	3,582	11.74	1,305	1,640	5.38	1,042	3.42	63.54	29.09
Total for three offices:										
Males	304	37,780	124.17	.....	18,081	59.44	12,468	40.98	68.96	33.00
Females	304	16,479	54.15	.....	12,551	41.24	8,690	28.56	69.24	52.73
Total	304	54,259	178.32	24,821	30,632	100.68	21,158	69.54	69.07	38.99

[1] Springfield and Fall River offices had 26 working days in June.

The number of males applying for work was twice as great as the number applied for and more than three times as great as the number securing positions. Of 37,780 males who applied for work during the year only 12,468 were placed in positions. Of the remaining 25,312, it can not be known how many secured employment elsewhere, but the fact that a daily average of 83 men, 61 in Boston alone, not counting recurrent applicants, were turned away without work, indicates that unemployment is a most important factor in the industrial situation in the State of Massachusetts. Only 33 per cent of the men applying for work secured it; 67 per cent were not benefited.

Of females, the table shows that the demand was about three-fourths as great as the supply. Only 69.24 per cent of the applications for help and 52.73 of applications for employment were filed.

The following table shows the labor supply and demand for each of the 12 months ending November 30, 1911:

BUSINESS AT ALL OF THE OFFICES AND LABOR SUPPLY AND DEMAND, FOR THE YEAR ENDING NOVEMBER 30, 1911, BY MONTHS.

[From Fifth Annual Report on the State Free Employment Offices of Massachusetts, pp. 18 and 19.]

Months	Working days.	Supply.		Demand.			Positions offered.		Positions filled.		Per cent of positions filled of persons called for.
		Applications for employment.	Daily average.	Number of applications from employers.	Aggregate number of persons called for.	Daily average.	Number.	Daily average.	Number.	Daily average.	
1910.											
December..	26	4,463	171.65	1,451	2,191	84.27	3,202	123.15	1,309	50.35	59.74
1911.											
January....	26	5,005	192.50	1,396	1,591	61.19	3,043	117.04	1,140	43.85	71.65
February...	23	3,859	167.78	1,263	1,526	66.35	2,925	127.17	1,139	49.52	74.64
March.....	27	5,018	185.85	1,923	2,258	83.63	4,415	163.52	1,613	59.74	71.43
April.....	24	4,306	179.42	2,197	2,465	102.71	4,805	200.21	1,676	69.83	67.99
May.....	26	4,933	189.73	2,878	3,303	127.04	6,158	236.85	2,348	90.31	71.09
June.....	1 25	5,138	203.46	2,327	2,778	110.01	5,316	211.14	2,017	79.87	72.61
July.....	25	3,840	153.60	2,112	2,693	107.72	4,710	188.40	1,897	75.88	70.44
August.....	27	4,329	160.33	2,136	2,607	96.56	5,115	189.44	1,747	64.70	67.01
September .	25	4,585	183.40	2,803	3,664	146.56	6,615	264.60	2,225	89.00	60.73
October....	25	4,809	192.36	2,423	3,098	123.92	6,718	268.72	2,250	90.00	72.63
November..	25	3,974	158.96	1,912	2,458	98.32	5,150	206.00	1,797	71.88	73.11
Total...	304	54,259	178.32	24,821	30,632	100.68	58,172	191.24	21,158	69.54	69.07

1 Springfield and Fall River offices had 26 working days in June, making 305 working days for the year in those offices.

PRIVATE EMPLOYMENT OFFICES.

There can be little doubt that the most important agencies for the distribution of labor in Massachusetts and in Boston are the private employment agencies. There are 96 of these agencies in Boston, and it is estimated that there are from 250 to 300 of them in the State. The State law provides that such agencies shall pay a license fee of not less than $2; that fees shall not be accepted unless employment is furnished; and that in case of discharge within 10 days without cause, five-sixths of the fee shall be refunded. False advertising is prohibited, and a fine of $50 to $200 is fixed for sending any woman to enter a house of ill fame. Three cities, Cambridge, Lowell, and Boston, have regulations supplementing the State laws. In all cities except Boston employment offices are licensed by the mayor and board of aldermen, and the duty of enforcing the laws concerning them rests upon these officials. In Boston the licenses are issued by a license board consisting of three members, appointed by the governor. The licensing and control of employment offices is only one of the duties of this board, which also issues liquor licenses, victualer's licenses, and other licenses.

The rules issued by this board divide employment offices into two classes, Class I and Class II. Offices of Class I deal with accountants, clerks, draftsmen, stenographers, etc., and with skilled labor. Offices of Class II deal with unskilled labor, farm labor, and domestics. The license fee is $50 for offices of Class I and $25 for those of

Class II. No bond is required. Boston has 33 employment offices of Class I and 79 of Class II, a total of 112 offices. Of these, 16 are both Class I and Class II, so that the total number of places where offices are located is 96.

The rules made by the licensing board fix the fee which may be charged by offices of each class, specify that a receipt be given, and provide for the refund of the same if employment is not obtained and of a part thereof if the position secured is not held. They also require a refund of money paid for transportation if no vacancy exists where the applicant is sent. Records must be kept which shall be open to inspection by the licensing board. No provision is made for inspection, but the "rules relating to intelligence offices," required to be posted, contain the following words: "Make any complaints to any police officer, who will direct you to the proper authorities."

Early in 1910 (November, 1909, to February, 1910) the Women's Educational and Industrial Union of Boston conducted an investigation of private employment offices in Massachusetts. The report has not been published, but by the courtesy of the officials of the organization some of the information obtained is here presented.

At the time of the investigation made by this organization Boston had 105 agencies listed by the licensing board and classified as follows: Class I, 21 offices; Class I and II, 18 offices; Class II, 66 offices. Of the 21 Class I offices, 1 had had its license revoked and 2 others were out of business. Of the 18 which were active, 6 were general mercantile offices, 3 were textile offices placing superintendents and men in mills all over the United States, 2 specialized in hotel and restaurant help, 2 furnished chefs and cooks, 1 supplied stenographers and typewriters, 2 specialized in engineering and mechanical help, and 1 specialized in draftsmen. Two of the textile agencies were subordinate departments of monthly magazines.

Of the Class I and Class II agencies combined, 1 specialized in farm labor and 10 in hotel and restaurant work. This division included the employment bureaus of the Young Men's Christian Association, Young Women's Christian Association, and the Women's Educational and Industrial Union. Of the Class II agencies, 7 specialized in farm hands and woodsmen and 57 in domestic help.

This classification shows something of the field open to employment agencies. More than half of all agencies furnished domestic help and 14 other hotel and restaurant workers and cooks. Only 15 aimed to specialize in higher-grade help.

The location of the offices as disclosed by the investigation is interesting and throws further light upon their importance. Of 92 offices in Boston, 12 were located in lodging houses, 22 were in living rooms, 4 were in upstairs tenements, 3 were connected with dry goods stores, 1 was connected with a variety store, 1 was connected with a bakery,

26 were in office buildings, 23 were in the poorest kind of business blocks.

The offices in lodging houses and living rooms and in connection with stores were practically all domestic offices. Of the 26 in office buildings 15 were Class I offices, 7 of them mercantile, 3 were Classes I and II combined, furnishing chiefly hotel help, and 8 were domestic offices of a good type. Of the 23 agencies located in second-class business blocks, 11 were Class I offices, none of high grade, 8 placed domestic help, and 5 placed farm hands.

All domestic offices in Boston were found to be conducted by women, as were all except 3 of Classes I and II combined. Most of the latter placed hotel help chiefly, so it appears that homes and hotels in Boston depend upon women office keepers for their help. The city had 15 hotel agencies, 10 of which were conducted by men. Those conducted by men do a greater volume of business and place a higher grade of help than those conducted by women.

The investigator for the Women's Educational and Industrial Union visited 54 offices in nine cities outside of Boston. In the great majority of the offices in these cities the business was found to be conducted usually in living rooms or second-class business blocks, as a side line in connection with various occupations—dressmaking, tailoring, housekeeping, insurance, real estate, photography, storekeeping, spiritualist meetings, etc. The volume of business would seemingly warrant no more than 1 to 4 good offices in each of these cities, but they had from 2 to 29 each.

In factory towns, notably Lowell and Lynn, the agencies placed domestics only. This bears out the experience of the State free office at Fall River and emphasizes again the narrow field for employment offices in cities where the industries are not diversified.

In some of the offices visited by the investigator the sanitary conditions were bad. Some were dirty and foul-smelling and not ventilated. On the whole, however, sanitary conditions were found to be fairly good.

Of the 148 offices visited in the State, 110 were kept by women and only 38 by men.

Of 75 representative office keepers in Boston, the investigator reports that only 12 were making use of the blank form or card system of registrations, and only 14 pretended to keep references on file. The law does not require that references be kept nor that receipts be given for fees. The local regulations in Boston and Cambridge require receipts for fees. It was found, however, that in these cities, as well as in all others, the office keeper who uniformly gave a receipt was the exception. The great majority say that they give them "only when asked for."

The report summarizes business methods as follows:

A small minority, including the large mercantile and textile offices in Boston, the engineering agencies, and a few others, together with 6 to 8 domestic offices, approximately 20 out of 148, had full business equipment, well-ventilated, clean, orderly business offices, where suitable provision was made as to waiting room for applicants and where businesslike management matched the appearance of the office, where books and other records were accurately kept, references were investigated, and kept on file, and receipts were invariably given for all fees received. In other agencies, in the three cities where local regulations called for them, books of registration were usually kept, after a fashion; in other cities the office keeper registered his applicants or not, as he pleased; sometimes he made no pretense of doing so, and again a very poor pretense, registering employers, but not employees, and keeping no record of fees received. Those who invariably gave receipts were the exception. About 11 per cent kept references on file.

The investigation indicated that the employment business is not, as a rule, profitable if full business equipment is maintained. The hotel agencies gain considerable profit, chiefly because the investigation of references is not considered necessary. In the majority of offices outside of Boston the employment business is a side issue to some other, because the profit is not sufficient to maintain it alone.

The most common form of fraud practiced by agents in Boston was found to be the acceptance of "gifts" and illegal fees. One domestic worker reported that her job cost her $3 extra and that offices "take gifts and let you know what they want." Four offices admitted that they took illegal fees and 10 that they accepted "gifts."

OTHER AGENCIES IN BOSTON.

Various philanthropic and semiphilanthropic societies are also engaged in obtaining work for the unemployed in Boston. Agencies which charge a fee must have a license, and are under the jurisdiction of the license board. The Young Men's Christian Association of the city maintains a licensed employment bureau, which charges the full fee and limits its service to members. The office was formerly a free office. The superintendent states that with each increase in fee both the quality and quantity of the business have increased. The office placed 1,258 applicants during the year ending April 30, 1909.

The Young Women's Christian Association also maintains an employment agency for women and the Young Men's Christian Union maintains a free bureau for young men and boys. The Associated Charities Society does not maintain an employment office as such, but tries to find employment through employment agencies and otherwise for men who come under its attention. The same thing is true of the Boston Provident Association. The Industrial Aid Society places farm help.

For dealing with immigrants and finding them employment there are the Benevolent Aid Society for Italian Immigrants, the German Aid Society, and the Boston branch Baron de Hirsch Fund, the field of each being indicated by its name.

The labor unions, it has been mentioned, maintain employment offices as a part of their regular office work for the benefit of members.

The National Metal Trades Association maintains a free employment bureau in Boston.

The Employers' Association of Boston also maintains such a bureau for the benefit of its members. Its object is to assist in maintaining the open shop. Applicants for employment are asked whether or not they are members of unions, but the office claims to make no discrimination, placing as many union as nonunion men. It uses every effort to secure men needed in case of a strike, but it also serves its members at all times. It keeps a record of men and makes some investigation as to their ability before sending them to positions. Following is a statement of the business done by the office during 1911–12 and also since its establishment in 1906:

OPERATIONS OF THE EMPLOYMENT DEPARTMENT OF THE EMPLOYERS' ASSOCIATION OF BOSTON.

	January 1, 1911, to March 1, 1912.	July 30, 1906, to March 1, 1912.
Applicants registered	4,533	16,821
Requests from members for help	518	2,258
Men needed to fill requests	1,397	.....
Men sent out to fill positions	1,951	10,114
Men sent out employed	983	3,329

MICHIGAN.

STATE FREE EMPLOYMENT OFFICES.

The law establishing free employment offices in Michigan was enacted in 1905. The reasons for its passage, as well as the methods of administration of the first two offices established during the first few months of their existence are discussed in Bulletin 68 of this Bureau, issued in January, 1907, to which the reader is referred. The following extract from the 1907 report of the superintendent of the Detroit office indicates that the desire to curb the abuses of private offices was a very important factor in securing the establishment of free offices. The report says:

Because of the unscrupulous methods pursued, with scarcely an exception, by the private employment agents of the larger cities in the State, and with the object of at least partially protecting the thousands of working people against the fraud and deception prac-

ticed by these sharks, the legislature passed a law directing the commissioner of labor to establish free employment bureaus.[1]

The law enacted in 1905 authorized the establishment of such offices in cities having a population of over 50,000, but made no special appropriation for the purpose, except an allowance of $500 for advertising. Under the provisions of this law offices were established in two cities, Grand Rapids and Detroit. In 1907 a new law appropriated $5,000 for the support of free employment bureaus and au- Two new offices were established in 1907—one at Saginaw and one thorized their creation in cities having 30,000 population or over. at Kalamazoo. A fifth office was established at Jackson in 1908.

The legislature of 1909 reenacted the law of 1907, with a few changes. This law authorizes free employment bureaus in three more cities—Bay City, Battle Creek, and Muskegon. It appropriates $40,000 annually for the support of the department of labor, aside from the salary of the commissioner of labor and his deputy. This amount must defray the salary and expenses of the entire department, including factory inspection, coal-mine inspection, the gathering of statistics, the expense of the several free employment bureaus of the State, the inspection of public buildings, school buildings, opera houses, and theaters. It is evident that not a large amount is available for the maintenance of free employment bureaus. For this reason the three additional offices authorized have not been established.

The law forbids the charging of any fee directly or indirectly; directs the commissioner of labor to use all diligence in securing the cooperation of employers of labor, by advertising and other means; and provides for the appointment by such commissioner of such assistants as may be necessary, all of whom shall be under his direction and receive such compensation as he may determine. Each of the four offices outside of Detroit has a manager only. Three of these managers are men; the manager at Jackson is a woman. The manager of the Detroit office has two assistants—a man and a woman. The Detroit manager is also superintendent of all offices in the State, but he seldom visits the other offices. Two of the offices, those at Detroit and Saginaw, are located in the city hall, and so are without expense for rent. The offices, except that at Detroit, in addition to their other work, issue work permits to children.

The following table shows the amount of business done by each of the five offices of the State for the four years, 1908 to 1911:

[1] Twenty-fifth Annual Report Michigan Bureau of Labor, 1908, p. 471.

BUSINESS OF FREE EMPLOYMENT OFFICES OF MICHIGAN FOR YEARS ENDING NOVEMBER 30, 1908 TO 1911; ALSO TOTAL BUSINESS OF EACH OFFICE FROM ESTABLISHMENT TO NOVEMBER 30, 1911.

[Compiled from Annual Reports of the Department of Labor, Michigan.]

1908.

Location of office.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Detroit	5,408	1,887	7,295	5,361	2,275	7,636	4,951	1,773	6,724
Grand Rapids	2,844	2,231	5,075	1,511	1,550	3,061	1,453	1,490	2,943
Jackson	521	353	874	198	258	456	160	205	365
Kalamazoo	4,300	1,412	5,712	1,617	973	2,590	1,339	666	2,005
Saginaw	2,992	632	3,624	1,709	777	2,486	1,430	526	1,956
Total	16,065	6,515	22,580	10,396	5,833	16,229	9,333	4,660	13,993

1909.

Detroit	20,714	3,905	24,619	21,358	5,661	27,019	19,321	3,703	23,024
Grand Rapids	4,375	1,844	6,219	3,996	2,071	6,067	3,199	1,484	4,683
Jackson	1,317	826	2,143	883	814	1,697	804	642	1,446
Kalamazoo	3,941	2,259	6,200	2,623	2,570	5,193	2,050	1,667	3,717
Saginaw	2,751	689	3,440	1,844	843	2,687	1,529	547	2,076
Total	33,098	9,523	42,621	30,704	11,959	42,663	26,903	8,043	34,946

1910.

Detroit	24,769	5,694	30,463	25,223	7,214	32,437	23,509	5,538	29,047
Grand Rapids	8,059	3,331	11,390	6,816	4,262	11,078	6,017	2,817	8,834
Jackson	1,249	779	2,028	785	877	1,662	650	652	1,302
Kalamazoo	4,011	2,138	6,149	3,230	2,541	5,771	2,083	1,388	3,471
Saginaw	2,711	554	3,265	2,120	844	2,964	1,783	502	2,285
Total	40,799	12,496	53,295	38,174	15,738	53,912	34,042	10,897	44,939

1911.

Detroit	25,379	5,825	31,204	25,303	6,875	32,178	23,767	5,633	29,400
Grand Rapids	9,795	3,341	13,136	7,885	3,630	11,515	6,655	2,706	9,361
Jackson	1,836	1,279	3,115	1,094	1,355	2,449	957	1,055	2,012
Kalamazoo	5,419	2,031	7,450	3,537	2,452	5,989	2,587	1,166	3,753
Saginaw	3,827	599	4,426	2,156	904	3,060	1,722	509	2,231
Total	46,256	13,075	59,331	39,975	15,216	55,191	35,688	11,069	46,757

TOTAL BUSINESS OF EACH OFFICE FROM ESTABLISHMENT TO NOVEMBER 30, 1911.

Detroit	97,355	20,623	117,978	100,848	26,712	127,560	92,460	19,938	112,398
Grand Rapids	32,376	14,875	47,251	27,031	16,493	43,524	22,948	12,084	35,032
Jackson	4,923	3,237	8,160	2,960	3,304	6,264	2,571	2,554	5,125
Kalamazoo	18,471	8,099	26,570	11,459	8,803	20,262	8,438	5,027	13,465
Saginaw	13,515	2,768	16,283	9,339	3,774	13,113	7,342	2,298	9,640
Total	166,640	49,602	216,242	151,637	59,086	210,723	133,759	41,901	175,660

The table shows that the number of positions secured by the five offices in the State increased from 13,993 in 1908 to 46,757 in 1911. In 1911, 35,688 males and 11,069 females were placed in positions. During the year 59,331 applications for employment were recorded, but as will appear later this does not indicate how many persons came to the various offices seeking employment. During the same year 55,191

applications for help were made to the five offices, 8,434 of which were not filled. No positions are recorded as secured unless the office has positive assurance that the applicant has been accepted.

The Detroit office secured positions in 1908 for 6,724 persons and in 1909 for 23,024, an increase of 16,300, or more than 250 per cent. In the year ending November 30, 1911, there was a further increase to 29,400. The following table shows the amount of business done each month by the Detroit office from December 1, 1910, to November 30, 1911:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, DETROIT FREE EMPLOYMENT OFFICE, FOR TWELVE MONTHS ENDING NOVEMBER 30, 1911.

Months.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
December, 1910	860	286	1,146	728	324	1,052	710	270	980
January, 1911	966	433	1,399	854	472	1,326	827	415	1,242
February, 1911	1,040	405	1,445	938	473	1,411	880	391	1,271
March, 1911	1,449	487	1,936	1,347	552	1,899	1,251	474	1,725
April, 1911	1,618	515	2,133	1,546	597	2,143	1,469	503	1,972
May, 1911	2,740	620	3,360	2,773	792	3,565	2,608	610	3,218
June, 1911	2,150	575	2,725	2,102	704	2,806	1,969	554	2,523
July, 1911	2,154	427	2,581	2,110	532	2,642	2,031	414	2,445
August, 1911	2,757	565	3,322	2,779	627	3,406	2,651	545	3,196
September, 1911	3,239	542	3,781	3,599	705	4,304	3,112	528	3,640
October, 1911	3,718	557	4,275	3,757	609	4,366	3,571	516	4,087
November, 1911	2,688	413	3,101	2,770	488	3,258	2,688	413	3,101
Total	25,379	5,825	31,204	25,303	6,875	32,178	23,767	5,633	29,400
Total from establishment of office to November 30, 1911	97,355	20,623	117,978	100,848	26,712	127,560	92,460	19,938	112,398

This table indicates that the phenomenal increase in the amount of business transacted by the Detroit office still continues. During the 12 months ending November 30, 1911, this office recorded 31,204 applications for work and 32,178 applications for help. It secured positions for 23,767 males and 5,633 females, a total of 29,400, or 2,450 each month.

The Detroit office has only two small rooms in the basement of the city hall. This permits the use of only one room by the public. The comparatively small number of females placed in positions is probably due to the lack of a separate room for female applicants.

In studying the above tables, as well as the reports of any employment office, the conclusion should not be drawn that the number of persons entered under "Positions secured" were placed in fairly permanent employment. Many of the positions are for a day or less, some for only an hour. Nearly all of the women sent out from the Detroit office on the Monday morning when it was visited by the writer were women to wash or scrub for a single day or half a day. For this work all women sent by the office are understood to receive a

standard rate of $1.25 a day and 10 cents car fare. It is impossible to determine what proportion either of men or women are placed in permanent positions, but many receive only a day's work and return the following day or week for another job.

Some of the short hurry calls for men are not recorded. While the writer was in the office a call came for men to work at the docks. They were wanted at once and the manager of the office announced the opportunity and told all that wanted the work to go. Another occurrence the same morning well illustrates the character of the men patronizing the office. A call came for 30 men to help in wrecking buildings, at 25 cents an hour. Payment was by the week, however, and no pay would be received for a week and a half after beginning work. Although the office was packed with men, none volunteered for the work. The superintendent explained that the men did not really want work or else were unable or unwilling to wait for their wages. They demanded a job which would bring money at the end of the day.

The character of the positions filled by the Detroit office is shown by the following table:

OCCUPATIONS OF PERSONS SECURING POSITIONS AT THE DETROIT FREE EMPLOYMENT OFFICE, YEAR ENDING NOVEMBER 30, 1909.

MALES.

Occupations.	Positions secured.	Occupations.	Positions secured.
Agents	125	Cement-block makers	2
Ambulance drivers	8	Cement-block setters	4
Apprentices	19	Cement finishers	27
Assemblers	22	Cement workers	533
Asylum attendants	1	Chefs	37
Automobile painters	4	Chore boys	21
Automobile repairers	8	Chore men	352
Auto washers	15	Clerks	5
Bakers	8	Cooks	80
Bandsaw hands	2	Coopers	2
Barbers	1	Core makers	46
Barn men	128	Corrugated-iron workers	2
Bar porters	7	Craters	6
Bartenders	1	Deck hands	27
Bell boys	46	Demonstrators	17
Bench hands	42	Die makers	17
Blacksmiths	46	Die setters	1
Blacksmiths' helpers	15	Dishwashers	157
Boiler makers	9	Distributors	89
Bootblacks	1	Dock builders	9
Boring machine hands	3	Draughtsmen	1
Box makers	5	Drill-press hands	128
Box nailers	9	Drivers	117
Brass brazers	1	Electrical workers	25
Brass furnace tenders	7	Electricians	12
Brass molders	40	Elevator conductors	34
Brass polishers	10	Engineers	95
Bricklayers	66	Errand boys	126
Buffers	96	Factory boys	430
Bus boys	27	Factory helpers	171
Bushelmen	6	Factory laborers	595
Butchers	6	Farm and dairy hands	239
Butlers	4	Farm boys	45
Cabin boys	10	Farm hands	441
Cabinetmakers	25	Filers	3
Canvassers	6	Firemen	68
Carpenters	845	Fitters	1
Carriage trimmers	2	Floor scrapers	11
Casting clippers	5	Florists	4
Casting grinders	10	Foundry helpers	38

OCCUPATIONS OF PERSONS SECURING POSITIONS AT THE DETROIT FREE EMPLOYMENT OFFICE, YEAR ENDING NOVEMBER 30, 1909—Continued.

MALES—Concluded.

Occupations.	Positions secured.	Occupations.	Positions secured.
Fry cooks	13	Polishers	7
Furnace-repair men	4	Porters	264
Furniture finishers	29	Power-machine operators	2
Furniture varnishers	12	Pressers	5
Gardeners	30	Press feeders	9
Gasoline engineers	2	Printers	1
Glass cutters	4	Punch-press hands	19
Glass fitters	3	Punch-press men	14
Glass framers	2	Radiator testers	4
Gordon press feeders	9	Rip sawyers	5
Grinders	23	Riveters	16
Grocery clerks	2	Rivet heaters	7
Hand carvers	1	Roofers	25
Handy men	485	Rough carpenters	242
Hoisting engineers	8	Rough sluff rubbers	2
Hotel clerks	9	Salesmen	7
House men	44	Sawyers	10
Iron molders	7	Screw machine hands	79
Janitors	105	Shaper hands	9
Jones and Lamson operators	12	Sheet-metal workers	34
Kitchen men	80	Shinglers	5
Laborers	8,901	Ship carpenters	18
Landis grinders	26	Shipping clerks	25
Lathe hands	138	Shoeblacks	5
Lathers	40	Shoemakers	3
Laundrymen	15	Sign painters	11
Locksmiths	1	Sign writers	2
Lumber handlers	494	Slaters	2
Lumber scalers	3	Soda dispensers	12
Lunch-counter men	13	Solderers	63
Machinery riggers	3	Steam fitters	14
Machinists	195	Steam fitters' helpers	7
Machinists' apprentices	1	Steel temperers	1
Machinists' helpers	10	Stenographers	7
Marble setters	1	Stock boys	3
Mason tenders	72	Stockmen	2
Mechanical draftsmen	1	Storeroom helpers	15
Messenger boys	15	Stove repairmen	4
Messengers	1	Structural-iron workers	48
Metal polishers	47	Tailors	5
Mill hands	4	Teamsters	322
Milling machine hands	37	Thrashing-machine hands	3
Millwrights	51	Tinners' helpers	13
Monitor hands	44	Tinsmiths	118
Night watchmen	33	Tinsmiths' helpers	29
Nurses	6	Toolmakers	90
Office boys	45	Trim sawyers	1
Office clerks	28	Upholsterers	8
Oilers	12	Ushers	1
Orderlies	25	Variety sawmen	1
Painters	255	Varnish rubbers	28
Pantrymen	1	Waiters	77
Pan washers	30	Warehouse helpers	7
Paper hangers	58	Warehousemen	4
Pastry cooks	1	Warner and Swasey operators	17
Pattern makers	22	Washers	4
Photographers	1	Watchmen	8
Piano finishers	3	Water tenders	1
Piano players	4	Whitewashers	1
Pile drivers	32	Window cleaners	96
Pin boys	29	Wood finishers	13
Pipe fitters	16	Wood turners	21
Pipe organists	1	Woodworkers	33
Planers	10	Yard foremen	1
Plasterers	46	Yardmen	24
Plasterers' helpers	1		
Plumbers	20	Total	19,321
Plumbers' helpers	7		

FEMALES.

Actresses	3	Cigar makers	13
Agents	38	Cooks	190
Billing machine operators	1	Core makers	4
Bookkeepers	2	Demonstrators	16
Chambermaids	159	Dishwashers	192

OCCUPATIONS OF PERSONS SECURING POSITIONS AT THE DETROIT FREE EMPLOYMENT OFFICE, YEAR ENDING NOVEMBER 30, 1909—Concluded.

FEMALES—Concluded.

Occupations.	Positions secured.	Occupations.	Positions secured.
Domestics	591	Nurses	9
Dressmakers	2	Office girls	30
Factory workers	222	Pantry girls	59
Hall girls	10	Pantry women	6
Housekeepers	37	Pastry cooks	13
Housemaids	13	Salesladies	12
Janitresses	26	Scrub women	606
Kitchen women	433	Seamstresses	3
Labelers	29	Singers	1
Laundresses	546	Solderers	12
Laundry workers	57	Stenographers	14
Lunch-counter women	2	Waitresses	287
Machine operators	19		
Machine workers	14	Total	3,703
Nurse girls	32		

This table clearly indicates that the great majority of persons securing positions through the Detroit office are unskilled. Out of a total of 19,321 male persons placed in 1909, 8,901 were classed as laborers and 595 as factory laborers. Factory helpers numbered 171, factory boys, 430; chore men, 352; barn men, 128; farm hands, 441; rough carpenters, 242; lumber handlers, 494; teamsters, 322; porters, 264; dishwashers, 157; handy men, 485; errand boys, 126; and cement workers, 533. These 15 occupations engaged 13,641 of the applicants who secured positions. Other unskilled workers were: Agents, 125; bell boys, 46; farm boys, 45; house men, 44; janitors, 105; kitchen men, 80; and window cleaners, 96.

On the other hand, the table shows that a fair number of skilled workers found work through the free employment office. Among these were 40 brass molders and 10 brass polishers, 66 bricklayers, 96 buffers, 845 carpenters (perhaps not all skilled), 40 lathers, 37 electricians and electrical workers, 138 lathe hands, 195 machinists, 47 metal polishers, and 51 millwrights. Other skilled men were: Paper hangers, 58; tool makers, 90; plasterers, 48; and solderers, 63. Four piano players and a pipe organist also secured positions through the office. The list of occupations shows that the automobile manufacturers of Detroit are patrons of the employment office, and it is to the growth of this industry and its demand for labor that the superintendent of the Detroit office attributes a part of the rapid growth of business in his office.

Of the 3,703 women and girls securing positions, 222 were factory workers and 287 were waitresses. The only other occupations engaging more than 100 workers were the domestic occupations. Kitchen women numbered 433, domestics 591, laundresses as distinguished from laundry workers 546, chambermaids 159, cooks 190, dishwashers 192, and scrub women 606. Very few skilled women secured positions through the bureau.

The Michigan offices find positions for boys out on probation from State reformatories. The employer is usually not advised of the character of these employees, but great care is taken in placing them.

The Detroit office was the only office in Michigan visited by the writer. Its business methods are the same as those of the other offices in the State, and owing to the large amount of business done a description of its administration should be valuable. The office, as stated, has a force of only three persons. This has necessitated a simplification of methods. Only two forms are in common use, one to record applications for help and the other an introduction card given persons sent to positions. The following form is used to enter applications for help, most of which come by telephone:

APPLICATION FOR HELP.

Date_____

Name_____

Address_____ Phone_____

No. and class of help wanted_____

_____

_____

_____

_____

Wages_____per_____

Other particulars _____

To bring the existence of the bureau to the attention of employers, and so obtain applications for help, the superintendent sometimes visits employers. Factory inspectors also carry the cards of the employment bureaus and pass them to manufacturers and thus help build up the work. The office spends very little money for advertising.

Applicants for employment congregate in the waiting room of the employment office and await calls for workmen, which are announced by the superintendent. To persons volunteering for a position is given an introduction card, as follows:

MICHIGAN FREE EMPLOYMENT BUREAU.

DETROIT OFFICE—BASEMENT CITY HALL.

_____, 19__.

_____

_____

The bearer_____

is sent you in response to your request for_____

_____

Please notify this office whether you do or do not employ the person sent, that your order may be canceled or another person sent you.

——— ———, *Superintendent.*

This card seldom includes the bearer's name, his occupation being entered after the word "bearer."

No record is made of the number of men or women who visit the office in search of work, and, except in the case of unusual or highly skilled occupations, no applications for employment are filed. Although this practice, it is admitted, vitiates the statistics for the purpose of indicating the labor supply, the office force is not sufficient for recording all applications. It follows that unless a call for a carpenter, for example, is on file when a carpenter applies he must apply again in order to secure a position. Should an employer apply later for a carpenter the man will not be sent for, but the job goes instead to the first person with proper qualifications who applies after the employer's application comes in. It should be mentioned that the same result usually obtains in offices recording all applications for work. Calls for help must ordinarily be filled as soon as possible, and an earlier applicant will not be sent for if another is waiting in the office.

It will be observed that the application blank calls for very little information from employers seeking help. No investigation is made of positions offered, except to find whether a strike exists. In case of a strike the policy of the office is not to send workmen. Ordinarily no information is recorded concerning applicants for work. They are necessarily questioned as to character of work wanted and also concerning their experience. Beyond this they are not questioned and references are not required. In the opinion of the superintendent it is a mistake to ask and record the detailed questions used by some employment bureaus. He believes that the life history of an applicant for work is not the business of the employment bureau, and that the inquisitorial methods sometimes used tend to keep applicants away. His aim is to connect the man with the job with the least possible delay, and the result is the method described above.

EMPLOYERS' ASSOCIATION OF DETROIT.

Judging by the number of positions filled, the Michigan Free Employment Bureau is the most important agency engaged in the distribution of labor in Detroit. The free employment bureau of the employers' association places a large amount of labor, however. This association has about 190 members. The secretary states that the members of this association employ from 75,000 to 85,000 wage earners, or approximately half of all in the city. Practically the only business of the association is the maintenance of an employment bureau.

All applicants for employment, either at the employment bureau of the employers' association or at the office of any of the members of the association, are required to answer the questions indicated on the following form:

APPLICATION FOR EMPLOYMENT.

Name_____ No._____
No_____ Street _____
Trade_____ Age_____ Nationality_____ Single Married
Where last employed_____
When did you leave_____
Reason for leaving_____
_____
_____
Applicant sign here ☞_____

Engaged by_____ Date employed_____, 19__
Department_____ Occupation_____ Rate_____
Physical condition_____
Remarks _____
_____
_____

Each application, together with any other information obtained concerning the applicant, is placed on file and indexed. When an applicant is sent to a position, he is given an introduction card bearing his signature to prevent its transfer or sale. If the man is engaged, this card is returned to the labor bureau by the employer to complete the workman's record. The bureau now has on file the records of more than 100,000 men.

The bureau is notified if men leave any employer in the association or are laid off. The following notice is then sent to these men:

No fee charged.

DEAR SIR: If out of work, we may be able to help you to secure a position if you will present this card at our labor bureau.

EMPLOYERS' ASSOCIATION OF DETROIT,
Stevens Building, Washington and Grand River Avenues.

During the year 1911, 32,645 new employees were reported as engaged by the members of the association. Of these, 17,235 applied for work at the employment bureau and the remainder were engaged without its assistance. During the year 74,496 applications were received at the bureau. The importance of the work is increased by the fact that a majority of applicants placed are skilled men and are placed in fairly permanent positions. The bureau deals with both skilled and unskilled labor, and also furnishes stenographers and clerks. As a result of the thorough investigation of workmen's records its indorsement is practically a guaranty of the workmen's ability and character. The association is professedly antiunion, but the employment bureau, in common with similar bureaus elsewhere, disclaims any discrimination against union men.

PRIVATE EMPLOYMENT OFFICES IN DETROIT.

Michigan has no State law regulating private employment offices. Such offices are regulated in Detroit by the following ordinance:

SEC. 5. Persons so licensed may receive fees or compensation for their services as follows: From each female seeking employment, 50 cents; and from each male, $1; from each person applying for a female servant, 50 cents; and for a male servant, $1; and in every case a receipt shall be given for the money paid: *Provided*, That in case no servant or place of employment is obtained within six days from the date of the payment the money shall be refunded. The above schedule of rates shall, however, only apply to positions the salary or compensation for which shall not be more than $30 per month. In the case of positions the compensation or salary for which shall be more than $30 per month, the person so licensed may be permitted to contract with the employment seekers as to compensation, but the compensation so agreed upon shall in no instance exceed 10 per cent of one month's salary or compensation of such position.

No cash fee above $2 shall be accepted from seekers of employment, and both cash fee and order for payment shall not be collected from same applicant.

Persons so licensed shall not charge any fee for registration, literature, or compel employment seekers to subscribe to any periodical of whatever nature.

Persons so licensed shall not advertise or by any means attempt to make their business known as a bonding or brokerage office, but shall be known as an intelligence office or employment bureau.

This section and all other sections of this ordinance as to the fees to be charged by intelligence offices shall be printed upon the back of every receipt issued by the intelligence office or employment bureau.

In 1910 Detroit had 18 licensed employment offices. Of these, 11 were conducted by men and 7 by women; 13 were in business blocks and 4 in private houses; 4, all conducted by women, placed domestics only; 5 were booking agencies for theaters, nickelodeons, etc.; 8 were general in character; and 1 dealt only with clerks, stenographers, and high-class labor. No report was made of the amount of business done by these agencies.

The licensed employment agencies are under the jurisdiction of the sergeant of police of Detroit. The opinion prevails that the law is well administered. The licenses of five offices have been revoked for dishonest methods. The following table shows the amounts refunded to applicants through the orders of the sergeant of police during the past few years:

Amount refunded in 1907	$180.00
Amount refunded in 1908	404.75
Amount refunded in 1909	160.00
Amount refunded first 6 months of 1910	120.50

YOUNG MEN'S CHRISTIAN ASSOCIATION EMPLOYMENT OFFICE.

One of the licensed employment offices of the city is that connected with the Young Men's Christian Association. This office was established in January, 1909, and almost from the outset it has done a large amount of business. During the year ending May 1, 1910, it placed 2,116 men and boys in positions. It received during that time orders for 4,989 men and boys from 1,540 employers.

Applicants for employment fill out a detailed application blank stating, among other facts, the names of the last three employers or, if none, the names of three teachers. The office communicates with all of these asking for an estimation of the applicant, and a summary of these reports is sent to the prospective employer of each applicant. Nobody is directed to an employer until this investigation is made except in the case of hurry calls, and then the employer is advised of the fact, and reports concerning the man are sent him later. It is interesting to note that out of 5,600 men and boys applying for work at the office, adverse reports were received for only 80.

The attention of employers is brought to the existence of the office in various ways. One of these is a printed account and description of the work of the office on the margin of the letter paper used. When the office was established, the manager mapped out the city with the intention of visiting all who might possibly be patrons. The business of the office increased so rapidly, however, that after two weeks these visits were given up. As a result of the publicity given the office among employers, the demand for help ordinarily exceeds the supply. This is shown by the following table, which covers the first six months of 1910:

APPLICATIONS FOR WORK AND FOR HELP AND POSITIONS SECURED THROUGH YOUNG MEN'S CHRISTIAN ASSOCIATION EMPLOYMENT OFFICE, DETROIT, 6 MONTHS ENDING JUNE, 1910.

Months.	Applications for work.	Applications for help.	Positions secured.
January, 1910	296	390	158
February, 1910	250	315	123
March, 1910	243	521	154
April, 1910	191	451	120
May, 1910	190	288	102
June, 1910	221	261	108

During the first nine months of its operation the office found positions for 445 office men and salesmen, 430 mechanics, 316 factory men, and 119 boys. During the first six months of its operation it filled 24 positions, paying $75 to $100 a month, and 222 at from $50 to $75. These facts indicate the nature of the bureau's work. It does not handle laborers or hotel help, and it fills very few posi-

tions paying as high as $125 per month. It directs unskilled laborers to the Michigan Free Employment Bureau, and farmers applying for help are also directed to the same place.

Applicants securing positions must be members of the Young Men's Christian Association, in which a short membership can be obtained for 50 cents. The fees charged vary from $1 for positions paying less than $7 per week to 10 per cent of the first month's wages, and are increased by delay in payment, but all applicants are urged to pay promptly. Applicants are also urged to secure positions by their own efforts. The fees do not pay the expenses of the office.

OTHER AGENCIES IN DETROIT ENGAGED IN THE DISTRIBUTION OF LABOR.

The Young Women's Christian Association also maintains an employment office for women and girls which is run on much the same lines as that of the Young Men's Christian Association. This office placed 474 women in positions during the first nine months of its operation, which began in 1909. During the year 1910, 5,431 were placed in positions, and during 1911, 8,205 positions were filled. Positions are secured for domestics, stenographers, teachers, dressmakers, and others.

The Associated Charities maintains an employment bureau which places women for day work principally. The object of the bureau is to furnish relief to persons in need of help, and not to act as an intermediary between those seeking help and those seeking work. It has more applications for help than it can fill, yet it will not place women if they are needed at home, or if the family can be supported without the woman's work. Very few positions are secured for men by the Associated Charities. Men, if unskilled, are directed to the Michigan Free Employment Bureau and, if skilled, to the employers' association. The reports of the office show that during 1909, 1,144 positions were secured through the office. As noted, most of the jobs furnished were of one day's duration.

The McGregor Mission furnishes lodging and food to men in need in return for labor. It also places men as handy men and in housework for short jobs. Such work was found in 1909 for 3,669 men, about 200 of whom were placed in permanent positions. The mission requires its patrons to search for permanent work through other agencies.

The Salvation Army also finds temporary work for men and women.

The Jewish charity society acts as an employment agency for Jews in the city, and does effective work.

The business agents of labor unions aim to find employment for their own members, but, owing to the weakness of labor unions in Detroit, are not an important factor in the distribution of labor.

The large amount of business done by the employment offices in Detroit is, in part, an indication of effective management, and in part the result of the business activity of the city. The establishment of automobile factories in large numbers has given the business of the city a great impetus, and this accounts in some degree for the reports of enormous business by employment agencies. There is some cooperation among the various agencies as mentioned in the above discussion, but not a great deal. Little criticism is heard of any of the agencies except the private offices, and, by labor unions, of the bureau of the employers' association. The feeling seems to prevail, to some extent, that the services of an employment office should be free, owing, perhaps, to the large work done by the Michigan Free Employment Bureau and the free office of the employers' association. The result is that the employment bureau of the Young Men's Christian Association comes in for some criticism because it charges a fee.

MINNESOTA.

STATE FREE EMPLOYMENT OFFICES.

Minnesota has three free public employment offices—one at Duluth, one at Minneapolis, and one at St. Paul. The first law relating to such offices, enacted in 1905, provided for one office, which was established in Minneapolis. Duluth already had a free municipal office, established in 1901. The law was amended in 1907 so as to provide for a free employment bureau in all cities of 50,000 inhabitants or over, whereupon the Duluth municipal office was merged into the State office, and an office was established at St. Paul.

The law relating to free public employment bureaus is brief. It provides for a superintendent for a term of two years at $1,200 per annum, who shall make monthly reports to the commissioner of labor. It also prescribes the form of register to be kept, provides that applications shall lapse in 30 days, and makes an annual appropriation of $10,000 for the support of such bureaus.

The following table shows the amount of business done by the Minneapolis office for four years, the business of the fiscal year 1910 being given by months and the business done by the other two offices from their establishment to July 31, 1910; also the business of the three offices combined for the years ending July 31, 1909 and 1910:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, MINNESOTA FREE PUBLIC EMPLOYMENT OFFICES, AUGUST 1, 1906, TO JULY 31, 1910.

[From Twelfth Biennial Report, Bureau of Labor, Minnesota, 1909–10, pp. 571–573.]

City, year, and month.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Minneapolis:									
Aug. 1, 1906, to July 31, 1907	6,470	5,999	12,469	6,865	6,535	13,400	6,424	5,957	12,381
Aug. 1, 1907, to July 31, 1908	6,161	5,442	11,603	5,628	6,436	12,064	5,416	5,302	10,718
Aug. 1, 1908, to July 31, 1909	7,710	4,890	12,600	7,157	5,959	13,116	7,020	4,746	11,766
August, 1909	1,835	845	2,680	1,921	1,000	2,921	1,835	845	2,680
September, 1909	1,801	883	2,684	2,083	1,105	3,188	1,801	883	2,684
October, 1909	2,274	1,089	3,363	2,396	1,159	3,555	2,274	1,042	3,316
November, 1909	1,658	778	2,436	1,849	860	2,709	1,658	778	2,436
December, 1909	562	504	1,066	572	580	1,152	562	504	1,066
January, 1910	523	521	1,044	552	579	1,131	523	521	1,044
February, 1910	496	498	994	540	623	1,163	496	498	994
March, 1910	1,223	926	2,149	1,439	1,147	2,586	1,223	926	2,149
April, 1910	2,370	1,116	3,486	2,588	1,270	3,858	2,370	1,116	3,486
May, 1910	1,741	1,228	2,969	1,913	1,430	3,343	1,741	1,228	2,969
June, 1910	1,299	1,219	2,518	1,420	1,520	2,940	1,299	1,219	2,518
July, 1910	1,219	1,220	2,439	1,384	1,362	2,746	1,219	1,220	2,439
Total, August 1, 1909, to July 31, 1910	17,001	10,827	27,828	18,657	12,635	31,292	17,001	10,780	27,781
St. Paul:									
May 15, 1907, to July 31, 1908	3,145	1,785	4,930	3,172	2,753	5,925	3,115	1,564	4,679
Aug. 1, 1908, to July 31, 1909	3,434	1,831	5,265	3,434	2,872	6,306	3,434	1,831	5,265
Aug. 1, 1909, to July 31, 1910	5,449	3,330	8,779	5,449	5,425	10,874	5,449	3,330	8,779
Duluth:									
June, 1907, to July 31, 1908	7,355	1,404	8,759	7,347	1,843	9,190	7,339	1,397	8,736
Aug. 1, 1908, to July 31, 1909	6,859	2,236	9,095	6,859	2,831	9,690	6,859	2,236	9,095
Aug. 1, 1909, to July 31, 1910	12,064	3,089	15,153	12,064	5,308	17,372	12,064	3,089	15,153
Total, three offices:									
Aug. 1, 1908, to July 31, 1909	18,003	8,957	26,960	17,450	11,662	29,112	17,313	8,813	26,126
Aug. 1, 1909, to July 31, 1910	34,514	17,246	51,760	36,170	23,368	59,538	34,514	17,199	51,713

The report of applications for help and of positions secured, by months, in the Minneapolis office is instructive. The table shows that the demand for male labor reached the low-water mark of the year in February, when only 540 men were applied for at the free employment office. The following month 1,439 men were wanted, and in April, 2,588. After April the demand fell until July, when it reached 1,384. During August, September, and October of 1909 the demand for workers constantly increased, and in October the number of men wanted was only 192 less than in April, 1910. In November the demand again fell, and in December and January was only slightly greater than in February. Thus there were two high tides and two low tides, one of them very low, in the demand for male labor at the Minneapolis office during the year. The number of positions secured fluctuated similarly. The demand for female help also fell, though not in so marked a degree, during the winter months, but up to July, 1910, it had not suffered a summer slump.

The small number of persons placed during certain months of the year illustrates conversely the seasonal fluctuations in unemployment already discussed. The data presented indicate that some men are unemployed a part of the year, not through laziness or incapacity, but because industry does not demand their services.

In the above table the applications for employment do not represent all persons seeking work, and so do not show the demand for labor. Applications are usually filed only for those for whom positions are open. For this reason the number of applications for employment, as shown in the table, is ordinarily identical with the number of positions secured. Another fact to be kept in mind in a study of the above table is that the number of positions secured is not verified. If an applicant is sent to a position and nothing is heard from him or from the applicant for help, the position is counted as filled. It should also be remembered that many of the positions are temporary. In the male department many of the men are placed only for a day or for a few hours, and will, in fact, accept no other work. The manager of the female department at Minneapolis estimated that 90 per cent of the jobs secured for women are for a single day.

Despite these limitations on the value of the statistics presented they indicate a very rapid growth in the usefulness of the Minnesota Free Employment Offices. The Minneapolis office received 13,116 applications for help and reports 11,766 positions filled in the year ending July 31, 1909. In the following year it received 31,292 applications for help and filled 27,781 positions. The Duluth office filled 9,095 positions in the fiscal year 1908–9 and 15,153 in 1909–10. The applications for help at the three offices more than doubled in 1910, and the positions secured at the three offices increased from 26,126 in 1909 to 51,713 in 1910. These 51,713 persons were placed at a cost of $9,925, or $0.192 for each position. The chief point of interest is the means by which this rapid development has been accomplished.

It is essential to the growth of the work of any employment office that the confidence of employers be secured. Without this confidence the patronage of employers can not be obtained and little can be done for the unemployed. How to gain this confidence is the great problem before any employment agent, and its solution is doubtless a most important factor in the rapid growth of the Minnesota offices.

The first step in reaching employers is necessarily that of frequently bringing the existence of the office to their attention. Various methods have been used to accomplish this end. In every letter sent to employers by the Minnesota Bureau of Labor is inclosed a card advertising the free employment offices. In this manner every employer in the State is reminded at least once a year of the work of these offices. Employers are sometimes visited and their patronage solicited, but this has not been done extensively. Former patrons of the office are frequently called by telephone and asked if any men are needed. Advertisements for men are inserted in the papers, and these serve as an advertisement of the bureau. Very effective advertising also comes from the publication by newspapers of the monthly reports of the offices. An important step, which doubtless increased

business under the present administration, was a change of office hours. Formerly the offices opened at 9 a. m. and closed an hour at noon. Now they are open from 8 a. m. to 5 p. m.

The location of the most important office—that at Minneapolis—in the city hall, is no doubt a further factor in promoting business. Its location places the office on a higher plane than its competitors, the private offices, and raises it to the dignity of the rest of the public service. The St. Paul office is located in the old State capitol, and although the situation gives it dignity, this advantage is said to be offset by its distance from the business heart of the city. The Duluth office is in a rented building not far from a large number of private offices, with which it enters into most active competition.

Another very important feature of the development of the Minneapolis office is the complete separation of the male and female departments. Until 1909 they were in adjacent rooms and were entered from the same hallway. The female department is now in the same building as the male department, but is on the first floor, while the male department is in the basement. The result has been to obtain a greater number and a higher class of female applicants than formerly, and, in the opinion of the officials, to raise the dignity and the value of the female department in every respect.

The occupations of persons who secured positions at the Minneapolis office during the years ending July 31, 1909, and July 31, 1910, are shown in the following table:

CHARACTER OF POSITIONS SECURED AT THE MINNEAPOLIS FREE PUBLIC EMPLOYMENT OFFICE, AUGUST 1, 1908, TO JULY 31, 1910.

[Compiled from tables in Twelfth Biennial Report, Bureau of Labor, Minnesota, 1909–10, pp. 574, 575, and 579.]

MALES.

Occupations.	Number of positions secured.		Occupations.	Number of positions secured.	
	1908–9	1909–10		1908–9	1909–10
Building trades:			Factories and workshops—Con.		
Bricklayers	1	.....	Flour packers	1	8
Bridge men	.....	2	Foremen	.....	3
Carpenters and cabinetmakers	176	158	Foundry men	.....	11
Cement workers	124	559	Furniture finishers	1	.....
Lathers	5	2	Glaziers	1	.....
Masons and helpers	96	395	Handy men	874	4,110
Painters and paper hangers	17	47	Leather workers	.....	4
Plasterers and helpers	8	14	Machinists	2	9
Plumbers, steam and gas fitters	5	142	Polishers	.....	1
Factories and workshops:			Pressmen	.....	1
Apprentices	2	.....	Renovators	3	.....
Bakers	1	1	Sawyers	2	216
Blacksmiths and helpers	5	36	Shoemakers	1	.....
Brass workers	1	.....	Tailors	1	.....
Butchers	1	.....	Tobacco strippers	1	.....
Coopers	1	2	Warehousemen	15	53
Engineers	.....	4	Watchmen	.....	4
Firemen	11	24	Wire workers	.....	3
Flour loaders	.....	4	Woodworkers, not specified	2	1
			Miscellaneous operators	63	156

CHARACTER OF POSITIONS SECURED AT THE MINNEAPOLIS FREE PUBLIC EMPLOYMENT OFFICE, AUGUST 1, 1908, TO JULY 31, 1910—Concluded.

MALES—Concluded.

Occupations.	Number of positions secured.		Occupations.	Number of positions secured.	
	1908–9	1909–10		1908–9	1909–10
Hotels, restaurants, mercantile, and office:			Railroad labor:		
Bookkeepers	2	.....	Baggagemen	.....	2
Clerks, hotel	1	.....	Laborers	28	1
Cooks	9	28	Riggers	.....	2
Delivery men	.....	7	Roundhouse men	.....	2
Dining-room help	2	7	Yardmen	6	62
Elevator operators	2	11	Other establishments:		
Errand and messenger boys	5	14	Hotel boys	5	.....
Hospital attendants	1	1	House movers	.....	10
Kitchen help	25	277	Icemen	50	123
Office boys	1	2	Janitors	33	18
Porters	10	43	Laborers, common	4,566	8,921
Solicitors	1	25	Pressers	1	.....
Agriculture, dairying, livery, and teaming:			Quarrymen	3	66
Agricultural labor	682	639	Surveyors' helpers	.....	1
Barn men	20	16	Whitewashers	1	3
Coachmen	1	8	Woodsmen	20	.....
Farm managers	.....	1	Not reported	1	137
Gardeners	19	181	Total	7,020	17,001
Teamsters	104	423			

FEMALES.

Apprentices	3	.....	Janitresses	7	7
Berry pickers	.....	7	Kitchen girls	35	36
Bookkeepers	1	.....	Laundresses	4	20
Canvassers	1	.....	Nurse girls	1	29
Chambermaids	43	63	Nurses	.....	1
Clerical workers	.....	2	Pantry girls	.....	2
Clerks	1	4	Parlor maids	.....	2
Combination girls	8	6	Seamstresses	9	8
Companions	.....	1	Second cooks	5	6
Cooks	12	69	Second girls	20	1
Day workers	4,125	9,942	Silver girls	.....	2
Dining-room girls	31	26	Stenographers	1	16
Dishwashers	72	79	Vegetable girls	.....	1
Factory girls	4	16	Waitresses	.....	17
General housework	305	338			
Hall girls	11	2	Total	4,746	10,780
Housekeepers	47	77			

More than half of the positions secured by males at the Minneapolis office in both 1909 and 1910 were filled by common laborers. In 1910 these men numbered 8,921, and handy men, also unskilled, numbered 4,110. Other unskilled workers securing positions in 1910 were agricultural laborers, 639; teamsters, 423; kitchen helpers, 277; and icemen, 123. In the building trades many skilled or semiskilled workers were placed. Positions were secured in 1910 for 142 plumbers, 47 painters and paper hangers, 395 masons and helpers, and 158 carpenters and cabinetmakers. As a rule, however, occupations suggesting skill claimed but few of the applicants at the office.

Formerly Minneapolis was a center for men moving east to Wisconsin and Michigan as lumbermen in the winter and west as harvest hands in the summer. Not a large number of men are sent as

lumber hands now. During the summer months many men are sent to positions out of the city, either as harvest hands or railroad laborers. The majority of the men placed, however, secure positions in the city where the office is located or near it.

The portion of the above table relating to females shows that day workers, which means women who do washing, scrubbing, ironing, and similar work for a day in a place, obtained 9,942 out of 10,780 positions filled in the fiscal year 1910. The occupation next in importance was general housework, which engaged 338 women. Dishwashers securing positions numbered 79, housekeepers 77, cooks 69, and chambermaids 63.

Each of the Minnesota offices has a male manager, who has charge of the male department. The St. Paul and Duluth offices have a female assistant in charge of the female department. The Minneapolis office has two female assistants, and the superintendent also gives most of his time to the Minneapolis office.

Only the Minneapolis office was visited during this investigation. Its office methods, particularly those of the female department, have certain distinctive features. In each department applicants for work congregate and wait, without registering, for calls for help. These are made by telephone ordinarily and are announced by the official in charge, whereupon workmen fill out an application blank and are sent to positions.

Applications for help and applications for employment are placed on the same sheet, as indicated by the following form:

APPLICATION.

MINNESOTA STATE PUBLIC EMPLOYMENT BUREAU.

(Office hours, 8 a. m. to 5 p. m.; Saturday, 12 m.)

COURTHOUSE AND CITY HALL, MINNEAPOLIS,_____19 .

FOR EMPLOYMENT.	FOR HELP.
Name_____	Name_____
Address_____	Address_____
Age_____Married_____Single_____	Class of help desired_____
Nationality_____	Number required_____
Occupation desired_____	Length of time employment will be given_____
Are you willing to work outside of city_____	Wages to be paid_____

References: _____

Remarks: _____

The custom has grown up of omitting some of the few questions on the above form. In the female department day workers are asked only their names and addresses. Others are asked as to age, conjugal condition, and nationality. In the male department all of the questions are asked, but references are seldom requested.

In the female department a plan for determining the value of workers has been devised. Attached to the slip containing the employer's name and address, which is given to the applicant for employment, is the following blank, which the employer fills out and the employee returns to the office:

[This blank must be returned to this office.]

_____191__

M_____has worked for me _____days.

_____

[State kind of work and satisfaction given.]

_____

Signature of employer_____

Address_____

After a number of these slips have been returned by a worker the manager of the office knows the worker's capacity. Some slips are not satisfactorily filled out, the employer not wishing to injure the employee, and sometimes the slips bear evidence of alteration by the worker, but, on the whole, satisfactory results are obtained from them. From the information thus gained the manager establishes a list of satisfactory workers and is able to select for each position one well fitted for it.

As already mentioned, a very high proportion of women placed in positions are day workers. They collect in the waiting room of the employment office and remain until sent to respond to a call for help. Some remain all day, as calls for immediate help, or for help the following day, are likely to come in. In sending these applicants to positions priority of arrival at the office is disregarded. The applicant best fitted for the work or the one who, in the judgment of the manager, most needs work, receives the preference, and only occasionally is the earliest arrival given preference for this reason alone. This method of selection, which has been in use for some time, is said to be the most satisfactory, both to employers and workmen.

Although the fact that so many women placed are day workers gives an inflated value to the number of positions filled, it should also be remembered that certain results attributable to the employment office do not appear in the statistical reports. Day workers, if satisfactory, are frequently retained by the employer for a day or more each week. Thus, they soon have each day filled and do not apply to the employment office. In other words, positions secured for only one day become permanent for one day each week, and several of them give the worker permanent employment.

The placing of day workers consumes the time of the female department almost to the exclusion of other work. Some permanent positions are filled, however, and some positions are filled outside of

the city. Positions to whicn women are sent are not investigated so thoroughly as the manager desires, but enough investigation is made of new applications for help to avoid sending women to immoral resorts.

Like the Illinois law, that of Minnesota requires the recording of the names of all applicants for help and for employment in a book. As already noted, this provision is not strictly followed, owing to the lack of sufficient clerical assistance. All applications filed, however, are copied. This copying constitutes the greater part of the clerical work of the office.

The three State offices cooperate whenever possible. Applications which one office is unable to fill are sent to another and the resources of the three offices are thus concentrated and the result is said to be very advantageous. The Duluth office also cooperates in the same manner with the Wisconsin office at Superior. The Minneapolis office was found to be in active cooperation with various societies located, as it is, in the city hall. One of these is the Associated Charities, which maintains an employment bureau, but sends able-bodied applicants to the State bureau. The State bureau, particularly the women's department, also sends needy applicants to the Associated Charities, to the Sunshine Society, a charitable organization which gives immediate relief, and, if need be, to the Humane Society.

PRIVATE EMPLOYMENT OFFICES IN MINNEAPOLIS.

The law relating to private employment offices in Minnesota provides that offices furnishing male help shall pay a license fee of $100 and give a bond for $2,000. The licensee is required to keep in a book a memorandum of the terms of employment of each person engaged, showing rates of wages, the kind of service, the period of employment, and the name and address of the employer. Duplicate copies of this memorandum are to be given to the applicant for work, one being for the employer. Fees may not be charged unless the agent has on record a bona fide application for help and any person failing to receive employment by reason of any fraud or misrepresentation may recover all damages sustained. The law does not apply to employment agencies dealing mainly in clerical positions.

In Minneapolis this law is supplemented by a city ordinance which fixes a license fee of $10 for agencies furnishing female help only, and provides that no employment office shall be conducted on the same premises where intoxicating liquors are sold. The ordinance also provides for the record of a very detailed contract between the licensee and employer, a certified copy of which is to be given to each person employed. The latter provision is not followed, but the

memoranda provided for in the State law are made in the following form:

---------- Employment Co. No. --------
Place ---------- Date ----------
Name ----------
Hired for ----------
Work near ----------
Occupation ----------
Wages ----------day----------board----------
Report at office----------
Remarks ----------

Subject to conditions on the back.

On the reverse side is the following:

NOTICE.—We are only liable for our office fee, and will return it when you can not get work; but then only when signed by the employer whose name appears on the other side of the ticket. We are not liable for any railroad fare or expenses under any circumstances.

The party accepting this ticket hereby agrees to these conditions.

EMPLOYER: If this party is not employed, please state the reason here and sign your name.

Signed----------

There were, in 1911, 49 licensed employment agencies in Minneapolis, a majority of which are within a block or two of the Union Station. Large signs are displayed before each stating that laborers are wanted in various States, and in every case free transportation is advertised. No statistical information was available concerning these offices. Many complaints of crooked practices by them have been made to the bureau of labor of Minnesota.

Among these were the sending of men to jobs which do not exist and the division of fees with foremen with the accompanying quick discharge of workmen. The division of fees is said to be very common. Some contractors give standing orders for men, and when new men are sent the old ones are discharged to make room for them. When the applicants complain to the bureau of labor, the bureau, without specific authority, attempts to secure the return of fees, but is not always successful. The general impression prevails that these offices are improving as a result of strong, wholesome competition by the free agencies and the agitation and discussion which has occurred in the newspapers. The need is felt, however, for more effective control over these agencies. The enforcement of the law now rests upon the police and the inspector of licenses. This official with one assistant issues licenses of 25 or 30 different kinds and makes inspections of employment agencies only upon complaint. As a rule, when complaints are made to the license department the person claiming injury is referred to the city attorney. Usually it is found that he has

a grievance, but not a case which would stand in court. It is felt that regular inspections by an officer delegated for that work only are needed.

A railroad company entered into a contract with one of these agencies in Minneapolis to supply all laborers wanted, and gave passes to the agent for men to be sent as laborers. The agent sold some of these passes to men not hired and thus defrauded the company out of large amounts. This railroad company has now established an office of its own in order to escape further fraud of this character.

OTHER AGENCIES IN MINNEAPOLIS ENGAGED IN THE DISTRIBUTION OF LABOR.

The Associated Charities of Minneapolis maintains a free employment bureau, but only for the purpose of giving relief in connection with its other work. Persons who would become dependent if not employed and who can not obtain work elsewhere, and also persons who are partially disabled, this bureau tries to provide for. The Associated Charities recognizes the fact that the State office can do little for handicapped men and takes upon itself the responsibility of finding such men employment. During the year 1911 this bureau found 1,038 positions for men, most of them temporary. For women, 2,015 positions were found during the same period.

The Jewish charity organizations of the city established March 1, 1910, a free employment bureau for Jews. This office had been in operation five months when visited, and had placed 182 men, nearly all of them in permanent positions. The manager has sent out 500 letters to business firms in the attempt to secure employers. Many of the applicants for employment are immigrants who can not speak English, and the manager goes with them in search of work at the various factories. Many of the applicants at this bureau are skilled men.

The Young Men's Christian Association of Minneapolis established an employment bureau in 1909, but discontinued it after a year's operation.

The Young Women's Christian Association employment bureau furnishes girls for general housework chiefly, but no day workers. Girls are sent on two weeks' trial and if retained the employer pays a fee of $2. The applications for help always exceed the applications for employment. The following tabular statement shows the amount of work done by the employment office of the Minneapolis Young Women's Christian Association during the past five years:

APPLICATIONS FOR HELP, GIRLS SENT OUT AND POSITIONS FILLED, MINNEAPOLIS YOUNG WOMEN'S CHRISTIAN ASSOCIATION EMPLOYMENT OFFICE, 1907 TO 1911.

Years.	Applications for help.	Girls sent out.	Positions filled.
1907	1,734	674	127
1908	1,683	708	173
1909	1,659	494	156
1910	1,500	458	168
1911	1,475	519	230

The small number of positions filled when compared with the number sent out is noteworthy, and shows the result of the two weeks' trial. The excess of applications for help indicates the scarcity of domestic help in the city.

The social settlements and various other philanthropic agencies also place some workers.

The labor unions aim to secure work for their unemployed, but have no systematic method. The union men do not patronize the free employment bureau. They are said to be hearty supporters of it, but the attitude of those interviewed was one of indifference.

NEW YORK.

STATE FREE EMPLOYMENT OFFICE.

The State of New York has had no free public employment office since 1906. The reasons for the repeal at that time of the law authorizing such agencies are discussed in Bulletin 68 issued by this Bureau.

PRIVATE EMPLOYMENT OFFICES.

The law relating to private employment offices in New York makes it a misdemeanor to maintain such an office without a license, fixes the license fee at $25, and requires a bond of $1,000 to be furnished by licensed agencies. An application for such license must be in writing and accompanied by affidavits of reputable residents of the city to the effect that the applicant is of good moral character. The character of the applicant must be investigated, the place where it is proposed to conduct the agency must be examined, and any protests against the issuing of the license must be heard before the license can be issued. No such agency may be conducted in living rooms, in rooms where boarders or lodgers are kept, or where meals are served, or in connection with buildings or premises where intoxicating liquors are sold.

Each licensed person is required to keep a register of applicants for help and for employment showing, among other things, the name and address of each applicant, the fee charged, and the rate of

wages agreed upon. Agencies are required to communicate, if possible, with persons whose names are given as references by applicants for work in private families and to keep on file the results of such investigations.

The fee charged certain unskilled workmen must not exceed 10 per cent of the first month's wages, and for all other applicants must not exceed the first week's wages, or for yearly employment, 5 per cent of the first year's salary. In case employment is not obtained the full amount of the fee must be refunded, and in case employment is terminated within a week, three-fifths thereof. Receipts stating the amount of the fee must be given and on the back of each receipt must be printed a certain section of the law in language which the person receiving the receipt can understand. The acceptance of gifts as fees is forbidden, as is the sharing of fees with employers.

The law prohibits false advertising; the sending out of applicants for employment without a bona fide order therefor; the sending of either males or females to places of bad repute; the sending of any female to any place where she will be required or permitted to sell liquors; and the acceptance of applications for employment by children or the placing of children in positions in violation of the education law or of the child-labor-law. The law also provides that no agency shall send out any female applicant for employment without making a reasonable effort to investigate the character of the employer.

The law is to be enforced in smaller cities by the mayor or an officer appointed by him. In cities having a population of 300,000 or more the enforcement of the law is intrusted to a commission of licenses. Bimonthly inspections are required.

The following table shows the number of licensed employment agencies in New York City during the license year ending May 1, 1910, by classes:

Agencies furnishing—	
Domestic servants	393
Theatrical performers	191
Professional nurses	24
Stenographers and office help	21
European passage workers, as cattle attendants and crew members	7
Seamen	13
Technical help (male only)	28
Farm and garden laborers	20
Hotel help (male and female)	38
Barbers	23
General	22
Contract laborers	58
	838

When a law similar to the present one went into effect in 1904, there were only 450 licensed employment agencies in the city. This number has nearly doubled. The earlier law was enacted primarily to regulate agencies supplying domestic servants, but as is shown by the above table fewer than half of the agencies now existing are in this class. It will be noted that 191 of the agencies are for theatrical performers. These agencies, according to the last annual report of the commissioner of licenses, provide over 100,000 engagements for performers each year.

Concerning the enforcement of the law in New York City the last annual report of the commissioner of licenses says:

The registers of the agencies are now inspected at stated intervals; the references of servants sent out are tested as to genuineness; every complaint from either employee or employer is investigated, and in important cases, or where there is a conflict of testimony as to facts, a hearing or trial, with witnesses, is held by the commissioner or deputy commissioner. Nearly 600 such hearings or trials take place during the course of the year. Several times a week agents are forced to refund money which they have taken in excess of the legal fees, and this feature of the office administration is important in that the individual sums, although small in amount, are returned to those who can least afford to lose them—people in search of employment.[1]

The report also avers that steps have been taken which have checked immorality in agencies dealing in domestic servants and also to prevent the swindling of Italian laborers by agencies operated by their own countrymen.

The following table from the last annual report shows the work of the office of the commissioner of licenses for the years ending May 1, 1910 to 1912:

SUMMARY OF INSPECTIONS OF EMPLOYMENT OFFICES IN NEW YORK CITY, YEARS ENDING MAY 1, 1910 TO 1912.

[From Reports of the Commissioner of Licenses of New York City for years ending May 1, 1910 to 1912.]

	1910	1911	1912
Number of inspections made	5,012	8,050	7,096
Number of complaints involving refund of fees to applicants for employment	1,035	1,058	1,234
Number of complaints involving refund of fees to applicants for help	525	561	509
Number of complaints made by inspectors	115	398	203
Number of complaints made by public for violations of the law other than those for refund of fees	136	258	103
Total number of complaints investigated	1,811	2,275	2,045
Number of advertisements in newspapers investigated	650	542	312
Number of subpœnas and summonses served by inspectors	689	.....	.....
Number of hearings or trials held before commissioner	597	1,039	632
Amount of money refunded by agencies to applicants for employment as a result of complaints made to this office	$3,610.20	$2,825.42	$1,806.41
Amount of money refunded by agencies to applicants for help as a result of complaints made to this office	$940.15	$1,084.39	$937.86
Total amount of money refunded by employment agencies as a result of complaints	$4,550.35	$3,909.81	$2,744.27

[1] Report of the Commissioner of Licenses of New York City for year ending May 1, 1910, p. 4.

SUMMARY OF INSPECTIONS OF EMPLOYMENT OFFICES IN NEW YORK CITY, YEARS ENDING MAY 1, 1910 TO 1912—Concluded.

	1910	1911	1912
Number of proceedings instituted in criminal courts	12	16	13
Number of convictions	3	7	4
Number of dismissals	3	3	1
Number of acquittals	1	.....	1
Number of discontinuances upon recommendation of commissioner	3	.....	5
Number of cases pending in May	2	6	2
Number of licenses issued	838	866	774
Number of licenses revoked	10	16	14
Number of licenses transferred	13	.....	.....
Number of applications for licenses rejected	9	14	6
Increase in licenses over last year	55	28	[1] 92
Amount collected for licenses	$20,950.00	$21,650.00	$19,350.00
Number of contract-labor statements filed by employment agents	2,492	2,715	2,153
Total number of visits made to employment agencies by inspectors, including all kinds of inspections, investigations, etc	16,000	.....	.....

[1] Decrease.

All agencies are required to register the name and address of each applicant to whom employment is promised or offered and of each applicant accepted for help. This register is open to inspection by the commissioner of licenses. No report is made, however, of the number of persons placed in positions, except by those agencies which send contract laborers out of the city. Such agencies must file with the commissioner of licenses a statement concerning such contract laborers containing the following items: Name and address of the employer, name and address of the employee, nature of the work to be performed, hours of labor, wages offered, destination of persons employed, and terms of transportation. A duplicate copy of the statement must be given to the applicant for employment in a language which he can understand.

During the year ending May 31, 1910, 2,640 such statements were filed, showing a total of 36,868 contract laborers reported as sent out of the city. The following table shows the number sent out each month and also the number of European passage workers furnished by New York agencies each month:

LABORERS SENT OUT OF THE CITY BY NEW YORK EMPLOYMENT AGENCIES, JUNE 1, 1909, TO MAY 31, 1910.

[Data furnished by the Commissioner of Licenses of New York City.]

Months.	Contract laborers.		Passage workers.		Months.	Contract laborers.		Passage workers.	
	Statements filed.	Number sent out.	Statements filed.	Number sent out.		Statements filed.	Number sent out.	Statements filed.	Number sent out.
1909.					**1910.**				
June	221	2,758	12	132	January	94	2,114	19	123
July	314	3,807	15	185	February	81	1,021	16	106
August	247	4,459	22	238	March	217	3,024	24	320
September	262	3,575	22	269	April	352	4,453	24	501
October	218	3,271	23	194	May	318	3,546	28	372
November	203	2,879	24	211					
December	113	1,961	17	144	Total	2,640	36,868	246	2,795

From the reports filed in the office of the commissioner of licenses of New York City prior to July 31, 1906, by agencies sending out contract laborers, very detailed statistics have been compiled and presented at pages 414 to 422 in Bulletin No. 72, issued by the United States Bureau of Labor in September, 1907. This report shows the nationalities, occupations, destination, hours worked, and wages of 40,737 contract laborers sent out of New York from May 1, 1904, to July 31, 1906.

A recent investigation of the agencies dealing with immigrants was made by the commission of immigration of the State of New York in 1909. The commission reported as follows:

The investigation shows that the distribution of alien labor means chiefly the distribution of unskilled labor, for usually either the alien is an unskilled laborer or he is compelled after arrival to undertake temporary unskilled or slightly skilled labor. * * *

Probably the most important means for distributing arriving aliens in various parts of the country are the mails. * * * Other important instruments of distribution of aliens are railroad companies and other large corporations, State immigration bureaus, contractors, and other employers, padrones, and other agencies. These distribute aliens to different industries, farms, and labor camps, and for railway construction, public works, dams, reservoirs, canals, and public highways. * * *

An examination of 105 agencies located in the foreign quarters of New York City shows that they deal almost exclusively with aliens of the following nationalities: Irish, Swedish, German, Polish, Slavish, Hungarian, Bohemian, Galician, Russian, Slavonian, Lithuanian, Scandinavian, Greek, Finnish, Norwegian, Austrian, Roumanian, Italian, French, and Spanish.

The licensed agencies are conducted by individuals, partnerships, associations, and companies, and are variously designated as bureaus, offices, agencies, or registries. In some cases the securing of employment is carried on in connection with other business, such as banking, steamship-ticket selling, commissary, or store.

These agencies supply help, services, or labor of every conceivable kind. Some agencies specialize in a particular kind of labor, such as the so-called intelligence offices, which supply general domestic help, and others cooks, waitresses, or chambermaids. Some limit their business to only one nationality; others to particular nationalities; while still others include all nationalities without distinction. Only male help is dealt in by some agencies; others supply only female help. Some are exclusively for colored workers; others for white. Some charge a fee to the applicant for securing a position; others charge the fee to the employer for securing the labor. Some confine their business to the city or to a particular section of the city; others supply labor throughout the State and adjoining States.

That the efficiency of these agencies as distributors of labor may not be overestimated, it is necessary to state that most of them are run on very small capital. A number are in tenement houses, a single living room being set aside for the business of the agency. Some agencies conduct a boarding or lodging house. Thirty-nine on the

lower east side of New York are located on two streets within a few blocks of each other. Competition among them is wasteful and at times even unpleasantly aggressive.

Alien domestic servants are sent in large numbers to hotels and boarding houses up the State. Except in the case of a few well-known hotels, the agent can have no knowledge of the parties to whom they are consigned, nor are they properly protected on this journey, being guided usually only by an address on a slip of paper.

Many employment agencies, other than those dealing with contract labor, send each year a large number of workers of all kinds to positions outside the city. Of 100 agents visited by the investigators of the commission, 21 sent applicants out of the city but in the State, the number reaching in the case of one agency to 250 a month. During the year ending May 1, 1908, employment agencies in New York City placed 15,715 farm laborers and gardeners, of which 8,427 went to places in New York State and the remaining 7,288 outside. The aliens sent to New York State included principally Norwegians, Swedes, and Danes.[1]

The report of the commission of immigration also states that from May, 1904, to February, 1909, 103 licenses were revoked by the commissioner of licenses. Of these, 63 handled immigrants; 10 lost their licenses for sending girls to questionable resorts, 6 for failing to return fees, 9 for improper conduct or record, 12 for misrepresentation, and 26 for other causes, among them failure to investigate references, running agencies in living rooms, and failure to file statements.

Concerning the enforcement of the law, the commission reports:

Many believe authority should be given the commissioner of licenses to impose fines for minor offenses. Such treatment of offending agencies merits consideration, as it would enable the commissioner to be more lenient in some cases and to act more promptly in cases where the dereliction is not great but should not be ignored.

Hindrances to the proper enforcement of the law arise from congestion of cases in the court of special sessions; from the attitude of leniency on the part of justices toward offending agents in suspending sentence after conviction; from the difficulty of securing legal evidence, especially against agents dealing in unintelligent alien labor; from the difficulty of securing the attendance of witnesses at trials; from the inability on the part of inspectors of the department of licenses to locate unlicensed agents operating on the street, in the parks, or in tenenents; and from the absence of a knowledge of the English language by the agents and of their language by the inspectors.

The number of court cases for the period from May, 1904, to February, 1909, was 214. Of these, 180 were for running an agency without a license, with only 34 for all other offenses.[2]

Concerning certain agencies, the following statement appears:

A group of six or more farm-labor agencies doing business on the lower west side of New York City requires special reference. They

[1] Report of the Commission of Immigration of the State of New York, 1909, pp. 109–116.
[2] Idem., pp. 115, 116.

supply many aliens for farm labor, but their surroundings are not such as to enable them to reach many honest, well-behaving workers. They are frequently run in connection with saloons. Complaints have from time to time been made against these agents for sending incapable, intemperate, and unwilling men out to farms. Some of the other agencies uptown furnish farm laborers, but this group represents the agents specially interested in this class of workers. Although the agricultural demand is the greatest, the chief means of meeting it through licensed agents is in the hands of those at the bottom of the list in efficiency and surroundings.[1]

Quotations have been freely made from the report of the commission of immigration because it contains the most recent and most authoritative description of the private employment agencies of New York City. The commission concluded that there has been a general improvement in the agencies for several years.

In this connection it may be of interest to quote the commission's report on employment agencies in Buffalo, which is as follows:

A brief description may appropriately be given at this point of the employment agencies in Buffalo. The headquarters for issuing licenses for employment agencies are in the mayor's office, city hall. The mayor's clerk, who also has the title of commissioner of licenses, enforces the law and issues licenses to employment agencies and also to those engaged in any other occupation requiring licenses. The commissioner has one assistant, who, during the months of January, March, April, May, June, and July, assists the commissioner in issuing licenses; the other six months in the year he looks after delinquents, violations of law, and visits employment agencies twice a month.

The commissioner of licenses reports 17 licensed employment agencies, none unlicensed, and none dealing with contract labor. Only one hearing was held and one license revoked in 1 year and 11 months. The cause for revocation was misrepresentation and overcharge. Fifty cents was the total amount refunded on fees paid. An investigator of the commission who visited the employment bureaus at Buffalo found that only 2 of 17 kept their registers according to law. Fourteen made no entry in the last four columns, namely: (1) Names of applicants for help, (2) in what capacity, (3) place of residence, (4) fees. One agency, which in November secured positions for 63 men and women, had no entry whatsoever in the register. The investigator was given the names and addresses of 10 unlicensed employment offices. He found the employment-agency law in various languages to be unknown in Buffalo and that vicinity. Only English placards adorn the walls, and the foreign applicants are ignorant of the law. Other violations were reported, such as sending applicants to places where there was no bona fide order for labor and placing girls in disorderly houses.[1]

[1] Report of the Commission of Immigration of the State of New York, 1909, p. 117.

DIVISION OF INFORMATION OF THE FEDERAL BUREAU OF IMMIGRATION AND NATURALIZATION.

The division of information of the Federal Bureau of Immigration was established July 1, 1907. The New York office is located not far from where immigrants land from Ellis Island. The division, immediately upon its establishment, put itself into communication with State officials, manufacturers' associations, individual employers of labor, farmers, and others. Thousands of letters and over 2,000,000 postal cards were sent out the first year, this work being facilitated by the privilege of franking mail. The purpose of this correspondence is, of course, to secure opportunities for placing alien citizens in positions.

The actual work of distribution of workers did not begin until April, 1908. During the 15 months ending June 30, 1909, positions were obtained for 5,008 persons and during the year ending June 30, 1911, for 5,176 persons. The following table shows the nationalities represented:

NATIONALITY AND NUMBER OF ALIENS AND OTHERS DISTRIBUTED BY DIVISION OF INFORMATION, 1909 TO 1911.

Nationality.	Number of persons.			Nationality.	Number of persons.		
	15 months ending June 30, 1909.	Year ending June 30, 1910.	Year ending June 30, 1911.		15 months ending June 30, 1909.	Year ending June 30, 1910.	Year ending June 30, 1911.
Bulgarian	99	42	24	Norwegian	221	171	167
Danish	202	176	163	Polish	1,028	700	1,044
English	59	37	41	Russian	428	487	704
Finnish	127	91	164	Ruthenian	148	149	158
German	879	939	1,127	Swede	406	253	221
Greek	72	107	21	United States citizens	517	562	500
Irish	73	83	140	All others	363	313	413
Italian	256	41	51				
Lithuanian	65	67	115				
Magyar	65	65	123	Total	5,008	4,283	5,176

The following table shows the classes of occupations of persons distributed:

OCCUPATIONS OF WORKERS DISTRIBUTED BY DIVISION OF INFORMATION, 1909 TO 1911.

Occupations.	Number of persons.		
	15 months ending June 30, 1909.	Year ending June 30, 1910.	Year ending June 30, 1911.
Agricultural laborers	2,565	2,747	3,083
Common laborers	1,215	1,047	1,215
Domestics	269	314	360
Woodsmen	168	5	53
Children (unemployed)	192	106	80
Others	599	64	385
Total	5,008	4,283	5,176

As indicated by the table, more than half of all persons distributed have been sent to farms. The aim of the division has been to divert the stream of immigration toward the land or to small towns and away from the large cities. Care is taken not to send men where strikes exist. A majority of the domestics sent out were wives of the men sent to the same employer. The unemployed children accompanied their parents but were too young to work.

The following table shows the number of persons distributed to each State:

DISTRIBUTION OF ALIENS AND OTHERS APPLYING TO THE DIVISION OF INFORMATION, APRIL 1, 1908, TO JUNE 30, 1909, AND YEARS ENDING JUNE 30, 1910 AND 1911, BY STATES AND TERRITORIES.

[From Annual Reports of the Commissioner General of Immigration.]

State or Territory.	April 1, 1908, to June 30, 1909.	July 1, 1909, to June 30, 1910.	July 1, 1910, to June 30, 1911.	State or Territory.	April 1, 1908, to June 30, 1909.	July 1, 1909, to June 30, 1910.	July 1, 1910, to June 30, 1911.
Alabama	12	27	136	Nebraska	17	38	20
Arkansas	52	10	23	New Hampshire	12	4	2
California	3	.....	1	New Jersey	676	948	1,236
Colorado	2	1	1	New Mexico	1	.....	.....
Connecticut	122	202	252	New York	2,202	2,139	2,545
Delaware	31	3	4	North Carolina	2	1	.....
District of Columbia	1	.....	1	North Dakota	12	34	11
Florida	.....	.....	1	Ohio	77	27	11
Georgia	47	15	.....	Oklahoma	41	15	2
Illinois	152	52	54	Oregon	1	.....	.....
Indiana	14	15	13	Pennsylvania	220	23	42
Iowa	87	140	58	Rhode Island	7	8	2
Kansas	20	30	97	South Carolina	43	17	11
Kentucky	78	6	6	South Dakota	9	14	7
Maine	21	22	6	Tennessee	1	.....	233
Maryland	135	61	13	Texas	138	133	211
Massachusetts	22	43	19	Vermont	300	5	21
Michigan	71	85	38	Virginia	57	39	18
Minnesota	56	43	44	West Virginia	149	17	.....
Mississippi	64	.....	.....	Wisconsin	19	27	22
Missouri	27	38	15	Total	5,008	4,283	5,176
Montana	7	1	.....				

As would be expected, the great majority of persons go to New York, New Jersey, and other near-by States. The cost of transportation prevents many from going farther away. The applicants for information have greatly exceeded the number sent out at all times. The growth of the work has been rapid. The following tabular statement shows the number of persons sent to employment each six months since January 1, 1908, to June 30, 1910, and during year ending June 30, 1911:

NUMBER OF PERSONS SENT TO DEFINITE EMPLOYMENT BY DIVISION OF INFORMATION, EACH SIX MONTHS, JANUARY, 1908, TO JUNE, 1910, AND YEAR ENDING JUNE 30, 1911.

Periods.	Number sent to definite employment.
January 1 to June 30, 1908	815
July 1 to December 31, 1908	1,636
January 1 to June 30, 1909	2,176
July 1 to December 31, 1909	2,494
January 1 to June 30, 1910	1,789
July 1, 1910, to June 30, 1911	5,176

BUREAU OF INFORMATION AND STATISTICS OF THE NEW YORK DEPARTMENT OF AGRICULTURE.

The bureau of information and statistics of the department of agriculture was established in 1905. Its purpose is to assist agriculturalists to the fullest extent possible in procuring farm labor, and to secure the settlement of unoccupied or partially worked farms. It is not therefore primarily an agency for assisting the unemployed, but is rather for the benefit of the farmers of the State. Its activities are confined, therefore, to the State of New York.

During the first year of its existence this bureau sent 4,171 farm hands to the farms of New York. During the fiscal year 1908, 3,600 men were sent out as farm hands and 400 families were placed on farms by the bureau. During 1909 about 4,000 men were sent out, and in 1910 4,944 people secured employment upon farms. The bureau will not send out any man who can not command the usual wages, $25 to $30 per month. This requires men experienced in farm labor. The bureau has been able to find employment during the spring and summer for all applicants with the proper qualifications.

NATIONAL EMPLOYMENT EXCHANGE.

The National Employment Exchange of New York City is the outcome of a proposition by Mr. Jacob H. Schiff, of New York City, to establish an unofficial employment bureau with a working fund of $100,000 and with an organization covering the entire United States. Dr. Edward T. Devine, general secretary of the Charity Organization Society of New York City, was appointed to examine into the need for such a bureau. After a study of the situation he concluded that "there is a need at all times and in periods of even slight depression, a very urgent need of an efficient system of bringing together as quickly as possible those who are seeking work and those who are seeking workers."[1] After reviewing the agencies engaged in bringing these parties together, Dr. Devine concludes that the need for the establishment of such a bureau is very great, that it is not met by other existing agencies, and can not be met by other plans more effectively or economically than by that proposed.

The strongest argument in favor of establishing such a bureau, in Dr. Devine's opinion, is the dearth of information on the subject of maladjustment of the labor supply. He believes that the mere collection of such information will be worth all that the experiment costs.

Dr. Devine proceeds to recommend, following the lines of Mr. Schiff's proposition, as follows:

[1] Report on the Desirability of Establishing an Employment Bureau in the City of New York, by Edward T Devine, p. 9.

I would recommend that there be organized in the city of New York an employment bureau under a board of trustees composed of experienced men representing the mercantile, academic, philanthropic, and industrial classes. * * *

The bureau should be placed under a manager of great executive ability with the necessary number of assistants. * * * It would be necessary to have interpreters, men to take charge of gangs in transit, and to perform virtually the function now exercised by the padrone.

The bureau should establish an organization covering all sections of the United States, so that it shall be in immediate and close touch with requirements for labor and employment wherever such exist, but its benefits should accrue primarily to the unemployed of the city of New York. It may not be necessary to maintain agencies permanently in particular localities outside of New York. * * * For the most part, the agents in the field would be moving from place to place, establishing relations with employers, looking after the interests of the men who had been sent to work, and ascertaining when they would be free from particular engagements, so that there would be little loss of time in transferring them to other places where they were needed.[1]

These recommendations show the purposes and plans of the National Employment Exchange, which was incorporated and opened offices in 1909. An announcement of its incorporation, after naming the subscribers contributing $100,000 for its support, says:

This is the first practical step of a movement to establish an employment bureau in this city which will inspire confidence alike in employers and employees. In order to insure the success of this undertaking and its permanency, and in order to ultimately occupy a large field in the community, the exchange is to be run as a business and not as a charity. The purpose, however, is usefulness and the motives philanthropic. The primary effort will be to fill orders for laborers and employees in a satisfactory manner with good material.

At the outset only one office was established, known as the State Street office, and located not far from the point where immigrants arrive from Ellis Island. This office places manual laborers only. Later a general mercantile bureau for miscellaneous positions for both men and women was established, and in 1910 another office for manual laborers. No branches have been established outside of New York City nor have agents been sent out.

The general mercantile bureau, located at 30 Church Street, endeavors to secure positions for office help, salesmen, draftsmen, etc. During the year ending September 30, 1911, positions were secured for 1,331 applicants—more than double the number who were placed in position during the preceding year. This number was composed of 270 stenographers, 90 typewriters, 116 bookkeepers, 143 boys and girls for offices, 112 addressers, 41 switchboard opera-

[1] Report on the Desirability of Establishing an Employment Bureau in the City of New York, by Edward T. Devine, p. 9.

tors, 8 draftsmen, about 400 clerks, and the others in miscellaneous clerical occupations. It has been found, however, that the supply of clerks and stenographers greatly exceeds the demand, and the manager believes, therefore, that the schools should train more men for the trades and fewer for clerical positions. The excess of clerks necessarily militates against the success of an employment agency for them, because under the circumstances an employer ordinarily need not apply to a labor exchange for help of this character.

During the year ending September 30, 1911, the State Street office received 3,890 applications for help (all male), and 2,398 persons were placed in positions. The applications for employment were not recorded during a part of the year. The manager estimates the number at 75 per day.

The following table shows, by States, the destination of these men:

DESTINATION OF WORKERS SENT OUT BY STATE STREET OFFICE, NATIONAL EMPLOYMENT EXCHANGE, OF NEW YORK CITY, YEAR ENDING SEPTEMBER 30, 1911.

States.	Number of laborers.	States.	Number of laborers.
New York:		Massachusetts	27
New York City	569	Maryland	23
Outside of New York City	1,119	Ohio	11
Pennsylvania	256	West Virginia	8
New Jersey	220	Porto Rico	4
Connecticut	70	North Carolina	1
Tennessee	56		
Virginia	34	Total	2,398

It will be observed that although the amount of business done by the exchange during its second year was not large the field covered was extensive. The manager states that a great many more positions could have been filled had the men been willing to accept the work offered. The difficulty has been, he states, to secure a sufficient number of capable men who were willing to go where the jobs were located. Many requests for help come from distant States, which it is found impossible to supply because transportation is not advanced and because workmen are unwilling to go far from New York City.

The nature of the positions filled is illustrated by the work done in May, 1910. During that month the office recorded 822 applications for employment and 1,100 applications for help, and filled 331 positions. Of the 331 applicants who secured positions, 76 were skilled workers or mechanics, 222 were common laborers, and 33 were handy men.

Positions have been furnished to applicants of 36 different nationalities. The office force speaks and writes 18 different languages,

which greatly facilitates business with foreign-born workmen. Men are secured by "runners" who are sent out to solicit them. There has been no solicitation of jobs, because the demand for men has exceeded the supply. The exchange has received much press notice and has also sent out many circulars, and the result has been a great many applications from employers.

With the idea that an employment agency should be regarded as a business proposition and should be run at a profit, a fee is charged, but the exchange has not yet become self-supporting. The fee for placing common laborers is $2. If the demand for work exceeds the supply, the laborer pays the fee. If labor is scarce, the employer pays the fee. At the time the exchange was visited—June, 1910—each paid $1. The fee for mechanics is $3, and for clerks and similar occupations the first week's salary, with six weeks in which to pay it.

Although the exchange has been unable to fill the demand for men, the office records show many more applications for employment than applications for help, and indicate that many unemployed applicants failed to secure work. This means that the unfilled demand was for men of different abilities from those applying. The work secured was principally railroad and canal labor, outside of New York City, and many applicants were not strong enough to perform it, while others were unable or unwilling to leave the city. The exchange was unable to find work for all applicants who were not suited to heavy labor.

EMPLOYMENT BUREAUS OF THE YOUNG MEN'S CHRISTIAN ASSOCIATION.

The following table shows the number of positions secured by the employment bureaus of the Young Men's Christian Association in New York City during the years ending April 30, 1908 to 1912:

POSITIONS SECURED BY EMPLOYMENT BUREAUS OF THE YOUNG MEN'S CHRISTIAN ASSOCIATION IN NEW YORK CITY FOR THE YEARS ENDING APRIL 30, 1908 TO 1912.

Association bureaus.	1907–8	1908–9	1909–10	1910–11	1911–12
Bowery	762	454	741	854	919
Twenty-third Street	767	703	789	933	957
West side	541	637	1,258	1,265	1,639
Central (Brooklyn)	1,303	2,211	1,784	1,921	2,330
All others	624	477	914	1,263	1,547

The aim of the employment bureaus of the Young Men's Christian Association is to keep the employment feature subordinate to the other purposes of the organization. All of the offices except that at the Bowery Young Men's Christian Association are licensed and charge a fee.

The work which is done for the unemployed by the Bowery branch of the Young Men's Christian Association of New York City is es-

pecially interesting. Besides maintaining an employment bureau, this association cares for destitute men who come to it until they can obtain employment. Men are given board and lodging at $2.50 a week, but the association trusts them for payment until they secure work. The number who fail to pay for their accommodation is said to be decreasing each year. The work done is limited by the size of the building, which can comfortably lodge only 75 each night. During 1908, 2,410 men were furnished 26,480 lodgings. During 1909, 2,491 men were furnished 26,184 lodgings. In 1911, 2,968 men were provided with lodgings, averaging nine days for each man.

The methods of the employment bureau of the Bowery Young Men's Christian Association are described in the following extract from one of the annual reports:

Every applicant for admission to the house is required to fill up one of our blanks, enabling us to know who he is, where he comes from, his qualifications for work, where he has worked and how long, and the reason why he is now out of employment. To the parties given as references, we write asking for information regarding the man's last employment, also regarding his moral character. Forty-six per cent of the references returned to us testify as to the good character and ability of the applicant. We keep a complete record of everything relating to a man who stops in the house, which makes it possible for us to more intelligently study his needs and assist him more quickly to a position of self-support.

The character of the men applying to the Bowery Young Men's Christian Association for assistance is described in the following statement by its secretary:

The following figures thoroughly disprove the statement so frequently and erroneously made that the Bowery branch is "only a home for old men," unable to work or incapacitated by reason of dissipation.

Of the men provided for last year, 72 per cent were 35 years of age or under, 65 per cent were Americans, and the other 35 per cent represented 27 different nationalities; 76 per cent were American citizens; 64 per cent were Protestants, 34 per cent Roman Catholics, and 2 per cent Hebrews; 84 per cent were single men; 40 per cent were total abstainers; 31 per cent had high school or college education; 31 per cent were skilled laborers, 4 per cent professional, 22 per cent clerical, and 43 per cent unskilled laborers; 40 per cent had been out of work less than one month; 70 per cent had been employed regularly one year or more previous to arrival at the branch; replies were received from 80 per cent of the references written for, 47 per cent being testimonials to good character and ability; 25 per cent were members of Protestant churches.

The Bowery Young Men's Christian Association also assists in distributing immigrants. An agent stationed at Ellis Island, to whom immigrants are instructed to apply by Young Men's Christian Association secretaries in their own country, gives them advice or instruc-

tion as is necessary. The following account of this work is from the 1909 report of the Bowery Young Men's Christian Association:

Since the beginning of the work at Ellis Island, 5,267 men have been personally interviewed, cards of introduction have been given to them, addressed to our secretaries throughout North America, and, in addition thereto, letters were written to the secretaries advising them of the coming of the aliens. This group represented over a dozen nationalities, 63 per cent of whom were under 25 years of age. They were directed to 769 cities and towns in 42 States in this country, and 21 cities in 6 Provinces in Canada. Since three men were engaged to give their entire time to this work during 1909, we were able to meet 3,184 men, as compared with 2,083 for the previous two years, during which time we had practically but one man engaged.

The work at the port of New York involves meeting these men, who bear cards of introduction from secretaries in Europe, and many without such cards. A cordial welcome is extended to them, and information given regarding conditions, routes and rates of travel, distances, value of money, transfer of baggage, and something of the locality in which they are to reside. A card of introduction is given to the immigrant, addressed to the secretary in the community to which he goes, or, where no association exists in that place, to the State or county secretary.

The Young Women's Christian Association of New York also maintains employment agencies for its members.

OTHER PHILANTHROPIC AGENCIES.

Two other agencies that are of importance in the distribution of labor in New York City are the Alliance Employment Bureau and the Charity Organization Society. The former is supported by several philanthropic societies. It secures work for women and girls and for boys 14 to 16 years old. Its principal service is in its careful investigation of all positions offered, so that its applicants may not be given work morally or physically harmful. It places from 700 to 1,000 persons annually.

The Charity Organization Society gives temporary work to women in a laundry established for that purpose. In 1907 this laundry gave 11,544 days of work to 244 different women, who earned about 90 cents a day. The society also maintains a wood yard, established to test the good faith of men seeking relief under plea of inability to secure work. The wood yard has become self-supporting. For about three hours' work here, men with homes receive 50 cents; homeless men receive three meals and a night's lodging.

Another very interesting feature of the work of the Charity Organization Society is its "employment bureau for the handicapped," established in 1906. The necessity for an employment bureau dealing exclusively with handicapped men, even where a free public employment bureau is in operation, is obvious. The public employ-

ment bureau must, in order to secure and retain the confidence of employers, send the most competent man available to each position offered. As the applicants for work ordinarily exceed the applications for help, the handicapped man is not likely to secure a position where this reasonable policy is followed. Moreover, the placing of such men requires more study and personal attention than a State can give. Not only must positions be found for men with physical or mental deficiencies, but the kinds of work that such men can do must be ascertained by study and investigation.

The 1907 report of the employment bureau of the Charity Organization Society, of New York City, contains a descriptive analysis of 596 applicants, which shows the classes of persons with whom an employment bureau for the handicapped must deal. The report says:

The largest group among the new applicants was of those disabled by some crippling disease, generally rheumatism, numbering 125; 120 were convalescents; 94 were handicapped by age; 56 were in an early stage of pulmonary tuberculosis, and 17 more were suffering from other forms of tuberculosis; 25 were partially blind, 2 totally blind; 20 had lost a hand, 17 a foot, and 2 more than one limb; 17 were mentally diseased and 4 were mentally defective; 13 were suffering from nervous diseases and 16 from diseases of the circulatory system; 9 were inebriates and 8 had a criminal record; 4 were defective in speech or hearing and there were 2 epileptics; a miscellaneous group of 8 included corpulency, hay fever, cancer, and loss of a singing voice; 4 had become unfitted for their previous employment and were not yet readjusted; and the remaining 33 had more than one handicap.

The positions available for handicapped persons are indicated by the same report. Of 251 persons placed in positions which were expected to be to some degree permanent, domestic servants numbered 58; factory workers, 26; janitors and furnace men, 22; messengers and delivery men, 20; "handy men" and "utility women," 20; country laborers, 17; clerks, 14; porters, 14; watchmen, 9; news dealers, 6; slot-machine tenders, 6; drivers, 6; elevator and door men, 5; attendants, 5; job carpenters, 3; manicurists, 3; restaurant helpers, 2; guides, 2; employees in a country hotel, 2; and 1 berry picker, 1 bootblack, 1 day laborer, 1 needleworker, 1 orderly, 1 telegraph operator, 1 printer, 1 locksmith, 1 assistant matron, 1 cutter, and 1 motorman.

The report continues:

The wages of these positions ranged from $2 to $20 per week, the average being $8.36.

A large proportion of these persons are at time of application dependent on charity; others are on the verge of dependence. Those for whom employment can be found by these special efforts are helped to become partially, in many cases wholly, self-supporting.

This bureau, during the first 18 months of its existence, registered 1,137 applicants, 450 of whom it placed in positions. During 1909,

766 applicants secured positions, two-thirds of them permanent, and in 1911, 731 were placed, 425 of whom were employed at steady jobs.

OTHER AGENCIES FOR DISTRIBUTING IMMIGRANTS.

Various other agencies are engaged in the distribution of alien labor from New York City. One of these is the Labor Information Bureau for Italians. Ordinarily the applications for help received by it exceed the supply of laborers, which indicates that Italian workmen have little difficulty in securing work. The following table shows the work of the bureau for three years:

BUSINESS OF LABOR INFORMATION BUREAU FOR ITALIANS IN NEW YORK CITY, 1907 TO 1909.

	1907	1908	1909
Applications for employment	10,696	7,635	3,015
Applications for help	18,363	5,097	10,632
Positions secured	5,290	2,696	3,919

It will be observed that in 1907, 18,363 men were wanted, and only 10,696 workmen applied for work. In 1908, due to the financial depression, the supply exceeded the demand; but in 1909 the demand for Italian workmen was three times the supply.

The records of the bureau show that nearly all the positions secured are for laborers. Many skilled workers apply, but few are placed. This accounts for the usual excess of applications for employment over positions secured, despite the high demand for certain classes of labor.[1]

The Industrial Removal Office of New York City is engaged in distributing Jewish immigrants. It was established in 1900, and during the first eight years of its activity sent 42,000 persons out of New York City, about 60 per cent of whom were breadwinners, and the remainder women and children. The removal office reports that 85 per cent of those sent out remained where sent, and that not more than half of the remainder returned to New York. The work of the office has been directed toward the distribution of industrial and not agricultural workers. The office formerly aimed to secure work before sending men out. Now the procedure is reversed. Men are sent where work is likely, and are cared for by local committees pending the finding of employment for them.[2]

Bureaus for the distribution of aliens are also maintained for their respective nationalities by the German Immigrant Society and the Irish Immigrant Society.

[1] The above information concerning the Labor Information Bureau for Italians was obtained from Mr. William Leiserson, investigator for the New York legislative commission on employers' liability, etc.

[2] Information from Report of the Commission of Immigration of New York, 1909, p. 239.

RHODE ISLAND.

STATE FREE EMPLOYMENT OFFICE.

The law authorizing the establishment of State free employment offices in Rhode Island was enacted in April, 1908. The principal reasons advanced for their establishment were "the opportunities presented of bringing together those who seek employment and those who desire to employ, without charge or cost, direct or indirect; the desire to assist in securing positions for those having dependents; and the laudable ambition to help the unemployed in Rhode Island to secure work with as little trouble as possible and at no expense."[1] The passage of the law followed closely upon the announcement of the result of a census of the unemployed which was taken during the time of the financial depression, and showed that the number of unemployed persons in the State who were ordinarily employed was approximately 18,000. It was believed that an employment office would help in the solution of the problem presented by so large a body of unemployed.

The shortcomings of private employment offices played little part in the creation of free offices in Rhode Island. In 1905 an investigation of private agencies had been made, but although the usual charges of fraud had been made against them it was not found possible to substantiate the charges. Such agencies are not numerous in Rhode Island.

The law authorizes the establishment of free employment offices in such cities as the commissioner of industrial statistics may select. Only one office has been established, located at Providence. This office in its methods of work is patterned after the Boston Free Employment Office, which was visited and studied by the Rhode Island officials.

The business done by the Rhode Island Free Employment Office since its organization is shown by the following table:

APPLICATIONS FOR WORK AND FOR HELP AND POSITIONS SECURED, RHODE-ISLAND STATE FREE EMPLOYMENT OFFICE, FROM ESTABLISHMENT TO OCTOBER 31, 1911.

[From Annual Reports of the Commissioner of Industrial Statistics, Rhode Island.]

Periods.	Applications for work.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Six months ending Oct. 31, 1908	5,473	1,955	7,428	520	852	1,372	459	549	1,008
Year ending Oct. 31, 1909	3,754	1,876	5,630	1,165	1,391	2,556	1,155	1,255	2,410
Year ending Oct. 31, 1910	1,821	1,806	3,627	873	971	1,844	1,153	999	2,152
Year ending Oct. 31, 1911	1,251	2,850	4,101	762	959	1,721	933	995	1,728

[1] Twenty-second Report of Industrial Statistics, Rhode Island, 1908, p. 563.

The large number of applications for work during the first six months after the office was established reflects the industrial condition at that time. Established in a period of industrial depression, the free employment office received over 2,000 applications from males desiring work during the first month of its existence. Of these, only 72 obtained positions, owing again to the financial depression.

During the year ending October 31, 1909, 2,410 positions were filled by the bureau at a cost of $4,000; each position filled, therefore, cost the State $1.66. The 933 males for whom positions were secured during the year ending October 31, 1911, were placed in 65 different occupations. A total of 236 were placed on farms, 120 were cooks and kitchen men, 96 were porters, and 119 common laborers. The male applicants represented 75 occupations.

The 995 females securing positions were placed in 40 occupations. Waitresses numbered 74 and girls for general housework 295. Six other household occupations included 378 persons, so that waitresses and domestics placed numbered 747.

The Providence office has two departments, one for males and one for females. Its office force consists of the superintendent and two female clerks. The superintendent does most of the work connected with the male department. This prevents him from going about among employers to any extent to solicit jobs. References are requested but not required from applicants and they are not usually investigated when furnished. The employer is given such information as has been obtained, but the office does not vouch for the worker's ability. Each position is investigated with as great care as circumstances permit, and the applicant advised fully as to hours, wages, and other details.

In filling positions, dependents are given preference. The commissioner of industrial statistics has also proposed the making of special efforts to find work for handicapped persons, but the suggestion has not been carried out. Registry may be by mail or in person. Applicants for work are sent out of the State and nonresidents may apply for help, but not for work. This indicates that the office is for the unemployed primarily, and secondarily for those seeking help.

The labor unions favored the establishment of the bureau and regard it as a necessity, yet they patronize it but little. This is because each union maintains what is, in fact, a free employment bureau for its members.

The three great manufacturing industries of the State—the textile manufactures, the jewelry manufactures, and the metal trades—have not patronized the free employment office to any extent. The Metal Trades Association has an employment bureau, and the jewelry manufacturers maintained a similar organization until recently. The textile manufacturers have been able to secure enough help without

applying to the State office. It is said that they ordinarily retain a sufficient number of employees, but cut down operating time rather than discharge employees. If additional help is needed during a brisk season, it is obtainable through those already employed. Among other employers the free employment office appears to have an increasing number of patrons.

OTHER EMPLOYMENT AGENCIES.

Other agencies working for the distribution of labor in Providence are the private employment agencies, which are not numerous, the employment bureaus of the Young Men's Christian Association, and the Young Women's Christian Association, the charity organization, and a few church societies. Little information is available concerning the private agencies. There are only five such agencies, all run by women, and it is believed they deal chiefly with domestics.

The employment work of the charity organization is here, as elsewhere, only incidental to other relief work. The office tries to secure temporary work for men in need of assistance. There is some cooperation between the free employment bureau and the associated charities, the latter sending persons in search of employment to the bureau, and the employment bureau sending needy men to the Associated Charity Society.

The Young Men's Christian Association has an employment bureau which deals chiefly with office men and office boys. It has placed 243 during the year ending May 1, 1912. The fee charged is 50 cents for registration and 50 per cent of the first week's salary. In the winter months the office is unable to fill all calls from employers, but in summer there are more applicants than positions. The office claims to have the confidence of the best employers. Positions and applicants are both thoroughly investigated and care is taken to place applicants in positions best suited for them.

The employment bureau of the Young Women's Christian Association of Providence has placed 741 women in positions during the past year. These were chiefly domestics, but included also day nurses and some stenographers and bookkeepers. The fee charged is $1 from the employer and 50 cents to $1 from the employee, the amount depending upon the wages received.

The Metal Trades Association of Providence maintains a free employment bureau. Its purpose is stated to be the weeding out of poor workmen, although it is charged with being an antiunion strike-breaking organization. The manager is a good judge of the ability of men in the metal trades and the members of the association rely upon his judgment in sending them men. Thus they are relieved of investigation and inquiry as to a workman's ability. The bureau placed 1,802 men in positions during the year ending March 1, 1911, and 4,386 men were hired through the office and at the factories.

OTHER STATES HAVING FREE PUBLIC EMPLOYMENT OFFICES.

Following is a brief account of free public employment offices in States not visited during this investigation and also a brief review in two States, California and Maryland, of reports concerning private employment agencies. So far as free public agencies are concerned, the report for each State is supplementary to the reports, published in Bulletin 68 of the United States Bureau of Labor, to which the reader is referred for detailed information concerning methods of administration. The statistics of the offices described in the former report are brought to date, and an account is given of the establishment of free employment bureaus in Colorado and Oklahoma with an abstract of the law creating them.

CALIFORNIA.

Of the two municipal free employment bureaus in California described in Bulletin 68, issued by the United States Bureau of Labor, one, that at Los Angeles, was placed in charge of the Associated Charities in February, 1910. No information was obtained concerning the office located at Sacramento. The Associated Charities of Los Angeles operates the employment bureau independently of its charity work. During the five months from March 1 to August 1, 1910, this bureau received 974 applications for employment and obtained employment for 624 persons.

The law relating to private employment agencies in California requires those agencies to keep very complete records, which shall be open to the commissioner of labor and his agents, and to make monthly reports concerning all persons given employment, showing the kind of work, number hired, rate of pay, amount of fee, and where sent. These reports are perhaps the most detailed required in any State. Only a small part of the information to be gained from them is published, but the Thirteenth Biennial Report of the Bureau of Labor Statistics contains statistical tables summarizing much interesting information concerning the private employment offices of the State.

These tables show that the private employment offices reporting in San Francisco in 1907–8 placed 26,731 persons in employment, 20,143 outside of San Francisco and 6,588 in the city. Of these nearly 14,000 were laborers, and 2,000 were ranch hands. The remainder of the persons placed in employment represented a variety of occupations, and many of them were skilled workmen. The fees paid for positions ranged from 25 cents to $6 and over. One group of 6,570 applicants paid $2 and another of 6,507 paid $1. A total of 19,025 paid from $1 to $2 for their positions. Those paying $5 and over numbered only 269. The average fee was $1.84. The highest

average fee paid in any occupation was $4.18 paid by 17 stenographers. The lowest was $1.27 paid by general laborers. The total amount paid to employment agencies in California annually for securing positions approximates $300,000.

The tables presented in the report also show the wages per day and per month of the persons securing positions.

COLORADO.

A law was enacted in 1907 providing for the establishment of a free public employment office in each city in Colorado having a population of 25,000 and over and of two such offices in cities of 200,000 and over. The law provides that each of these offices shall have a superintendent at $1,200 per annum and an assistant superintendent at $1,000. The law also requires that each office have a separate apartment for women, and that full and complete records be kept concerning all applicants for employment, and provides for the printing of weekly reports from each office. Each superintendent is directed to put himself into communication with the principal employers of labor, and he is authorized to advertise in newspapers and in trade journals.

Under this act three offices were established in 1907—one at Denver, one at Colorado Springs, and one at Pueblo. None of these offices was visited, so that no account can be given of their administration. The following table shows the business done by each for three years:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, FREE PUBLIC EMPLOYMENT BUREAUS OF THE STATE OF COLORADO, YEARS ENDING NOVEMBER 30, 1908 TO 1910.

Cities and years.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1908.									
Colorado Springs [1]	2,857	1,070	3,927	1,694	982	2,676	1,665	904	2,569
Denver [2]	4,043	561	4,604	.....	.....	.....	1,378	474	1,852
Pueblo [3]	4,967	1,337	6,304	.....	.....	.....	1,774	775	2,549
Total	11,867	2,968	14,835	1,694	982	2,676	4,817	2,153	6,970
1909.									
Colorado Springs	2,857	1,361	4,218	2,753	1,277	4,030	2,347	1,107	3,454
Denver	7,540	802	8,342	7,538	702	8,240	4,882	578	5,460
Pueblo	3,532	529	4,061	2,720	426	3,146	2,194	305	2,499
Total	13,929	2,692	16,621	13,011	2,405	15,416	9,423	1,990	11,413
1910.									
Colorado Springs	4,282	2,870	7,152	3,881	2,819	6,700	3,715	2,738	6,453
Denver	15,252	1,643	16,895	6,951	1,429	8,380	6,864	1,219	8,083
Pueblo	5,228	827	6,055	4,575	1,185	5,760	3,635	694	4,329
Total	24,762	5,340	30,102	15,407	5,433	20,840	14,214	4,651	18,865

[1] Year ending Nov. 30, 1908. [2] Nov. 20, 1907, to Nov. 30, 1908. [3] Date not clearly shown in report.

This table indicates that the work of these offices is rapidly increasing. The Denver office placed over 8,000 applicants in 1910, as against 5,460 in 1909 and only 1,852 in 1908. The three offices placed 4,817 males and 2,153 females in 1908. In 1910 they found positions for 14,214 males and 4,651 females. The applications for employment, as shown in the above table, do not represent all persons applying for work, as applications are recorded only of those applicants who have a permanent address. Transients who could not be reached if wanted are not listed.

CONNECTICUT.

Connecticut has five State free employment bureaus. The following tables show the amount of business done by each during the year ending November 30, 1910, and also the total since the establishment of the offices in 1901:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, CONNECTICUT FREE PUBLIC EMPLOYMENT BUREAUS, YEAR ENDING NOVEMBER 30, 1910.

[From Report of Bureau of Labor Statistics of Connecticut, 1909–10, p. 101.]

Cities.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Hartford	1,978	1,540	3,518	1,455	1,244	2,699	1,131	892	2,023
Bridgeport	1,546	2,339	3,885	1,028	2,172	3,200	846	1,616	2,462
New Haven	1,814	884	2,698	1,242	913	2,155	1,063	520	1,583
Waterbury	1,140	1,303	2,443	825	1,487	2,312	760	1,034	1,794
Norwich	298	161	459	283	259	542	147	117	264
Total	6,776	6,227	13,003	4,833	6,075	10,908	3,947	4,179	8,126

TOTAL BUSINESS OF CONNECTICUT FREE PUBLIC EMPLOYMENT BUREAUS FOR 113 MONTHS ENDING NOVEMBER 30, 1910.

[From Report of Bureau of Labor Statistics of Connecticut, 1909–10, p. 101.]

Cities.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Hartford	21,825	19,807	41,632	13,454	17,470	30,924	12,084	13,046	25,130
Bridgeport	8,974	20,904	29,878	7,065	21,332	28,397	6,152	16,487	22,639
New Haven	13,338	11,748	25,086	6,732	10,368	17,100	6,059	8,057	14,116
Waterbury	7,358	12,084	19,442	5,340	12,291	17,631	4,938	9,641	14,579
Norwich	2,817	2,723	5,540	1,486	2,968	4,454	1,299	2,209	3,508
Total	54,312	67,266	121,578	34,077	64,429	98,506	30,532	49,440	79,972

The following table shows the occupations in which positions were secured through each of the five free public employment offices in the State in 1910. Among the males it will be noted farm hands and laborers were the two principal classes. A great majority of the males securing positions were unskilled workers. Of the females, the various domestic occupations include nearly all persons securing work. Office girls, clerks, and stenographers were very few in number.

SITUATIONS SECURED BY THE CONNECTICUT FREE PUBLIC EMPLOYMENT BUREAUS, BY OCCUPATIONS, YEAR ENDING NOVEMBER 30, 1910.

[From Report of Bureau of Labor Statistics of Connecticut, 1909-10, pp. 102, 103.]

MALES.

Occupations.	Hartford.	Bridgeport.	New Haven.	Waterbury.	Norwich.	Total.
Apprentices		3			4	7
Attendants	3					3
Bakers				1		1
Bartenders		1				1
Bell boys	9		11		2	22
Blacksmiths	1	3		15		19
Bookbinders	1					1
Bookkeepers	1				1	2
Boys	13	14	48	1	4	80
Brass molders	1	1	1			3
Brass rollers				1		1
Buffers		1		2		3
Butchers		1				1
Butlers	3	1				4
Canvassers	2	5	1		7	15
Carpenters	3	2	1	3		9
Chauffeurs				2		2
Chefs	1			3		4
Clerks	11	5	2	4	1	23
Coachmen	3	5			2	10
Cooks	6	16	36	20	4	82
Core makers				1		1
Day workers	2	71				73
Drivers	50					50
Electricians	5			1	1	7
Elevator men	3	5			1	9
Engineers		4			3	7
Enumerators	3					3
Farm hands	550	308	146	189	18	1,211
Firemen	9	1	3	6		19
Foremen			1			1
Gardeners	34	16	6			56
Grinders					5	5
Hospital orderlies	3	2	38	1	1	45
Hostlers	7	2	174	3		186
Hotel workers					1	1
Janitors	4	7	2	9	2	24
Kitchen men	30	41	66	39	3	179
Laborers	154	181	490	62	39	926
Lathe hands					7	7
Laundrymen				1		1
Machine hands	6			20	9	35
Machinists	19	31	4	19	7	80
Masons	2			3		5
Meat cutters	1				1	2
Millwrights					3	3
Miscellaneous	1	53	1		2	57
Musicians	1					1
Nurses			1			1
Painters	14	1		1	1	17
Paper hangers					1	1
Pattern makers	1					1
Platers				1		1
Plumbers	1			2	2	5
Polishers	1			1		2
Porters	7	14	28	5	1	55
Poultry keepers	6					6
Press hands				2		2
Printers	1			1		2
Salesmen				1	1	2
Shop hands	33	27		228		288

SITUATIONS SECURED BY THE CONNECTICUT FREE PUBLIC EMPLOYMENT BUREAUS, BY OCCUPATIONS, YEAR ENDING NOVEMBER 30, 1910—Concluded.

MALES—Concluded.

Occupations.	Hartford.	Bridgeport.	New Haven.	Waterbury.	Norwich.	Total.
Spinners (cotton)					1	1
Store hands	2					2
Tailors					1	1
Teamsters		7		85	2	94
Tile setters	1					1
Tinsmiths				1		1
Tobacco hands	112					112
Toolmakers				17		17
Waiters	6	11	2	3	1	23
Watchmen			1	2		3
Weavers				1	8	9
Woodchoppers		6		1		7
Wood sawyers	4					4
Wood turners				2		2
Total	1,131	846	1,063	760	147	3,947

FEMALES.

Attendants for children	2					2
Bookbinders	3					3
Bookkeepers	1					1
Canvassers					1	1
Chambermaids		66	45	12	2	125
Clerks	6		1			7
Companions	2					2
Cooks	45	106	28	45	7	231
Day workers	2	452		403	8	865
Demonstrators					2	2
Dishwashers					1	1
Enumerators	2					2
General housework	326	443	256	330	62	1,417
Housekeepers	17	16		32	2	67
Kitchen help	84	109	52	60	4	309
Laundresses	152	98	49	33	5	337
Nurse girls	6	33	3	33	5	80
Nurses	7	5		2		14
Pantry maids	9					9
Saleslādies		2			1	3
Scrub women	86	35				121
Seamstresses	8				3	11
Second girls	37	53		30	10	130
Shop hands	34	53	11	13		111
Store work	2	10				12
Tobacco hands	6					6
Waitresses	55	113	75	41	1	285
Washerwomen		13				13
Weavers					2	2
Miscellaneous		9			1	10
Total	892	1,616	520	1,034	117	4,179

KANSAS.

The following table shows the work done by the Kansas Free Public Employment Bureau, 1907 to 1911:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS FILLED, FREE PUBLIC EMPLOYMENT BUREAU OF KANSAS, 1907 TO 1911.

Years.	Applications for employment.			Applications for help.			Positions filled.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1907	1,292	129	1,421	498	214	712	909	74	983
1908	2,221	203	2,424	575	154	729	1,539	85	1,624
1909	2,231	204	2,435	1,792	174	1,966	1,686	93	1,779
1910	6,454	238	6,692	5,813	143	5,956	5,700	66	5,766
1911	3,968	208	4,176	12,360	105	12,465	3,229	61	3,290

This office is located at Topeka, but it has agents located in five cities of the State. The following table shows the amount of work done by each agency, 1909 to 1911:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS FILLED, FREE PUBLIC EMPLOYMENT BUREAU OF KANSAS, 1909 TO 1911.

[From Annual Reports of the Director of the Kansas Free Employment Bureau.]

1909.

Agencies.	Applications for employment.			Applications for help.			Positions filled.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Kansas City, Kans.	25	.....	25	25	.....	25	25	.....	25
Topeka	15	4	19	15	8	23	7	.....	7
Chanute	50	.....	50	50	.....	50	50	.....	50
Kingman	150	.....	150	150	.....	150	150	.....	150
Silver Lake	3	.....	3	3	.....	3	3	.....	3
Director's office	1,988	200	2,188	1,549	166	1,715	1,451	93	1,544
Total	2,231	204	2,435	1,792	174	1,966	1,686	93	1,779

1910.

Kansas City, Mo	1,210	.....	1,210	1,210	.....	1,210	1,210	.....	1,210
Topeka	2,640	.....	2,640	2,627	.....	2,627	2,627	.....	2,627
Chanute	45	.....	45	45	.....	45	45	.....	45
Kingman	250	.....	250	250	.....	250	250	.....	250
Arkansas City	85	.....	85	85	.....	85	85	.....	85
Director's office	2,224	238	2,462	1,596	143	1,739	1,483	66	1,549
Total	6,454	238	6,692	5,813	143	5,956	5,700	66	5,766

1911.

A. T. & S. F. R. R	411	.....	411	.....	.....	.....	411	.....	411
C. R. I. & P. Ry.	153	.....	153	.....	.....	.....	153	....	153
St. Joseph Free Employment Office	55	.....	55	.....	.....	.....	55	.....	55
Union Pacific Ry	486	.....	486	.....	.....	.....	486	.....	486
Director's office	2,863	208	3,071	12,360	105	12,465	2,124	61	2,185
Total	3,968	208	4,176	12,360	105	12,465	3,229	61	3,290

The chief work of the Kansas Free Employment Bureau is the distribution of harvest hands. Of 3,229 positions secured for males during 1911 by this bureau 2,905 were for harvest hands, 216 for farm hands, and 86 for common laborers. In no other occupation were as many as 10 male workers supplied.

MARYLAND.

The law creating a free public employment office in Maryland was enacted in 1902. The following table shows the amount of business done by the office each year since its establishment:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, BALTIMORE FREE PUBLIC EMPLOYMENT OFFICE, 1903 TO 1911.

Years.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1903	543	109	652	490	256	746	185	71	256
1904	1,078	234	1,312	202	160	362	378	151	529
1905	377	74	451	155	108	263	78	44	122
1906	617	27	644	459	62	521	129	12	141
1907	161	27	188	40	21	61	42	24	66
1908	378	47	425	33	31	64	24	5	29
1909	233	22	255	39	11	50	28	4	32
1910	112	39	151	23	47	70	6	26	32
1911	677	103	780	154	91	245	47	17	64
Total	4,176	682	4,858	1,595	787	2,382	917	354	1,271

The highest number of positions secured in any one year by the Baltimore office was 529 in 1904. Since that time the highest number was 141 in 1906. In 1908 only 29 persons—24 males and 5 females—secured positions through the office, and in 1909 and in 1910 only 32.

The third annual report of the office (1905) states that the results of the work were not satisfactory. The report for 1906 states that they were very unsatisfactory and assigns as one reason the fact that manufacturers and business men have not availed themselves of the advantages of the office. As the number of applications for help continued to fall until it reached 50 in 1909, it is evident that the office has not gained the confidence of employers generally. The 1908 report recommends the establishment of two more offices in Baltimore and one each in Cumberland and Hagerstown, all to cooperate in receiving applications and securing positions.

The Maryland office has reported an inability to supply the demand for farm hands and for female help, particularly household workers.

One of the objects in establishing the free public employment office in Maryland, as in other States, was to remedy the evils of private agencies. The office has not accomplished this purpose, but it has constantly recommended legislation to control these agencies. In 1907 the bureau of statistics made an investigation of private employment offices in the city of Baltimore. At that time there were about 150 of these agencies, but the inspectors were able to secure returns from only 43. In view of the paucity of information on the subject of private employment offices, it is interesting to note the re-

sults of this investigation. The following table summarizes these results:

CHARACTER OF PRIVATE EMPLOYMENT OFFICES IN MARYLAND IN 1907.

[From Sixteenth Annual Report, Bureau of Statistics and Information of Maryland, 1908, p. 89.]

Date of opening of office.	Color of person carrying on the business.	Sex of person carrying on the business.	Character of help secured.	Charge for registering applicants.	Charge for securing positions.	Charge for securing help.	Positions reported having been secured in 1907.
1892	Black	Female	Domestic, female only	25 and 50c	None	$1	
1906	do	do	do	None	50c	$1	
1880	do	do	Domestic, female	do	50c	$1	
1907	do	Male	Domestic, male and female	do	50c. and $1	50c. and $1	
1900	do	Female	do	do	50c	$1	50
1906	do	do	Domestic, female	do	50c	$1	
1893	do	do	do	50c	None	$1	
1897	White	do	Domestic	None	$1	$1	
1905	do	do	Domestic, female only	do	$1	$1	
	do	do	Domestic, female	do	50c. and $1	$1	
1905	Black	do	All classes	50c	None	$1	
1870	White	Male	Seamen and farm labor	None	do	50c. to $1	300
1906	Black	Female	Domestic, female	do	50c	50c	
1905	do	do	Domestic, male and female	do	50c	50c	
1892	do	Male	do	do	$1	$1	
1903	do	Female	do	do	50c	$1	
1897	do	do	Domestic	do	$1	$1	
1897	do	do	do	$1	None	$1	
1904	do	Male	do	None	$1	$1	
1902	do	Female	do	50c. and $1	None	$1 and $2	100
1824	White	Male	Farm labor	None	$1	$1.50	1,500
1904	do	do	All classes	do	$1	50c. to $5	
1907	do	do	do	do	$1	None	
1900	do	do	do	$1	None	do	240
1897	do	do	Domestic	None	10 per cent of first month's wages.	$1	
1902	do	Female	do	do	$1	$1 to $2	
1896	do	do	do	do	$1	$1	150
1899	do	do	All classes	10c	50c. to $1	$1	309
1895	do	Male	Domestic only	None	50c. to $1	$1	25
	do	Female	Domestic and mercantile	10c	40c	$1 to $1.50	190
1906	do	do	Domestic	None	$1	$1	175
1906	do	do	do	do	50c	$1	
1900	Black	do	do	25c	None	$1	390
1903	do	do	do	None	50c	$1	
1905	do	Male	Domestic, female	50c	None	50c	
1906	do	Female	do	50c	do	$1	
1897	White	do	do	None	50c	$1	
1882	do	Male	Farm and vessel labor	do	None	$2	
1906	Black	Female	Domestic	do	50c	$1	
1906	do	do	do	do	50c	$1	
1876	White	Male	Farm and vessel labor	do		$1 to $2	1,500
1894	Black	Female	Domestic	do	$1		
1901	do	Male	do	All he can get.	All he can get.	All he can get.	

The following extract from the report of the investigation is interesting and instructive:

There are about 150 employment agencies in Baltimore. Among them they cover the field of domestic, farm and vessel, and contract labor. Contract labor, it should be explained, consists usually of unskilled hands, such as the day laborers used in digging ditches or building railroads. This class is the rank and file of labor and usually it is recruited from the recent immigrants to this country.

Many of the establishments refuse to give information about themselves. The number already heard from is representative, however, as it includes a fair proportion of each sort, and many of the more reputable concerns.

Of the 43 agencies that have reported, 24 are conducted by colored persons and 19 by white persons. Nineteen of the colored agencies are conducted by women, and 10 of the white agencies are in the hands of members of the fair sex. Few of them have a settled place of business. Most of them are conducted as private enterprises by individuals, who carry on their transactions in their homes.

Four of the 43 agencies conduct a farm and vessel labor business, 34 carry on an exclusively domestic business, and 5 cater to all classes of trade. The 4 farm and vessel agencies form a distinct class. They have all been established for a number of years and all have regularly equipped offices down town.

Of the other 39 agencies, there is only 1 that has been in existence for more than 10 years. This is one conducted by a colored man. It has been in existence, it is said, since 1880.

There are several ways in which employment agencies charge for their services. Usually they ask for a sum of money from both employer and employee when the two have been brought together. If they do not charge one party directly, they usually ask a registration fee of him. Sometimes they ask both registration and service fees. The Young Men's Christian Associations of the city make one single charge of employer or employee, and return 75 per cent if satisfaction is not given.

Of the 43 agencies that report there are 12 that charge for registration. Eleven of these ask sums varying from 10 to 50 cents for this little formality. One, which is run by a Negro, asks, "Anything I can get:"

For securing a position, 39 of the 43 agencies charge the applicant sums varying from 50 cents to $1. One charges 10 per cent of the first month's wages. One (the same affable Negro mentioned in the preceding paragraph) asks, "All I can get." One charges the employees nothing.

For securing help (bringing labor to capital), 39 of the 43 ask sums varying from 50 cents to $2. Three charge nothing and one "All I can get."

Few employment agencies keep a record of their business. Of the 43, only 12 have any sort of system of bookkeeping at all, and in many cases this is very crude.[1]

[1] Sixteenth Annual Report, Bureau of Statistics and Information of Maryland, 1908, pp. 90, 91.

MISSOURI.

The following table shows the business done by the Missouri free employment bureaus, 1908 to 1911:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, STATE FREE EMPLOYMENT DEPARTMENT OF MISSOURI, YEARS ENDING SEPTEMBER 30, 1908 TO 1911.

1908.

Location of bureau.	Applications for employment.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
St. Louis	5,457	585	6,042	1,194	405	1,599	1,111	327	1,438
Kansas City	3,127	544	3,671	3,247	875	4,122	2,426	223	2,649
St. Joseph	3,605	641	4,246	3,140	723	3,863	2,800	539	3,339
Total	12,189	1,770	13,959	7,581	2,003	9,584	6,337	1,089	7,426

1909.

St. Louis	4,608	537	5,145	2,194	676	2,870	1,748	413	2,161
Kansas City	3,039	438	3,477	3,226	924	4,150	2,373	196	2,569
St. Joseph	2,328	409	2,737	17,882	566	18,448	2,022	365	2,387
Total	9,975	1,384	11,359	23,302	2,166	25,468	6,143	974	7,117

1910.

St. Louis	7,136	467	7,603	5,779	804	6,583	4,619	366	4,985
Kansas City	2,954	530	3,484	3,751	872	4,623	2,406	320	2,726
St. Joseph	3,124	502	3,626	3,112	658	3,770	2,589	364	2,953
Total	13,214	1,499	14,713	12,642	2,334	14,976	9,614	1,050	10,664

1911.

St. Louis	7,264	581	7,845	5,827	923	6,750	4,134	491	4,625
Kansas City	1,803	539	2,342	1,418	810	2,228	1,049	348	1,397
St. Joseph	713	124	837	834	173	1,007	692	113	805
Total	9,780	1,244	11,024	8,079	1,906	9,985	5,875	952	6,827

The report of these bureaus shows that for the year ending September 30, 1909, applications were received for 16,500 harvest hands, but that only 1,371 harvest hands applied for work and that all were placed. Many of these, it is reported, worked all of June, July, and August, moving slowly north with the ripening of the crops.

The report for the year ending September 30, 1911, shows no applications for harvest hands. Forty-six persons applied for jobs of this character, but no places were obtained for them.

In Bulletin 68 of United States Bureau of Labor it is stated that the free employment system was established in Missouri to combat the abuses practiced by private agencies. This was in 1898. It is interesting to note, therefore, that in 1909 a law was passed regulat-

ing such agencies and placing them under the control of the commissioner of the bureau of labor statistics. Apparently here as elsewhere the public employment bureau has not proved itself a regulator of private agencies.

MONTANA.

The following table shows the amount of business transacted by the free public employment office of Butte and Great Falls, Mont., from 1907 to 1910. These offices are maintained by the municipalities in which they are located.

APPLICATIONS FOR WORK AND FOR HELP AND POSITIONS SECURED, MONTANA FREE PUBLIC EMPLOYMENT OFFICE, YEARS ENDING NOVEMBER 30, 1907 TO 1910.

[From Reports of the Bureau of Agriculture, Labor, and Industry, Montana.]

Cities and years.	Applications for work.			Applications for help.			Positions secured.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Butte:									
1907	5,826	3,603	9,429	4,630	3,687	8,317	3,660	2,610	6,270
1908	3,478	2,533	6,011	2,221	3,224	5,445	1,895	2,417	4,312
1909	3,257	3,001	6,258	2,075	3,116	5,191	1,846	2,644	4,490
1910	4,308	2,916	7,224	2,916	2,346	5,262	2,248	2,140	4,388
Great Falls:									
1907	1,001	147	1,048	364	129	473	220	56	276
1908	707	100	807	154	83	237	97	33	130
1909	516	73	589	135	41	176	72	24	96
1910	533	72	605	99	44	143	80	38	118

NEBRASKA.

The law providing for a free public employment office in Nebraska still remains a dead letter. In his 1908 report the deputy commissioner of labor reports that the law "appears to have been ignored, except spasmodically." He states that men and women have applied to the bureau for employment, but that it has been necessary to refer them to private employment offices. The deputy commissioner advocates an appropriation, so that an office can be fitted up and the law relating thereto carried out.

NEW JERSEY.

A free employment bureau was established by the city of Newark November 15, 1909. The office is in charge of the city clerk and is maintained without any special appropriation. Applications for help have been secured by the use of "want ads" and by means of circular letters. The work of the office is limited to the city of Newark.

Up to May 23, 1910, a period of slightly over six months, this office had received 1,300 applications for employment and had secured over 400 positions. Only 110 women applied for employment during

the six months under consideration, and about half of these secured positions. The manager reported a scarcity of female labor both for factories and as domestics.

During the year ending December 31, 1911, 6,210 persons were registered, of whom 3,831 were males and 2,379 females. Employment was procured for 2,755 persons—712 males and 2,043 females.

The employments obtained are as follows:

OCCUPATIONS OF PERSONS SECURING POSITIONS AT THE NEWARK FREE EMPLOYMENT OFFICE DURING YEAR ENDING DECEMBER 31, 1911.

Occupations.	Positions filled.	Occupations.	Positions filled.
MALES.		MALES—concluded.	
Apprentices and boys	60	Polishers	1
Blacksmiths	4	Porters	35
Bookkeepers	7	Proof readers	1
Butchers	2	Stablemen	16
Butlers and domestics	58	Stenographers	3
Carpenters and cabinetmakers	21	Tailors	1
Chauffeurs	4	Tinsmiths	3
Clerks and salesmen	47	Watchmen	27
Collectors	4		
Coopers	2	FEMALES.	
Draftsmen	1		
Drivers	47	Chambermaids	52
Electricians	9	Clerks	3
Elevator runners	5	Companions	2
Engineers	7	Cooks	173
Factory hands	73	Day's work	745
Farmers and gardeners	34	Dishwashers	4
Firemen	8	Factory hands	9
Foremen	5	Governesses	1
Handy men	63	Housekeepers	11
Janitors	18	Houseworkers	874
Laborers	89	Janitresses	14
Machinists	19	Laundresses	11
Machine hands	27	Nurses	56
Masons	1	Seamstresses	16
Packers	3	Stenographers	6
Painters	2	Typewriters	2
Pipe fitters and plumbers	7	Waitresses	64

OHIO.

The free public employment offices of Ohio report rapid increase in the amount of business done and a consequent reduction in cost for each position filled during the past four years. The number of positions secured and the average cost of each from 1908 to 1911 was as follows:

POSITIONS SECURED AND AVERAGE COST OF EACH, OHIO FREE PUBLIC EMPLOYMENT OFFICES, 1908 TO 1911.

[From Bulletins 35 and 43, Ohio Bureau of Labor Statistics.]

Years.	Persons placed.	Average cost.
1908	15,966	$0.834
1909	22,448	.601
1910	47,209	.282
1911	47,903	.287

The Ohio offices were the first established in the United States and have now been in operation more than two decades. The following table from Bulletin 35, Ohio Bureau of Labor Statistics, shows the business done by each office since its establishment:

OPERATIONS OF FREE PUBLIC EMPLOYMENT OFFICES OF OHIO, FROM ORGANIZATION TO THIRD QUARTER, 1911.

CINCINNATI (organized July 25, 1890).

Years.	Males.			Females.			Per cent positions secured are of applications—	
	Situations wanted.	Help wanted.	Positions secured.	Situations wanted.	Help wanted.	Positions secured.	For situations.	For help.
Totals for the first decade ending with the year 1899	27,762	11,155	8,047	23,888	20,211	13,159	41	67 2/5
1900	2,552	1,323	1,246	1,463	2,018	1,033	56 3/4	68 1/2
1901	2,423	1,527	1,305	2,101	2,802	1,646	54 1/4	68 1/2
1902	3,204	2,564	2,410	2,115	2,845	1,767	78 1/2	77 1/4
1903	3,528	3,020	2,871	1,970	3,024	1,631	81 9/10	74 1/2
1904	1,898	1,621	1,397	2,411	2,778	2,071	80 1/2	78 4/5
1905	3,153	2,810	2,794	1,995	2,336	1,715	87 2/5	87 2/5
1906	4,901	4,639	4,505	2,289	2,561	1,974	90 1/10	90
1907	3,517	3,154	3,095	1,948	2,101	1,600	85 9/10	89 1/4
1908	1,901	975	975	2,315	1,523	1,497	58 3/5	99
1909	3,434	2,596	2,502	2,573	2,141	1,940	75	90 1/2
1910	9,227	8,968	8,952	2,201	2,383	2,151	97 3/20	97 4/5
Grand total	67,500	44,352	40,179	47,269	46,723	32,184	63 1/20	79 9/20
First quarter, 1911	1,267	949	945	689	703	622	80 1/10	94 17/20
Second quarter, 1911	2,236	2,106	2,100	753	826	681	93 1/25	94 17/20
Third quarter, 1911	2,665	2,479	2,475	695	827	649	93	94 1/2

CLEVELAND (organized July 1, 1890).

Totals for the first decade ending with the year 1899	31,243	10,523	7,543	30,995	29,019	21,608	43 1/5	73 3/4
1900	2,253	312	298	1,606	2,379	1,464	45 2/5	65 1/2
1901	3,384	3,264	2,108	2,765	3,069	1,947	66	64
1902	3,411	4,586	2,606	2,390	2,819	1,933	78 1/4	61 3/10
1903	3,238	4,141	2,566	2,324	2,852	2,131	84 2/5	67 1/2
1904	1,728	1,453	1,051	2,082	2,280	1,790	74 3/5	76 1/10
1905	2,048	2,433	1,670	2,523	3,071	2,261	86	71 2/5
1906	4,102	7,749	3,902	2,853	3,784	2,695	94 9/10	57 1/4
1907	4,205	5,098	3,985	2,999	3,994	2,881	95 3/10	75 1/2
1908	2,615	1,703	1,698	2,455	2,367	1,987	72 7/10	90 1/2
1909	4,758	4,469	4,429	2,799	3,869	2,702	94 2/5	85 1/2
1910	6,450	6,346	6,326	4,111	4,415	4,082	98 13/20	96 3/4
Grand total	69,435	52,077	38,182	59,902	63,918	47,481	66 1/4	73 17/20
First quarter, 1911	1,951	741	741	890	992	890	57 2/5	94 1/2
Second quarter, 1911	1,887	1,854	1,854	1,199	1,233	1,199	98 9/10	98 9/10
Third quarter, 1911	1,880	1,880	1,880	796	796	796	100	100

OPERATIONS OF FREE PUBLIC EMPLOYMENT OFFICES OF OHIO, FROM ORGANIZATION TO THIRD QUARTER, 1911—Concluded.

COLUMBUS (organized September 2, 1890).

Years.	Males.			Females.			Per cent positions secured are of applications—	
	Situations wanted.	Help wanted.	Positions secured.	Situations wanted.	Help wanted.	Positions secured.	For situations.	For help.
Totals for the first decade ending with the year 1899	30,958	10,437	7,315	16,791	23,003	16,637	50 1/3	71 3/5
1900	1,217	1,270	499	1,895	2,985	1,581	66 1/5	48 9/10
1901	1,181	1,022	828	1,586	2,919	1,592	87 1/2	61 8/9
1902	1,616	2,439	1,447	1,443	2,855	1,417	93 3/5	54 1/10
1903	1,875	2,145	1,760	1,493	2,735	1,355	92 1/5	63 4/5
1904	1,469	1,652	1,422	2,061	2,888	1,885	93 2/3	72 4/5
1905	2,103	2,889	1,872	2,586	3,735	2,271	88 2/5	62 1/2
1906	2,517	3,750	2,150	2,674	3,904	2,272	85 1/5	57 4/5
1907	2,265	4,334	2,177	2,305	3,384	2,232	96 1/2	57 1/10
1908	1,295	1,349	1,050	1,775	2,176	1,681	89	77 1/2
1909	2,599	2,867	2,482	2,284	2,758	2,257	97	84 1/2
1910	4,575	4,589	4,575	4,304	4,771	4,322	100 1/6	95 3/10
Grand total	53,570	38,743	27,587	41,197	58,113	39,502	70 4/5	69 1/4
First quarter, 1911	735	678	675	1,425	1,425	1,425	97 1/5	99 17/20
Second quarter, 1911	1,358	1,357	1,358	1,994	1,999	1,994	100	99 9/10
Third quarter, 1911	1,138	1,138	1,138	1,944	1,944	1,944	100	100

DAYTON (organized June 30, 1890).

Totals for the first decade ending with the year 1899	32,401	12,132	9,384	29,609	26,824	19,549	46 2/3	74 1/4
1900	3,113	2,507	1,701	2,691	4,385	1,954	63	53
1901	3,221	2,684	1,931	2,887	5,792	2,135	66 6/10	48
1902	3,931	4,472	3,147	2,491	7,194	2,080	81 2/5	44 4/5
1903	3,449	3,793	2,982	2,185	7,163	2,026	88 9/10	45 1/10
1904	2,322	2,170	2,035	2,234	4,732	2,119	91 1/5	60 1/5
1905	3,500	3,599	3,217	2,014	5,361	1,942	93 3/5	57 3/5
1906	3,869	5,166	3,505	2,171	5,051	2,105	92 9/10	54 9/10
1907	3,842	3,613	3,331	2,834	4,919	2,767	91 1/3	71 1/2
1908	2,422	1,503	1,437	3,182	4,233	2,959	78 2/5	76 4/5
1909	3,537	2,848	2,696	3,190	4,503	3,051	85 2/5	76 4/5
1910	6,090	6,268	5,957	6,303	7,773	6,302	98 9/10	87 3/10
Grand total	71,697	50,755	41,323	61,791	87,930	48,989	67 13/16	65 1/5
First quarter, 1911	918	713	705	1,714	1,974	1,759	93 3/5	91 7/10
Second quarter, 1911	1,457	1,617	1,457	2,069	2,429	2,069	100	87 3/20
Third quarter, 1911	846	925	846	1,084	1,258	1,084	100	88 2/5

TOLEDO (organized June 26, 1890).

Totals for the first decade ending with the year 1899	27,212	14,513	11,211	21,860	29,401	21,127	65 9/10	73 3/5
1900	1,944	1,196	970	2,121	4,062	2,598	87 3/4	67 4/5
1901	2,426	3,230	1,983	1,349	1,965	1,362	88	64 2/5
1902	3,995	3,913	2,704	2,372	2,926	1,917	72 3/5	67 3/5
1903	3,777	3,950	2,726	1,832	2,315	1,639	77 4/5	69 2/5
1904	2,006	1,869	1,365	1,122	1,623	840	70 1/2	63 1/5
1905	2,990	3,209	2,458	1,220	1,565	1,003	82 1/5	72 1/2
1906	1,683	1,960	1,285	977	1,396	864	80 4/5	64
1907	3,273	4,697	2,663	1,793	2,186	1,426	80 7/10	59 2/5
1908	3,774	1,471	1,280	2,012	1,793	1,334	45 1/5	80 7/10
1909	3,886	2,624	2,263	1,798	1,709	1,363	63 2/5	83 9/10
1910	4,272	4,892	4,153	1,902	2,192	1,907	98 3/20	85 1/2
Grand total	61,238	47,524	35,061	40,358	53,133	37,380	71 3/10	71 13/20
First quarter, 1911	458	430	426	546	588	543	96 1/2	95 1/5
Second quarter, 1911	1,253	1,261	1,253	828	886	828	100	96 9/10
Third quarter, 1911	1,202	1,215	1,202	883	919	883	100	97 7/10

OKLAHOMA.

The law directing the commissioner of labor of Oklahoma to establish a free employment bureau was passed in 1908. An office was established at Guthrie July 1, 1908, but was removed to Oklahoma city in September of the same year. In 1909 the establishment of a branch office was authorized, and this was located at Muskogee. The law fixes the salary of the superintendent of the main office at $1,200 per annum and that of the attendant at the branch office at $600 per annum. The law also provides for separate records, in books, of all applications for employment and for help, with detailed statistical and sociological data concerning each applicant, but it also provides that refusal to answer the questions asked shall not cause the applicant to forfeit his right to the services of the office. The superintendent is directed to use all diligence in securing the cooperation of employers of labor. He may advertise for positions and also for the cooperation of large contractors.

In his reports of the work of the bureau the superintendent states that but few skilled workers are furnished by it and that the greater part of applicants are destitute and unable to pay transportation out of the city or to pay board while waiting for their first wages. During the year ending June 30, 1909, 3,250 positions were secured for applicants. In the following year the number increased to 12,852, of which 3,149 were secured through the Muskogee branch. In 1910 the Enid branch was established and a total of 14,942 positions were secured through the three offices during the year ending June 30, 1911. During the latter year 53,870 applications were made for employment, the large number being due to a depression in industries employing large numbers of common laborers and to the fact that many applications were duplicated. Applications for help come chiefly from farmers, contractors, and hotels.

The following table shows the amount of business done by the free employment bureaus of Oklahoma during the years ending June 30, 1909 to 1911:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, OKLAHOMA FREE EMPLOYMENT OFFICES, FOR YEARS ENDING JUNE 30, 1909 TO 1911.

[From annual reports of the Department of Labor of Oklahoma.]

Location of office and year.	Applications for employment.	Applications for help.	Positions secured.
Oklahoma city, 1909	3,452	3,674	3,250
Oklahoma city, 1910	9,948	12,044	9,703
Muskogee, 1910	4,358	4,057	3,149
Oklahoma city, 1911	46,001	16,921	9,076
Muskogee, 1911	3,915	4,907	3,131
Enid, 1911	3,954	3,013	2,735

The same legislature which provided for the establishment of a free employment bureau also passed a law regulating private employment agencies, and provided for its enforcement by the commissioner of labor. The commissioner reports that 35 such agencies were licensed by him during the year ending June 30, 1910. These agencies reported that they placed in employment during the year 31,692 males and 2,581 females at an average charge of $1.65 each.

WASHINGTON.

The State of Washington now has four free public employment offices, located at Everett, Seattle, Spokane, and Tacoma. All are municipal offices. The Seattle office was established in 1894, that at Tacoma in 1904, the Spokane office in 1905, and the Everett office in 1908. The following table shows the amount of business done by the Seattle office each year since its establishment, with the average cost of positions filled.

BUSINESS OF SEATTLE FREE PUBLIC EMPLOYMENT OFFICE, 1904 TO 1909.

Years.	Positions filled.					Total expense.	Cost of each position.
	Hop pickers.	Other male help.	Other female help.	Total.	Average per month.		
							Cents.
1894	1,144	1,580	1,243	3,967	441	$909.65	22.93
1895	2,050	1,831	1,898	5,779	482	1,120.00	19.38
1896	135	1,647	1,756	3,403	284	727.50	21.38
1897	2,890	6,163	2,573	11,626	969	724.08	6.24
1898	2,235	18,154	3,794	24,183	2,015	1,377.13	5.69
1899	1,285	20,852	5,468	27,650	2,300	1,239.41	4.49
1900	2,682	16,082	4,082	22,846	1,904	1,132.61	4.96
1901	1,465	19,411	5,684	26,560	2,214	1,276.69	4.80
1902	1,480	19,242	5,183	25,905	2,159	1,320.91	5.10
1903	1,465	23,302	5,639	30,305	2,525	1,479.70	4.88
1904	1,105	15,666	3,787	20,558	1,713	1,308.36	6.36
1905	802	17,763	3,202	21,767	1,814	1,314.19	6.03
1906	2,490	31,792	3,552	37,834	3,153	1,526.11	4.03
1907	280	28,769	2,305	31,074	2,589	1,549.30	4.98
1908	.....	20,123	2,060	22,183	1,848	1,321.70	5.95
1909	.....	36,332	2,514	38,846	3,237	1,623.05	4.18

The extremely low cost of each position filled is noteworthy, as is the large number of positions secured. A total of 37,834 positions were filled in 1906, and in 1909, 38,846. The cost per position was lowest in 1906, only 4.03 cents. Only twice since 1897 has the average cost gone above 6 cents.

During the past three years the Spokane office has filled positions as follows:

POSITIONS FILLED BY SPOKANE FREE PUBLIC EMPLOYMENT OFFICE, 1907 TO 1909.

Years.	Positions filled.
1907	3,834
1908	3,359
1909	5,179

From January 1, 1907, to August 31, 1908, the Tacoma office placed 10,355 males and 942 females. Data are available for only the first month of work at the Everett office. During that time it placed 137 males and 19 females.

WEST VIRGINIA.

The following table shows the amount of business done by the West Virginia Free Employment Bureau, located at Wheeling, each fiscal year since its establishment May 15, 1901:

APPLICATIONS FOR EMPLOYMENT AND FOR HELP AND POSITIONS SECURED, FREE PUBLIC EMPLOYMENT BUREAU OF WEST VIRGINIA, FROM DATE OF ORGANIZATION, MAY 15, 1901, TO MAY 15, 1912.

Years.	Applications for employment.			Applications for help.			Positions secured.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
1902	896	312	1,208	836	468	1,304	790	254	1,044
1903	1,952	188	2,140	3,468	501	3,969	1,875	165	2,040
1904	2,009	230	2,239	1,560	448	2,008	1,504	207	1,711
1905	1,960	380	2,340	1,275	420	1,695	1,001	274	1,275
1906	2,015	520	2,535	801	493	1,294	651	378	1,029
1907	1,450	540	1,990	1,025	785	1,810	885	478	1,363
1908	4,852	1,005	5,857	431	572	1,003	381	461	842
1909	4,111	955	5,066	1,471	847	2,318	1,315	668	1,983
1910	3,800	870	4,670	2,974	997	3,971	2,850	696	3,546
1911	2,341	840	3,181	2,874	913	3,787	2,013	679	2,692
1912	1,546	659	2,205	1,801	738	2,539	1,443	493	1,936
Total	26,932	6,499	33,431	18,516	7,182	25,698	14,708	4,753	19,461

WISCONSIN.

Wisconsin has four State free employment offices, located at La Crosse, Milwaukee, Oshkosh, and Superior. Before presenting statistics relating to them, it must be observed that the tables in the reports do not show all applications for employment. In common with the offices of several other States, the Wisconsin offices have not found it practicable to record all such applications. As in some other States also, the number of positions secured has not been positively ascertained. In the tables the columns headed "Applications for work," "Applications for help," and "Positions filled" are practically the same, and according to the last published report relating to the free employment offices of the State the figures given are "the number of persons who have been referred to possible employers who have asked for help, but it has not been ascertained in how many of these cases positions were actually secured."[1]

The following table shows the number of positions reported filled by each office and by all offices for each fiscal year from 1905 to 1910. As the reported number of applications for help and for employment

[1] Thirteenth Biennial Report of the Bureau of Labor and Statistics of Wisconsin, 1907–8, p. 663.

are approximately the same as the reported number of positions secured and do not represent all applicants, only the table showing positions secured is presented.

POSITIONS REPORTED AS FILLED BY WISCONSIN FREE EMPLOYMENT OFFICES, FOR FISCAL YEARS ENDING JUNE 30, 1905 TO 1910.

[From Fourteenth Biennial Report of the Bureau of Labor and Industrial Statistics of Wisconsin, 1909–10.]

Sex and years.	All offices.	Milwaukee.	Superior.	La Crosse.	Oshkosh.
Males:					
1905	8,453	3,594	3,293	1,125	441
1906	13,865	6,898	4,371	1,471	1,125
1907	14,538	5,545	5,970	1,718	1,305
1908	13,133	4,194	6,201	1,593	1,145
1909	12,091	3,772	6,096	1,234	989
1910	20,592	6,136	11,267	1,777	1,412
Females:					
1905	2,637	1,115	713	516	293
1906	3,467	1,267	992	544	664
1907	2,884	992	618	635	639
1908	3,022	1,077	672	631	642
1909	3,374	1,166	930	612	666
1910	3,260	1,112	914	606	628

The following table shows the business of each Wisconsin office for the fiscal year 1910:

APPLICATIONS FOR WORK AND FOR HELP AND POSITIONS FILLED, WISCONSIN FREE PUBLIC EMPLOYMENT OFFICES, YEAR ENDING JUNE 25, 1910.

Offices.	Applications for work.			Applications for help.			Positions filled.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Milwaukee	6,136	1,112	7,248	6,209	1,462	7,671	6,136	1,112	7,248
Superior	11,267	914	12,181	11,285	1,268	12,553	11,267	914	12,181
La Crosse	1,777	606	2,383	1,944	852	2,796	1,777	606	2,383
Oshkosh	1,455	654	2,109	1,487	788	2,275	1,412	628	2,040
Total	20,635	3,286	23,921	20,925	4,370	25,295	20,592	3,260	23,852

The character of the positions filled is shown by the following tables for the years 1907 to 1910:

POSITIONS REPORTED AS FILLED BY WISCONSIN FREE EMPLOYMENT OFFICES, BY SEX AND OCCUPATION GROUPS, 1907 TO 1910.

Occupation groups.	1907					1908				
	Milwaukee.	Superior.	La Crosse.	Oshkosh.	All offices.	Milwaukee.	Superior.	La Crosse.	Oshkosh.	All offices.
MALES.										
Agents, clerks, salesmen, etc	23	3	21	18	65	23	2	15	14	54
Hand trades—carpenters, blacksmiths, etc	80	124	89	43	336	71	536	138	66	811
Machinists, molders, engineers, boiler makers, etc	59	132	21	51	263	26	32	9	24	91
Factory operatives	113	10	190	248	561	104	21	97	92	314
Farm hands	279	135	46	87	547	426	83	71	147	727
Laborers	3,850	5,293	1,216	723	11,082	3,008	5,310	1,102	654	10,074
Teamsters, truckmen, etc	532	122	59	27	740	178	86	93	33	490
Cooks, dishwashers, chore men, etc.	494	91	57	42	684	296	86	38	41	461
Office boys, elevator operators, messengers	74	6	3	3	86	34	1	6	3	44
All others	41	54	16	63	174	28	44	24	72	168
Total males	5,545	5,970	1,718	1,305	14,538	4,194	6,201	1,593	1,146	13,134
FEMALES.										
Bookkeepers, stenographers, and clerks	2	2	4	10	18	8	1	1	8	18
Chambermaids, cooks, waiters, dishwashers, etc	697	301	122	116	1,236	734	269	166	104	1,273
Domestics and housekeepers	171	264	234	328	997	219	308	245	352	1,124
Factory girls	10	.....	97	71	178	50	3	56	49	158
Nurses and attendants	6	7	5	26	44	7	6	24	41	78
Scrub women and washerwomen	106	44	169	86	405	59	85	139	88	371
All others	.....	.....	4	2	6	.....	.....	.....	.....	.....
Total females	992	618	635	639	2,884	1,077	672	631	642	3,022
Total males and females	6,537	6,588	2,353	1,944	17,422	5,271	6,873	2,224	1,788	16,156

Occupation groups.	1909					1910				
MALES.										
Agents, clerks, salesmen, etc	73	6	9	14	102	70	7	12	21	110
Hand trades—Carpenters, blacksmiths, etc	113	271	104	69	557	121	87	122	73	403
Machinists, molders, engineers, boiler makers, etc	30	91	1	7	129	64	22	3	25	114
Factory operatives	76	.....	61	55	192	87	10	82	250	429
Farm hands	500	61	108	163	832	454	71	150	109	784
Laborers	2,607	5,426	813	547	9,393	4,869	10,831	1,249	805	17,754
Teamsters, truckmen, etc	122	84	69	15	290	191	111	83	29	414
Cooks, dishwashers, chore men, etc	115	54	15	9	193	202	75	16	14	307
Office boys, elevator operators, messengers	46	32	1	34	113	33	7	3	36	79
All others	90	71	53	76	290	45	46	57	50	198
Total males	3,772	6,096	1,234	989	12,091	6,136	11,267	1,777	1,412	20,592
FEMALES.										
Bookkeepers, stenographers, and clerks	7	1	.....	8	16	12	2	.....	24	38
Chambermaids, cooks, waiters, dishwashers, etc	670	288	150	105	1,213	727	315	139	82	1,263
Domestics and housekeepers	245	514	253	373	1,385	140	466	217	326	1,149
Factory girls	80	.....	54	36	170	55	.....	90	51	196
Nurses and attendants	15	.....	11	44	70	18	3	8	37	66
Scrub women and washerwomen	103	122	102	79	406	113	119	107	101	440
All others	46	5	42	21	114	47	9	45	7	108
Total females	1,166	930	612	666	3,374	1,112	914	606	628	3,260
Total males and females	4,938	7,026	1,846	1,655	15,465	7,248	12,181	2,383	2,040	23,852

The Wisconsin bureau of labor statistics has, during the past few years, assisted in securing laborers for farms in addition to the work done by the free employment offices. This work was begun in the fall of 1907 to relieve the distress resulting from the industrial depression. Although the work was undertaken as a temporary expedient the farmers continued to apply for help under the impression that the State bureau of labor was maintaining an employment office. During two and one-half years the bureau placed 2,750 farm laborers.

In the spring of 1910 the work had grown too heavy to be carried on by the bureau of labor and the cooperation of county clerks was sought. They were asked to take up the work in the interest of the unemployed and of the farmers of their county. Over a third of them responded, and all applicants for help and for employment applying to the State bureau of labor are now referred to the county clerks or to the free employment offices. No statistical report has yet been made of the number of workmen placed by the county clerks.

INDEX.

Page.

Age, classified, and sex of applicants for work through Illinois employment offices 49
Agencies for the distribution of labor 34–140
Aliens. (*See* Immigrants.)
Alliance Employment Bureau, New York City 115–117
Applications for employment, forms used by employment bureaus:
  Employers' Association of Detroit 87
  Indiana 40
  Massachusetts 65
  Michigan 85
  Minnesota 96, 97
Applications for employment. (*See* Positions secured and applications made through employment offices.)
Arkansas City, Kans., free public employment office, positions secured, applications, etc., by sex, 1910. 126
Associated charities, employment offices:
  Boston, Mass 77
  Detroit, Mich 90
  Minneapolis, Minn 100
Associated Charities. (*See also* United Charities.)
Associated Charity Society, Providence, R. I., cooperation of, with free employment bureaus 120
Baltimore, Md., free public employment offices, positions secured, applications, etc., by sex, 1903 to 1911 127
Baron de Hirsch Fund employment office, Boston, Mass 78
Benevolent Aid Society for Italian Immigrants, Boston, Mass 78
B'nai B'rith employment office, Chicago, Ill 59
Boston, Mass., employment offices, free public, and other:
  Associated Charities Society 77
  Baron de Hirsch Fund 78
  Benevolent Aid Society for Italian Immigrants 78
  Boston Provident Association 77
  Employers' Association 78
  Free public employment offices 62, 63, 67–74
  German Aid Society 78
  Industrial Aid Society 77
  National Metal Trades Association 78
  Positions secured, applications, etc 63, 70, 71
  Private employment offices 74–77
  Supply and demand for labor, and positions filled, by sex, 1911 73
  Women's Educational and Industrial Union 75–77
  Young Men's Christian Association 77
  Young Women's Christian Association 77
Bridgeport, Conn., free public employment office, positions secured, applications, etc., by sex, 1900. 123–125
Bureau, Federal, of Immigration and Naturalization, New York office 108, 109
Bureau of Information and Statistics, New York Department of Agriculture 110
Butte, Mont., free public employment office, positions secured, applications, etc., by sex, 1907 to 1910. 131
California, free public employment offices 35, 121, 122
Causes of idleness. (*See* Unemployment, statistics of.)
Chanute, Kans., free employment office, positions secured, applications, etc., by sex, 1909, 1910 126
Charity Organization Society, New York City 115–117
Chicago, Ill., employment offices, free public, and other:
  B'nai B'rith 59
  Employers' Association 61
  Free public employment offices 46, 50–53
  German Society 59, 60
  League for the Protection of Immigrants 56, 57, 61
  Private employment offices 54–58
  Swedish National Association 59–61
  United Charities 58, 59, 61
  Young Men's Christian Association 58
  Young Women's Christian Association 58, 61
Children's Aid Association, Indianapolis, Ind., employment office 45, 46
Cincinnati, Ohio, free employment office, positions secured, applications, etc., by sex, 1899 to 1911 133
Cleveland, Ohio, free public employment office, positions secured, applications, etc., by sex 133
Coal mines and coal miners. (*See* Unemployment, statistics of.)
Colorado free public employment offices 35, 122, 123
Colorado Springs, Colo., free public employment office, positions secured, applications, etc., by sex, 1908 to 1910 122
Columbus, Ohio, free public employment office, positions secured, applications, etc., by sex 134
Connecticut, free public employment office 35, 123–125
Cost, average, per person placed, of maintaining employment bureaus:
  Chicago, Ill., Y. M. C. A 58
  Illinois, free public 50
  Massachusetts, free public 62, 72
  Minnesota, free public 72, 93
  Ohio, free public 133
  Rhode Island, free public 119
  Washington, free public 136

Page.
Dayton, Ohio, free public employment office, positions secured, applications, etc., by sex..... 134
Demand and supply, labor, as indicated by reports of Massachusetts employment offices..... 72–74
Denver, Colo., free public employment offices, positions secured, applications, etc., by sex, 1908 to 1910..... 122
Detroit, Mich., employment offices, free public, and other:
Associated Charities..... 90
Free public employment offices..... 79–86
Jewish Charity Society..... 90
McGregor Mission..... 90
Private employment offices..... 88–90
Salvation Army..... 90
Young Men's Christian Association..... 89–91
Young Women's Christian Association..... 90
Distribution of labor, agencies for..... 34–140
Duluth, Minn., free public employment office, positions secured, applications, etc., by sex, 1906 to 1910. 92
Employment offices, free public, and other:
Alliance Employment Bureau, New York City..... 115–117
Associated Charities Society, Boston, Mass..... 77
Baron de Hirsch Fund, Boston (Mass.) branch..... 78
Benevolent Aid Society for Italian Immigrants, Boston, Mass..... 78
B'nai B'rith, Chicago, Ill..... 59
Boston (Mass.) Provident Association..... 77
Bureau, Federal, of Immigration and Naturalization, Division of Information, New York office. 108, 109
Bureau of Information and Statistics, Department of Agriculture, New York..... 110
California, free public..... 121
Charity Organization, New York City..... 115–117
Children's Aid Association, Indianapolis, Ind..... 45, 46
Colorado, free public..... 122, 123
Connecticut, free public..... 123–125
Cost, average, per person placed, of maintaining bureaus, different States.. 50, 58, 62, 72, 93, 119, 133, 136
Employers' Association, Boston, Mass..... 78
Employers' Association, Chicago, Ill..... 61
Employers' Association, Detroit, Mich..... 86, 87
Employers' Association, Indianapolis, Ind..... 44, 45
Fraudulent methods and evil practices of private agencies..... 36
German Aid Society, Boston, Mass..... 78
German Society, Chicago, Ill..... 59, 60
Illinois, free public..... 45–53
Illinois, other than private and free public..... 53–61
Illinois, private..... 53–58
Industrial Aid Society, Boston, Mass..... 77
Industrial Removal Office, New York City..... 117
Indiana, free public..... 39–42
Indiana, other than private and free public..... 45, 46
Indiana, private..... 42–45
Inspection of private agencies, Illinois..... 55
Inspection of private agencies, Maryland..... 127–129
Inspection of private agencies, New York City, 1910 to 1912..... 103, 104
Kansas, free public..... 125, 126
Laborers sent out by, New York City, 1909, 1910..... 104
Labor Information Bureau for Italians, New York City..... 117
League for the Protection of Immigrants, Chicago, Ill..... 56, 57, 61
Maryland, free public..... 127
Maryland, private, character of..... 128, 129
Massachusetts, free public..... 62–74
Massachusetts, other than private and free public..... 77, 78
Massachusetts, private..... 74–77
Metal Trade Association, Providence, R. I..... 120
Michigan, free public..... 78–86
Michigan, other than private and free public..... 86, 87, 90, 91
Michigan, private, in Detroit..... 88–90
Minnesota, free public..... 91–98
Minnesota, other than private and free public..... 98, 100, 101
Minnesota, private, in Minneapolis..... 98–100
Missouri, free public..... 130
Montana, free public..... 131
National Employment Exchange, New York City..... 110–113
National Metal Trades Association, Boston, Mass..... 78
Nebraska, free public..... 131
New Jersey, free public..... 131, 132
New York, free public..... 101
New York, other than private and free public..... 117
New York, private..... 101–107
Ohio, free public..... 132–134
Oklahoma, free public..... 135, 136
Rhode Island, free public..... 118–120
Rhode Island, other than private and free public..... 120
Rhode Island, private..... 120
States having free public, list of, and year of establishment of..... 35, 36
Swedish National Association, Chicago, Ill..... 59–60
United Charities, Chicago, Ill..... 58, 59, 61
Washington, free public..... 136, 137
Wisconsin, free public..... 137–140
Women's Educational and Industrial Union, Boston, Mass..... 75–77
Young Men's Christian Association—
Boston, Mass..... 77
Chicago, Ill..... 58
Indianapolis, Ind..... 45
New York City..... 113–115
Providence, R. I..... 120

Employment offices, free public, and other—Concluded.
Young Women's Christian Association— Page.
Boston, Mass. 77
Chicago, Ill. 48, 61
New York City 115
Providence, R. I. 120
Enid, Okla., free public employment office, positions secured, applications, etc., 1911. 135
Fall River, Mass., free public employment office, positions secured, applications, etc. 63, 73
Farm help, agencies for placing:
Bureau of Information and Statistics, New York Department of Agriculture. 110
Industrial Aid Society, Boston, Mass. 77
Kansas. 126
Maryland. 127
Minneapolis. 95, 96
Missouri. 130
New York City, lower west side. 106, 107
Private agencies, Boston, Mass. 74, 75
West Virginia. 137
Wisconsin. 140
Fees charged of applicants by employment bureaus. 36, 37
Boston, Mass., Y. M. C. A. 77
Chicago, Ill., Swedish National Association. 60, 61
Chicago, Ill., Y. M. C. A. 56
Chicago, Ill., Y. W. C. A. 56
Detroit, Mich., private agencies. 88
Detroit, Mich., Y. M. C. A. 90
Illinois private agencies. 54
Indiana private agencies. 43
Maryland private agencies. 128, 129
Massachusetts free employment bureaus. 65, 66
Massachusetts private agencies. 74, 77
Minneapolis, Minn., private agencies. 98
Minneapolis, Minn., Y. W. C. A. 100
New York private agencies. 102
New York City National Employment Exchange. 113
Providence, R. I., Y. M. C. A. 120
Providence, R. I., Y. W. C. A. 120
San Francisco, Cal., private agencies. 121
Forms, application, used by employment offices, free public and private;
Employers' Association of Detroit. 87
Indiana. 40
Massachusetts. 65
Michigan. 85
Minnesota. 96, 97
Fraudulent methods and evil practices of private employment offices. 36
Free public employment offices. 35, 36
German Aid Society employment office, Boston, Mass. 78
German Immigrant Society, New York City. 117
German Society, Chicago, Ill., positions secured through, 1907 to 1911. 59, 60
Gifts, and illegal fees received by private agencies, Boston, Mass. 77
Grand Rapids, Mich., free public employment office, positions secured, applications, etc., by sex, 1908 to 1911. 80
Great Falls, Mont., free public employment office, positions secured, applications, etc., by sex, 1907 to 1910. 131
Hartford, Conn., free public employment office, positions secured, applications, etc., by sex, 1910. 123–125
Harvest hands. (*See* Farm help, agencies for placing.)
Humane Society, cooperation of, with Free Employment Bureau, Minneapolis, Minn. 98
Idle, and not idle. (*See* Unemployment, statistics of, and sources.)
Illinois free employment offices, location, positions filled, cost of maintenance, etc. 35, 46–53
Illinois private employment agencies, inspection of. 54, 55
Immigrants, agencies for distributing and finding employment for:
Baron de Hirsch Fund, Boston, Mass. 78
Benevolent Aid Society for Italian Immigrants, Boston, Mass. 78
Federal Bureau of Immigration and Naturalization, Division of Information, New York. 108, 109
German Aid Society, Boston, Mass. 78
German Immigrant Society, New York City. 117
Industrial Removal Office of New York City (Jewish). 117
Irish Immigrant Society, New York City. 117
Labor Information Bureau for Italians, New York City. 117
League for the Protection of Immigrants, Chicago, Ill. 56
National Employment Exchange of New York City. 110–113
Swedish National Association, Chicago, Ill. 61
Immigrants, kind of work supplied to, fees charged, etc., by Chicago employment agencies. 56, 57
Indiana free employment office, location, positions secured, etc. 35, 39–42
Indianapolis, Ind., Children's Aid Association employment bureau, positions secured, registration, etc., 1909 to 1911. 45
Industrial Aid Society employment office, Boston, Mass. 77
Industrial Removal Office of New York City (Jewish). 117
Inspection of private employment agencies:
Illinois, summary. 55
Maryland. 127–129
New York City. 103, 104
Irish Immigrant Society, New York City. 117
Jackson, Mich., free public employment office, positions secured, applications, etc., by sex, 1908 to 1911 80
Jewish societies, free employment bureau maintained by:
Boston, Mass. 78
Chicago, Ill. 59
Detroit, Mich. 90
Minneapolis, Minn. 100
New York City. 117

Page.
Kalamazoo, Mich., free public employment office, positions secured, applications, etc., by sex, 1908 to 1911 ... 80
Kansas City, Kans., free public employment office, positions secured, applications, etc., by sex, 1909, 1910 ... 126
Kansas City, Mo., free public employment office, positions secured, applications, etc., by sex, 1908 to 1911 ... 130
Kansas, free public employment offices ... 35, 125, 126
Kingman, Kans., free public employment office, positions secured, applications, etc., by sex, 1909, 1910 ... 126
Labor, agencies for the distribution of ... 34–140
Labor Information Bureau for Italians, New York City ... 117
Labor, organized. (*See* Trade-union, etc.)
Labor supply and demand as indicated by reports of Massachusetts employment offices ... 72–74
Laborers distributed through National Employment Exchange of New York City, 1911 ... 112
Laborers sent out by New York City employment agencies, 1909, 1910 ... 104
La Crosse, Wis., free public employment office, positions secured, applications, etc., by sex ... 138, 139
League for the Protection of Immigrants, Chicago, Ill., employment office ... 56, 57, 61
Licensing of private agencies, fees, registration, and other regulations:
  Detroit, Mich ... 88
  Illinois ... 53, 54
  Indiana ... 43
  Maryland ... 129
  Massachusetts ... 74–76
  Minnesota ... 98, 99
  New York ... 101–107
Location of Chicago agencies placing immigrants ... 57
McGregor Mission employment office, Detroit, Mich ... 90
Maryland free employment offices, location, positions secured, etc ... 35, 127–129
Maryland private employment agencies, character of ... 128
Massachusetts free public employment offices, location, positions secured, cost of maintenance, etc ... 35, 62–64, 69–74
Massachusetts trade-union members unemployed, statistics of ... 23–25
Metal Trades Association, Providence, R. I., employment bureau ... 120
Michigan, free public employment offices, location, positions secured, etc ... 35, 78–86
Michigan private employment offices ... 88
Milwaukee, Wis., free public employment office, positions secured, applications, etc., by sex ... 138, 139
Minneapolis, Minn., employment offices, free public, and other:
  Associated Charities ... 100
  Free public employment office ... 91–98
  Private employment offices ... 98–100
  Young Men's Christian Association ... 100
  Young Women's Christian Association ... 100
Minnesota free public employment offices, location, positions secured, cost of maintenance, etc ... 35, 91–98
Minnesota private employment offices ... 98–100
Missouri, free public employment offices, location, positions secured, etc ... 35, 130, 131
Montana, free public employment offices, location, positions secured, etc ... 35, 131
Municipal employment bureaus ... 35, 36
Municipal lodging houses ... 37
Muskogee, Okla., free public employment office, positions secured, applications, etc., 1910 and 1911 ... 135
National Employment Exchange of New York City ... 110–113
National Metal Trades Association employment office, Boston, Mass ... 78
Nationality of immigrants distributed by Division of Information, Federal Bureau of Immigration and Naturalization, New York, 1909 to 1911 ... 108
Nebraska, free public employment office, inoperative ... 131
Newark, N. J., free public employment office, positions secured in special occupations, by sex, 1911 ... 132
New Haven, Conn., free public employment offices, positions secured, applications, etc., by sex, 1910 ... 123–125
New Jersey free public employment office, positions filled, etc ... 35, 131, 132
New York City employment offices, private and other:
  Alliance Employment Bureau ... 115–117
  Bureau, Federal, of Immigration and Naturalization ... 108, 109
  Charity Organization Society ... 115–117
  Free public office, law authorizing, repealed ... 35, 101
  German Immigrant Society ... 117
  Industrial Removal Office ... 117
  Inspection of private agencies, 1910 to 1912, summary of ... 103, 104
  Irish Immigrant Society ... 117
  Labor Information Bureau for Italians ... 117
  National Employment Exchange ... 110–113
  Private employment offices ... 101–108
  Young Men's Christian Association ... 113–115
  Young Women's Christian Association ... 115
New York trade-union members employed and unemployed, statistics of ... 13–23
Norwich, Conn., free public employment office, positions secured, applications, etc., by sex, 1910 ... 123–125
Occupations, specified, and number of positions secured by employment bureaus in each of:
  Connecticut ... 124
  Illinois ... 48, 49, 59, 60
  Massachusetts ... 70, 71
  Michigan ... 82, 83
  Minnesota ... 94, 95
  New Jersey ... 132
  New York City National Employment Exchange ... 111, 112
  Wisconsin ... 139
Ohio free public employment offices, location, positions secured, cost of maintenance, etc ... 35, 132–134
Oklahoma free public employment offices, location, positions secured, etc ... 35, 135, 136
Organized labor. (*See* Trade union.)
Oshkosh, Wis., free public employment office, positions secured, applications, etc., by sex, 1905 to 1910 ... 138, 139

Page.
Positions secured and applications made through employment offices, number of, by sex, etc., in specified years:
Arkansas City, Kans. 126
Baltimore, Md. 127
Boston, Mass. 70–73
Bridgeport, Conn. 123–125
Butte, Mont. 131
Chanute, Kans. 126
Children's Aid Association, Indianapolis, Ind. 45
Cincinnati, Ohio. 133
Cleveland, Ohio. 133
Colorado. 122
Colorado Springs, Colo. 122
Columbus, Ohio. 134
Connecticut. 123–125
Dayton, Ohio. 134
Denver, Colo. 122
Detroit, Mich. 80–84
Duluth, Minn. 92
Employers' Association, Boston, Mass. 78
Enid, Okla. 135
Fall River, Mass. 63, 70–73
Grand Rapids, Mich. 80
Great Falls, Mont. 131
Hartford, Conn. 123–125
Illinois. 46–48
Indiana. 41, 42
Jackson, Mich. 80
Kalamazoo, Mich. 80
Kansas. 125
Kansas City, Kans. 126
Kansas City, Mo. 130
Kingman, Kans. 126
Labor Information Bureau for Italians, New York City. 117
La Crosse, Wis. 138, 139
Maryland. 127
Massachusetts. 63, 64, 69–74
Michigan. 80–84
Milwaukee, Wis. 138, 139
Minneapolis, Minn. 92, 94, 95
Minnesota. 92
Missouri. 130
Montana. 131
Muskogee, Okla. 135
Newark, N. J. 132
New Haven, Conn. 123–125
New Jersey. 132
Norwich, Conn. 123–125
Ohio. 133, 134
Oklahoma. 135
Oshkosh, Wis. 138, 139
Pueblo, Colo. 122
Railroads, specified, in Kansas. 126
Rhode Island. 118
Saginaw, Mich. 80
St. Joseph, Kans. 126
St. Joseph, Mo. 130
St. Louis, Mo. 130
St. Paul, Minn. 92
Silver Lake, Kans. 126
Spokane, Wash. 136
Springfield, Mass. 63, 70–73
Superior, Wis. 138, 139
Toledo, Ohio. 134
Topeka, Kans. 126
Washington. 136
Waterbury, Conn. 123–125
West Virginia. 137
Wisconsin. 138, 139
Y. M. C. A., Detroit, Mich. 89
Y. M. C. A., New York City. 113
Y. W. C. A., Minneapolis, Minn. 101
Philanthropic bodies. (*See* Employment offices, free public, and other.)
Practices, iniquitous, of private employment offices. 36
Private employment offices. 36, 37
Private employment offices. (*See also* Employment offices, free public, and other.)
Providence, R. I., employment offices, free public, and other:
Associated Charity Society, cooperation of, with free employment offices. 120
Free public offices. 118–120
Metal Trades Association. 120
Young Men's Christian Association. 120
Young Women's Christian Association. 120
Public employment offices, free. (*See* Employment offices, free public, and other.)
Pueblo, Colo., free public employment office, positions secured, applications, etc., by sex, 1908 to 1910. 122
Race. (*See* Nationality.)
Railroads, specified, in Kansas, positions secured with, through free employment bureaus, and applications for work, 1911. 126

Reference or recommendation requirements of employment bureaus: Page.
Chicago, Ill., Y. M. C. A. 58
Detroit, Mich., Y. M. C. A. 89
Illinois, free public 51
Indiana, free public 40
Massachusetts, free public 66, 67
Michigan, free public 86
Minnesota, free public 96
New York City, Y. M. C. A. (Bowery branch) 114
Rhode Island, free public 119
Registration, licensing, fees, and other regulations of private agencies:
Detroit, Mich 88
Illinois 53, 54
Indiana 43
Maryland 129
Massachusetts 74–76
Minnesota 98, 99
New York 101–107
Registration. (*See also* Forms, application, used by employment offices, public and private.)
Rhode Island, free public employment offices, location, positions secured, etc 35, 118–120
Rhode Island police census of wage earners, employed and unemployed, March, 1908 26
Saginaw, Mich., free employment office, positions secured, applications, etc., by sex, 1908 to 1911 80
St. Joseph, Kans., free employment office, positions secured, applications, etc., by sex, 1911 126
St. Joseph, Mo., free employment office, positions secured, applications, etc., by sex, 1908 to 1911 130
St. Louis, Mo., free employment office, positions secured, applications, etc., by sex, 1908 to 1911 130
St. Paul, Minn., free employment office, positions secured, applications, etc., by sex, 1906 to 1910 92
Salvation Army, employment offices maintained by 37, 90
Silver Lake, Kans., free employment office, positions secured, applications, etc., by sex, 1909 126
Skilled and unskilled workers placed by employment bureaus:
Detroit, Mich., free public 84
German Society, Chicago, Ill 60
Illinois free public, during 12 years, by sex 47, 48
Minneapolis, Minn., free public 95
New York City, Y. M. C. A. (Bowery branch) 114
Spokane, Wash., free employment office, positions filled, 1907 to 1909 136
Springfield, Mass., free employment office:
Positions secured, applications for work, etc., 1907 to 1911 63
Supply and demand for labor and positions filled, by sex, 1911 73
State free employment offices. (*See* Employment offices, free, public and other.)
States having free public employment offices, list of 35, 36
Strikes, information of, to applicants for work through free public bureaus:
Illinois 51
Massachusetts 67
Michigan 86
Sunshine Society, cooperation of, with free employment bureau, Minneapolis, Minn 98
Superior, Wis., free employment office, positions secured, applications, etc., by sex 138, 139
Supply and demand, labor, as indicated by reports of Massachusetts employment offices 72–74
Swedish National Association, Chicago, Ill., employment office, positions secured, etc 59–61
Toledo, Ohio, free employment office, positions secured, applications, etc., by sex, 1899 to 1911 134
Topeka, Kans., free employment office, positions secured, applications, etc., by sex, 1909, 1910 126
Trade-union members idle and not idle, statistics of:
Massachusetts 23–25
New York 13–22
United States 25, 26
Unemployment, statistics of, and sources 6–34
American Federationist 25, 26
Causes of idleness, specified, union members reporting, Massachusetts, 1909 to 1911 33
Causes of idleness, specified, union members reporting, New York, 1907 to 1911 32
Coal mines, days active and days idle, United States, each year, 1890 to 1910 28
Coal mines, days of operation of, by States, specified years, 1904 to 1910 29
Data, comparison of, from the several sources 29–34
Heads of families idle and not idle, number of, and average weeks idle, by States, 1901 12
Massachusetts Bureau of Statistics 23–25
New York Department of Labor 13–23
Persons engaged in manufactures who were unemployed, number of, and per cent of total employed, each month, 1904 10
Persons 10 years of age and over unemployed, number of, and per cent of total in gainful occupations in the United States, by sex and occupation groups, 1890 and 1900 8
Persons unemployed each classified number of months, number and per cent of, by sex and occupation groups, United States, 1900 9
Rhode Island police census, 1908 26, 27
Union members employed each classified number of days, per cent of, New York, 1904 to 1911 22
Union members idle at end of each month, number and per cent of, selected unions in New York, 1901 to 1911 15, 16
Union members idle at end of each quarter, number and per cent of, and unions in New York, 1897 to 1911 18
Union members idle at end of each quarter, number and per cent of, Massachusetts, 1908 to 1911 24
Union members idle at end of March and September, per cent of, in all unions and in selected unions, New York, 1897 to 1911 19
Union members idle throughout each specified quarter, number and per cent of, all unions in New York, 1897 to 1911 21
Union members unemployed in the United States, per cent of, by months, 1902 to 1909 25
United States Bureau of Labor, 18th Annual Report 11–13
United States Census reports 6–11
United States Geological Survey coal mine reports 27–29
Wage earners unemployed, police census of, Rhode Island, March, 1908 26
United Charities of Chicago (Ill.), employment office 58, 59, 61
Wage earners employed and unemployed. (*See* Unemployment, statistics of, and sources.)

Page.
Wages, range of, in positions filled by employment bureaus:
Bureau of Information and Statistics, New York ... 110
Charity Organization Society, New York City ... 116
Detroit, Mich., Y. M. C. A. ... 89, 90
Washington, free public employment offices, location, positions secured, cost per person placed, etc ... 36, 136, 137
Waterbury, Conn., free public employment office, positions secured, etc., by sex and occupation, 1910 ... 123–125
West Virginia, free public employment offices, location, positions secured, applications, etc ... 35, 137
Wisconsin free public employment offices, location, positions secured, applications, etc ... 35, 137–140
Women's Educational and Industrial Union of Boston (Mass.) ... 75–77
Young Men's Christian Association employment bureaus ... 37, 38
Boston, Mass ... 77
Chicago, Ill ... 58
Detroit, Mich ... 89–91
Indianapolis, Ind ... 45
Minneapolis, Minn ... 100
New York City ... 113–115
Providence, R. I ... 120
Young Women's Christian Association employment bureaus ... 37
Boston, Mass ... 77
Chicago, Ill ... 58, 61
Detroit, Mich ... 90
Minneapolis, Minn ... 100, 101
New York City ... 115
Providence, R. I ... 120

○