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by

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An Experiment in the Community Control of Employment

Preface

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It is the purpose of this study to report on an experiment undertaken in the Cincinnati metropolitan area to achieve and maintain a program designed to facilitate the stabilization of employment at the local level. The study deals, primarily, with fundamental attitudes, policies, and functions relevant to this organized effort to "control" employment in and about Cincinnati during the "depression decade" from 1930 to 1940. The author participated actively in the project and is also privileged to draw upon the experience secured subsequently at the state and national levels in activities directed toward similar goals.

The growth and persistence of widespread economic insecurity in recent years present one of the most critical problems faced by modern society. Its existence may threaten social stability as well as perpetuate want and suffering. Hence its effects are not confined to those who are economically insecure, but are felt in all levels of society. The governmental questions related to its treatment are crucial ones.

Unemployment, the main cause of economic insecurity, is most pronounced in urban areas. At least 15% of the labor force in urban areas were unemployed as recently as 1938. On the basis of annual earnings, several million others and their families almost certainly were below the level of self-support.

Such conditions may again prevail, despite the efforts of government and industry to prevent their occurrence.

Since the period of this experiment, under the pressure of a war economy, relatively full employment has been achieved. Despite this, there are many evidences of a maladjustment between industry and labor supply. That is, there may be balance in terms of total labor supply, while unbalance persists in terms of specific skills required.

Although government at all levels now performs many functions which have as their objective the stimulation of employment, the lack of a comprehensive and systematic approach at the local level is all too apparent. A major emphasis of the Cincinnati program dealt with the establishment of an organizational pattern designed to bring about an effective integration between the labor force and employment opportunities.

In the light of these considerations, the Cincinnati experiment becomes an important laboratory for study, inasmuch as an effective method of stabilizing the labor market at the local level is desirable regardless of current economic conditions. Mass unemployment merely dramatizes the need for the full utilization of the administrative facilities of local government as well as those of state and federal agencies. It has been further demonstrated that neither government nor industry can do the job alone. Joint planning and action is necessary to maintain adequate arrangements for vocational guidance and training, placing and transfer of workers as

these may be necessary.

A citizen fact-finding agency, the Cincinnati Bureau of Governmental Research, undertook to inquire into the type of organization required to develop and maintain a program for local action looking toward a fulfillment of the objectives stated in the preceding paragraph. It recommended the creation of a cooperative arrangement known as the Regional Department of Economic Security on which would be represented the major governmental units, and key figures of both management and labor in the Cincinnati metropolitan area.

This agency which subsequently was adopted by the community had as its objective the development of a community-wide program to stabilize and regularize employment, thus to provide economic security for the working population. It also sought, through a coordinated research and planning program, to provide local business and industry with basic occupational data concerning Cincinnati as a community. While the Cincinnati experiment was primarily a governmental project support was also forthcoming from the Spelman Foundation, which had interested itself in similar problems in other localities.

It may be fairly stated that the sponsors hoped the Regional Department, in due course would "demonstrate" the social and economic value of a public employment service which was adequately staffed, equipped and efficiently operated. With traditional practices in disfavor, and without a definition of acceptable standards and scope for public employment services, it was the

consensus of opinion in the community that the solution to some of these questions might be achieved by means of experimentation. An attempt was made to throw off all influence of tradition in an endeavor to ascertain the place of the public employment service in relation to local employment problems. New techniques were tried and some were discarded; many, however, were retained.

The Regional Department also sought to develop a comprehensive and periodic method for the collection, tabulation, and interpretation of employment data in which the community was lacking. This resulted in a detailed employment census of the Cincinnati metropolitan area completed under its sponsorship in 1935. Material obtained in the census was used as the basis of studies on employment trends in the community. Additional research of this nature on a continuing basis provided the needed data for the development of programs and techniques required for the furtherance of vocational guidance and training, the placement and transfer of workers.

The conclusions reached demonstrated that there is no single simple formula that can be readily or casually applied to Cincinnati or, probably, to any other community. An approach toward the solution of the complex problem under study must include, first of all, thorough and careful fact finding; and second, understanding cooperation between the many agencies (both public and private) in the community which deal with special aspects of employment within the community.

The occupational data contained in the many reports which were issued by the Regional Department; the development and application of counseling and testing techniques; the advances made in placement on a selective basis, the coordinated planning on a voluntary basis by government, management and labor, all represent distinctive contributions toward the solution of the problems under study.

The personnel involved in this study were drawn from all levels of government, including federal, state, county, and local; as well as from private agencies, industry and labor. During the six years of this experiment, governmental personnel averaged 100, and non-governmental, 10 persons yearly.

Important developments in the field of employment stabilization occasioned by the passage of unemployment insurance measures in 1936-37 and the emphasis placed on this phase of the problem by the state and federal governments led to a withdrawal of funds, personnel and interest from the Cincinnati employment program. The Spelman Foundation's participation also drew to a close.

Because many of the projects were in various stages of completion, it was not possible at that time to prepare a complete and final report of the experiment in all its ramifications. Several preliminary reports have been issued but a definitive study of the comprehensive program which the Cincinnati effort embodied remained to be written.

Although there have been significant developments in the

field of employment since this study was made, the emphasis has been on federal responsibility. The National Resources Planning Board in 1942 stated that the great expansion of the functions of the federal government in the realm of employment security must be paralleled by an equally important change in similar functions of state and local authorities. In metropolitan areas, particularly, the problems, including that of employment, created by the outward movement of population from the city to its environs actually have intensified since 1937.

While it may be true that we cannot reach a progressive overall stability solely by trying to build a thousand small stabilities, there can be no economic security unless the citizens of each community recognize their responsibility in formulating and carrying out plans for the alleviation of many aspects of unemployment.

If it is of interest to the citizens of each community to know how employment opportunities change, it is hoped that this study will serve as a guide to civic, school, management and labor leaders, for some steps that may be taken in the fields of vocational guidance, curriculum change and coordinated community effort in the resolving of local employment problems.

Throughout this study "community" has substantially the same meaning as the Census Bureau's "metropolitan district", even though in common parlance "community" sometimes means other things--anything from a neighborhood to the world at

large. Here it is often preceded by the word "whole" or designated as the metropolitan area for clarity and emphasis; but it refers always to the entire aggregation of populations close enough together to require coordination of such public services, as transportation, and water supply. Cincinnati, Ohio, and Covington, and Newport, Kentucky, together with all suburban towns and villages in their vicinity constitute but a single community, though two states and several counties are involved.

The author by virtue of his participation in the program, has had the benefit of direct observation in most of its phases. In addition to this, all the data compiled under the auspices of the Regional Department of Economic Security have been carefully reviewed and analyzed. Correspondence, reflecting temporary or indefinite agreements concerning the relationships which were established has also been utilized. Extensive notes were taken by the author particularly with regard to conferences and individual contacts bearing an important relationship to the program and activities of the Regional Department.

The factual data summarized in the individual program statements were obtained directly from the files and reports of the Regional Department's bureaus and other community agencies. These data provided a comprehensive picture of the major industrial and allied labor groups in the community. In addition, for background data, the writer placed major

emphasis on discovering through interviews, review of correspondence, and data analysis the kinds of relationships which are both feasible and practical in a program of the sort undertaken.

The study covers virtually all phases of the Cincinnati experiment but has not emphasized some of the details of organization and procedure involving the routine operations of the public employment office. Occasional references have been made to activities and experiments carried on in other communities along similar lines and in some cases the writer has drawn upon observations made possible by subsequent employment as field representative for the United States Employment Service from 1941-45. This has been done for purposes of perspective. The study basically covers only the Cincinnati experiment.

The material in this study has been divided into eleven chapters. Chapters I and II discuss the problem of unemployment as it concerns both national and local areas, and contain an analysis of the causes of unemployment and its effects on the individual. Chapter III reviews the national-local relationships with emphasis placed on organizing the local community to provide coordinated service. Chapters IV and V are primarily narrative in form and describe the development and initiation of the program. Chapters VI and VII are concerned with procedural aspects including organization, administration, public relations, methods and techniques. Chapters VIII

And IX contain an appraisal of the contributions made by the Cincinnati program to the control of employment through joint participation of management-labor and government. Chapter X offers a summarization of findings and a number of basic recommendations are presented in Chapter XI.

The reader will be spared, to the fullest extent possible, unnecessary historical description of all the steps which marked the progressive development of the Cincinnati Employment Center and the Regional Department of Economic Security. Statistical analyses likewise will not bulk large in the study, as these reflect depression conditions and are not particularly germane to the purpose as stated in the opening paragraph.

The support and cooperation of many individuals, groups, and institutions have been helpful. Among these, special mention should be made of the University of Cincinnati, Cincinnati Bureau of Governmental Research, Cincinnati Chamber of Commerce, Cincinnati Central Labor Council, various city and county officials, and representatives of state and federal agencies.

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An Experiment in the Community Control
of Employment

Chapter I - The National Problem

Following the depression of 1920-21 and except for a minor recession in 1924, the United States enjoyed a period of unequalled prosperity until late in 1929. The peak was reached in 1929, when nearly all industrial indices, except building construction, were at levels far above those ever before experienced in this country. This era of prosperity then gave way to the most abrupt decline the country had ever experienced. Many reasons for this greatest of all American depressions have been advanced.

"Industry was out of balance, production was expanding more rapidly than consumption; credit had been extended to an unprecedented extent and much of it had been extended unwisely; agriculture which had been suffering largely unnoticed during the 1920's, was in poor condition with large surpluses, low farm prices in relation to industrial prices and inflated land values; conditions in foreign countries were unfavorable and becoming worse. Undoubtedly other influences were at work to bring about the decline but the above mentioned ones were sufficient to indicate that our prosperity was founded on unstable grounds.....The decline which began in the fall of 1929 proceeded practically unbroken until the bottom of the depression was reached in the summer of 1932 and the spring of 1933. Under the stimulus of recovery measures, the upturn in world economic conditions, and the general cyclical movement toward recovery, economic conditions in the United States have shown improvement since the depression low of 1932 and 1933. Unemployment, however, has failed to diminish as rapidly as it was hoped it would and it still constitutes the most serious threat to the return of sound prosperity." (1)

- (1) D. C. Kahn, Unemployment and its Treatment in the United States, 1937, p. 4.

Unextensive unemployment has been a frequent characteristic of our economy since the turn of the century. This phenomenon appears to be inherent in the present day industrial system and seems to be attributable to our entire social and economic organization rather than to the particular weaknesses or inadequacies of individual employees or employers.

By 1940 unemployment did not loom as the dominant social problem to the degree that it was in the earlier years of the depression. This condition, however, was not only exceptional--it was unprecedented. In between the peaks of high-level production, our economy has been characterized by substantial unemployment, both of men and equipment, by low income levels, and by economic insecurity. In retrospect even the period from 1922 to 1929 now appears to have been less stable than it seemed to the contemporaneous view.

Although the so-called "Great Depression" brought about severe economic dislocation, it was not a unique phenomenon in American life. At least since the Civil War there have been recurring depressions which have produced demand for measures aimed at prevention of individual want and destitution, at protecting the economic position of various segments of the population and at remedying specific economic abuses. (2)

Scope of Unemployment 1920-33

In the decade just prior to the economic depression which began in 1929, various organizations such as the American Federation of Labor, National Industrial Conference Board,

- (2) Office of Temporary Controls, "Guaranteed Wages" Report to the President by the Advisory Board, Washington, D. C., Jan. 1947, p. 10

the Brookings Institution, the Millbank Memorial Fund, and a number of Federal agencies, estimated the average number of unemployed to have been approximately 2,000,000 workers during this period.

After September, 1929, these figures increased by leaps and bounds. The census of April, 1930, indicated that a total of 3,187,647 persons were unemployed. Of these, 2,686,145 were men and 501,502 were women. This represented 7% of the number of gainfully occupied workers. The largest group of unemployed workers were those classified as in the manufacturing and mechanical industries, numbering 1,365,277. (3)

Before the totals were computed for the 1930 census reports, these figures had again mounted swiftly. No one knew the exact number. The Department of Labor issued one set of figures estimating 8 million unemployed in 1931, 12 million in 1932, 13 million in 1933. (4) The American Federation of labor (5) issued other estimates, and the National Chamber of Commerce still a third set. Agitation began for an exact count. The feeling persisted nevertheless in government and in industry that this was a temporary emergency situation and that it would right itself without drastic governmental action.

(3) U.S. Dep't of Commerce, Bureau of Census, Fifteenth Census of the United States - 1930. Unemployment-Vol. II, General Report, p. 13.

(4) U.S. Department of Labor- Monthly Labor Review, Vol.37, Bureau of Labor Statistics, November, 1937, p. 1130.

(5) Ibid. p. 1131.

Causes of Unemployment

It may be well at this time to review the facts making for this "abnormal" situation. Unemployment is not a simple phenomenon with one single cause, but a very complex one, with many causes. The fundamental reasons advanced usually fall into five or six categories. (6)

The first to claim our attention is the seasonal nature of certain industries. A study conducted in Wisconsin led to the conclusion that: "The amount of unemployment caused by seasonality is probably greater in the course of a decade than the amount due to depressions." (7) Subsequent analyses concerning seasonal unemployment do not support the conclusions reached by this study, completed before the staggering totals of unemployment were reached in 1933 and again in 1938. Nevertheless, the seasonal nature of some industries accounts for a significant portion of the average number of unemployed workers. (8) Moreover, little or no attention had been paid to the possibilities of dovetailing industrial production, more diversified use of plant equipment or guarantee of work for an adequate period throughout the year.

- (6) Douglas, Paul, The Problem of Unemployment, N.Y. 1931, pp. 159-164. Much of the material which follows is adapted from this excellent text on unemployment and its causes.
- (7) D.D. Lescoghier and Florence Peterson, The Alleviation of Unemployment in Wisconsin, Industrial Commission of Wisconsin, Madison, Wisconsin, July, 1931 - Page 22.
- (8) W. H. Stead - Democracy Against Unemployment, New York, 1942, p. 22.

The most spectacular of the causes for unemployment is technological change. These changes make possible increases in living standards for consumers and over a period of years have resulted in increased employment in counter-balancing fields. But we have not yet learned how to initiate these new techniques without creating dislocations which result in loss of work for many workers. (9)

The introduction of machinery displaces workers, many of whom cannot get new jobs immediately. Some look for several months before finding a new job, while others require a year or more to get jobs. Other workers, because of age or because of their inability to acquire new skills, never go back to work. In many cases displaced skilled workers are forced to accept "downgrading" in terms of skills in order to find jobs.

The third and most important cause of unemployment deals with the ups and downs of business activity. Fluctuations in the business cycle have been responsible for mass lay-offs and widespread dislocation of industry. Many factors are responsible for cyclical changes. Dislocation caused by war, end of a period in our economy, tax policies, trade barriers, inflationary investment, lack of adequate governmental and private industrial planning, the failure to achieve a better distribution of the national income, contribute their share to the length and severity of depressions as well as to their timing. (10)

(9) National Resources Committee, Technological Trends and National Policy, Washington, D. C., June, 1937, P. 422

(10) D. C. Kahn - Unemployment and its Treatment in the U.S. New York, 1937, p. 30.

So-called "frictional" unemployment is due to time lag and labor immobility in the economy. Demand for labor varies from month to month but labor supply is relatively inelastic; thus unemployment occurs. Labor may be needed in a particular locality and workers may be available in another locality. Immobility of labor is an obstacle to full employment.

Vocational maladjustment is responsible for another segment of the unemployed. In a study prepared for the American Youth Commission, it was disclosed that a considerable proportion of unemployed youth had received little or no training or had not been counseled properly in taking what training they had secured. (11)

Lack of persistence in a given line of work can result because the individual is a "square peg in a round hole". Changing industrial patterns may be the cause for this maladjustment. Nevertheless, until adequate vocational guidance is provided, this condition will become more acute and result in chronic periods of unemployment for the maladjusted worker. Finally, lack of coordination between government, industry, and labor, the school systems and the social agencies, has also contributed to the maladjustment present in those who should be available for work.

Physical disabilities are also a large factor in unemployment and unemployability according to Surgeon General Thomas Parran of the United States Public Health Service,

(11) H. M. Bell, Matching Youth and Jobs, American Youth Commission, Washington, D. C., 1940- p.37.

who stated before a Senate Investigating Committee that "over 500,000 were partially unemployable because of disability due to accident or disease in 1930." (12)

The foregoing was not intended as an exhaustive analysis of unemployment causes. It should serve to identify the reasons and characteristics of unemployment for purposes of our study.

Types of Unemployed Workers

Seasonal workers are characterized by a relatively low annual income, due primarily to the nature of the trade or industry. Unemployment occurs at stated intervals for this type of worker during each year. Attempts to secure alternative employment during slack periods in seasonal industries have not been too successful judging from public employment service records, (13) and other reports. (14)

Machine displaced workers constitute the second large group of the unemployed. "In general, technological improvements which substituted new processes for old have mean the displacement of workers whose special skill and training were no longer needed." (15) Many of these men and women have been

- (12) Special Committee of Senate to Investigate Unemployment and Relief - Surgeon General Thomas Parran, February, 1938.
- (13) United States Employment Service, Matching Men and Jobs, 1938 Washington, D. C. 9 pp. mimeo.
- (14) S. Arnold, Planned Dovetailing of Seasonal Employment, Ohio State University, Research Monograph-35, Feb., 1944
- (15) Technological Trends and National Policy - Page 85, opus cited.

unable to find new jobs. In the course of time they have been reduced to accepting jobs of an unskilled nature if such were available. Age is of paramount importance to this group inasmuch as the younger machine displaced workers find jobs more easily than those in the older age brackets. (16)

Displacement of workers by machines has taken place not only in mechanical industries but also among white-collar occupations. In recent years there has been a great increase in the use of office machines. Such devices as bookkeeping machines, duplicating machines, voice recording equipment has sharply decreased the number of office workers necessary for a given or fixed volume of business operations. Again, those who have suffered the most through this process have been the workers in the upper age groups.

By far the most numerous type of unemployed worker results from cyclical depression. Subject to mass lay-off, most of these workers are unemployed through no fault of their own. General industrial stagnation has resulted in complete or partial shut-down. The sharp drop in industrial activity between 1929 and 1933 accounted for the bulk of the unemployed during those years. (17) Individual fitness is unavailing when production is drastically curtailed because of economic conditions. Spiraling downward, the livelihood of millions is destroyed.

(16) Special Committee of Senate to Investigate Unemployment and Relief, Washington, D. C., Testimony of Harry L. Hopkins, page 1344.

(17) Unemployment increased from 3,187,647 in 1930 to an estimated 13-15 million in 1933.

A perennial problem is occasioned by the casual worker. Usually found performing jobs of a non-production nature, short in duration, these workers are chronically unemployed. To this category can be assigned the drifter, "floater," and "odd-jobs" man.

However, during periods of prolonged depression, many marginal workers become members of this group. Often unskilled in any trade, they are the first to fall by the wayside. After a period of a few months, vainly seeking employment, these workers resort to the same procedures followed by the casual worker.

Of ever increasing importance are the Vocationally mal-adjusted. In a complex economy, adequate training is of prime importance. Lack of information, failure to provide adequate facilities, and faulty training creates additional hazards for the individual worker seeking employment. Vocational maladjustment cuts across the various types of unemployed. Such workers are unaware of their potentialities and are in need of adequate counseling and guidance plus the training which is indicated.

Physical handicaps account for a definite group of unemployed workers. Until such handicaps are either removed, compensated for by training, or selective placement occurs, industry ignores their potentialities. Though not large, this group continues to grow. Occupational diseases and accidents may be controlled but not stopped completely. To these must be added the victims of incapacitating afflictions, such as

blindness, heart troubles, lung infections, war casualties and automobile accidents.

Some mention must be made here of the small residue labeled the "unemployables." Employability is relative to labor demand. It depends not only upon the physical and mental status, attitudes and intentions of the job applicant but upon the needs and attitudes of the potential employer as well. If the need for labor is great, jobs will be given to applicants who in periods of economic depression would be regarded as unemployable. During the industrial expansion concomitant with World War I and II, many men who had been classified as "unemployable" were given employment at good wages. The number of workers who can be so classified is therefore negligible.

Dislocations in the industrial process resulting from material shortages, radical changes in design, and work stoppages account also for a significant number of unemployed. Aggravation of such factors may account for a rise or fall in unemployment of this type.

Effects of unemployment on the individual worker.

There are marked differences in the effect that unemployment has on the various types of unemployed workers. Because any plan attempting to alleviate unemployment must deal with these differences, it is pertinent to review them here.

The seasonal worker is constantly beset by the feeling of insecurity. This is caused by the inadequate annual income derived from such employment. Hourly or daily rates of

pay are often very low in this field, making savings impossible. Skills are dissipated and such workers must often undergo intensive retraining before securing other positions. Dexterity, alertness and capacity to develop new techniques are affected adversely. General deterioration of ability results unless the new tasks performed require little or no skill or are directly related to the seasonal employment.

There is a marked effect on the worker who has been replaced by a machines:

"Such material as is available on the question of the adjustment of technologically displaced workers indicates that the younger workers lost less in occupational status and earnings (since they had less to lose) than the older and more skilled workers; women found it easier to obtain jobs than the men, but found them chiefly in occupations and industries other than those in which they had previously worked." (18)

Many older workers, as is indicated by the study referred to in the preceding paragraph, have been reduced to a marginal worker status. Skills have been dissipated which had been acquired only after years of practice. Often these skills have not been transferable except with intensive retraining. This, in many instances, has not been available. The existence of discrimination in employment against older workers has been fully established. The discovery and application of remedies present social and economic problems as complex and urgent as any which a community can face. (19)

(18) Technological Trends and National Policy - Page 87.
Opus previously cited.

(19) Lucille Eaves - Discrimination in the Employment of Older Workers. Monthly Labor Review, June, 1937, p.1386.

In a great depression, tremendous dislocation occurs. The existence of such a slump in business activity means that many workers lose their skill and become demoralized through idleness. The number of apprentices and trainees is also reduced so that a strong revival generally discloses a shortage of some types of skilled men despite heavy unemployment. Moreover, employers who know they can get good men whenever they need them are under no incentive to even out their requirements of labor, either from day to day, or from season to season. They frequently recruit new groups of workers for very short periods though the cost of training may thereby be increased.

The vocationally maladjusted and the physically handicapped are the first to feel the effect of periods of prolonged unemployment. This group quickly becomes stigmatized as "unemployable." Individual confusion is heightened, occupational therapy becomes more difficult. The morale of these workers, usually inadequate at best, is almost entirely dissipated. Except where possessed of private means, this group is largely dependent on charity, private or public, for support.

Governmental responsibility for unemployment.

After the depression in 1921, achieving employment stability in the United States began to be widely discussed. Toward the end of the 1920's many felt that a very substantial degree of stability had been achieved without recourse to any measures involving governmental action. The growth and

persistance of widespread economic insecurity in recent years, emphasized spectacularly in the period between 1929-1933, demonstrated the fallacy of the notion that economic stability had been reached.

With the breakdown of private resources in dealing with the problems brought about by mass unemployment, the governmental questions related to its treatment came to the fore. Increasingly, government has come to perform integrating and regulating functions in the field of employment, relief, work relief, unemployment insurance, retirement benefits and other measures designed to provide employment security. (20)

The great expansion of the functions of the Federal government in the realm of employment security has been paralleled by an equally important, although perhaps less spectacular change in similar functions of state and local authorities.

The national character of the labor market has long been an established economic fact. Any independent attempt on the part of industry or labor to meet the complex problems involving the labor market were foredoomed to failure. Private corporations and labor unions have been chartered for no such purpose, and cannot well be charged with responsibility for it. It has been necessary to use the administrative facilities of government at the national, state and local levels.

- (20) See the following texts:
Armstrong, B.M. - Insuring the Essentials, N.Y. 1932.
Epstein, Abraham - Insecurity, A Challenge to America, N. Y. 1936.
Kraus, Bertha - Aiding the Unemployed, Albany, N.Y. 1935.

Thus there was a gradual recognition that the most vital planning problem for government in the conomic field was the maintenance of full employment and avoidance of prolonged depressions.

Remedial action applied through governmental agencies.

We are not concerned here with the provisions to be made by government for useful employment whenever a sufficient volume of private employment is not available. Nor are we concerned with the various aspects of direct relief in which the federal, state and local governments are involved. The chief emphasis of this study is on the development and maintenance of adequate arrangements for placement, vocational guidance and training, and the transfer of workers as necessary. Such arrangements, if successfully planned and executed, would facilitate the stabilization of employment at the local level.

Coordinating governmental agencies' services in order to render them capable of dealing most effectively with such problems must therefore be considered. For example, it appears desirable to expand the functions of the public employment service so that it may operate as the key mechanism in referring workers to jobs. (21) National policies and standards must be adapted to local conditions and translated into specific guides for community action. Planning is necessary by both public and private action in order to develop local labor

(21) W. H. Stead - Opus cited. p. 117

resources and provide for technical or vocational training. These are the hypotheses which will be examined in subsequent chapters.

Other assumptions underlying the Cincinnati study as related to governmental action implied that: technical assistance to local communities concerning national and regional economic forces affecting local industries and other information concerning national policies or programs that affect local conditions generally have been neglected. (22)

Similarly state assistance would, it was felt, facilitate local programs by providing any necessary appropriate permissive legislation as well as technical assistance and administrative direction. Finally, each city or metropolitan area must determine the desirable and feasible economic objectives towards which local full employment planning efforts are to be directed.

The foregoing analysis of unemployment, its causes, types of unemployed and the effect on the unemployed, has been necessary in order to understand the attempts to solve the problems involved, in the urban community. The brief review of increasing governmental responsibility for unemployment, excluding the area of direct and work relief, provides the basis for the nature of the action taken in the Cincinnati area.

(22) E. D. Roberts - The Cincinnati Program, American School Board Journal, February, 1938, p. 18.

As each industrial area presents more or less similar situations, unemployment presents the same problems and can be treated on the same basis both nationally and locally. A review of the employment difficulties in the Cincinnati area is now in order.

Chapter II - The Local Problem

In Cincinnati, unemployment and the problems resulting therefrom occupied the interest of community organizations even prior to the start of the depression in 1929. Between 1926 and 1928, the Cincinnati Community Chest, Cincinnati Consumer's League, Cincinnati Board of Education and local governmental authorities discussed the necessity for more adequate organization and cooperation of private and public agencies in the field of employment opportunities and relief requirements. (1) The Consumer's League reviewed the services provided by employment agencies in the community; (2) a closer relationship was established between county and city welfare departments and the Community Chest agencies; and the groundwork was laid for the work-relief program adopted early in 1931 by the City of Cincinnati. These discussions also culminated in the creation of a Committee on Stabilizing Employment for the Cincinnati area which was established in June 1929. (3)

Just as the causes of insecurity are many and varied, so the attempts to alleviate its effects must be many-sided and comprehensive. Instances of agencies working cooperatively

- (1) E. D. Roberts, Superintendent of Cincinnati School district; C. O. Sherrill, Cincinnati city manager and Fred K. Hoehler, Welfare Director, City of Cincinnati.
- (2) F. R. Whitney -- Employment Agencies in Cincinnati, Consumer's League, Cincinnati, Ohio, Dec. 1928.
- (3) See Chapter 2, pp.²⁹⁻³¹ also Chapter 3, pp.³⁷⁻³⁹ for a discussion of the Committee's activities.

toward the common goal of increasing employment security have been rare in this country, whether the agencies have been private or public - national, state or local. Wherever there were beginnings of such cooperation each experiment had a different agency approach, different perspectives.

Extent of unemployment in the Cincinnati Area

The 1930 Federal census figures for Cincinnati reported 203,030 persons as having gainful occupations. During the next three years this figure declined rapidly. Following are the results of an employment census taken each May, for the five year period from 1930 to 1935.

For Cincinnati (4)

<u>Year</u>	<u>Employed Full Time</u>	<u>Employed Part Time</u>	<u>Unemployed</u>
1930	166,261	19,958	16,811
1931	127,564	37,317	38,142
1932	106,692	39,347	56,991
1933	104,906	36,342	61,782
1934	127,056	24,810	51,164

A check on the reliability of the data collected by the local employment census was made possible through the Federal

(4) Twelfth Annual Employment Census - City of Cincinnati, May, 1940.

When the City Manager's Committee on Stabilizing Employment was formed in June 1929, one of the first questions that came up for discussion was the need for more adequate figures on employment and unemployment. This problem was then jointly taken up by the Committee, the City Welfare Division and the Attendance Department of the Board of Education. The result was a plan for taking an annual Employment census. The Board consented to collect data on employment and unemployment in addition to the census of children of school age, which by law must be taken annually. In return for this extra service by the Board, the City was to furnish supervision for the employment census, several enumerators and certain clerical assistance in the tabulation work. This was supplied through work relief funds.

census of April 1930. The local tabulation found 16,811 unemployed in May 1930 as compared with 16,468 who were unemployed according to Federal census takers. (5)

Unemployment in Cincinnati during this period was most common among men usually employed in the building and construction industries. At the other extreme, comparatively few men in public service and the professions were ever out of work. Trade offered steadier work than manufacturing, transportation or domestic and personal service. Among the factories there was less unemployment in those making consumers goods which are used up quickly (soap and clothing) than in those making consumers goods with a longer life (furniture and automobiles) and producers goods (iron and steel). These conclusions were based on data obtained from the United States Census of Manufacturers in 1935.

Few Cincinnati women usually employed in professional pursuits and public service were out of work when the 1935 census was taken. In contrast, more than one in five were unemployed among those in recreation and amusements, domestic and personal service and certain types of factory work, particularly clothing and shoes, electrical machinery and supplies. Beverage, chemical and soap factories, insurance, brokerage offices and banks kept most of their employees at work. Less than 17% of the white women usually employed

(5) U. S. Dep't of Commerce, Bureau of Census, Fifteenth Census of United States - 1930. Unemployment Vol 1 p.34

were out of work but over 50% of the negro women seeking work had no jobs. A similar pattern was also discernible in the employment of negro male workers.

An analysis of employment and unemployment, by race, is given below. The heavy proportions of unemployed colored workers as compared with the proportion unemployed among white workers are striking, as is also the slower reduction of unemployment among colored workers since the depth of the depression. In May 1933 the proportions of white and colored unemployed were respectively, 28.04 and 54.32 per cent; in May 1938, they were 16.35 and 52.69 per cent.

Employment and Unemployment in Cincinnati by Race in Specified Years (6)

May	<u>White</u>			<u>Colored</u>		
	% Employed Full Time	% Employed Part Time	% Unemployed	% Employed Full Time	% Employed Part Time	% Unemployed
1933	53.07	17.09	28.04	32.83	12.85	54.32
1934	65.89	12.92	21.19	32.75	13.85	53.40
1935	69.80	12.50	17.80	37.--	11.10	51.00
1936	75.91	6.57	17.52	44.42	6.06	49.45
1937	87.09	4.91	8.00	55.69	8.54	35.97
1938	70.87	12.78	16.35	36.42	10.89	52.69

Management Lethargy

Industrial and labor organizations in the Cincinnati area found themselves unable to reduce the number of unemployed workers or to retrain and guide the victims of our greatest period of unemployment except in some isolated cases. Industrial activity was at a low ebb.

(6) Cincinnati's 12th. Employment Census, Opus cited - p.4

In this chaotic situation there was no governmental agency available to industry and labor through which to work. The public employment office in the community which industry might have found useful, was limited in size, scope and action. (7) Its administration left a great deal to be desired as a survey in 1928 had shown. This survey, conducted by the Consumer's League, called attention to the fact that the office was poorly located, inadequately staffed and

"in general, the labor market of the city was disorganized. There was no adequately developed clearing house of information on the local employment situation upon which both employers and workers could depend for up-to-date and unbiased statements of fact in this important field." (8)

Industry had no immediate recruiting problems. As unemployment increased, retrenchment continued. Apprentice training programs were discontinued; there were too many men available for such jobs as were vacant. There was, therefore, no reason and little desire on the part of industry to participate in creating an organization which would have as its goal -- planning and training for the future.

This would have meant contributions in money and personnel, which could not easily be justified to the stockholders. Without reason at the time for such action, industry did nothing but retrench still further.

(7) National Resources Planning Board - Security, Work and Relief Policies. Wash., D.C. 1942. Survey of Employment Service operation between 1933-1940 disclosed the same conditions everywhere.

(8) F. R. Whitney, Employment Agencies in Cincinnati Consumer's League Publication, Cincinnati, Ohio, December 1928. p. 27.

Cooperation of industry and government

Rising relief costs and the number of persons on the relief rolls, however, indicated the necessity for concerted community action. The following figures show the spectacular increases that occurred between 1928 and 1933:

Average monthly number of cases receiving direct and work relief between 1928 and 1933 (9)

Year	1928	1929	1930	1931	1932	1933
<u>Total</u>	2,079	2,149	2,417	8,230	19,170	26,074
<u>Direct Relief</u>	2,079	2,149	2,417	7,216	15,106	16,000
<u>Work Relief</u>	-0-	-0-	-0-	1,014	4,064	10,074

Although the facts indicating this increase were available, little was done to publicize the serious nature of the problem. The industrial and business leaders of the community, therefore, did not move rapidly in their acceptance of responsibility in this field.

Procter and Gamble, nationally known soap manufacturers located in Cincinnati, with its guaranteed work year of forty-eight weeks, proved a notable exception in an attempt to stabilize employment through independent action. (10) The underlying principle behind the plan has been the idea that goods which are consumed evenly should be produced evenly rather than unevenly to follow fluctuations in buying of the product. In 1923 after reorganizing sales policies and methods, the Procter and Gamble Company guaranteed all employees with two years of service not less than forty-eight

(9) Cincinnati Community Chest, Relief and Related Trends-Cincinnati and Hamilton County 1928-1940 Bulletin Number 6 - Research Department, November 1940.

(10) Guaranteed Wages - Opus cited - p. 110.

weeks of work in each calendar year. This guarantee has been fulfilled, each year and the cost of maintaining the program has been no more than 3 per cent of annual payroll in the most difficult year, according to Richard R. Deupree, president of the company. (11) However, this effort has benefitted only a small proportion of the city's workers. (12)

Community industrial balance and improvement and adjustment of the working population were necessary before the problem of unemployment could be adequately treated. Little or no cooperation existed between industry, labor and local governmental bodies in a concerted attempt to achieve the above twin goals. Nevertheless there had been several attempts on the part of private organizations and the City of Cincinnati to further the efforts of unemployed workers to find jobs. (13)

Efficacy of Various Schemes, 1929-1933

Partly due to the nature of Cincinnati's diversified industries, employment levels held up better here than in any of the state's other industrial cities. The business charts in the Ohio State University Bulletin of Business Research which use 1926 as the base year, show Cincinnati's depression

(11) R. R. Deupree - Management's Responsibility toward Stabilized Employment - American Management Association, General Management Series #135, New York, 1945, pp.3-9

(12) Proctor and Gamble employed approximately 3800, 1925-30

(13) See pp. 24-25

lows of employment and bank debits were not so extreme and did not develop so sharply as in the other major Ohio cities, with the exception of Columbus. (14)

Nevertheless, unemployment increased from 5.94% to 8.28% of the working population of approximately 204,000 in 1930 between April and September. This was more than had been anticipated and employers were urged through a Citizen's Committee appointed in June 1929 by the City Manager, to spread work by staggering jobs. Part-time employment rose from 5.27% of the working population in 1929 to 19.38% in 1932. (15) Spreading employment thinly was forcing the "poor to aid the poor", and could not be supported as a policy.

During the latter part of 1931, a "make-a-job" sub-committee intensified its efforts to create temporary work of an "odd-job" nature for the unemployed. Results from September through December of 1931 discouraged continuance of efforts in this direction and this plan was also discarded. Nevertheless, the "make-a-job" idea continued to bob up again and again during the early thirties.

The spread work plan and the "make-a-job" campaign, although helpful, were little more than palliatives. The city in November 1931 organized its first work relief program, thus antedating by almost twenty-four months the Federal Government's experiment - the Civil Works Administration.

(14) Ohio State University, Bulletin of Business Research, Dec. 1938, P. 14-16.

(15) City of Cincinnati, Annual Employment Census -opus cited p.3.

The city's public works program was partly financed by money borrowed from the Reconstruction Finance Corporation, but failed to absorb more than 40% of the unemployed. Cincinnati, like other urban areas, was forced to supply direct relief.

The local public employment office directed the recruitment activities, although it was not involved in the policy development for Cincinnati's public works' program. This was possible because of a cooperative arrangement by the State of Ohio and the City of Cincinnati in operating this bureau. Administrative discretion was delegated mainly to the city authorities.

By October of 1933 unemployment had risen to such alarming proportions that Cincinnati as well as most other American cities was no longer able to cope with the situation. Although a public works measure had been included in the Emergency Relief Act passed by Congress earlier in the year, progress was slow. The financial straits in which most cities found themselves precluded the initiation of enough projects to reduce unemployment materially.

Accordingly, the Civil Works Administration came into being in November 1933. Outright grants were made to localities, in most cases, supplying 90% of the funds necessary for hastily conceived "necessary" public tasks. From 4,064 individuals employed on the program financed by the city, the number rose to 10,074 on the Civil Works Administration program in the short space of three weeks.

Civil Works funds were available for three months but before the expiration of this program the Federal Emergency Relief Administration was established in February 1934. This agency continued the practices of its predecessor although on a more organized basis. The primary purpose remained the same, however, that of providing some kind of work for the greatest number of individuals possible. There was little attempt at classification of workers or the provision for suitable work.(16)

Similarities of the local and national situations

It is apparent from this discussion of the national and local problems that the employment market at both levels was incompletely organized. A limited central organization or agency existed through which to work. Sir William Beveridge, noted authority on unemployment has long emphasized the indispensability of a "central labour office." (17) Failure to provide occupational guidance, adequate training facilities and to coordinate the governmental training agencies with industry and labor was therefore not surprising. A similar lack of liaison existed between governmental agencies on the one hand and between government, industry and labor on the other.

- (16) Gilboy, Elizabeth W., Applicants for Work Relief, A Study of Mass. Families under the Federal Emergency Relief Administration and Works Progress Administration. Harvard University Press, Cambridge, Mass. 1940
- (17) Beveridge, Wm. H. - Full Employment in a Free Society. New York, 1944 p. 79.

Lack of adequate facilities to study the problem and the inability to take adequate action was deplored by those interested in curing unemployment. Sadly lacking was any factual information on the extent and characteristics of unemployment. This was not quite as true locally as it was of the national situation. Nevertheless, without adequate organization and facilities through which to act little or no use could be made of such information even when compiled.

Except for isolated instances, failure to understand the full significance of the tremendous changes brought about by the depression, seemed to be characteristic of many observers. All proposed plans for alleviation stressed the temporary, emergency nature of the catastrophe. Very little thought was given to the effect on the individual of continued idleness, the cessation of training and the increasing tempo of technological change. These conditions prevailed in all industrial communities. (18)

Differences between the Local and National Situations.

In contrast to most urban areas, Cincinnati's business fluctuations did not take place as quickly or as violently as in many other cities. This was due to a better balance between consumer and producer goods' industries and the conservative nature of Cincinnati's business expansion. Cincinnati is basically an area of small industries--over 90% of its industrial establishments employ fewer than 500 persons and constitute more than half of the industrial workers in the area. This, together with the wide diversity of industry

- (18) Ebor, Wm. - Men Without Work, London, 1938. An excellent analysis of the effect of unemployment on the individual worker.

(approximately 60% of the important industries of the United States are represented in metropolitan Cincinnati) (19) have had a most advantageous effect on its business history. Cincinnati has not been subjected to such extremes of cyclical variations as have those centers built mainly on one or two large industries. Ignoring war periods, metropolitan Cincinnati does not experience mushroom growth nor does it suffer sudden "amputation".

The impact of the first years of depression in this area therefore was less severe and longer in coming. Cincinnati in 1930 counted only 8.28% of its employable population as unemployed. During 1931, this percentage climbed to 18.79% which although more than double was less than that of most other large cities. (1931 figures - estimated 28% Cleveland, 32% Detroit). (20)

There was, therefore, less incentive for local public officials, private organizations and industrial management to recognize the necessity for treating the crisis as other than a temporary situation. Nevertheless, a work relief program on a sizeable scale was established in Cincinnati much earlier than a similar Federal program. At its height in March 1933 the city work relief program had approximately 8,000 workers on its rolls.

(19) Committee For Economic Development - Industrial Possibilities in Metropolitan Cincinnati - 1945 p.8.

(20) Fifteenth Census of the United States - Unemployment Volume II, Opus cited - p. 13, and Dep't. of Labor - Monthly Labor Review March 1933, p. 1027

The transition in Cincinnati from a local program to a federally operated administration was more easily accomplished than in most other cities. Projects had been planned and procedures established which made the task of the Civil Works Administration in Hamilton County less the nightmare it became in some other urban areas.

Finally, even though confronted with relatively less urgent conditions and in contrast to the national indecision, government officials, management and labor leaders seemed to realize the necessity for long range planning much earlier in the depression and took steps to do something about it. Early in 1929 Cincinnati already had a Committee on Stabilizing Employment and Handling Unemployment appointed by the city manager.

The Committee on Stabilizing Employment and Handling Unemployment was the forerunner of the Cincinnati plan which is the subject of this study and as such requires some discussion. Colonel Sherrill, then City Manager, later described it in these words:

"Cincinnati prepared to solve its unemployment problem through means to be devised by a Committee on Stabilizing Employment which believes that by intelligent study and handling, periods of unemployment can be reduced and perhaps eliminated entirely." (21)

The Citizens' Committee was recruited on a metropolitan area basis including Hamilton County, Ohio, Campbell and Kenton Counties, Kentucky. Ten sub-committees were created

(21) C. O. Sherrill - Unemployment as a Soluble Problem and a Municipal Responsibility, American City - July 1930, p. 110.

to cope with specific aspects of the problem. Coordinating the work of these sub-committees was effected through the city-county Director of Welfare, Mr. Fred K. Hoehler.

The program was then initiated through the following committee assignments:

1. Development of an effective public employment office.
2. Promoting stabilization of employment.
3. Staggering of existing employment and "make-a-job" campaign.
4. Sponsoring public works.
5. Stimulating employment data research.
6. Cooperation with state and national agencies concerned with the problems of unemployment.
7. Coordinating activities of public and private social agencies within the community as they applied to the unemployed.
8. Establishment of a municipal agency to guide transient workers.
9. Providing information to the community relative to educational and vocational training facilities.
10. Financing the program.

Although unsuccessful in its major objectives, the program sponsored by the Committee for Stabilizing Employment had some important results. First, it represented a community-wide effort and awakened realization of the severity of the crises created by depression conditions. The program also demonstrated conclusively that private efforts were no longer adequate but governmental direction and support were necessary.

The foundation for accurate data on employment and unemployment in the Cincinnati area was established through the activities of this Committee. (22)

The Committee had soon realized that little could be accomplished without adequate funds and positive cooperation from state and federal governments. This was necessary before industry and labor could be asked to participate in the plans for the alleviation of unemployment in the community.

Enthusiastic support was evident from both the state and federal authorities at the outset. Labor also indicated its interest in efforts in which it had such a vital stake. Management in the Cincinnati area except for a few conspicuous examples, has been frequently characterized as "conservative" by numerous sources. In common with American industry it was unwilling to see any organized attempt on the part of government to act except within traditional limits. It was forced grudgingly however, as a matter of self-interest, to take a "hand" in the alleviation of unemployment problems and participate in the planning to solve them.

In the chapter which follows the reasons why the Cincinnati area seemed an excellent choice as a site for developing solutions to the problems of unemployment in urban areas will be reviewed. They are undoubtedly responsible in large part for the decision of the Spelman Foundation to support the "Cincinnati Plan" financially.

(22) See footnote 4, p.18

Chapter III - How Solution to the Local Problem is Related to National Problem

For various reasons Cincinnati has not attracted new industries nor extended its sphere of commercial influence to the same extent as some of the other large cities. The area is better characterized by the rather slow expansion of a variety of consumption goods' industries and essential commercial institutions than by the development of a few new enterprises which are subject to violent fluctuations with changes in the prevalent economic conditions. It has had relatively more business based on staple necessities, which have maintained much the same pace in good years as in bad. With this economic background Cincinnati has tended to draw migrants rather evenly from year to year in comparison with other metropolitan areas. (1)

The salient advantages possessed by the Cincinnati area, however, stem from its advantageous geographical position, (2) transportation, shipping, and distribution facilities. Based on its past record and experience, manufacturing in Cincinnati has consisted mainly of finished products. (3) All of these factors have contrived to increase its interdependence with

- (1) Committee for Economic Development - Industrial Possibilities in Metropolitan Cincinnati, Cincinnati, 1945, p.61 X
- (2) 40% of the population of the United States is contained within a 350 mile radius of the Cincinnati area.
- (3) Chemicals, clothing, containers, packaged food, jewelry, machine tools, metal products, printing.

the national economy. It has escaped sharp dips in the local economy as already indicated, only because of its diversity of industry, natural advantages and slow but steady growth. The typical case of the urban unemployment situation found here.

Although not subject to the violent fluctuations of other cities, Cincinnati has nevertheless been affected by all the basic causes of unemployment and suffered from its effects. Local industry has felt the impact of technological change to the same degree as industry in general. Long a center of machine tool production, "tooling-up" for increased mechanization, has found ready acceptance in Cincinnati. Rapid technological change has created some additional employment in this industry, involving many highly specialized skills.

Of the 7300 estimated replacements required by the machine tool industry for the ten year period between 1935 and 1945, the Regional Department's 1935 census found that about half would involve the skilled classifications. (4)

Over 30% of Cincinnati's workers are engaged in seasonal pursuits. Chief among these are its clothing and machine tool artisans. Even in so-called normal times, employment seldom exceeds six to eight months during the year in these trades. Retail trade and the automotive industry employing many thousands have their usual busy and slack periods.

There has been the typical move of certain plants to smaller nearby town and also towards southern location. Once

(4) Regional Department Census - 1935, See Appendix I, Table XI, p. 186

the center of the shoe industry in the middle west, Cincinnati has lost its former pre-eminence in this field. A concerted movement of such plants to other localities have left stranded here a large number of semi-skilled shoe workers who have not been absorbed into other industries at similar skill levels. The same situation applies although to a lesser extent in the local clothing trades.

Separated from northern Kentucky only by the Ohio River and also less than thirty miles from southeastern Indiana, Cincinnati has been readily accessible to potential workers from these areas. This has been paradoxically enough a source of both strength and weakness for the city's labor supply.

For the most part workers from these rural areas have been unskilled and untrained, qualified only for the simplest of factory operations. The usual exploitation has occurred in many instances. (5) The influx of such workers from rural areas of Kentucky and Indiana has taxed both the welfare and vocational training facilities of the city.

As long as "normal" conditions prevailed little consideration was given to the ultimate effect this additional supply of unskilled workers would have on the economic life of the city. With the coming of depression, unskilled workers who had been recruited wastefully and indiscriminately were among the first to feel its effects. The failure to deal with this situation when it first arose, resulted in a greatly accelerated relief load.

(5) See pp. 64-65

Many of Cincinnati's diversified products found their way into inter-state and foreign trade. Local industry, therefore, was bound to be immediately affected by economic conditions elsewhere. The metal trades' plants were perhaps the best examples of a depression hit industry in Cincinnati. Many other local industries found themselves in similar straits but shut-downs were more gradual. Less spectacular than in boom industries' towns, Cincinnati, nevertheless suffered from the same ailment - unemployment.

Cincinnati as a Metropolitan Community

Urban communities frequently cut across state lines in the area they serve. Cincinnati, as has been pointed out is a typical example of such a situation. The metropolitan area as defined by the United States census, comprises several counties, Hamilton and Clermont in Ohio, Kenton and Campbell in Kentucky and a small corner of southeastern Indiana.

Economically one unit, politically there are many governmental jurisdictions. They range from that of the city of Cincinnati to the smallest unincorporated area. Township officials and city councilmen are legion.

The barely adequate training facilities of Cincinnati were entirely lacking in the smaller, independent political subdivisions in the area. The "work home" of a majority of the area's workers was to be found within the limits or closely adjacent to Cincinnati's boundaries.

In spite of the sums expended on education, industry found that many youths had never received the guidance and training necessary for industry's needs. No solution of this situation was possible without first, organization, and second, the removal of legal obstacles preventing financial cooperation of all the local governing bodies. Recruiting labor was, therefore, further complicated because of the chaotic state of training facilities or the complete lack of them.

Local government officials become interested in proposals to alleviate unemployment

In 1925, Cincinnati had experienced a drastic change in its local governmental structure. This had come about because of the active participation and interest which had been aroused and stimulated by a small group of "fighting liberals." (6) This level of interest increased rather than lessened in the ensuing years, with a larger group participating each year.

It was no accident then, that some concern was shown for problems in the economic sphere which confronted the community. Urged by several leading citizens in the community (7) Colonel Sherrill, then city manager, had appointed a Citizen's

(6) Taft, Chas P. - City Management - Cincinnati - Cincinnati, O. 1933 - See Ch. 4-6

(7) Mr. Henry Bentley, Attorney; C. M. Bookman, Director of the Community Chest; William Schroeder, President of the Board of Education, Fred K. Hoehler, Director Public Welfare Department; S. Gale Lowrie, Head of Political Science Department, University of Cincinnati; Francis Bird, Head, Department of Commerce, University of Cincinnati and others.

Committee to study the various phases of unemployment during January of 1929. (8) In a general way, the council of the city of Cincinnati, the largest governing body in the area, approved the initial steps taken by the city manager. Appropriations were increased for the City's share in the enlargement of the local State-City Employment office. (9) Funds for an annual employment census in conjunction with a count of all children of school age, (discussed on page 18), were also voted.

The Cincinnati School Board and the Hamilton County Board of Commissioners displayed interest in the efforts of Cincinnati to marshal public opinion towards acting on the problems created by increasing unemployment. However, other than cooperating on the unemployment census, neither one agreed to contribute financially toward a unified plan of action. Individual members of the School Board and County Commission did become members of the Citizens' Committee and aided the city manager in making the community conscious of the increasing importance of this problem.

Cooperative leaders in Industry and Labor

Although few industrial leaders sponsored these efforts individually the Chamber of Commerce subsequently promised support to the city manager. Adopting a policy of watchful waiting, the Chamber did not subscribe officially to any par-

(8) For a fuller discussion of this Committee, see pp.29-31

(9) \$4,000.00 in 1929 to \$10,000.00 in 1930

ticular plan of action. It was useful mainly as an agency through which to reach industry in the area.

Several of the larger industrial organizations realized the necessity for such planning as conditions worsened. Seeking a more adequate control over employment peaks and slack periods, these plants assigned personnel to work with the city manager. The example of the Procter and Gamble Company has already been mentioned. (10)

Union officials were also receptive to the work of the city manager's Citizens' Committee, several having been named to assist in its work. Primarily, these efforts were of a fact-finding nature, hence there was immediate acquiescence by large sections of both industry and labor, to the requests for cooperation with the Committee.

Interest of Private Agencies and the General Public

Of all the organizations in the community interested in the effects of unemployment, none was more vitally concerned than the Community Chest. Organized to act for the private welfare agencies of the community in the solicitation of funds to do research in common problems and to serve as a central "clearing house," inevitably it found itself forced to lead the way in the formation of policy with reference to the paramount problem - unemployment. Mr. C. M. Bookman, Director, and other executive members of that organization

(10) Among others were the Lunkenheimer Company, the Merrell Pharmaceutical Company, Ferro Concrete Company.

soon came to the conclusion that the private agencies could no longer cope successfully with the dislocation created by prolonged unemployment. Immediate cooperation was assured all agencies, both public and private, with a sound approach towards the development of effective measures. Individual activity on the part of several leading citizens had been instrumental in the creation of the Committee appointed by Colonel Sherrill to study the city's facilities for aiding unemployed workers. Closely in touch with the Committee's efforts, these men felt that in spite of the ambitious scope of the original plan of action, few direct benefits had resulted after the first year. "Conditioning" the community for the acceptance of a more comprehensive program had however been accomplished as previously indicated.

At this point, the Committee appointed by Colonel Sherrill, instructed Mr. Fred Hoehler, city-county welfare director at that time, to seek assistance from the Spelman Foundation which was engaged in a somewhat similar experiment in Rochester, New York. Mr. Guy Moffat, director of the Foundation, expressed interest in Cincinnati's efforts, but indicated that insufficient time had been given to planning a program. He also advised postponing the initiation of such activities as the Committee contemplated until conditions were more nearly normal.

In correspondence with Mr. Hoehler, the director of the Spelman Foundation had stated:

"Valuable as machinery might be which would produce results in the present depression, it is questionable whether such a period of depression is the best time for discovering what kind of machinery is needed and actually undertaking to build it. Perhaps when conditions are more nearly normal, sounder judgments might be arrived at and the opportunity would be afforded for testing out under more favorable conditions weaknesses of the devices fashioned before subjecting them to the stress of abnormal loads. Moreover, it is easy to fall into the error of expecting too much from programs of this kind and the wider margin between expectation and accomplishment which could be looked for under present conditions might unfavorably affect the whole future of the project. Then, too, there are pending certain developments the outcome of which would clarify the situation and make it possible to approach the whole subject with less uncertainty....." (11)

By "certain developments", Mr. Moffat had in mind more direct federal aid and participation in local unemployment matters. The Committee nevertheless continued to explore all sources of possible support for its work not only from local, public and private organizations, but from State and Federal governments as well.

Interest of State and Federal Agencies

With this in mind, proposals made to Governor White of Ohio, resulted in the Director of the Department of Industrial Relations being directed to see how effectively state agencies could cooperate. The State was already involved in the joint operation of the State-City employment office located in Cincinnati. Additional assistance of personnel and money was sought.

(11) Dated May 22, 1930

The United States Employment Service was practically non-existent having been allowed to disappear by 1920 shortly after World War I. Federal aid from this source was not to be forthcoming until early in 1933, when the National Re-employment Service was set up as an emergency agency to assist the states and cities in placing workers on work projects. (12)

By this time, Mr. C. A. Dykstra, who had become city manager in 1931, and several others had developed a plan of coordination of governmental services in Hamilton County. (13) The problem of integrating governmental activities, establishing proper machinery for coordination of activities, maintaining cooperation between all units of government and liaison between similar functions carried on under both public and private auspices is both difficult and complex.

The "coordinating" group which had met informally since 1931, had no fixed purposes beyond discussion, investigation and the general improvement of government in the Cincinnati area. As the major problem confronting the area, it was decided to relate the employment program to be undertaken, to this approach towards governmental unity of action.

In order to secure active participation on the part of the Spelman Foundation, and to comply with its requirements,

(12) Kellogg, Ruth M. * The United States Employment Service, Chicago 1933, p. 10

(13) Bureau of Governmental Research - Origin and Development of the Committee on Coordination and Cooperation-Cincinnati, Ohio, 1940

thereby enabling the Foundation to devote money to the experiment, this informal group was officially recognized in resolutions by the three governmental units early in 1932. Represented on this body, now known officially as the Committee on Cooperation and Coordination, were: the City Manager, the President of the Board of County Commissioners and the President of the Board of Education. Although extra-legal in nature, the Committee on Coordination was approached by the Spelman Foundation as the logical sponsor and guardian of its funds to be used locally for governmental research purposes.

Fully aware that the community employment problems brought on by the depression would require a longtime program to alleviate, this committee welcomed Mr. Moffat's proposal that the Spelman Foundation collaborate financially with the local governmental units in proposing and administering a plan of action for community cooperation in dealing with unemployment. (14)

- (14) The Director of the Spelman Foundation had visited Cincinnati several times during 1930-31. He had discussed with several individuals the possibilities of developing a sound employment plan for Cincinnati. Among the men interviewed informally were: Henry Bentley, Fred Hoehler, S. Gale Lowrie, Colonel C. O. Sherrill, C. A. Dykstra and others.

The Committee on Coordination and Cooperation then directed the Cincinnati Bureau of Governmental Research (15) whose director, J. Calvin Skinner, was its executive secretary, to make a preliminary study in May of 1932. After an exhaustive survey of the community's economic and social resources in which the writer participated, the Bureau's plan was submitted to the members of the Citizen's Committee and the director of the Spelman Foundation. It proposed the establishment of a Regional Department of Economic Security.

- (15) The Cincinnati Bureau of Governmental Research was organized in 1926 as a privately supported agency for the purpose of maintaining a service of independent fact-finding and suggestions to the public officials, civic association, committees of officials and citizens of Cincinnati and Hamilton County.

Chapter IV - Establishment of Coordinating Mechanisms

In an appraisal of the Cincinnati program made in 1937, Donald G. Stone, then director of the Public Administration Service, characterized the initial plan "fascinating reading, prophetic in nature." He further indicated, "the fact that the local units of Government in the Cincinnati metropolitan area were willing to join together in the promotion of a single agency is of itself significant in the annals of local government." (1)

The original plan for the Regional Department of Economic Security prepared by the Cincinnati Bureau of Governmental Research contemplated a number of separate but related divisions or bureaus. (2) Its announced goal was stated as

"the setting up of administrative machinery that will do all the examining, recruiting, and placing of employables and, in cooperation with existing public and private agencies, will coordinate efforts of these agencies to produce proper industrial working conditions; rehabilitation programs; and aid community planning that will take care of present citizens by the proper selection of new industries with definite consideration of community needs." (3)

Committees Established

General control of the Regional Department of Economic Security created in 1933, was vested in an Executive Committee assisted by a number of advisory committees. From the

- (1) D. C. Stone - An Appraisal of the Regional Department of Economic Security. The Committee on Coordination and Cooperation - Cincinnati, Ohio, May, 1937-22 pp. Mimeo.
- (2) Cincinnati Bureau of Governmental Research - A Project Organizing a Regional Department of Economic Security Sept. 1933, 19 pp. Mimeo.
- (3) Opus cited p. 1

outset, Mr. J. Calvin Skinner, director of the Cincinnati Bureau of Governmental Research served as executive secretary of the Executive Committee. Its membership was comprised of the city manager of Cincinnati, president of the Board of County Commissioners, and the president of the Board of Education. (4) The Executive Committee's functions included:

1. Determination of the general objectives of the Department.
2. Determination of major policies
3. Determination of the organization structure and the selection of the major executives
4. Responsibility for the proper execution of the objectives (5)

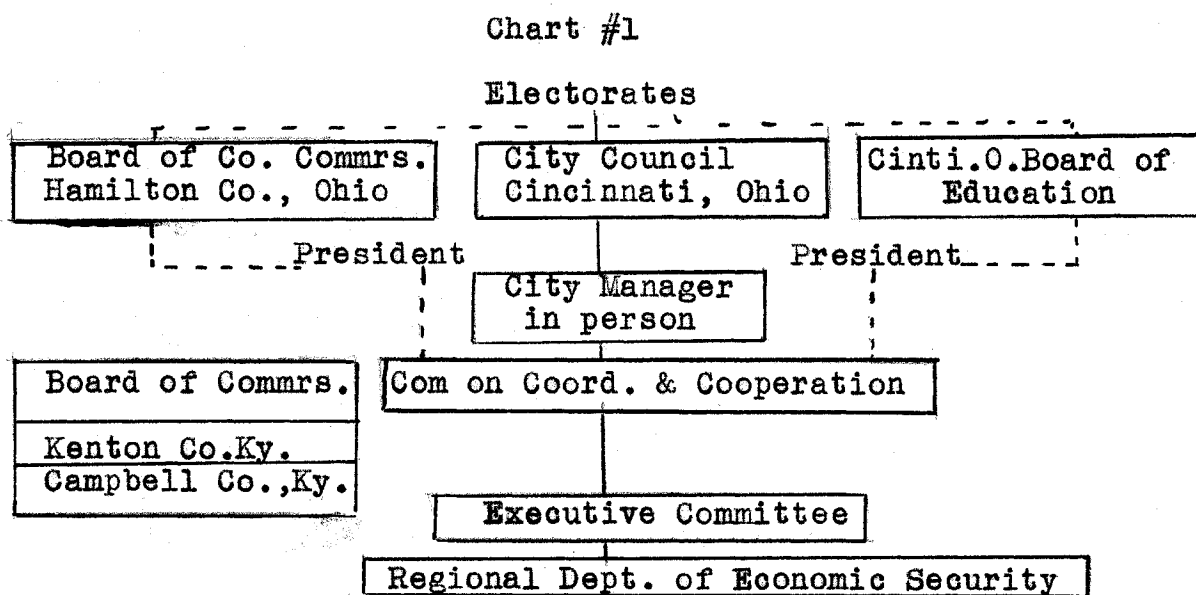
The Executive Committee immediately appointed advisory committees representing management, labor and the public. It also set up a technical advisory committee consisting of specialists in personnel management and industrial relations.(6) Coordination of Governmental Services in the Metropolitan Area.

Moved by necessity, the Executive Committee canvassed and appraised facilities available in the community which could be brought together for the purpose of making a concerted and comprehensive attack on the local employment problem. Before these facilities could be utilized on a systematic basis for the entire area, events moved so rapidly on the national

- (4) Identical with the membership of the Committee on Coordination and Cooperation.
- (5) A Project---Opus cited p.2
- (6) See discussion on Advisory Councils - Chapter VII pp.104-108

scale that the program came to involve a cooperative arrangement between the federal, state and local governmental jurisdictions.

This was partially accomplished through the device of the Committee on Coordination and Cooperation for Hamilton County, established in 1931 which has already been mentioned.(7) The operating relationships of the Committee are indicated in the following chart: (8)



The operating relationships thus established contemplated joint planning, fuller understanding of specific operating restrictions of each unit, more economical use of funds, and closer cooperation with state and federal agencies, in order

(7) See Ch. III pp. 41-43

(8) Report to Spelman Foundation - Cincinnati Bureau of Governmental Research - September 1940 - p.3.

to provide improved services to the public. Public funds were provided by each of the coordinating units for the operating estimates included in the original prospectus.(9) These public moneys were in no case paid over to the Committee directly. Actual cash was not pooled. The plans for action were pooled, and the several governments then paid the salaries, rents and other costs assigned to each. The only source of funds disbursed directly by the Committee through its director was the Spelman Foundation's contributions. Personnel was made available by the appropriate federal, state and local agencies in accordance with already existing commitments, plus additions agreed upon in the deliberations of the Committee on Coordination and Cooperation.

Resources of Private Organizations made Available.

The Spelman Foundation of New York, because of its interest in this field, had already participated in similar projects, although on a more limited basis, in Rochester, New York, and Minneapolis, Minnesota. Although previous efforts on the part of local governmental and civic leaders had not been successful, at this juncture, this philanthropic agency agreed to support the efforts of the community to stabilize employment. The Foundation agreed to provide salary aids which were not available from the governmental agencies, both in the form of supplemental allowances to officials and in total payment to other key personnel.

(9) Opus cited - p. 19, also see Table I - Appendix I.

Basis for such support was to depend on approval of the plans which were formulated and approved by the Committee on Coordination.

The resources of local private agencies which were to be utilized consisted primarily of assistance through the use of their facilities , personnel available and data. Thus in the placement program, for example, the cooperating agencies included the Young Men's Christian Association, the Young Women's Christian Association, University of Cincinnati, Chamber of Commerce, labor unions and personnel units of industrial plants.

The rehabilitation and placement of the maladjusted and physically handicapped involved integration of agency data in individual cases to avoid duplication, subsistence support to permit rehabilitation, placement and follow-up. All agencies in the area involved in these functions entered into formal relationships, indicating to each other the availability of special resources. (10)

In the field of industrial services, similar arrangements were attempted with management, labor organizations and technical institutions. Data were desired on guaranteed wage programs, better personnel methods, and management-labor relationships, in order to provide assistance to industry in the area; and these were provided and pooled.

The research agencies in the community were in agreement on the necessity for pooling resources and avoiding duplication of effort in programming employment stabilization efforts.

- (10) Accomplished by setting up a central index of case records to facilitate the referral of cases, avoidance of duplication and comprehensiveness of data.

The stage was now set for the plan of action.

Plan for Action

The activities of the Regional Department of Economic Security, or Cincinnati Employment Center, as it came to be called (11) were directed by the Executive Committee through an executive director who acted as its operating head. The Department was divided into six major divisions, utilizing in some instances the facilities of already operating agencies as incorporated into the over-all organization. (12)

The existing public employment office, for example, served as the nucleus for the central placement services. Similarly, governmental work relief and rehabilitation units also provided a foundation for expansion in these fields.

To facilitate action and the most effective use of all resources, both public and private, the plan of action contemplated the maximum use of all existing facilities wherever possible rather than the creation of new agencies. The Regional Department of Economic Security considered itself a coordinating agency and not a super structure imposed on the other levels of local government.

Financing (13)

As voluntary participation was the keynote of the Cincinnati experiment, the cost of the aid and assistance pro-

- (11) Regional Department of Economic Security- Cincinnati's Four Point Employment Program - September 1, 1937
15 pp. Cincinnati, Ohio. page 2.
- (12) Full discussion of organization in Chapter V.
- (13) See Table #1, Appendix I.

vided by the participating agencies depended on several sets of factors. The city of Cincinnati and the state of Ohio paid rent for the premises housing the central placement agency, as well as the salaries of a small number of personnel.

The Federal government, coordinating its work relief activities with the local community, allocated additional funds for personnel, equipment and supplies over and above the sums necessary to carry on the federal share of the ordinary work relief program.

The Spelman Foundation, as already indicated, agreed to furnish salaries for key executives and technical personnel for whom inadequate provision could be made from governmental funds.

Expenditures of each of the participating agencies from 1934 to 1939 are indicated in the table which follows:

Table I (14)

	1934	1935	1936	1937	1938	Totals
Cincinnati	\$1,000	15,000	22,000	23,500	25,000	\$86,500
Hamilton County	-	-	-	8,500	6,500	15,000
State of Ohio	2,500	10,000	5,000	5,100	5,200	27,800
*Federal Government						
Labor	3,000	32,000	41,000	40,000	43,000	159,000
F.E.R.A.	13,000	100,000	-	-	-	113,000
W.P.A.		200,000	103,000	24,000	50,000	377,000
N.R.S.		85,000	95,000	95,000	25,000	300,000
Spelman Foundation	35,000	65,000	62,000	28,000	18,000	208,000
Community Chest				2,000	6,000	8,000
Totals	54,500	507,000	328,000	226,100	178,700	1294,300

* Labor - Department of Labor

F.E.R.A. - Federal Emergency Relief Administration

W.P.A. - Works Progress Administration

N.R.S. - National Reemployment Service

(14) Also see Table I, Appendix I, p.176 for more comprehensive breakdown.

It will be understood, therefore, that planning difficulties resulting from the varied sources of funds and their differing legal requirements were unavoidable. There were also the problems associated with employment on a joint project of personnel paid according to the varying salary schedules of the several different governmental units. The cash resources available from the Spelman Foundation were used, in part, as a supplemental aid to employees whose regular pay was out of line.

Establishment of the Regional Department of Economic Security

Its objectives having been crystallized, community resources surveyed, cooperation of responsible public and private agencies assured, and means of coordination determined, the stage was set for the actual establishment of the Regional Department of Economic Security. This occurred in September 1934 with Colonel Henry M. Waite named as Executive Director. (15) Illness prevented his active leadership during many of the months that followed, and in his absence Mr. Skinner, as executive secretary of the Executive Committee, frequently assumed charge of the program.

- (15) Thus full formal organization of the Department did not occur until after the peak of the depression period was past. The work was carried forward in somewhat more normal conditions than those of 1932-33, as specifically requested by Mr. Guy Moffat, Director of the Spelman Foundation, as quoted in Chapter III, above.

Chapter V - Structural Framework for Administration

This chapter presents an extension of the discussion of structural framework of the organization. The problem of operating procedures will be considered in the chapter which follows.

The formal sub-structure of the Regional Department of Economic Security consisted of a series of bureaus, six in number, each specialized in its functions so that the many aspects of employment problems could be studied, and dealt with in a practical way. These bureaus were established subsequent to June, 1934, and included: the Employment Bureau, Research Bureau, Rehabilitation and Retraining, Industrial Services, Community Planning, and Work Relief.

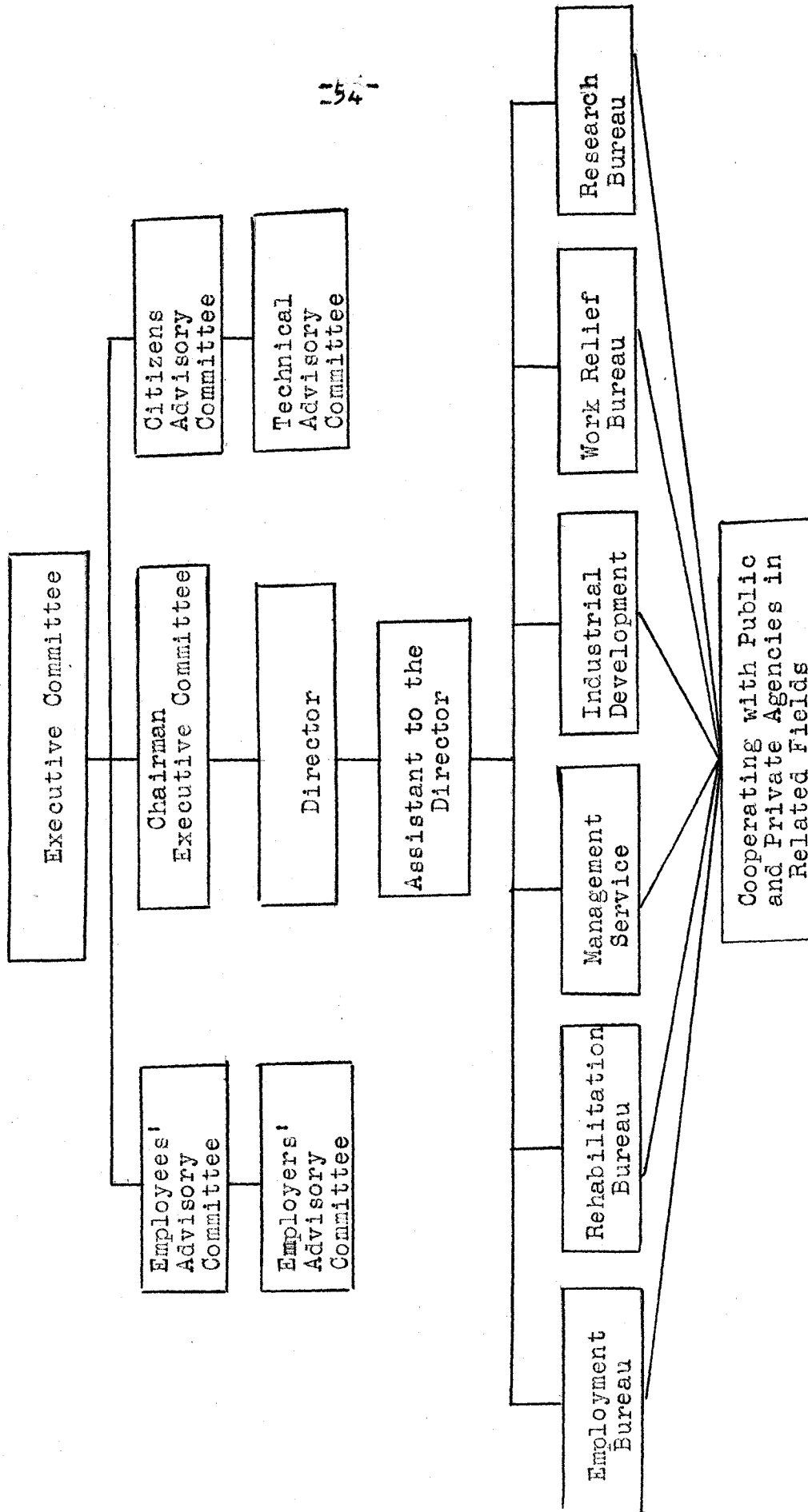
The Organization of the Regional Department

The organization chart of the Regional Department is presented on the following page. It indicates the lines of authority and the relationship of advisory committees to the Executive Committee and other officials of the Regional Department. The chairman of the Executive Committee was given the responsibility for the general direction of the activities of the Department, including all questions of policy, organization and personnel.

Selected by the Executive Committee, the executive director was designated as the operating head of the Regional Department and its Employment Bureau, responsible for the proper execution of all programs. An administrative

CHART NO. II

ORGANIZATION CHART - REGIONAL DEPARTMENT OF ECONOMIC SECURITY



officer was assigned to the director to assist with office planning, housekeeping services, personnel matters, and public relations activities.

For each of the five other major divisions, a bureau chief was designated as the operating head. These administrative officers constituted the key group for carrying out departmental programs and for the immediate supervision of the personnel, equipment, and operations of their respective Bureaus. The major objectives, functions and programs of each of these bureaus will be developed below.

Personnel allocated to the Regional Department consisted of 95 persons at the time of its inception in September, 1934. The City of Cincinnati supplied four, the Federal government, eighty-three (28 from National Re-employment Service, 55 from Federal Emergency Relief Administration), and the Spelman Foundation, eight.(1)

Early in 1935, Cincinnati increased its personnel contribution to six. The State of Ohio gave a special civil service examination and provided a total of 27 persons for the Department. The Federal government also increased its personnel quota to 100 persons. The combined effect was to add 46 employees to the project, making a total of 141.

(1) Regional Department records - See Table 1 - Appendix I p. 176

The Executive Committee selected outstanding administrators for the new agency, including Col. H. M. Waite as director, Stanley Mathewson as assistant director in charge of the Employment Bureau after Col. Waite relinquished personal direction, and chiefs for the Industrial Services, Rehabilitation, Research, and Work Relief Bureaus. Mr. J. E. B. Stuart, Assistant Director of the Community Chest, acted as ex-officio chief of the Community Services Bureau. Personnel was allocated to each of the bureaus by the Executive Committee, in accordance with the needs of their several programs. This will be discussed briefly in Chapter VI.

The functions and programs of the six Bureaus will be best understood in the light of a more detailed description of each, which follows.

The Employment Bureau

The first bureau to be organized was the Employment Bureau. It had as its major purpose the creation of a centralized placement and recruiting agency in which the needs of both the worker and the employer would be met, and to this end, it quickly established the Employment Center. The Employment Bureau absorbed the staff and records of the public employment service office which had been operating in the Cincinnati area since 1890 but moved the location to more adequate quarters. It was recognized that the new Employment Center should enlarge its functions beyond those

of simple registration and placement, to include occupational guidance, individual counseling, collection and analysis of employment data, and community planning, each of which is involved in the transformation of a poorly equipped worker from a community liability into a community asset.

The Employment Bureau was in itself a major experiment, from the point of view of both method and procedure. There had never been, in this country, a single organized channel in any large city through which workers found jobs. The unguided "job-hunting" which resulted was a laborious, hit-or-miss process, attended by repeated rebuffs and discouragements. The old public employment office serving the Cincinnati area was much like its counterparts in other cities in organization and services provided. (2) The Regional Department through its Employment Bureau created a central source where all who came might receive intelligent occupational direction. From the time an individual left school until he found a job, or was trained in the line of his aptitudes and interests to fill vacant or possible future jobs, this assistance remained open to him. All other workers, employed or unemployed, could use the same services.

The Employment Center established by the Regional Department was to become the primary market place for the

- (2) Frances R. Whitney - Employment Agencies in Cincinnati
Consumers League - Cincinnati, Dec. 1928 28 pp.

employer, where he might obtain workers trained for his particular specifications, and where he could find the young people of the community capable of being trained to meet his particular requirements. This central labor exchange was therefore of vital importance to management, to the workers, and therefore to the community at large.

The Research Bureau

Many persons who came to the Center poorly equipped have been made available for future employment through re-training and adjustment. To retrain with maximum advantage, however, requires a knowledge of the opportunities existing in the community. To gather these facts and to relate them to community life was one of the main tasks of the Research Bureau in the Regional Department. This involved the collection and interpretation of data concerning:

1. The kind of jobs available in the community.
2. The normal expectancy of such jobs to continue.
3. The prospects for the existing industries to continue their operations.
4. The employment trends in the industries of the city. (3)

In short, it was necessary to have available the basic facts concerning the economic life of the community, if the tasks of the Regional Department were to be properly understood.

- (3) L. A. Thompson, - Cincinnati's Approach to Unemployment
Regional Department of Economic Security. Cin'ti-1935
15 pp.

The program of the Research Bureau contemplated two major activities. One dealt with individual research, and the other with community research. The problems to be studied under "individual" research were concerned with methods and techniques which made for the more effective adjustment of the individual to his job. Community research was conceived as analyzing the employment trends and opportunities of the community.

As the work of registering and classifying large numbers of unemployed workers progressed, it had become increasingly apparent that merely registering people would not find them work. Of primary importance was a knowledge of where the jobs in the community might be, how many of each kind were available, and the length of time these jobs might be expected to last during the calendar year. Securing this information was conceived as the major task of the Research Bureau of the Regional Department. Although no actual plan of action was drawn up at the outset, two statisticians were assigned to the collection of pertinent data in January, 1935. Subsequently, the Regional Department undertook, in cooperation with the Federal Emergency Relief Administration and later, the Works Progress Administration, to plan for a comprehensive census of Hamilton County to determine the relative chances of continued employment as between various industrial classes and occupational groups during the depression which had just begun to lift.

In view of the elaborate testing program planned for the Employment Center, Donald G. Patterson, Director of the testing program for the Minnesota Stabilization Committee (4) was persuaded to act as consultant to the Regional Department during the months of July and August 1935. Not until August 15, 1935, was a permanent head for the Bureau selected in the person of Dr. Lorin A. Thompson, formerly head of the Psychology Department at Ohio Wesleyan University. Dr. Thompson had been with the Regional Department since its inception, as Chief Examiner for the testing division of the Employment Bureau. Funds supporting the work of the Research Bureau were supplied from the Spelman Foundation grant to the Regional Department.

Two research assistants were designated to aid Dr. Thompson in adapting standardized tests of performance and aptitudes for the use of the Employment Bureau, meeting the need for "individual" research. With this in progress, a statistician was selected to supervise the details of the county-wide employment census, thus covering the "community" research aspect.

- (4) The Minnesota Study on Unemployment consisted of three separate but coordinated surveys, each in 3 cities - Minneapolis, St. Paul, Duluth. The studies of two year duration, were financed by both local funds and Foundation grants:
1. The extent, cause and future of unemployment -
The Rockefeller Foundation
 2. The diagnosis and retraining of the unemployed -
The Carnegie Foundation
 3. The development of the public employment officer -
The Spelman Foundation

University of Minnesota - Stabilization Bureau Studies
#3, 1935 p. 2

The Rehabilitation and Retraining Bureau

The Rehabilitation and Retraining Bureau was responsible for planning the economic rehabilitation of maladjusted, handicapped and other workers not considered permanently unemployable. It made advice available to all who desired information necessitating a complete change in vocation. It had as its major objectives:

1. to classify and maintain contact with all vocational rehabilitation agencies in the area
2. to draw conclusions about persons referred to the Bureau as to training and educational possibilities in relation to the needs of the community
3. to plan programs for the re-education of various classes of marginal workers, according to the diagnosis of the Employment Bureau
4. to diagnose and follow-up the adjustment of especially difficult cases, on an individual basis
5. to coordinate the work of social agencies of the community with the Regional Department (5)

The physically handicapped and the vocationally maladjusted present a challenge to any community. Experiments conducted at the Minneapolis Employment Stabilization Bureau in 1932-34 found that, "in individual cases, solutions are possible depending in part upon the extent to which community resources are focused upon such problems, and in part upon the skillful use of available diagnostic techniques".(6)

- (5) Regional Department of Economic Security - The Cincinnati Employment Center (bulletin, 1936) 30 pp. mimeo. p. 8
- (6) D. G. Patterson and J. G. Darby: Men, Women and Jobs, (Univ. of Minn., press - Minneapolis, 1936) p. 49

Accordingly, the Rehabilitation Bureau was set up to "plan for the re-education, rehabilitation and training of maladjusted, handicapped and other applicants temporarily unemployable or desiring information necessitating a complete change in vocations." (7)

The Bureau could not, of course, provide actual re-training, relief or other direct assistance. It was created to act as an advisory service, to help the individual find in the community the resources for meeting the problem which hindered his placement.

Although two counselors were assigned to this phase of the Regional Department's activities in 1935, it was not until March 1, 1936 that the Bureau was set up as an independent unit. Miss Ethel Wooden, in charge of vocational counseling in the Pontiac, Michigan, Public Schools, was selected to take charge of this program.

Several additional interviewers were assigned subsequently to the Rehabilitation Bureau for training in "selective" placement techniques, which involved a careful analysis of the worker's potentialities and physical impairments as related to job requirements.

As the initial screening unit, the Employment Bureau was provided with the criteria for the selection of those workers in need of special adjustment services. Its inter-

(7) Prospectus, opus cited, p. 8

viewers were trained to recognize such placement problems, which required the selective placement techniques or re-training recommendations of the Rehabilitation Bureau.

The types of persons involved were:

1. those who had lost their morale
2. those who had been displaced from their regular occupations and needed retraining or encouragement toward future self development
3. those who had found difficulty in finding employment because of age
4. those who because of physical handicaps required selective placement, occupational readjustment or retraining.

The Industrial Services Bureau

Stabilization of employment involved the promotion of the idea that industry should plan to meet this and other problems on a concerted scale for the well being both of industry itself, and of the community. This was to be accomplished through an Industrial Services Bureau. This Bureau was chiefly responsible for the presentation to industry of relevant employment data, for recommendation to business organizations of better techniques in personnel selection and retention, and techniques for increasing production efficiency. It was also geared to cooperate with community agencies in relating new industrial development to the economic problems and needs of the region. (8) Great importance was attached to this phase of the program. Its approach was unique for the period covered by this study.

(8) The work of this Bureau is developed in Chapter VI. pp.88-90

Regularizing employment is in part a program of production and marketing strategy intended to achieve management economies in the individual plant. From the community standpoint, it is a matter of balancing seasonal peaks of different industries against each other in order to find year round employment for seasonal workers. (9) This result may be promoted by community effort to develop complementary industries and equipment. The peculiarities of the seasonal patterns of existing enterprise in any city affect the desirability of the city as a location for other seasonal activities of a complementary nature. The regularizing which results from recognition of this fact is a matter of developing a well-trained versatile and mobile labor force, which may be kept busy and meet all the peak demands of various seasonal industries with a minimum reserve of floating labor.

In the period between 1925 and 1930, employers in the Cincinnati area had advertised extensively for workers in the rural sections of Kentucky, Tennessee and southern Indiana. This practice had been continued even during the early depression years (1930-1931) by several large local concerns. (10)

- (9) Sam Arnold - Planned Dovetailing of Seasonal Employment
Ohio State University - Research Monograph #35 - Feb. 1944
See Chapter I, pp. 1-9
- (10) Cincinnati Post Editorials- December 17, 1932 - Transient
Bureau records - City of Cincinnati, 1930-32.

Greatly accelerated rates of turnover had resulted from this method of temporary exploitation. Large numbers of these persons acquired settlement status and have been on the relief rolls chronically for many years. (11)

The Industrial Services Bureau placed its major emphasis on developing techniques for the effective utilization of available labor supply and its integration with the local economy. As a second objective, the program stressed the importance of new and increased opportunities for Cincinnati workers and the participation of this Bureau in such efforts. The program was inaugurated formally on March 1, 1935, with the selection of O. W. L. Coffin, formerly secretary to the Cleveland Real Estate Board, as chief of the bureau. The writer was assigned to this bureau, together with five interviewers from the Employment Bureau to secure data on employment opportunities in the area. A research assistant was also supplied by the Research Bureau to maintain liaison with the Chamber of Commerce research activities relative to new industry location in the area.

The Community Planning Bureau

The correlation and interpretation of the material secured by the several bureaus of the Department so that the problems facing the community could be outlined and plans for their

(11) Annual Reports, 1930-38, Welfare Department, Hamilton County, Ohio.

solution formulated, was made the responsibility of the Community Planning Bureau. Its functions included:

1. defining and outlining the field of activities for the various bureaus of the Department
2. supervising the collection of the basic data pertaining to the economic life of the city
3. development of basic patterns which could be followed by other communities
4. suggestions to the proper authorities for salutary social legislation.

The Community Planning Bureau had as its consultant Mr. L. Sego of the National Resources Committee and the Ohio State Planning Board. A Committee on Community Planning, (12) was appointed to act as an advisory group in reviewing the recommendations of the consultant for the solution of local employment problems. Mr. James E. Stuart, Assistant Director of the Community Chest was assigned to head up the work of the Community Planning Bureau in April, 1937 at the request of the Executive Committee of the Regional Department. He was also made assistant director of the Cincinnati Employment Center. Mr. Herman C. Borneman of the Hamilton County Welfare Department was brought in to act as an executive assistant. Two

- (12) Included on this Committee were: Charles P. Taft, Morris Edwards, C. M. Bookman, Edward D. Roberts, Otto Zoeklein, George A. Segler, Nathaniel Whitney, Henry D. Loring, Richard S. Austin, M. D., Charles W. Merrell, John F. Lambert, L. A. Gillett and Charles O. Rose.

interviewers from the Employment Bureau, one from the Rehabilitation Bureau and an analyst from the Research Bureau were also transferred to this Bureau for its operations.

The Department's resources in the study of local conditions were utilized in an attempt to recommend solutions through the enactment of proper social legislation. In recommending such legislation, care was used to define the conditions for preserving and expanding both the economic and human resources of the community.

The work of the Community Planning Bureau developed slowly in this direction. The impact of Federal social security legislation was too recent to appraise the necessity for implementation at the local level. The views held by several members of the advisory group to the bureau reflected this 'wait and see' attitude. (13) Thus, the lack of intensity of effort, particularly in developing solutions requiring legislative enactment is understandable. Plans were developed for the more immediate purpose of expanding the economic and human resources of the community. (14)

(13) Personal interviews with: Charles P. Taft, Morris Edwards, C. M. Bookman, Henry D. Loring - April - June 1937.

(14) See discussion concerning the Four-Point Program sponsored by the Regional Department under the direction of the Community Planning Bureau in Chapter VI, pp. 94-99

The Work Relief Bureau

Planning work projects for employable workers who could not obtain private employment was contemplated as the function of a separate bureau. The Regional Department through its Work Relief Bureau sought to plan a variety of projects which would utilize idle skills and coordinate emergency public works' planning.

The purpose of this bureau was to meet emergency employment needs. Its most pressing task was to aid in preparing a program of work-relief for skilled labor and white-collar workers. Here also an advisory committee was created, composed of local governmental officials, labor and management leaders, (15) to recommend a unified program of needed work projects.

It was contemplated that as times changed the bureau would develop a long range plan for a constructive public works programs related both to the business cycle and to city and regional plans. This was its intended role in the effort to stabilize local employment. The Federal Works Progress Administration through its local director, L. A. Gillett (a member of the advisory committee for the Community Planning Bureau) had a direct interest in the immediate phases of such a program.

(15) Included on this Committee were: Henry D. Loring, Chairman; John Behle; Hubert C. Blackwell; C. M. Bookman; W. P. Calhoun; G. E. Jones; Milton Lowenstein; Leonard Minster; Mrs. Paul A. Pathe; Mrs. Frank X. Pund; Mrs. Murray Seasingood; Otto Zoecklein.

The Work Relief Bureau was headed by Mr. H. C. Borneman, who however was not given any additional staff. The broad planning responsibilities were assumed by the assistant director in charge of community planning functions, J. E. Stuart. The Bureau's major effort was confined to a "work decasualization" experiment inaugurated in the Village of Wyoming in June 1937. (16)

Summary and Perspective

The program of the Regional Department has been reviewed. It reveals attention to most if not all of the elements associated with plans for local stabilization of employment. Refinements of the techniques in use in the Cincinnati program are undoubtedly possible, (17) despite the notable achievement represented by it. The complete organization of the labor market, the full coordination of local governmental and private resources nevertheless remains to be accomplished in Cincinnati, although it has gone much further than most communities.

From observations as field representative of the United States Employment Service, the writer has been privileged to review employment programs in various parts of the country.

- (16) For a discussion of this interesting and novel attempt to "regularize part-time and odd-job employment," see Chapter VI, p.97
- (17) A report of the W. E. Upjohn Institute for Community Research - Full Employment in Your Community - Public Administration Service - Chicago 1947 - Chapter 9

In only few instances has any effective organization of the local labor market been found to exist. In such widely scattered cities as: Los Angeles, California; Kalamazoo, Michigan; and Boston, Massachusetts; surveys disclosed the lack and need for a central employment exchange to which both management, labor and governmental agencies could turn.(18)

Many programs sponsored at both national and local levels, involving vocational counseling and guidance, amelioration of unemployment and more recently, manpower mobilization failed in reaching their objectives because of the absence of coordinating mechanisms and a concerted approach of the sort under consideration in this study.

Recurring unemployment may not be too high a price to pay for industrial progress, if that price is necessary. The charge is made, however, that management has an open mind to scientific and technical change in engineering and production fields, but a closed mind on matters of unemployment, personnel relations and security for the working class. In extenuation, it must be recognized that various advances have been made in industrial planning relative to management techniques. Regularizing industrial production has served to cut down seasonal fluctuations and technological unemployment. Greater emphasis on training and supervision, and research in new methods has had great effect in providing better employment

(18) Surveys conducted by the author while employed by the United States Employment Service, 1939-1945

opportunities for the individual worker. The precise contribution of the Cincinnati experiment to these advances cannot be stated; but there is no doubt that added impetus was given to these trends.

It has remained for governmental agencies, however, to contribute largely to the orderly reduction of fluctuations in employment and the organization of the labor market for the worker. The means through which this has been accomplished are:

1. research and planning activities in the field of employment stabilization
2. government relief programs
3. planned programs of public works
4. social insurance
5. a nationwide employment exchange system with emphasis on local operation.

Everyone of these areas was involved in the work of the Regional Department.

We are concerned in this study primarily with the operation of the employment exchange system in the community. The newer developments in the United States in this sphere include:

1. the systematic preparation of occupational information, tests, and special selection techniques
2. the development of counseling and selective placement techniques
3. establishment and maintenance of effective contacts with industry
4. facilitating the mobility of labor geographically, between industries and occupationally.

The Cincinnati experiment made significant contributions to all four of these developments, many of which, indeed,

have not yet been incorporated within the programs of local public employment agencies. In the two chapters which follow, the unique contributions of the Cincinnati program relative both to the organization of the labor market and to the development and application of placement techniques will be presented.

Chapter VI - Internal Operation and Procedures

The organizational structure and operating aspects are all part of the process of administration. In Chapter V the structural framework of the Regional Department of Economic Security was presented. The intent here is to review the internal organization, functions, methods and procedures, and achievements of each of the Regional Department's bureaus. The chapter will also contain an appraisal of the central administrative office.

The Cincinnati Employment Center

In the past the public employment services of America have been ill-equipped and poorly staffed to discharge their responsibilities. Understandably, labor and management have hesitated to use such facilities unless forced to do so. The local employment office was no exception in organization, procedure or techniques. (1) The Regional Department in absorbing this agency did nothing at the outset to install new methods and techniques. The old public employment office merely became the Employment Bureau of the new organization although moved to a new location. As one of the major purposes of the new organization was to revamp the placement agency completely, this project received high priority by the executive committee.(2)

(1) Employment Agencies in Cincinnati, op. cit.

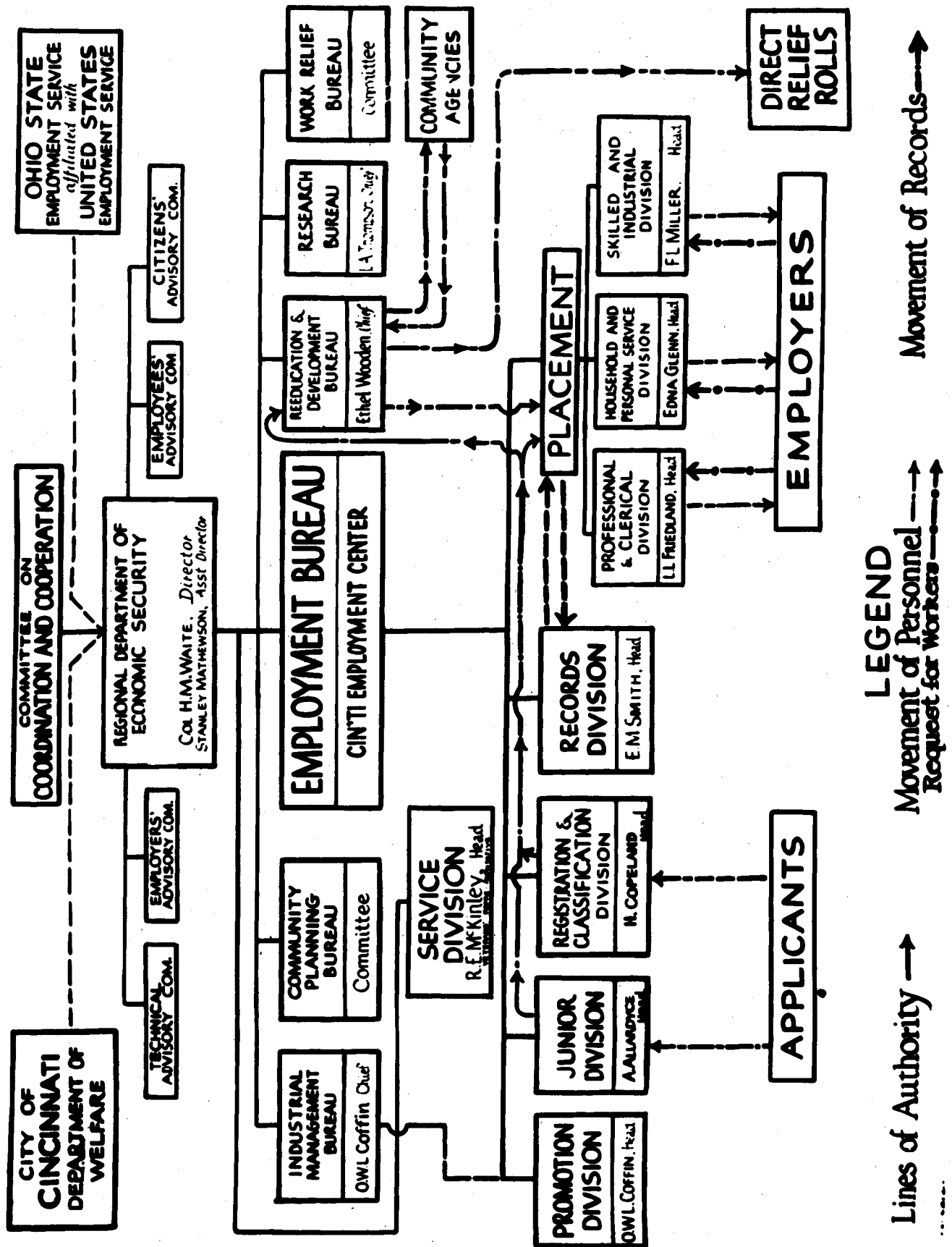
(2) The Executive committee meetings, many of which were attended by the writer, disclosed complete unanimity on the necessity for strengthening the public placement office.

A detailed study in the first several months disclosed the need for a thorough revision in organization, new and more complete applicant data, more efficient and time saving procedures in selection and referral techniques, and personnel who were both qualified and adequately trained. (3) After a searching inquiry into feasible plans of operation, it was decided to functionalize the activities of the Employment Bureau. The organization chart presented on the following page indicates the organizational breakdown and the assignment of functions. The plan used permitted thorough and careful work in each of the respective divisions, while providing the basis for the application of the Department's program.

The organization and procedures used in the Employment Bureau may be illustrated best by following the course of an applicant and his record through the Center:

John Smith registered at the Cincinnati Employment Center. A clerk secured from John the necessary facts about his age, schooling and previous employment record. The last three employers for whom John Smith worked were then sent reference letters which John was asked to sign. The signature was a release which requested the employer to speak frankly concerning John's work record. The signature protected the former employer from legal reprisals, and increased the percentage of returns far beyond the best expectations.

- (3) S. B. Mathewson, -Cincinnati's Employment Center, Cincinnati Bureau of Governmental Research, Cincinnati, Ohio May 1934 8 pp.



John was then routed to an interviewer who inquired carefully and systematically into the various tasks John performed for his former employers. His occupational interests and experiences were also discussed. If John Smith had been a white-collar worker he was asked to take a mental alertness test, and a short clerical test. In case John was a skilled tradesman, he was asked questions about his trade which were prepared by the Research Bureau for the various interviewers to use in the course of their work. This enabled the interviewer to determine roughly the extent of John's trade knowledge. If John happened to be a semi-skilled manual worker he was given some performance tests which revealed how rapidly and skillfully he coordinated his eyes, hands and brain. The results of such tests assisted the interviewer in arriving at a proper and fair appraisal of John's ability and occupational skill. At this point an effort was made to give each applicant as many occupational classifications consistent with his ability and experience. The Cincinnati Employment Center did not confine its classifications to a primary and secondary occupation but to a primary and several alternate ones.

During the course of the interview an effort was made by the interviewer to appraise the personal traits of John. At the completion of the interview the interviewer's impression of John was checked on a master list of traits. By reading these checked words and phrases the placement officer gained a lucid general description of John as a person.

At the termination of the interviewing and testing routine John was given a permanent registration card. A matter of most vital concern, however, is what happened to John Smith's record when he left the office. Just what machinery was used to place him on a job and how did it function?

Orders from employers were taken by one of three placement divisions; (a) Professional and Clerical, (b) Skilled and Industrial, (c) Household, Institutional and Personal Service. When the order came in to the office it was relayed to the appropriate placement division for service. The placement officer recorded on an order form the specific requirements of the applicants needed. This form was relayed to the Records Division where John Smith's folder was filed.

The order was then given to the order clerk who inspected the several characteristics required by the employer and checked the applicant file with the proper occupational listing. The record of each registrant was recorded on a punched tabulating card which had all of the information originally recorded about John Smith converted into numerical codes which were punched into the card. Previously it was stated that each registrant was given as many occupational classifications as he could properly fill. To insure consideration for each classification, a card was punched for each occupation for which the applicant was eligible. When a job was to be filled all of the cards for the job in question were

taken out of the file and fed into a sorting machine at the rate of four hundred cards a minute. The applicants were classified by sex, color, age, amount of schooling, union membership, working license if any, kind of industry in which he was previously employed. The machine was accurate and could not possibly show any favoritism. As soon as the cards were fed in and sorted out according to the employers requirements, the cards of the individuals who had the characteristics specified by the employer were placed into another machine which printed the file number of the eligible registrants on a tape.

The order clerk drew the individual folders of the qualified applicants on the order and dispatched them to the placement officer who made a final selection of those people to be referred to the employer. This process may sound a bit intricate, but in reality it was quite simple as the average elapsed time for the file room procedure was just 14 minutes from receipt of an order from the placement unit until a panel of eligibles were on his desk. It was a practical way in which John Smith was assured of consideration for all the jobs for which he was qualified.

This mechanized system of referral was not a soulless method which had no respect for the individual. A moment's consideration will show that it was a method with a conscience. Interviewers who have a constant stream of people passing through their offices cannot recall the applicants registered

last week as vividly as those just interviewed. This means that in spite of rules and principles established for giving equal consideration to all registrants practically it cannot be done. Memory is influenced by the recency and vividness of experience.

It seems clear then that the introduction of labor saving machinery in a large employment office insured equality of opportunity for all registrants, and at the same time saved hand labor and speeded up the time required to fill orders. By relieving the staff of the irksome and terrific amount of detail, it was possible for the organization to concentrate on the human contacts at the more critical points, and permit the machine to do those tasks which human machines would be obliged to do otherwise. The foregoing description which shows the mechanics of the Employment Bureau in operation is adapted from material prepared by the author in promoting use of the Employment Center in 1936. (4)

Some of the important improvements in public employment office operation resulting from the Employment Bureau's experience are summarized below.

A cumulative applicant record folder was devised which provided space for a complete occupational history of each applicant. (5) Card punching equipment had been installed

(4) L. L. Friedland - Your Local Employment Office - Regional Department of Economic Security. 6 pp. May 1936

(5) See Appendix II p.191

to facilitate the selection process. Through the use of sorting and tabulating machines, the applicant could be assured an adequate review of all his occupational potentialities, rapidly and efficiently in relation to each job opportunity. For example, in the machine tool industry workers may operate satisfactorily as many as eight to ten different kinds of machines. Employer requests are generally for a particular kind of machine operator. As each applicant's skills were recorded on as many separate cards as necessary, it was easy to identify all workers qualified for a particular job opening and to notify them.

Other new forms were also introduced, among them: (1) a reference blank to former employers, containing a signed release by the applicant in order to elicit more frank replies; and (2) a rating sheet for use by interviewers, containing a check list of personal characteristics to standardize ratings and in addition, minor revisions were made in existing forms.(6)

The problem of employment interviewing is complicated by the fact that it is necessary to ascertain the relative competency of workers representing approximately 17,000 different occupations. If techniques for determining such competence were available, at least for the more common occupations, the problem of interviewing could be simplified.

The Cincinnati Employment Center developed a testing program to aid its interviewers in classifying applicants. The program included: (1) written tests for applicants claiming either experience or competence in occupations which

(6) See Appendix II, pp 202-203

require a high degree of literacy, such as office clerk, bookkeeper, stenographer; (2) oral trade questions for workers claiming competence in the skilled trades; such as carpenters, auto mechanics, bricklayers; and (3) manual dexterity and manipulative tests for workers in such occupations as small parts assembling, packing, wrapping. (7)

Better selection and referral of applicants was considerably enhanced by the introduction of these techniques. A study made of five hundred requests for workers from private industry received by the Employment Center during 1935 revealed that only 114 of these could be filled. In 1936, after the introduction of the new interviewing techniques, a similar check revealed that 348 requests out of a total of 500 could be met and in a shorter period of time. (8)

In conjunction with the changes made in the recording and sorting of applicant data, the new procedures made possible:

1. Impartial selection and referral of applicants based entirely upon ability to meet the specifications required by the employer.
 2. Referral of applicants with the best qualifications and earlier filing dates.
 3. A quick and economical method of meeting unusual requirements of any employer.
 4. An inventory of the active file or the number of workers in any given occupation in a matter of minutes or hours rather than days or weeks.
- (7) L. A. Thompson - Interview Aids and Trade Questions for Employment Offices - New York, 1936 A complete description of the Cincinnati Employment Center's applicant testing program.
- (8) Regional Dep't of Economic Security - Industrial Trends 1935-1936. September 1936 p.4

Detailed reference to traditional public employment office practices and procedures has purposely been omitted inasmuch as this has been done adequately in several comprehensive studies. (9) Our primary emphasis in this study is upon the cooperative relationships which are necessary for the community control of employment in terms of the objectives stated in the preface and Chapter I. The effectiveness of the Employment Center, however, as measured by placement activity may be ascertained by a glance at the Tables in Appendix I, which contain a record of placements, employer promotional calls, and registration activities from October 1934 to December 1939.

Total placements in private industry made by the Cincinnati Employment Center for the years 1935 to 1939 were as follows:

Table - II (10)

Year	1935	1936	1937	1938	1939	Total
Placements	6,264	11,014	16,580	8,285	16,594	58,737

- (9) The Public Employment Offices - Harrison & Assoc. (1924)
The United States Employment Service - R. M. Kellogg (1933)
Statistical Procedure in Public Employment Offices -
 B. M. Stewart (1933)
Public Employment Service in the U.S. - R. C. Atkinson,
 L. C. Odencrantz, B. Deming (1938)
Democracy Against Unemployment - W. H. Stead (1942)
- (10) Ohio State Employment Service - Monthly Activities Reports - Columbus, Ohio 1935-1939

As compared with estimates of turnover in the Cincinnati area prepared by the local Chamber of Commerce these placements represented approximately 5% of the accessions by local industry in 1935, and 10% in 1939. (11) This record compares favorably with the results in placement activity achieved in three demonstration centers modeled after the Cincinnati experiment which were established subsequently by the United States Employment Service at Dallas, Texas; Providence, Rhode Island; and St. Louis, Missouri. (12)

It has also usually been the practice in evaluating the effectiveness of public employment operations to determine the cost per placement. It would be a difficult task to make an accurate determination of this figure here in view of the inseparability of the funds, and personnel, allocated to the Employment Bureau, because a large but indefinite share of these were assigned for use by or for the other bureaus.

It will be necessary to refer to the Employment Bureau again and again during the course of this report. In the meantime, because employment data is so basic to any employment program, the spotlight is focussed on the Regional Department's efforts towards "research in unemployment".

(11) Cincinnati Chamber of Commerce - Employment in the Cincinnati Area - Annual Reports 1935-1939

(12) United States Employment Service - Statistical Series - 1948-1949 --- The percentage of placements made by the three demonstration centers as compared with the accessions of a comparable sampling of industrial and commercial establishments in the communities in which they were located disclosed the average was approximately 8% for Dallas, Texas, and Providence Rhode Island and 6% for St. Louis, Missouri. (Special Report on Demonstration Centers.)

The Research Bureau

The functions of the Research Bureau fell into two categories. One dealt with the analysis of individual worker problems, the other with manifestations of community employment problems.

Personnel methods and techniques for determining the existence of skills is still largely experimental. They have been seldom visible in public employment offices. Under the economic stress of the 1930's men out of work became "soldiers of fortune" and attempted to "bluff" their way into many occupations for which they were not qualified. Consequently the Research Bureau staff had developed a series of trade questions for use in employment offices, which were designed to provide the interviewer with the criteria for appraising the validity of occupational claims. (13)

Further experimentation led to the shortening of some of the standard tests currently in use. Such results were possible through the elimination of items which offered little toward the separation of the qualified from the unqualified. Besides the saving in time and expense, the shorter tests improved the attitude of the applicant toward registration procedure. Test procedures have been too expensive for general adoption in public employment offices. Drastic shortening of the time of such tests without impairing their validity is a significant contribution made as a result of this research.

(13) Interview Aids - opus cited

During the depression of the 1930's the governmental agencies were forced to devise programs for the unemployed without sufficient factual data. For example, no one was sure whether the population of Hamilton County had increased or decreased. Nor did anyone know whether the various elements in the population remained in the same proportion or how they were affected by the labor market's convulsions. Accurate information, collected at frequent intervals and related to preceding census data, offered a basis for an attack on the problems centering around the economic security of the workers and families in a community.

With the assistance of the Federal Emergency Relief Administration and Works Progress Administration project enumerators, the Regional Department took a census of Hamilton County in 1935 including occupational data for the whole population. (14) Supervising personnel of the Board of Education who were responsible for the annual school census, directed the project. Tables VIII, IX, and X of Appendix I summarize the data obtained in comparison with the Federal census of 1930.

- (14) Regional Department of Economic Security - The Population of Hamilton County Ohio in 1935 - Studies in Economic Security, Cincinnati, Ohio

Cincinnati's working population was found to number 198,525 "employables" in 1935, of whom 173,179 were whites and 25,346 negroes. This comprehensive census of Hamilton County served as the basis for many additional studies. Since the data were comparable in most respects to the Federal census material, analysis of the changes in the industrial and occupational distribution of workers during five years of depression was available.

An individual follow-up study of 4,184 students who had been in the sixth grade of the Cincinnati public schools in 1923-1924, was completed by June 1936. (15) They had been given the Otis Group Intelligence Test as sixth graders. Twelve years later, it was possible to learn what experience and additional education had been received by approximately 60% of this group (2,485 persons), who could still be traced.

"The experience of these Cincinnati sixth graders may not be exactly the same as those of youth in other cities but it is reasonable to expect that the differences in schooling and experience of similar age groups in various cities are not large and that the general problems of youth in preparing for employment and in finding and holding jobs are the same everywhere." (16)

Specifically, the report showed on the part of young job seekers and their counselors the need of more attention to the opportunities offered by the service occupations and the skilled trades. Counselors who directed qualified youth to these occupational groups would be lessening one of the reasons for individual unemployment.

(15) B. H. Todd - Sixth Graders Twelve Years Later - Regional Department of Economic Security, 1938, Cincinnati

(16) Ibid, p. 24

A report on the occupational characteristics of unemployed youth analyzed the occupational characteristics of 4,519 junior registrants (age 16-25) as a factual basis for aiding in the solution of the twin problems of vocational guidance and vocational selection. (17) It found a concentration of occupational interest and experience in the "white-collar" field for the whites and in the service field for negroes. The situation of the latter group appeared to be conditioned more by limited vocational opportunity than by free occupational choice.

Two special reports were prepared based on experience in dealing with applicants through the Bureau of Rehabilitation and Retraining. The first was a study of 125 registrants at the Center to find their previous contacts with other social agencies. This report produced several valuable results, one of the most important of which was a closer working arrangement and understanding between the Center and the social agencies and a sharper definition of the fields of operation of each. The second special report was on the subject of youth between 16 and 25 years of age. This study provided a basis for the activities of the Center in its relation to youth and aided the training program for youth in the schools.

Another important group of studies and analyses was made by the Research Bureau dealing with the labor payroll

- (17) G. S. Long - "Occupational Characteristics of Unemployed Youth" - Regional Department of Economic Security, Cincinnati, 1938

fluctuations of individual industries which served to define sharply some of the factors influencing employment in Cincinnati and Hamilton County. The fluctuations revealed in different industries employing labor of similar ability and qualifications definitely pointed the way to solution of some local labor instability through the absorption of workers laid off in one industry by another industry whose peaks occurred at the time when contractions were taking place in others. The plan of assigning men occupational classifications not only in the occupations but in the industries in which they have competence was a definite step in the direction of stabilized employment in the community.

As plans developed for remedying the unemployment problem, it was constantly found that additional factual material was needed. There were many aspects of community life on which information was hazy. The soundest approach to a solution of these problems, therefore, was first to gather, tabulate and interpret the essential facts. The efforts of the research bureau were devoted chiefly to problems of this kind. Primarily established as an agency to stimulate research in this field, the Research Bureau had to engage actively in many projects itself.

From all sources, a sufficient body of information was tabulated which was of great value to the Regional Department's program. Employment trends were noted, shortages pointed out,

training facilities described. An objective testing program of a practical nature for public employment offices was initiated which was of great assistance in inducing employers to use the service. Finally, the studies of Cincinnati youth aided the schools in revising curricula, thereby insuring better preparation for industry.

The Industrial Services Bureau

The task of interpreting to management and labor in the community, the aims and objectives of a plan designed to aid industry in the stabilization of employment, was entrusted to the Industrial Services' Bureau. The Executive Committee hoped that through such efforts the peaks and valleys in the local employment curve could be reduced. This bureau sought, in the words of its chief:

"To help find new needs, new markets, new processes, and to sell them to the makers and marketers of the community, for the purpose of opening new jobs and new sources of profit. For regardless of the competence of applicant placement, little has been accomplished for the individual or community work stability if the job fades out from under the well equipped and well placed applicant. The focus of this Bureau was to be 'upon the job end of the worker-in-his-work relationship'."

The public relations program of the Regional Department became the responsibility of this Bureau. This included all newspaper publicity, association and individual contacts, securing cooperation of private and governmental organizations in the furtherance of the idea of community job stability.

In the process of securing data on employment needs, a function of the Employment Bureau, considerable emphasis

was placed on the comprehensive scope of the services provided by the Regional Department. Integration of this activity with the public relations program was a necessity. To the writer, then a member of the Employment Bureau, was given the task of the development and execution of methods designed to secure the cooperation of over 5,000 employers in the community representing approximately 90% of total employment in the area. Ten interviewers were assigned full time to this function from the Employment Bureau personnel. The first task was to set up an employer's file, compiled by industry, according to standard instructions of the United States Employment Service. Information was secured from the State Workmen's Compensation Board containing the number of workers for each plant or office. A chart was then plotted, showing busy and slack periods for the various industries. Visits to employers were undertaken on a systematic basis, taking these factors into consideration.

Operation of the Industrial Services Bureau did not involve an elaborately planned procedure. Direct contacts with industrial leaders by this Bureau were scheduled through the Chamber of Commerce and Metal Trades Association. Questionnaires were prepared to elicit information concerning commodities and output of 250 leading firms in the city. These facts were the basis for recommendations to the Chamber

of Commerce for better utilization of equipment and plant, so as to afford more steady employment. Month by month records and comparisons of the number of employees in different industries were secured as an essential guide for short and long-term community thinking. These monthly figures were provided by the employers. (18)

Data secured from employers through these questionnaires were used in providing assistance to employers, labor unions, and other community organizations with problems of selection, assignment and stabilization of work force, by providing an analysis of such data and instructing in the use of job analysis methods which were developed by the Research Bureau and Employment Bureau personnel.

Liaison with the training agencies in the area was established to facilitate the systematic transmittal of employment data collected and tabulated by the several bureaus. The occupational counseling unit of the Cincinnati school system assigned personnel to the Employment and Research Bureaus for training in job analysis as a result of these liaison activities.

The role played by the Industrial Services Bureau was primarily coordinating in nature. It sought to secure acceptance of better personnel methods by presenting appropriate successful industrial experience, and other pertinent information, to stimulate interest and action in the employment problems confronting the community.

(18) See Appendix II, pp204-5 for forms used.

Rehabilitation and Retraining Bureau

Unemployment is obviously a cumulative economic problem; not everyone is discharged at the same time. The labor market does not change over-night from the least possible supply of labor to the least possible demand for workers. As hard times continue, the ratio shifts gradually, until eventually the current supply of workers far exceeds the demand.

The problem is not simplified by lumping these workers together under the label, "the unemployed". They differ from each other in abilities, in physical condition, in background, and in personality. Further, special difficulties are encountered by certain groups or classes among "the unemployed", such as:

1. Casual workers
2. Non-modal workers
(Lack of persistence in a given line of work)
3. Beginners (no experience)
4. Physically handicapped workers
5. Vocationally maladjusted workers
6. "Unemployables"

Accordingly, the Rehabilitation and Retraining Bureau was set up to plan for the re-education, rehabilitation and training of maladjusted, handicapped and other applicants temporarily unemployable or desiring information necessitating a complete change in vocations.

To multiply the usefulness and the effectiveness of the Regional Department, the Bureau made arrangements to contact the specialized social agencies long existant in the community. Contacts with these specialized agencies increased the general

knowledge about the basic purpose of the Employment Center; created a sympathetic understanding and permitted the Regional Department to send to the special agency those handicapped persons who required services which could not be provided by the Center. This intensified the utilization of the Regional Department's diagnostic services in the field of employment rehabilitation. The participants included the health agencies, the character-building agencies and the welfare and relief agencies.

A cooperative arrangement with the Hamilton County Board of Commissioners was established for the rehabilitation of tuberculosis patients. The financial support for this program was assumed by the county in March 1936. Mr. Holland Hudson, placed in charge of this program, divided his time between the Retraining Bureau and the division of occupational therapy at the County Tuberculosis Sanitarium.

The experience in Hamilton County indicated that the average discharged patient is self-supporting and off relief within six months of his discharge from the hospital. A check of placements throughout the Employment Center revealed that the same proportion of discharged patients were being placed as compared with the placements of the entire active file. This would indicate considerable success for the efforts of the Bureau in their behalf.

Selected interviewers of the Employment Bureau were trained in the use of selective placement techniques by the staff of the Rehabilitation Bureau. Applicants with difficult

adjustment or training problems were referred by these interviewers to the experienced rehabilitation personnel. Otherwise, job referrals, where possible, were made by the placement officers.

Emphasis was placed on individual consultation to determine physical capacity, amount and kind of training and/or experience. The individual's capacities were matched with job opportunities and special attention was given to his placement problem by a number of selective placement interviewers supplied by the Employment Bureau.

The Community Planning Bureau

The functions of this Bureau in the main had been assumed by the Executive Committee of the Regional Department until the appointment of the bureau chief in April 1937. (19)

The problem of relief had overshadowed all activities of both state and local governments since early in the depression. Yet, even at the end of 1936, most communities were employing makeshift measures to deal with this chronic problem.

Cincinnati had succeeded in modernizing its public employment office, set up a retraining consultation service and paved the way for a more extensive attack on relieving unemployment locally. The Hamilton County Advisory Committee on Relief (20) suggested that a solution of the problem could be approached through the attainment of education, experience

(19) See Chapter V, p.65

(20) Established by the Hamilton County Board of Commissioners in 1936 with Fred K. Hoehler, City-County Welfare Department director as its chairman.

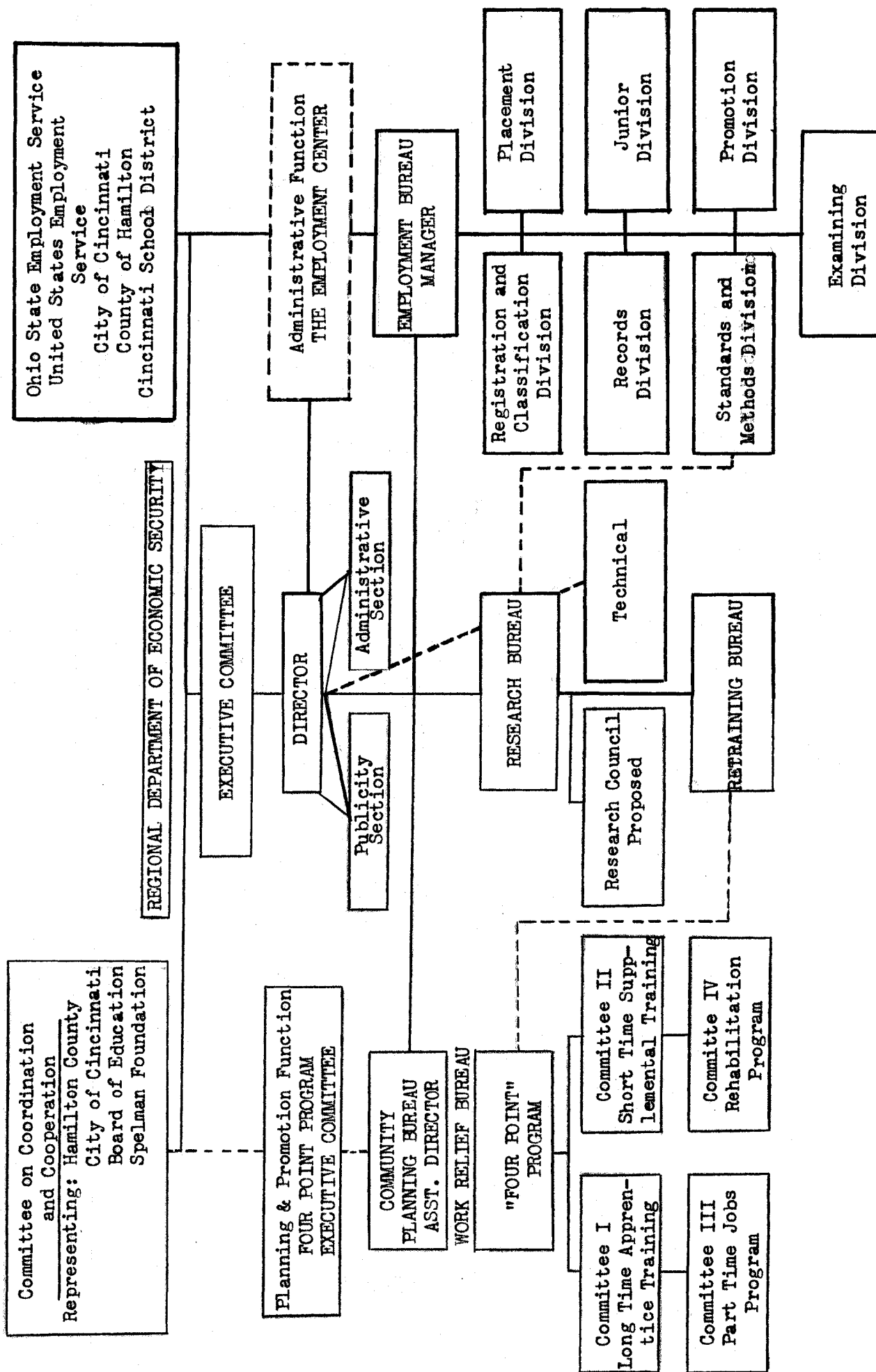
and skill by those at the lower end of the age scale, the absorption of trained and untrained workers at the upper age levels, plus steady work for all the untrained (common labor) in all age groups of both men and women. It was realized that during prolonged unemployment and with great competition for jobs, vocational and training readjustments were both desirable and necessary.

Believing that a permanent solution of the relief problem might be found in part in a program of such training, the Regional Department recommended that the Committee on Coordination and cooperation secure greater community participation in its programs for:

1. Centralized recruiting and placement services
2. Employment counseling and retraining services
3. Occupational analysis and industrial services
4. Labor market research services

A four point employment program directed by the Community Planning Bureau in conjunction with the Work Relief Bureau was organized in the spring of 1937 as a result of these recommendations. An organization chart indicating its relationships with the Regional Department is presented on the following page.

REGIONAL DEPARTMENT OF ECONOMIC SECURITY
"The Four-Point Program"



Four sub-committees were created to add emphasis and direct community attention to the specific goals announced by the Regional Department. In prosecuting the objective of Committee Number I, namely, a long-time program for training apprentices, the plan aimed to provide the particular kinds of vocational training which in Cincinnati were most likely to be marketable. Over 2,000 young people between the ages of 16 and 21 were already registered. Most of them were without any marketable skills. Some, trained during the depression, had never had employment and were therefore in need of retraining. All needed to be pointed toward industries in which there was some chance of finding employment.

The schools had left the choice of a vocation too largely up to the pupils. Many of them had chosen courses which, however interesting, were not likely to lead to quick or permanent employment. This was particularly true of the white collar field.

A more difficult program was encountered with older unemployed whose skills, if any, had been lost or outmoded. In most cases their skills, with short-time retraining, could be made salable again. To make them salable was the second point in the Four-Point Program and the aim of Committee Number II.

Third among the major groups in which the Four-Point Program classified Cincinnati's unemployed were the part-time casual laborers. Many of them had no special skills.

They included itinerant workers, moving from job to job and from place to place with the seasons. Their jobs were among the first to go in the depression.

After several years of unemployment, they could not take to the road again or, unassisted, find enough unskilled part-time work to support themselves. Committee Number III undertook to put part-time employment on a full-time basis-- that is, to give men and women who work by the day enough work days in a week to make them self-supporting.

A separate unit was established in the Employment Center. Here, the community's part-time work and its part-time workers were to be brought together. To give this program a thorough test before attempting to put it in full operation on a city-wide basis, the Committee selected the residential suburb of Wyoming for an intensive experiment. (Wyoming, Ohio - an upper-middle-class suburb of 5,000 people in Hamilton County with a town government independent of Cincinnati.)

Under the pressure of the depression emergency and for lack of any better plan, it had been the practice (still is) in most American communities, to list as unemployable all those cases which did not fit easily into other relief categories. To meet this situation, Committee Number IV indicated it would plan for the rehabilitation of the temporarily unemployable and provide for the permanently unemployable.

It proposed to review all long-time relief cases for the purpose of selecting the most employable members of the families and training them for job opportunities. All relief agency records, including the records of the Employment Center, were made available for proper classification of applicants for temporary and permanent relief. Committee IV adopted four definite objectives:

1. To discover the unemployables in Hamilton County.
2. To discover the reasons for the unemployability of these persons.
3. To devise and promote a program of rehabilitation, retraining, and re-education for those unemployables, who, through such effort, could again become self-supporting.
4. For those who were found to be permanently unemployable, to seek out facilities for permanent care in each case. In other words, the Committee set out to "discover, diagnose and treat" unemployability, case by case.

The ramifications of this program were so extensive that it received considerable favorable publicity at the time in the local press. The Regional Department prepared for wider dissemination, a booklet outlining this experiment. (21) Increased public support and interest was evoked by this new emphasis and succeeded in securing wider use of the Department's normal facilities.

The general purpose of the "Four-Point" Program was to work for the better integration of the individuals seeking work (labor supply) with the work opportunities in the community (labor demand). In providing the basis for the opera-

(21) Regional Department of Economic Security - Cincinnati's Four-Point Program - September 1, 1937.

tion of a national system of public employment offices, the United States Employment Service in 1946, restated its post-war program based on six points, (22) which include the following:

1. Placement Services
2. Employment Counseling and Selective Placement
3. Occupational Analysis and Industrial Services
4. Labor Market Information Services
5. Special Services for Veterans
6. Participation in Community Programs Involving Employment Planning

In content, the first four programs are almost identical with the earlier Cincinnati program, which is in effect being currently recommended for adoption by all States and local areas of the nation.

The Work Relief Bureau

Major emphasis had been placed on work relief programs in the Cincinnati area since September 1930. Beginning with November 1933, when the Civil Works Administration was created, the Federal government assumed a paramount role in the planning, financing, and execution of work relief programs. The Regional Department sought to reestablish the more positive participation of the community in the planning of work relief, particularly those public works projects of a more permanent nature.

It had created an advisory committee (23) which was used extensively by L. A. Gillett, local Director of the Works Pro-

(22) Department of Labor - Labor Regulations - United States Employment Service -Ch.I, Part 21, Washington, D.C., 1946

(23) See Chapter V, p. 68

gress Administration. Other than this advisory service in recommending locally desirable projects, no additional activities resulted until the participation of the Work Relief Bureau, through its chief, H. C. Borneman in the "Four-Point" Program conducted during 1937-1938.

The Bureau was made responsible for the activities of Committee Number IV which involved individual review of all long-time relief cases, and a careful diagnosis and prescription for each individual. This program was carried out in conjunction with the Rehabilitation and Retraining Bureau and in cooperation with the public and private welfare agencies, operating within the area. (24)

Approximately five hundred (500) cases were reviewed under this program; two hundred and seventeen (217) of whom were referred to jobs in private industry. Many of these were employed on Federal Works Progress Administration projects. (25)

This Bureau was also responsible for the operation of the Wyoming experiment in part-time employment which has been discussed above. It had met some of its short-range objectives but had not succeeded in the announced intention of planning public works on a long-range basis.

(24) See above p. 98

(25) L. A. Thompson - Cincinnati's Approach to Unemployment-
Cincinnati, Ohio, p. 13, Regional Department of Economic
Security: 1937

The Central Administration

Organizationally, the Regional Department was based on sound principles. (26) The organizational structure was logically conceived in terms of the agency's objectives. The executive director was responsible for the activities of the several bureaus, including their personnel. This did not involve too great a supervisory span as the director did not become involved in the details of bureau operation. Supervisory problems developed almost immediately, however, due to the diverse sources of funds and the differing pay scales created thereby. (27) The pay variations, lack of uniformity in position classifications complicated supervisory responsibilities. This did not cause excessive turnover due to prevailing depression conditions during the life of the Regional Department. The loan of personnel to the Regional Department by the Board of Education, Hamilton County, private agencies, and Kenton County, whose activities could not be directly controlled in accordance with standard supervisory techniques, was still another factor limiting administrative efficiency.

In spite of the scope of the undertaking, supervisory relationships within the Department and between bureaus were good. Staff meetings were held weekly, attended by the bureau chiefs and their immediate subordinates. Policies and programs were discussed in terms of applicability to and participation of the several bureaus.

(26) See Chart, P. 54

(27) See Chapter IV, p. 52 as well as Table I, Appendix I

A Regional Department bulletin series was made the responsibility of the Director's administrative assistant, which provided current information to the Department's supervisory staff on policies and program activities. These bulletins were also supplied to other community agencies with an interest in the program.

Training of personnel was made the responsibility of each bureau chief and lacked centralized direction. The Employment Bureau's training facilities were used by the other bureaus, particularly for orientation training in the functions and techniques of interviewing, placement and job analysis. Good employee relations were promoted through the use of frequent staff meetings, leveling off discrepancies in pay and work status, and a question-box system. Because of these efforts and indoctrination through training in the Department's objectives, morale was kept at a high level in spite of the feeling of insecurity prevalent among many staff members.

Ordinarily, a function reserved to the chief executive, public relations had been made the responsibility of the Industrial Service Bureau chief. This required constant consultation with the Director which, because of the time involved had a deleterious effect on the Bureau's own separate program. The job of liaison with community organizations, governmental agencies, the public and the press was properly

a full-time one, and suffered as a result of its part-time allocation to a bureau chief. In fact, a well-balanced public relations program never was achieved. This phase of the Department activities will be presented at greater length in the following chapter.

Coordinating the activities of governmental agencies within a metropolitan area is a major undertaking by itself. Securing community cooperation, particularly from management and labor, for a common undertaking in conjunction with such efforts at coordination, is a highly desirable although difficult objective to achieve.

The Committee on Coordination and Cooperation for the Cincinnati metropolitan area through the Regional Department sought to bring about a pooling of resources both public and private to provide solutions for the problems created by a disorganized labor market in the local area.

The relationships with management, labor and other agencies, governmental and private, will be discussed in the following chapter.

Chapter VII - Relationships with Management, Labor, Governmental and Private Agencies

A community employment program, set up as it is for the use of all occupational groups and all employers, cuts across the entire community. Few local public ventures have wider potential relationships, and none has greater need for complete understanding and cooperation by all the diverse elements in the community. It is the purpose of this chapter to consider the nature of these relationships, the methods employed to secure cooperation and the contributions made by public and private agencies toward achieving the objectives of the Regional Department of Economic Security. An appraisal of the usefulness of local advisory councils (1) should bring into sharper focus, the various relationships developed to good purpose by the Regional Department. The results obtained have an important impact on the pattern which emerged from the Cincinnati experiment.

Advisory Councils (2)

Advisory Councils have, among other functions, a two

- (1) J. T. Hopkins - The Emergence of a New Public Employment Service - Rochester, N. Y. -1935. pp. 36-40 - An excellent discussion of the use of advisory councils in an earlier effort, similar in character, although more limited in scope, to the Cincinnati program.
- (2) U. S. Department of Labor - Advisory Councils-United States Employment Service - Washington, D. C. 1946- 12 pp The following discussion is a summarization of a manual, in the preparation of which the writer participated which was distributed to all State Employment Services by the United States Employment Service for use at the local level.

way job of interpreting; they can interpret the program to the community and explain the community attitudes and needs to the agency's administration. The properly constituted council of this type is the perfect liaison between the program and the community, as well as a potent factor in moulding public opinion. In addition to this there is another important purpose which it may also serve. That is, in securing the assistance and counsel of certain specialists for specific phases of the program, which is not fully or adequately available from the full-time staff. There are available in every community individuals with exceptional competence in special fields who can quite properly be called into service of the kind described. No community program of the scope herein appraised can afford to be without the assistance which such individuals and professional groups can offer. Each consultant is a sponsor, salesman and shock absorber for the program, and some are more effective in this way than council members or agency officials themselves. Willingness to contribute their professional skills without financial compensation indicates a high sense of responsibility for public service.

Specific representation of three definite interests is indicated--management, labor, and the public--with management and labor being equally represented. This is particularly true of the problems which exist in the field of employment stabilization. Such matters as training programs, wage policies, discriminatory practices affecting youth, the older workers and minority groups, depend for their integration

into a sound community employment program, on the agreements which can be reached by management and labor. Advisory councils created at the local level for this purpose serve as a medium for achieving cooperation from both groups in the public interest.

In March, 1933, the Committee on Coordination and Cooperation for Hamilton County had constituted itself as an Executive Committee for the execution of the program of the Regional Department of Economic Security. This Executive Committee was composed of the city manager of Cincinnati, the president of the Cincinnati Board of Education, and the president of the Hamilton County Board of Commissioners, each of whom was authorized to act in this capacity by his legislative body. Its functions, which have already been described, included advisory responsibilities to the Department's officials, as well as broad policy determinations.

The Executive Committee set up four subordinate advisory committees (3) representing management, labor, the public and professional consultants in personnel management and industrial relations. Executive Committee members did not themselves serve on these sub-committees. Under the first plan each advisory committee was to have "five or more" members; actually, each committee exceeded the minimum. As first contemplated, these committees were described as follows:

(3) See Chart # II page 54

"Employers' Advisory Committee: Consisting of five or more members selected from and representing the business interests of the community.

Employees' Advisory Committee: Consisting of five or more members selected from and representing the industrial workers of the community.

Citizens' Advisory Committee: Consisting of five or more members selected from and representing public minded citizens.

Technical Advisory Committee: Consisting of five, or more, technical specialists representing various fields of personnel management and industrial relations. It will act in a technical advisory capacity to the Executive Committee and to the various divisions of the Department on matters of organization, personnel, methods of procedure, and the like." (4)

The advisory committees contemplated in the original plan were only partially effective. The existence of three separate "policy" advisory committees, each one representative of a distinctive point of view, tended to intensify differences. Clearance of major policies through all three was a cumbersome proceeding, which led to a tendency to disregard them completely. Nevertheless, for several years after the inception of the program, these committees continued to function with some positive contributions as a "sounding board".

The Executive Director during this period met informally with a selective group of management and labor leaders (5) whenever important steps in policy or program were under consideration. For example, expanding occupational training

(4) A Project - opus previously cited p. 2

(5) Taylor Fields, Otto Geier, George Grabbs, Otto Zoecklein, E. C. Bundy, Jack Kroll

facilities in the area was discussed with the committee before any crystallization of policy and program recommendations were formulated. This, in effect, met the requirements of a positive advisory group. It also tended further to reduce the influence and significance of the three advisory committees.

The fourth advisory group which was technical in nature, was under the chairmanship of Mr. H. L. Bergen, head of Industrial Relations for the Procter and Gamble Company. It began to function during January, 1935. Testing and interviewing techniques developed or used by the Regional Department were appraised by this group. Many available recommendations were forthcoming, some of which were immediately adopted. Particularly important were the physical demand analyses, which developed techniques for use in the selective placement of the physically handicapped workers. The Procter and Gamble Company had already conducted numerous studies and experiments in this field, and their experience was available in relation to the committee's problems in the selection and employment of such workers. (5a)

For the first time in any public employment office, a systematic attempt was made to enlist the aid of the medical profession directly for placement counseling purposes. The applicant's physician was asked to indicate on a form provided for the purpose an appraisal of his patient's physical limitations in relation to work opportunities. (6)

(5a) The Crown Overall Company, Crosley Corporation and Ferro Concrete Company instituted an "exit interview" program at the suggestion of Regional Department technicians in order to determine the reasons for excessive turnover prevalent at those establishments. As a result rest periods were introduced at the Crown Overall Company which brought about 3% reduction in turnover rate. The usefulness of aptitude and trade tests for the selection of employees was brought to the attention of the management of the leading department stores as well as several industrial establishments. "Norms" were determined upon and referrals made by the Employment Center consistent with these. This resulted in a more selective recruitment process raising the quality of performance.

(6) See "Physician's Medical Statement" form - Appendix II page 201

Community acceptance of the Regional Department was undoubtedly enhanced by the activities of these committees. However, because of the large number of workers available in 1934 to 1937, many industrial organizations and leaders were only lukewarm in their interest in and cooperation with the employment program sponsored by the Department. (7)

An almost complete cessation of training programs in most industries had occurred in the early years of the depression, with a growing number of workers losing their occupational skills at the same time through lack of practice. A more effective community-wide public relations program was necessary, in which, advisory groups should have played a more important part than did the officially sponsored advisory committees.

Recent developments in the use of advisory committees in other communities and in other relationships tend to the conclusion that a single advisory group consisting of management, labor and public representatives is desirable. It must be noted, however, that single committees are effective only if they can arrive at any basic agreements in the public interest. The administrator must possess considerable skill in order to forestall the bickering inherent in the traditional management and labor rivalries.

- (7) In addition to Procter and Gamble, outstanding exceptions to this disinterest and aloofness were: the Lunkenheimer Company; Crosley Radio Corporation; Cincinnati Milling Machine Company; Kroger Grocery and Baking Company; and the Ferro Concrete Construction Company.

Direct Staff Contacts with Individual Managements, and Labor Organizations.

In contacts with individual managements and labor organizations the efforts of the Regional Department were more successful. The relationship with Procter and Gamble on 'try-outs' for testing and interviewing techniques has already been indicated. At the request of the Employment Center, the Crosley Corporation set up a 'refresher' training courses for potentially qualified workers registered with the community agency, Liaison was established with several machine tool companies and with individual retail establishments facilitating the placement and training, on a selective basis, of workers with required skills.

Labor and industry, based on information supplied by the Regional Department, joined in sponsoring refresher training programs, which in a short period of time made more trained workers available for jobs already existing but theretofore unfilled for lack of qualified people. (8) Tabulations were prepared from data secured from local employers concerning personnel requirements and training facilities. (9) The information was collected on a monthly basis by the Employment Bureau; the tabulations were prepared by the Research Bureau analysts and the Industrial Services Bureau presented the data to management, labor and the schools.

(8) See page 111

The number of unfilled openings in the Skilled and Industrial placement division of the Cincinnati Employment Center for machine shop occupations averaged 200-300 monthly all during this period (1935-1940) as indicated by an analysis of its daily records.

(9) See Employers' Labor Requirements form in Appendix, p. 204

The projections for future demands by Cincinnati employers which were initiated with the Regional Department's 1935 census were directly responsible for an increase in the total enrollment at the Vocational high schools of Cincinnati. Table XIV included in the Appendix, provides a detailed breakdown of enrollments by year and occupational category. These enrollment figures show an increase from 2,812 in 1929-1930 to 3,401 for the 1936-1937 school year. A substantial portion of this increase occurred in the mechanical and automotive courses.

The obvious usefulness of such information to management, labor and the schools led to a continuation of the monthly collection of data from selected employers and industries. By 1940, the State and National Employment Services had adopted similar programs with projections of labor demand and supply, limited to a twelve-month period. (10)

Individual labor organizations such as the Building Trades Council, the Amalgamated Clothing Workers Union, Butcher's Union and others were approached and agreements reached on the number of workers to be trained in various occupations. These decisions were based on the data secured from the employer's labor requirements' statement. This was particularly true in the garment and machine tool industries. Regional Department officials were instrumental in securing training

(10) United States Employment Service, - Manual Series-Employment Data. (E.S. 270), Washington, D. C. January, 1940

agreements at a number of establishments where training had been non-existent since 1929. (11) The individuals who received this training were subsequently employed by these firms. The writer arranged for many of the meetings between the management and labor officials which involved using the data collected and prepared by the Employment Center as the basis for the negotiations.

Cooperation with the Public Schools

The Cincinnati Board of Education participated directly in many phases of the community employment program. Its annual school census had become the medium for the collection of invaluable data on employment and unemployment. (12) The vocational program of the schools was related in significant degree to industry's needs as indicated by these data and, more particularly, by the surveys directed by the Regional Department's Research Bureau. (13)

The Board of Education also made available the facilities of the Vocational High Schools between the hours of three and six in the afternoon. Refresher or short course training was provided in stenography, shop-work, power sewing machine operation and household arts. Assignment of school vocational advisors to the Employment Bureau, for training in job analysis, employment research and occupational counseling has already been mentioned. (14)

(11) Crown Overall Company; Crosely Corporation; Lodge and Shipley Machine Tool Company

(12) Annual Employment Census - City of Cincinnati, 1929-1940

(13) See Tables XII-XIV. Appendix I

(14) Chapter VI page 90

Facilities of the University of Cincinnati were also utilized for employment data analysis, engineering training and recruitment, and as a source of consultants on the more technical aspects of the program. An outstanding product of this cooperation was the population study prepared in 1935-36 for general use in the community.

Information provided to the Cincinnati Board of Education was also made available to all school systems in the metropolitan area. A "Speakers" program was arranged whereby most of the schools in the area were contacted directly at least twice a year for recruiting and to provide counseling services.

Some attempts were made to integrate the activities of privately operated training and placement agencies consistent with the needs of the community. It was not possible to secure such cooperation from the agencies in this field which were operated for profit, particularly the private employment agencies. This failure on the part of the Regional Department to invoke their cooperation in a community action program leads to the conclusion that their participation in the type of program herein discussed is not necessary, nor is it to be sought. (15)

- (15) Private fee-charging agencies were invited to participate in the Regional Department's program at the outset but failed to provide any positive assistance.

Cooperation with Other Governmental Agencies.

The roles of the state and federal governments in the operation of a public employment system have been discussed previously. The expanding functions of the employment service, and the interest of the state and federal officials in more comprehensive programs at the local level, led to active support of the experimental aspects of the Cincinnati program.

This evidenced itself through increased appropriations, frequent evaluations of various aspects of the program, and direct participation by state and federal officials. The state for example, through its Vocational Education Bureau, participated in planning, setting up and providing funds for the refresher training programs arranged for the Retail Merchants Association, Grocers and Meat Dealers Association, Metal Trades Association and others.

The Federal government through the National Youth Administration and Works Progress Administration operated special refresher training programs based on data supplied by the Regional Department. From 1935 to 1938 approximately 2,000 persons were trained as power sewing machine operatives for the Cincinnati clothing industry. (16) Similarly, hundreds of youth received bench work training for the machine tool industry in the same period. (17) Persons receiving this

(16) Work Progress Administration, Annual Report -Cincinnati, Ohio, 1938. p. 8

(17) National Youth Administration, Projects Report-Cincinnati, Ohio, 1938, p. 6

training were then referred to the Employment Bureau for placement in private industry.

Hamilton County provided funds and personnel for short periods throughout the life of the experiment. It engaged in cooperative surveys outside the city (Cincinnati) limits, of employment opportunities, training facilities, and needs for occupational counseling. It was represented on the Regional Department's policy making committee through the president of the Board of County Commissioners, who also sits on the Committee on Coordination and Cooperation. County officials at the request of the Regional Department, made arrangements with school and local officials to provide facilities for interviewing, collection of data and the other activities of the agency. Officials at the Tuberculosis Sanitarium aided in setting up an occupational clinic in conjunction with the Rehabilitation Bureau to find employment in accord with the medical diagnoses. (18) Case workers of the Hamilton County Welfare agencies participated in the analysis of individual case records undertaken by the Regional Department. (19)

Cities within the metropolitan area participated directly by supply employment and training data, premises for placement and counseling purposes, and personnel to assist in these

(18) See Chapter VI page 92

(19) See Chapter VI page 100

activities under the direction of Regional Department staff. A two-way channeling of employment data, community needs, and objectives, was established which was particularly effective with several of the cities within the area. Machinery for centralized recruiting was projected between Cincinnati, Covington and Newport, Kentucky on the basis of formal agreements between the employment agency officials of Ohio and Kentucky.

Contributions by Private Agencies

The Community Chest of Cincinnati, and its affiliated agencies, participated actively in the Cincinnati program. Indeed, they were a vital part of the program from its outset. They provided personnel funds for many of the Department's functions. Four interviewers with case work training were assigned to the Regional Department on a full-time basis during 1937 and 1938 at a cost of eight thousand dollars.

The Four-Point program previously mentioned was due in no small part to the suggestions made by the Community Chests' research staff. In fact, the assistant director of the Chest, Mr. J. E. B. Stuart, was loaned to the Regional Department to direct the Four-Point program and to act as liaison with Community Chest organizations.

Trained personnel were provided for the Retraining and Adjustment Bureau; centralized clearance of relief client records was set up and a survey of over 3,000 "unemployables" in 1937, was conducted to determine the amount of rehabilita-

tion, retraining and reeducation which would be necessary to make each individual self-supporting. (20) Panels made up of case workers and Regional Department personnel screened each of these individual records, subsequently making all of the necessary arrangements for selective placement through the Employment Bureau. This approach was highly effective in terms of placements. (21)

Non-affiliated private welfare agencies did not participate in any official way in the Department's efforts. Most of the private agencies in Hamilton County, including the city of Cincinnati are affiliated, however.

The Fundamental Nature of These Relationships

The nature of the relationships with industry, labor and the public and with private agencies fall into four categories; financial aid; technical advice and assistance; information clearance; and the pooling of resources.

As indicated in Table I (22) the combined budget of the Regional Department from its inception was the product of appropriations from many sources, both public and private. The allocation of funds by these agencies is a conclusive proof of their interest and is a measure of their participation.

(20) Sixteen experienced case workers from Community Chest agencies were loaned for this purpose.

(21) See Chapter VI page 100 for a more detailed account.

(22) See Appendix I page 176

The largest contributor was the Federal government which supplied personnel, premises and equipment to cooperating divisions of the National Reemployment Service, the National Youth Administration and the Works Progress Administration. The Spelman Foundation's financial support for the experiment which was second in amount, totaled two hundred and eight thousand dollars (\$208,000) between 1934 and 1938.

Much more financial aid than appears from a glance at the actual appropriations was forthcoming, in the form of personnel made available by the various agencies, for special purposes. The funds for personal services involved are not shown in the official records, however, as allocated directly to the Regional Department's program. (23)

Technical advice and assistance in the early days of the program had been provided from private sources for the most part. This was true primarily in the development of testing and interviewing techniques. As the work of the Department progressed, the experience gained made such assistance less imperative. Departmental personnel through industrial surveys, developed job breakdown data, skill relationships in the occupations, selection criteria, relevant employment and population data, and in turn provided such information to industry. The growing store of employment information in the

(23) See discussion earlier in chapter relative to assistance provided by government, schools, and private agencies.

public employment service at state and federal levels, supplied by such local centers as that in the Cincinnati area, became the new primary source for technical assistance in this field.

A single source for community employment data does not yet exist in any area of the United States. The Cincinnati program made a determined effort, however, to provide for the channeling of such data from the varied sources within the community to its Employment Center.

Through its Employment Bureau, employment data were secured from employers and labor unions representing a significant percentage of employment in the community. (24) Such data were then compiled and analyzed. The training agencies supplied information on training facilities and the number in training. An arrangement made with the Community Chest provided information on clients known to them. (25) The schools transmitted the records needed for counseling and placing youth. (26) The mobility of labor within the metropolitan area was facilitated by the transmittal of information on job openings and applicant supply through a central focus.

(24) One hundred thirty-five employers constituting the sample, accounted for 68% of total employment in the area.

(25) See Chapter VI page 92

(26) See Chapter V page 57

Inherent in the relationships established was the necessity for 'pooling' the resources of the community. Regardless of the type of program adopted to meet the problems of employment and unemployment in the community, then as now, all available resources in the community must be utilized.

The Cincinnati program was used in an effort to capitalize on all the relevant resources of the area. In this and previous chapters we have attempted to depict the real participation and tapping of the resources in the area, both private and governmental in nature.

Movement of workers within the area on a geographic basis, as well as occupationally between industries, was made more effective by joint agreements negotiated by the Regional Department. Displaced shoe workers, for instance were placed in great numbers in the expanding radio manufacturing industry with a minimum amount of retraining. Workers in northern Kentucky were utilized in readily accessible downtown Cincinnati, both in industrial and commercial establishments, without the necessity of resorting to ill-advised and expensive recruitment efforts in other distant areas. (28) Greater articulation in relating labor demand and supply within the area, based on a study of transportation facilities, was also secured.

These continue to be problems of our metropolitan areas. The Cincinnati experiment attempted and succeeded in demonstrating a sound approach towards the solution of these aspects

(28) Cooperative arrangements made with the Covington and Newport, Kentucky offices of the Kentucky State Employment Service

(over)

of economic unbalance. In the remaining chapters of this report, we will outline these problems in more detail and discuss the contributions made by the Cincinnati experiment towards their possible solution.

- (28) were entered into to expedite recruitment of workers for industrial and commercial establishments which had followed out-of- the area recruitment patterns in the past. As a result of negotiations conducted by Regional Department authorities agreements had been reached with the Crosley Corporation and the Putman Candy Candy Company among others to emphasize utilization of workers already residing in the Cincinnati metropolitan area. During 1936-37, the Kentucky offices for example, supplied over 2,000 workers for Cincinnati employers.

Chapter VIII - The Cincinnati Contributions to Solution of the Problem at the Local Level

In the preceding chapters, a framework was presented within which a community can work toward a high level of stable employment. Emphasis was placed on local responsibility for action and on the importance of coordinating the efforts of existing local organizations through a concerted and sustained program for the alleviation of the effects of unemployment in the Cincinnati area. A community plan with that purpose was developed and applied by the Regional Department of Economic Security.

This chapter provides an evaluation of the Cincinnati experiment; and a consideration of its applicability as a basic pattern for the solution of comparable problems faced by other communities. Attention is also given to the effect which this program had on the Cincinnati Area.

There are those who may argue that the problems attacked by the Cincinnati program are beyond the range of local control, and attention to that position will be given in Chapter IX below. (1) Nevertheless, the Cincinnati experiment demonstrates that a community can, through local initiative and effort, take measures to improve local employment stabilization.

- (1) The Federal Employment Act of 1946 asserts the "responsibility of the national government for promoting full employment."

A Program for Community Action

Even though the basic problems of economic security are national in scope, the Cincinnati experience disclosed that there are many ways in which a community can minimize and even control many of the causes for economic insecurity. To quote a former director of the United States Employment Service, "the Cincinnati agency conducted valuable studies of the opportunities for absorption of workers in the community and experimented with the classification and assignment of workers." (2)

The mechanics of employment office procedure, described in detail in Chapter VI, (3) were subjected to careful appraisal and many changes occurred in traditional practices. Accurate classification contributed towards better and more expeditious matching of men and jobs. Analyses made of the percentage of openings filled by the Employment Center disclosed that a substantial increase had occurred in the ability to meet the employer's requirements. (4) Inasmuch as a considerable amount of time is lost seeking employment, the existence of a central employment agency utilizing efficient techniques is of considerable importance in minimizing this factor in unemployment.

(2) W. H. Stead - Democracy Against Unemployment, New York, 1942, p. 116

(3) Chapter VI, pp. 74-77

(4) See Chapter VI, p. 80

In its preventive aspect, the Cincinnati program developed better articulation between industrial needs and educational processes by establishing and maintaining effective contacts between schools and industry. Through its development of occupational counseling techniques and the selective placement of the handicapped a practical approach was applied to the problems of the maladjusted, always difficult in periods of economic prosperity as well as during depressions. By reducing and minimizing the waste of time, effort and expense in bringing jobs and workers together, the so-called frictional type of unemployment, due to lack of effective placement facilities, was controlled to some extent. Documentation for these conclusions is contained in the surveys conducted by the several bureaus of the Regional Department as described in Chapter VI.

In September, 1937, C. A. Dykstra, Cincinnati's city manager, in reviewing the Cincinnati program, said:

"The effort has been to plan a community that can organize its labor and its need for labor. It is really a series of undertakings built around the notion of giving people work. But of course, no community can operate such a scheme in a vacuum.....If you can't give people continuing opportunities for work, then you have to give them support. It is the problem of every community to see that its program is as well planned and as stable as possible. We know a lot more about our own community than we did two years ago, more about its human resources and more about its industrial resources. Now we are beginning to ask, what is our community pattern? Can we control it? How far can we go without reference to state and national finance and business activity? The country needs a lot of local experiments

of the sort we are making in our Regional Department. Of course, from many points of view it is just an idea we are pecking at. Maybe we're wrong. Maybe it's beyond the grasp of the community. But if the community can't, who will? And on what terms?" (5)

A major conclusion of this study therefore is that local industrial expansion and stability depend to a considerable degree on the availability of labor supply data and the effective organization of the local labor market. The relationship of such expansion and stability to economic security is apparent. Positive local efforts, therefore, of the nature considered by this study, assist materially in the solution of the problem of local employment stability.

Organizing the Community for Action

If a community can devise plans by which it can quickly adjust its labor resources to changes imposed from without, it will find itself much less affected by economic and industrial fluctuations. Obviously, the success of such a program rests upon the effectiveness of the manner in which local resources are organized and utilized.

Statutes frequently suggest that the various agencies of government should cooperate with each other. How this is to be accomplished is seldom stated. The sponsors of the Cincinnati program were convinced that the coordination of this, as well as of other complex functions of local government, can be made effective by cooperative undertakings

(5) Cincinnati Post - September 3, 1937 p. 1

between the governmental jurisdictions operating in a local community. Accordingly, all the facilities available in the community which could be brought together for the purpose of making a concerted and fundamental attack on the local employment problems, were canvassed and appraised.

This involved pioneering many developments in the general field of community planning on a cooperative basis. The major governmental jurisdictions in the area pooled resources in order to prosecute the program. The measure of success which the Cincinnati program achieved would have been impossible if this had not occurred.

The Regional Department was successful in the establishment of a centralized placement agency for the community. It tested the advantages of consolidated effort through voluntary cooperation over a period of several years. It assisted in reducing labor turnover and minimizing occupational maladjustment through effective placement and occupational counseling.

As evidence of this, we cite the activities of the Regional Department in securing agreements favoring restrictions on indiscriminate recruitment outside the metropolitan area. (6) Experiments involving better utilization of personnel by several major establishments in the Cincinnati area, were also conducted successfully. (7) These demonstrated

(6) See Chapter VII p. 120

(7) See Chapter VII p. 108 , also footnote (5)^a on same page

the usefulness of an efficient, centralized, public employment service and the benefits to employer and worker which result from coordinated effort of public and private agencies, labor and industry. The centralized recruiting agency was responsible for greater flexibility in the available labor supply by facilitating the geographical mobility of skilled workers. The dispersion of skilled workers throughout the area mitigated against job and worker being brought together quickly. The central community agency in the Cincinnati area brought about a closer alignment between northern Kentucky labor and Cincinnati industry. Vocational training in parts of the metropolitan areas outside of Cincinnati was also geared to industrial requirements as a result of the disclosures made by Regional Department studies. (8)

In organizing the agencies involved in occupational readjustment, the Regional Department promoted occupational mobility across industrial lines by relating obsolete skills to current demands, a step made possible by the occupational studies of the Research Bureau. (9)

Coordination of the schools' vocational training program with industries' requirements was a major accomplishment which had not been particularly anticipated. It illustrates, however, the need for linkage of all the elements likely to

- (8) Acceleration of machine practice and needle trades' training in the country high schools resulted therefrom, although exact figures could not be secured.
- (9) Regional Department of Economic Security -- Research Bureau Publication #3-1936. Analysis of change in distribution of occupations within industry. Analysis of employment trends of each industrial activity in the city. Calculation of replacement rates required in the occupations.

become involved in so comprehensive an effort. This is true not only of the city school systems in the area but also of the rural school systems adjacent to the metropolitan area. The State Department of Public Instruction is not the proper agency, for instance, to bring about the integration of industry and education relative to vocational training for a specific area. The local area must organize to achieve these objectives.

Occupational counseling is a continuing process and must be directly related to both economic and personal factors. By providing a centralized source of information and exchange of ideas and techniques, the occupational counseling unit of the Cincinnati school system was enabled to bring into realistic focus, the requirements of local industry.

Affected especially were: the selective placement of the physically disabled; employment problems of youth; the technologically displaced worker; and planning for the maladjusted worker. Those industrial establishments in the area which participated in the various programs profited through a reduction in turnover and a lowering in recruitment costs. (10)

Both labor and management had provided leadership in setting up the organization structure, contributed to the development of the program and participated in the operations

(10) Regional Department of Economic Security - Separation Rates in Selected Establishments - Industrial Services Bureau - June 1937 4 pp.

of the Regional Department. It should be evident, therefore, that coordination is possible at the local level with respect to these problems and can be achieved only at the local level in some degree. Coordination is not achieved by decree from above but depends upon the working relationships established at the community level.

Assembling the Facts

The Regional Department placed a major emphasis on the collection and analysis of data pertinent to labor supply and demand. Detailed information suggesting employment trends was made available to the community.

Several studies traced the employment problems of youth, pointing out both the inadequacy of training facilities and the lack of vocational direction for a large number of the community's future workers. Much the same sort of study was made of other affected groups, as described in Chapter VI.

Utilizing the research resources within the area, surveys of occupational opportunities were inaugurated on a systematic basis. These data provided for the first time a comprehensive and factual basis for placement and occupational counseling functions within the community. They permitted a reconciliation between the needs of the workers and the needs of prospective employers.

From the standpoint of the individual, except in periods of mass unemployment, economic security is enhanced by training and education for available job opportunities; and even

in bad times these factors influence directly the fate of the individual in a competitive society.

The studies made cooperatively with the schools, industry, and labor had shown that fields of work were selected at random, if at all. Chance and other unrealistic factors appeared to predominate in the dictation of job choices by the individual. (11)

From the standpoint of industry, one of the best guarantees of profit is the ability of the worker to produce. The lack of workers with needed skills handicaps enterprise and reduces profits. Thus, determining occupational needs, and relating training efforts toward those needs, contributes greatly to stabilization of employment and protects capital's investment; and in consequence the community gains from the benefits to all its parts.

The job of providing economic security for the individual is, under any set of conditions, a tremendously ambitious effort. It is unfair to expect complete achievement under any circumstances, but the degree of amelioration of insecurity is of the essence. Probably, it can succeed only insofar as community understanding is accomplished. In Cincinnati, the employment stabilization research program of the Regional Department did provide a sound factual foundation for such efforts, through its searching inquiries into the reasons for individual and community unemployment conditions.

(11) See Chapter VI p.85

The primary source of facts for appraising employment conditions in a specific area, is obviously the community itself. The data must be representative of industry and labor within the area; collected and tabulated on a systematic basis.

The detailed labor inventory developed by the Regional Department from its 1935 employment census provided industry with factual data on the skills available and the additional skills needed. It served further to identify training needs and the scope and content of the training agencies' program. Information relative to industry's labor needs is the sine qua non of the schools' vocational programs. Few communities receive such information on a systematic, comprehensive, and factual basis. The Cincinnati program provided a central source for the assembling and interpretation of such data. As indicated earlier, this made possible a closer integration of industry and education relative to vocational training.

Local conditions are always unique in some respects. In the Cincinnati area, we can cite the type of seasonal industries, the guaranteed work-week plan in effect at Procter and Gamble; and the disappearance of the shoe industry, leaving many of its workers stranded in the community and other such instances as examples of uniqueness.

Local facts should be reviewed and evaluated in the light of the local interrelationships. Where factual information is required as the basis for planning it is dangerous to rely on nationwide figures. Analyzing trends or other

general phenomena affecting labor market conditions can, of course, be determined from such sources. With respect to the detailed, specific nature of the employment problems facing a community, local data are essential.

The Cincinnati experiment demonstrated that a metropolitan area can be organized to collect and interpret facts which provide the basis for an understanding of its employment problems. Yet more important than this, is the ability of the public and private agencies within the area to create an organization which can act on the basis of these facts.

This will be discussed in the section which follows.

The Cincinnati Metropolitan Area and Employment Stabilization

"City" plans must include recommendations to establish certain broad economic conditions and a program for full employment of the whole urban area's population, based on a full utilization of all its resources. The socio-economic city is a unity much larger than the legal "City". Moreover, planning is no longer concerned largely with the outward aspect of the city. It is reaching down into all the problems of the community and is concerning itself not only with building the "city beautiful" but also with building a city on a sound economic basis. (12) These two ideas, considered together, open up a vast vista for the concept of metropolitan economic stability.

(12) National Resources Committee-Development Report for 1943 - Planning for Post-War Period Part 2 p. 16.

The urban trend in this country is most revealingly manifested in the rise of metropolitan districts. Such a district is not a political unit but rather an economic area consisting of many separate governmental jurisdictions. In 1940 there were approximately 63 million people or almost 48% of the total population of the United States, living in 140 metropolitan districts. The population increase on a percentage basis of metropolitan areas during the decade 1930-40 exceeded the percentage of population increase of the country as a whole -- 9.3 percent to 7.2 per cent. (13)

The greatest obstacle to the full emergence of a metropolitan community is the great number of conflicting and overlapping political and administrative units into which the area is divided. It is to be expected that as cities grow, an increasing proportion of their population will be found outside of their official boundaries. "Under such circumstances, the daily interrelations of the population are so far flung spatially and so intimate socially and economically that the official place of residence of the person scarcely defines the locus of his actual interest."(14)

(13) United States Bureau of the Census - 16th. Census, Population Vol. I -1940 Table 7, p. 19--Table 18,p. 61
The net population increase for the country as a whole totalled 8,894,229; for the metropolitan areas, 5,362,908.

(14) National Resources Committee -- Our Cities, Washington, D. C. 1937, pp. 68.

Although certainly not a complete answer to all metropolitan area problems, voluntary cooperation of the type promoted by the Cincinnati program is effective when the economic well-being of the entire area is at stake. Further, when areas of two or more states are involved any plan of activity must be based on friendly cooperation. There is no other way to get results.

The Cincinnati experiment involved cooperative agreements between the local subdivisions of government in Hamilton County, Ohio; Kenton and Campbell Counties, Kentucky; state and federal governments. The basic emphasis was placed on stimulating private industrial efforts towards achieving employment stabilization.

The Regional Department pioneered many developments in the general field of community planning relative to employment on an area-wide basis. These included: determining labor supply by contacts with management and labor; determining training needs through area-wide surveys; analysis of employment trends of each industrial group in the area; calculating replacement rates required in the occupations; gearing educational facilities with industrial needs on an area-wide basis; securing the participation of the governmental agencies within the area in men and money in order to contribute to the solution of a problem common to the entire metropolitan area.

According to a report of the Cincinnati Bureau of Governmental Research, whose director is secretary of the Cincinnati

Area's Committee on Coordination and Cooperation, "one of the values of the Cincinnati employment program was to provide reference and informational background on one of the regional functions of government which can be used and brought up-to-date, if and when there is sufficient interest in the consolidation and reorganization of the governmental bodies in Hamilton County into one government." (15)

Although Cincinnati is the 'work-home' for thousands of workers outside its city limits, the city officials had neither the information nor the facilities for coping with the area-wide problem of economic security prior to the experiment. This is undoubtedly true of other large communities of the United States, even today. Participation, therefore, in a program which attempts solutions to these problems insofar as these are possible at the local level, is essential on the part of all jurisdictions within the area, as well as by management and labor.

The Committee on Coordination and Cooperation in Hamilton County provided the leadership in the development of coordinated community planning relative to the quest for local employment security. It did this with a much broader perspective than any one member could have achieved in relation to his own smaller jurisdiction. Only as a group could its members see these metropolitan phases.

(15) J. C. Skinner, - Report to Spelman Foundation, Cincinnati Bureau of Governmental Research, September, 1940, pp. 34

In a study made of the Cincinnati area in 1944, (16) technicians of the National Municipal League found that, although some advances had been made in cooperation between Cincinnati and other jurisdictions within the area, the problems created by the continuing outward movement of population from the city to its environs actually had intensified. They went on to point out that the Cincinnati metropolitan area still had unsolved problems of great magnitude, including that of employment.

The fourth major conclusion, therefore, is that neither the city of Cincinnati nor Hamilton County, acting alone could have coped with the problems which were involved. The metropolitan area is a single entity insofar as employment problems are concerned.

Reoccurring Nature of the Problem

In a report prepared by the Committee on Economic Development, (17) it was stated that the chief factor affecting the economic well being of an area is its job opportunities. It went on to point out that a broader use of its technical and educational resources was necessary, and that greater integration of industry, labor and the area's resources must occur.

(16) T. H. Reed - The Government of Cincinnati - National Municipal League - New York, 1944

(17) Committee on Economic Development - Industrial Possibilities in Metropolitan Cincinnati - 1946

In 1940, 14% of the male working population of Hamilton County was unemployed. (18) Although unemployment undoubtedly declined during the war years 1942-1945, there are again signs that the same basic problems of individual maladjustment and community wide unemployment are present.

Even in good times it is desirable to coordinate the activities of governmental and private agencies in the area. Labor shortages, training facilities, housing and a host of other problems require the attention of the community on an organized basis.

Fortunately, a centralized employment agency now exists which is affiliated with strengthened state and federal services. Nevertheless, this does not mean that its facilities are utilized nor that many aspects of an integrated and coordinated community program are being applied. What is more important is that the habit of working together was inculcated. Thus, all agencies of government, joined forces to expedite the establishment and recruitment of an addition to the labor force numbering well over 30,000 workers during 1942 for the manufacture of vitally needed war materiel. This was done while developing a labor force for the general expansion which occurred in the Cincinnati area as elsewhere, by utilizing the resources of a community somewhat better equipped for organized effort.

Summary

The Cincinnati experiment to control employment led to

(18) City of Cincinnati - Annual Employment Census -1940

an alleviation of some of the more pressing aspects of unemployment in the area, as well as providing a pattern for the stimulation of economic security at the local level. Greater emphasis was given, however to the development of a program for community action, which we consider to be the outstanding achievement of the agency known as the Regional Department of Economic Security.

In summary, the contributions of the Cincinnati experiment to the solution of the problems at the local level created by unemployment include the following:

1. Metropolitan areas must and can be organized (even without enabling legislation) to take concerted action at the local level. Neither the city of Cincinnati, Hamilton County nor any single major subdivision of the metropolitan area can cope with the problems which are involved. Voluntary action proved effective when the economic well-being of the entire area was at stake.
2. A centralized public placement agency efficiently operated is a basic requirement for any program which has as its objective, the alleviation of unemployment. The evidence presented from a variety of sources indicates that the Regional Department was successful in the establishment of a centralized community placement agency.

3. Employment stabilization at the local level requires for its achievement, accurate labor supply data and effective organization of the local labor market. The Regional Department of Economic Security succeeded in providing both the data and an effective community organization on the basis of area-wide coverage.
4. Labor shortages exist even during periods of mass unemployment. Conversely, unemployment exists when employment levels increase. The Regional Department noting these conditions in the Cincinnati area during its six years of existence recommended the adoption of its program on a permanent basis.
5. Concerted action at the local level in the field of employment stabilization involves not only the coordination of governmental agencies; it requires for success the participation of labor and management. The Regional Department successfully enlisted their aid in the development of policies, and the application of the varied programs by means of advisory councils and labor-management committees.
6. It is important at the community level to establish the habit of working together. Whatever criticisms may apply, the Cincinnati experiment provided another link in the chain of events in the Cincinnati area which has made possible many cooperative activities.

Unhappily there are also weaknesses to consider in the Cincinnati program. While they will be summarized below, we do not feel that the weak points invalidate the contributions which were made. Our study discloses that:

1. The voluntary basis for organization permitted serious defections to occur, of key agencies and organizations.
2. Important segments of labor market data were not available, involving both labor and management.
3. Coverage of the local labor market was not sufficiently comprehensive.
4. The frequent change in leadership had an adverse effect on several important programs; the lack of continuity having led to some opportunistic changes in program emphasis.
5. As the economic vista brightened, interest slackened in the experiment.
6. The federal social security program was accepted by many as the answer to all the employment problems of the community.
7. Petty rivalries and entrenched interests hindered various phases of the program.

The Cincinnati area provided a laboratory for the development of a plan which is applicable in all metropolitan areas. The chapter which follows contains an appraisal of the contributions made by the Cincinnati experiment for the "control" of employment at the national level.

Chapter IX - The Cincinnati Contribution to the Solution of a National Problem

The problem of unemployment rapidly assumed nationwide proportions early in the "great depression" of the 1930's. Inquiry into its causes and the effects on the individual worker, community and the nation, disclosed that even during periods of "high" employment, (1924-1929), substantial unemployment existed. Highly industrialized urban centers were particularly vulnerable. (1)

Cincinnati, as well as most other American cities, faced the inevitable local problems engendered by "rising" unemployment. (2) The communities most affected found the task of resolving the issues, required greater state and federal assistance.

Those responsible for the initiation of the Cincinnati program had accepted the premise that each community is affected by the general economic conditions of the country; but maintained that each community also determines to some degree what the general economic condition of the nation will be. As applied to a program involving action at the community level, local resourcefulness and local effort, therefore, are not only relevant to the stability and the level of employment in the particular community but also have effects which extend beyond the community. (3)

(1) See discussion in Chapter I. pp.2-3

(2) See discussion in Chapter II. pp.18-20

(3) Cincinnati Bureau of Governmental Research--Report to the Spelman Foundation. 1940, p. 3

The Cincinnati program was concerned primarily with developing ways and means with which to combat locally the ravages of unemployment. Nevertheless, the pattern which emerged was applicable not only to the Cincinnati area but also to other metropolitan areas. In view of the inter-relationship of industrial enterprise and governmental action on a nation-wide basis, contributions toward the solution of a major problem faced by metropolitan areas, affect government and the economy at the national level, as well. These contributions will be discussed in the remainder of this chapter.

The Role of the Federal Government as Related to Community Action

As a result of changing concepts relative to government's role in alleviating unemployment, brought about dramatically by severe economic depression, the federal government expanded its activities in providing funds for emergency public works, established grants-in-aid for public assistance, and forced the establishment by all the states of unemployment insurance coverage. Through such agencies as the National Resources Planning Board and the Temporary National Economic Council it conducted extensive studies of our resources of men and materials, in order to recommend the adoption of programs by government, industry and labor which would aid in strengthening the economic stability of the nation. (4)

- (4) Presumably economic stability could be achieved with mass unemployment on a permanent or chronic basis, but the term is not so used herein. "Stability", as the term is employed throughout this study implies a "sound" and "prosperous" economy, with a minimum amount of maladjustment, unemployment, and poverty.

The various forms of public assistance, unemployment compensation and emergency public works' programs in use in recent years deal primarily with financial needs and not with individual assistance. Programs for individual assistance may be and are aided by federal agencies but the fundamental responsibility for initiation and maintenance of such programs is still thought to rest with state and local authorities.

Nevertheless, the action taken by the federal government in maintaining such financial aids obviously contributes towards achieving employment stabilization, by providing a cushion for unemployment in private employment and a support for consumption. The efficient administration of these programs, as well as those dealing with individual development, depends to a great extent on the type of organization and facilities at the state and local levels.

In Chapter VIII, it was indicated that a recognition of local responsibility was a fundamental aspect of the Cincinnati experiment. This point of view was somewhat at variance with that which prevailed during the "depression era". The proponents of the Cincinnati plan did not minimize the role to be played by the national government; they merely emphasized the part which the local community must share in providing the medium through which maximum effort could be brought to bear at the local level. In emphasizing this factor, a criterion was provided for the allocation of the respective roles of federal and local governments in meeting the exigencies created by unemployment.

It was obvious that financial support, technical assistance, and overall control was destined as the federal role, particularly in the relief of mass destitution resulting from unemployment. To local authorities was reserved the task of coordinating community activity, establishing the coordinating mechanisms, and the appraisal of individual needs in the light of the individual and the community welfare. (5)

Community "Control" of Employment and the National Problem

A comprehensive and centralized institution of the type encouraged and developed by the Cincinnati program is basic to the proper discharge of the federal responsibilities. It provides a centralized source for placement on public works projects, "work tests" for unemployment insurance, data for training agencies relative to employment opportunities, occupational guidance, and placement of relief clients in private industry. More recently, the solutions of individual problems of veterans seeking employment or other governmental assistance have required the services of a competent, centralized local employment exchange.

The Cincinnati experiment demonstrated how local resources could be better utilized. Among its objectives were the immediate treatment of unemployment through local work relief programs; enlarging casual work opportunities; staggering work hours; and other such temporary measures. (6)

(5) The material presented in Chapters III and IV provide the basis for this conclusion.

(6) Four-Point Program op. cited. p. 2

It stimulated research in unemployment in the area, sought its causes and possible solutions, by coordinating the activities of all local agencies concerned with the manifestations of this economic ailment, through a community research council. (7) Further, a positive articulation was achieved between industrial needs and educational processes. As a result, mobility of labor, both geographically and occupationally, was increased. This provided greater flexibility in the local labor supply, as well as more effective utilization thereof. (8)

The Cincinnati program materially reduced the local problems which in other American communities were left much more completely to federal action. The federal measures which were undertaken under more recent concepts of federal governmental responsibilities operated much more effectively in Cincinnati, in consequence. (9)

- (7) The employment census conducted throughout the Cincinnati area in 1935 under community auspices in an excellent example of the unified action which occurred.
- (8) A series of centralized labor exchanges with improved techniques as demonstrated in the Cincinnati area, can result in a greater mobility of labor at the local and national levels. The monthly statements of labor needs with their 12-month projections and the revision and expansion of training programs by industry and the schools based thereon also helped to bring about a more effective matching of men and jobs. The increased effectiveness in meeting employer needs by the Employment Center previously referred to supports this contention.
- (9) Training-within-industry programs, accelerated under federal war-time stimulation, found ready application in the Cincinnati area due to the relationship developed by the Cincinnati experiment. Vocational counseling needs of veterans and civilians workers were met in more adequate form because of the pattern and techniques already in use. The collection and tabulation of employment data, already an established fact in the Cincinnati area, was made part of a more recently instituted national pattern. These programs, together with the national clearance of labor needs and workers, were readily integrated into the community pattern as a result of the experience gained earlier in the Cincinnati experiment.

Local stabilization programs, therefore, which involve the coordination of local governmental agencies, management and labor, are of positive value in facilitating the application of the resources of the federal government, so that they can be most effective at the local level. Local solutions reduce the burden on the national and state governments and therefore obviate the necessity for creating new agencies or the development of coordinating mechanisms.

Applicability to Other Local Areas

Where similar patterns are discernible in other metropolitan areas, the values derived from local experimentation should be obvious. The importance of the findings transcends any local results. This is especially applicable to the Cincinnati program which led to such positive results outlined earlier in previous chapters.

The more complex capitalistic society becomes, the more delicate and sensitive are its structural parts. Every maladjustment of one part of the machine to another affects the worker. Also, "the incidence of insecurity falls unequally upon different individuals and different localities." (10)

Under the exigencies of depression and war the federal government had strengthened and extended its employment assistance to the states. The extension of power on the part of the federal government is not only a result of an emergency, but, in part at least, it is a by-product of the growth of

(10) Wm. Withers, - Financing Economic Security in the United States, 1939, New York, pp. 37

urbanism. Cities have grown as foci of self-government and have developed interests which make it inevitable that there shall be direct relationships between them and the federal government. This is especially true of large cities.

The United States Employment Service has undergone a series of reorganizations and an extension of its scope of activities and programs in order to deal effectively with unemployment as a national problem. The United States Employment Service now has as its major objective the adoption of basic programs for organizing the local labor market, by the states and their subdivisions, particularly in the metropolitan areas. It has emphasized the need for and desirability of community participation in the employment program and has indeed provided detailed recommendations for securing such participation. (11)

This approach is relatively new having been developed only since 1940. The writer was instrumental in recommending the Cincinnati experience to the officials in charge of the United States Employment Service. Significant also, is the fact that the director of the Hamilton County, Ohio, Welfare Department during 1934-1935, became director of the United States Employment Service in 1944.

As in other phases of federal activity, the United States Employment Service has borrowed heavily from the ex-

- (11) United States Employment Service - Manual of Operations, Community Participation, Section VIII, 12 pp.

perience of local communities with problems of organization and program content. This is particularly important to a program which requires effective application at the local level, such as confronts us here. As to program content, a brief review of the current policies of the United States Employment Service discloses that the Cincinnati program is almost identical with the program recommended for adoption by the state services. (12)

Demonstration centers similar to the Cincinnati plan, in their emphasis on centralization of agency resources and comprehensiveness of program, were sponsored by the United States Employment Service in Baltimore, Maryland; Dallas, Texas; Providence, Rhode Island; and St. Louis, Missouri. These centers organized during 1939-40 used the experience gained in Cincinnati (13) as well as some of its personnel, (14) in the development of their programs.

Many phases of the Cincinnati program, relatively new in nature or 'tried out' there for the first time have been incorporated in federal policy statements or procedural

(12) United States Department of Labor - Policies of the United States Employment Service - Part 23, Issued by Secretary of Labor, January, 1947.

(13) Democracy Against Unemployment - opus previously cited p. 120. In the "6-point" program promulgated by the Secretary of Labor in 1946, the first four points were almost identical with the earlier Cincinnati program. For fuller discussion, see Chapter VI. p. 99

(14) Fred Foote, records' system supervisor; Roswell Ward, vocational guidance consultant.

recommendations. This is particularly true in the adoption of centralized record keeping, including mechanization thereof; in the accelerated use of testing for selection purposes in public employment offices; the acceptance of the more comprehensive application form for employment and personal data; in the form and content of community participation programs; in promoting more effective utilization of local labor supply; and in demonstrating the necessity for relating vocational training to industry's needs.

Coordinated Action at the Local Level an Aid to Effective Federal Leadership

The Cincinnati experiment developed a workable pattern for the administration of nationally sponsored programs. Effectuation of national policies, particularly those promulgated for the alleviation of unemployment depend primarily on organization at the local level for their success. Any program which succeeds in organizing local resources materially aids the application of a nation-wide program.

The problem of integrating governmental activities, establishing proper machinery for coordination of activities, and of maintaining cooperation between all units of government, as well as liaison between similar functions carried on under both public and private auspices, is both difficult and complex. The Committee on Coordination and Cooperation which assumed the role of a "steering" committee for the venture had as its major objective an investigation of the facts and

and development of a program for the improvement of employment conditions in the area.

It found that the coordination of this, as well as other complex functions of government in the local area, can be most effective through cooperative undertakings between those governmental jurisdictions operating in a local community. Focusing community attention on the causes and problems of unemployment had been successful. While this interest was sustained the results were good. Industry as well as labor profited. Public expenditures for welfare activities, training, vocational guidance, and employment services were better directed and had more beneficial results.

Pooling of community resources had lessened the possibility of duplication of effort and therefore the unnecessary expenditure of public funds. Vocational rehabilitation programs financed in part by state and increasingly by federal authorities found coordinated local channels through which to operate. These and other direct benefits which were derived from the existence of a pattern of coordination are dealt with in previous chapters but particularly in Chapters VI and VII.

Summary

The Cincinnati program made little provision for consideration of the national aspects of the problem of unemployment. Nevertheless in its quest for an answer to the problem at the local level, it made several distinct contrib-

utions to the development of solutions which the federal government sought to provide. Briefly stated, these contributions include the following:

1. A local organization was provided with which federal and state governments could cooperate effectively.
2. Even though federal responsibility predominates, effective action cannot be taken without the presence of governmental 'machinery' at the local level.
3. Pioneering engaged in at the local level provided a major contribution as demonstrated by the program adopted by the United States Employment Service and sponsored in other metropolitan areas.
4. Local successes reduce the burden on state and federal governments.
5. The federal government cannot impose such programs on local authorities successfully, as the elements involved are too numerous and the local interests too divergent.

Chapter X - Summary of Findings

The Regional Department of Economic Security was established for the Cincinnati metropolitan area, which includes; the City of Cincinnati; Hamilton County, Ohio; and parts of Kenton and Campbell Counties, Kentucky. This experiment in the community control of employment and these findings took place between 1930 and 1940.

As the program dealt with a local organizational development, in the process of which many emergency situations were faced, the methods and tactics used were quite frequently opportunistic. Complete documentation therefore has not always been possible of each phase of the program. Nevertheless sufficient data has been presented to justify the conclusions which were reached.

Another limitation which should be taken into consideration is the expression of personal views made by the writer throughout this report. This was unavoidable if considered in the light of his direct participation in many phases of the experiment. Nevertheless, personal views have been subordinated to documentary evidence wherever possible. Considerable information was also secured: through interviews with management and labor representatives on the several advisory committees; discussions with local governmental officials; contacts with individual plant personnel and private welfare agency officials; much of which has supplied supporting evidence throughout the text.

Conclusions

The major conclusions in this study of the Cincinnati experiment relating to the "control" of employment at the community level are the following:

1. The local community took the initiative in the development of a comprehensive program to meet the impact of unemployment in the local area.
2. The state and federal governments made great contributions to the local enterprise without which the results obtained would not have been possible.
3. The Committee on Coordination and Cooperation in Hamilton County, a local quasi-official coordinating body, sponsored an area-wide program successfully.
4. After several years of this experiment the view became widely accepted in Cincinnati that the community is responsible for those aspects of employment security which relate to the placement and training of labor, so that labor may reasonably expect a living wage, steady employment and humane working conditions. At the same time it came to be believed that the profit structure of enterprise in the community would and could be strengthened, not weakened in consequence.
5. The experiment developed and applied new methods and techniques in the selection, placement, occupational guidance and training of workers.
6. Management and labor were supplied with accurate data reflecting employment conditions in the community, which had an important effect on their subsequent activities.
7. Rigidities of structure and prior commitments of governmental agencies required many approvals before adjustments could be made in the organization originally created to control the local labor market.
8. Other communities adopted the major aspects of the Cincinnati program through the stimulation and assistance supplied by state and federal agencies.

9. The Cincinnati experiment did not develop a comprehensive and acceptable plan for the control of employment at the local level in all its particulars.
10. Although community relationships profited, and a pattern for coordination of community resources was established, there have been few further accomplishments toward the achievement of economic security by the community.

Inferences

A number of inferences which it is logical to assume from the Cincinnati program even though evidence is not fully available are the following:

1. Organizing the community required close cooperation with and understanding of state and federal functions in relation to local functions, as well as an understanding of the specific operating restrictions on all local agencies.
2. A program with a single major group of objectives could not be expected to make up for the absence of basic functions or organizations in the community; as for example, an effective local Council for Economic Development. This is not a weakness of the program, it is a reflection on the Cincinnati area itself.
3. The quest must be made for the highest common denominator of community cooperation between management, labor, public and private agencies.
4. The Cincinnati program played an important part in the development of employment security programs adopted by federal, state and local authorities.
5. Few American cities have followed the Cincinnati pattern on their own initiative. Therefore the federal government has a responsibility for stimulating such action.

The remainder of this chapter will be devoted to a recapitulation of the major aspects of the study, including these subdivisions: defining the problem; problems of organ-

ization; the program; operating problems; techniques developed; and the development of community relationships. Recommendations and suggestions for further study will be presented in the concluding chapter, which follows.

Defining the Problem

The community control of employment embraces a wide variety of political and economic issues. The Regional Department was confronted with a major task in the adoption of a practical perspective with respect to these issues. In short, it was necessary to name the specifics, rank them in terms of priority of importance and decide how much of them could be accomplished.

It was decided at the outset that the community needed to be organized in order to promote an effective community program. The major problems faced in such an undertaking therefore concerned the nature of organization, the kind and amount of financing and the relationships with public and private agencies at the local, state and federal levels.

The Regional Department considered itself as a coordination agency which served to secure the cooperation and integration of all services available to the community. This was specifically indicated as a major objective. It rejected the notion that it would take over these services and provide them directly.

Complete centralization of all planning, placement, and research functions with respect to the problems of employment stabilization was regarded as neither desirable nor feasible. The major emphasis was placed on the coordination of all community resources rather than a physical centralization of such functions.

Although aware that employment stabilization involves planned public works, social insurance, relief programs as well as other kinds of governmental action, the Cincinnati program was primarily concerned with certain issues basic to the overall problem of employment security, namely the provision for adequate organizational arrangements and techniques regarding placement, vocational guidance, training, and effective utilization of the labor force in local areas.

In spite of these objectives, the continued existence of a high percentage of unemployed workers, as the plan was placed in operation, required emphasis on more immediate considerations, such as finding work of any description for the unemployed. Adjustments in the plan also took place due to the inability to rely too heavily on voluntary cooperation of public and private agencies, management and labor. Coordinating mechanisms, established and directed in positive fashion by the Regional Department, were necessary in order to facilitate systematic, orderly and sustained action.

A backward view should convince the reader, however that faced with a community problem of the first magnitude considerable initiative and ingenuity was displayed in arriving at a proper diagnosis. Sufficient evidence has been presented indicating agreement with this contention by a number of authorities in the field of employment security.

Employment security, particularly in the case of a local area was defined not as one problem, but as a group of problems which are related to the make-up of the local labor supply in terms of race, sex, age, color and experience. This situation is analogous to that which is to be found in other industrial centers. By focussing attention on this responsibility as primarily local in nature, the Cincinnati experiment set a pattern for more effective local action.

Problems of Organization

In the Cincinnati project, the cooperating agencies and resources tapped were both public and private in character. Organizing the effective use of these resources represented a major problem from the very beginning. The problems of organization fell into three basic patterns; governmental-private; intergovernmental; and internal structure.

The relationships with industrial management and labor represented the weakest link in the organizational pattern. Management advice and support was forthcoming as we have seen, although not to the extent desired.

Organized labor, represented mainly in the Cincinnati area during the period of the experiment by the American Federation of Labor, provided advice and counsel in similar measure. Although the support of labor was successfully enlisted it is interesting to conjecture whether this would be as true where labor is divided into two or more rival factions.

The private welfare agencies were ably represented and proved to be a potent stabilizing factor in all the organizational phases of the Cincinnati project. Problems of organization were nevertheless encountered in fixing responsibility in terms of both function and financing.

Some mention should also be made here of the role played by the Cincinnati Bureau of Governmental Research. It had prepared an excellent analysis of the problems affecting employment in the Cincinnati area as the basis for development of the program. Unfortunately it departed for a time from its role as a fact-finding agency and through its director participated directly in the operation of the Regional Department.

Intergovernmental cooperation as a means of integrating local government action is essential to any program undertaken in a metropolitan area. Through the device known as the Committee on Cooperation and Coordination of Hamilton County, extensive cooperation of governmental agencies in the Cincinnati metropolitan area had occurred, much of it on an informal basis, as a means of unifying and integrating their activities.

State and federal agency cooperation were immediately secured. Positive support in the form of personnel, technical assistance, and funds, was provided. This support brought with it some organizational problems resulting from the divergent sources of funds, authority and differing objectives of the several state and federal agencies.

Authority however, was delegated by federal, state and local agencies to the Regional Department, which succeeded in creating a functioning organization. Direction of the experiment, therefore, was primarily local in character even though support and assistance was secured from state and federal agencies. A lack of continuity in the policies of the agencies at the three levels led to the withdrawal of funds, personnel and materials, and lapses of interest in the program. It was obvious that when interest and understanding were high, problems of intergovernmental organization were not serious.

The structure of the Regional Department internally, was comprised of six bureaus organized on a functional basis. On the whole, they operated within the sphere allotted to them, which provided a criterion for judging the structural soundness of the organizational pattern.

Enlarging the scope and responsibilities of the Regional Department did not require any radical changes in organization. In fact, one of its strongest features was the ease with which

the organization structure could be adapted to the several major shifts in the program of the agency. This was especially important in making the change from a coordinating agency to an operating one.

The different sources of funds and personnel created employee relations' problems of some magnitude and therefore did have an effect on the internal organization structure. This was particularly true where problems of job classification and allocation or transfer of personnel were concerned. These did not arise frequently nor did they seriously handicap the activities of the agency.

The Program

So far as is known, no community has up to the present applied a local program as comprehensive and involving the utilization of local resources so completely as practiced in the Cincinnati area during the life of the experiment.

It consisted of the promotion of an orderly arrangement of the local labor market including: the establishment and maintenance of effective contacts with industry and labor; acquiring and sharing knowledge of job requirements, facilitating the mobility of labor through transfers either geographically or occupationally; providing employment information; and the selection and placement of workers in both public and private employment.

Adjustment services were provided to the individual in

terms of occupational counseling, selective placement of the physically disabled, and a close coordination with other adjustive services in the community. Industrial services to employers involving job analysis, distribution of community employment data, recommendations of successful personnel practices in problem situations, were developed for use by employers. Management and labor were invited to participate in the formulation of the program content and were extensively involved in tryouts of the techniques and procedures which were developed.

The program of the Regional Department emphasized community planning or a master plan involving the participation of public and private agencies, trade groups and individuals. The plan called for collection of employment data, its analysis and utilization by all the agencies in the community concerned with various phases of the employment process.

Once conceived, it had been set into motion by a survey of available facilities in the area including, premises, equipment, personnel and employment data. The main objective was the creation of a central agency under governmental auspices as a basic requirement for the solution of community employment problems.

Although desirable as a community enterprise, in retrospect there are several aspects of the program with which issue can be taken.

Too much emphasis was placed on problems of a transitory nature such as, the procedure for placement of relief clients on work relief projects and placement totals in general.

Meanwhile, experimentation languished in the search for better methods of personnel selection, occupational counseling, training, and the other elements involved in the control of the local labor market. The failure to sustain interest in continuing efforts toward the achievement of soundly conceived and executed policies and techniques led eventually to a loss of support from public and private sources most concerned with the success of the plan.

In contrast, some aspects of the program which were vigorously prosecuted for a time represented highly debatable objectives or ill-conceived ventures such as; planning industrial expansion for the community without the full support of both management and labor.

In its main considerations, however, the program of the Cincinnati experimental agency has been accepted as desirable for any metropolitan area. With some modifications and on a somewhat more modest scale, the Cincinnati plan has been adopted by the United States Employment Service and transmitted to the affiliated state agencies.

Operating Problems

The major operating problems faced by the Regional Department were caused primarily by the unofficial and shifting nature of its authority, several sources of funds and personnel, and the uncharted course of action in a new responsibility of

government involving the voluntary cooperation of management and labor.

The lack of definite commitments of money and personnel from the governmental agencies, created a difficult task for the Regional Department in the development of a unified plan of action. The divergent sources of personnel, each with differing salary ranges, were a constant source of friction, and created many morale problems. Fortunately, the availability of private funds provided support for the key personnel without whom direction of the enterprise would have been impaired. Their influence was particularly effective as they had no political "axes to grind". As functions proved desirable and successful, public funds were made available for the continuation of the activity, and in some cases for the requisite personnel. It appears desirable therefore in similar undertakings involving administrative planning and direction to avoid the selection of key personnel too closely identified with special interests within the community.

Agencies and individuals in some instances were slow in giving up or diminishing their unilateral role even though the public interest required it. The Regional Department's program represented a challenge to prerogative and entrenched positions. For example, the schools were reluctant to pool their placement facilities or change vocational training programs in conjunction with Regional Department objectives. (1)

- (1) The trade, vocational and high schools in the Cincinnati area continued to make referrals directly to employers in the area numbering approximately several thousand annually. The exact number could not be determined because of the non-existence of records and is based on the estimates provided by the occupational division of the Cincinnati Board of Education, principals of the major high schools in the area.

Hamilton County officials disagreed with the allocation of tasks and accordingly their participation in the program was not too effective in terms of agency objectives.

The non-selective character of much of its staff, many of whom the Regional Department inherited from relief agencies made effective use of the staff difficult. The failure also to provide training on a planned and systematic basis in the objectives of the program or even the basic techniques which were developed contrived further to depress the levels of competence of the staff.

Management and labor accepted the Cincinnati program in its broad aspects. Positive acceptance of some of its details was another matter. Organized labor concerned with individual job security was reluctant to approve and participate in training programs calculated to make available greater numbers of trained workers. (2) Because of the availability of workers, some sections of industry saw little need for retraining or occupational adjustments, nor was it concerned with the efforts to develop employment opportunities and data concerning employment. Presumably, this was due to a lack of vision for the total community welfare and too great a preoccupation with the problems of the individual establishment.

A lack of continuing cooperation therefore was quite discernible as time went on, particularly as it affected both management and labor. It was also evident on the part of some Hamilton County officials.

(2) This was particularly true of the apprenticeship programs of the building trades' unions although slight increases in the number of apprentices for the various crafts did occur.

On the other hand welfare officials, both public and private and school authorities in general continued to support the program enthusiastically. Fortunately also, many responsible management and labor leaders participated actively in the development and operation of the program.

This may be due in part to their realization of the significance of the emergency and it was therefore reasonable to expect such cooperation. It may be unreasonable to expect a similar amount of cooperation if a program such as this is undertaken in "good times."

Techniques Developed

A number of important techniques were developed by the Regional Department which have had wide and general application.

A central clearance point for the exchange of records, particularly where maladjustment is most pronounced, means that and considerable time can be saved, /duplication of effort avoided. The Regional Department through its Adjustment Bureau was instrumental in the development of a central record system which was maintained by the Council of Social Agencies.

The development of neighborhood guidance clinics was another innovation which had as its objective bringing occupational counseling service to all parts of the area through the school system.⁽³⁾ A means for securing more positive participation

- (3) The Four-Point program discussed on pp.94-99, envisaged the expansion of counseling services by using the schools in the areas as neighborhood vocational guidance clinics. This phase of the program was inaugurated in Wyoming, Ohio in conjunction with the effort to "regularize" casual work. Such clinics were also conducted each spring for several years (1936-1939) at the high schools in the outlying areas of the county.

on the part of the residents of such neighborhoods was also promoted. The Regional Department disseminated employment information and secured employment data by utilizing this avenue for public relations' activities.

Occupational counseling techniques were developed which cut down the time involved by stressing occupational factors instead of personality conflicts. By using the schools as clinics, as well as its personnel, counseling was applied on a mass basis. It cannot be claimed, however, that the full potentialities of the school system in this field of activity were revealed in practice, in the Cincinnati experiment.

A great deal of attention was focussed by the Employment Bureau on the refinement of selection techniques. Mechanical sorting of employment records by use of a punch-card system facilitated selection where large numbers of applicants were involved.

The application of standardized tests; intelligence, aptitude, achievement and performance, for the first time in a modern employment office on a comprehensive basis; provided employers and employment interviewers with a more objective basis for the selection of qualified workers. Employment application forms heretofore sketchy in information were completely revised in the light of industrial and governmental job requirements.

Selective placement of the handicapped, which involved individual job "promotion", for the first time in a public

agency was found applicable on a mass basis. Job development was promoted on a positive basis; that is, physical demand studies demonstrated the type of physical activity involved which was then (4) related to the individual worker and the skills which he possessed.

A major research contribution of the experiment was in the simplification of standard job classifications. Although employment research has disclosed that there are approximately 17,000 different types of jobs, many of these are so closely related that the presence of certain basic skills enables the worker to qualify for many types of work. The Regional Department through its Employment, Research and Industrial Services' Bureaus found that there were about 400 "fields of work" into which the 17,000 occupations could be grouped. (5) This meant that occupational mobility could be greatly facilitated as in the case of the transfer of former shoe workers to the radio industry for machine operation involving the use of related skills.

- (4) Physical demand analyses were prepared by the Research Bureau in conjunction with the personnel departments of Procter and Gamble, Crosley Radio Corporation, Lunkenheimer Company, and the Crown Overall Company. Referrals of qualified workers from among the "handicapped" applicants resulted in a number of placements which otherwise would not have occurred.
- (5) Refined versions of the "field of work" concept were applied subsequently in several communities scattered throughout the United States. One of these surveys was completed in Kalamazoo, Michigan, in 1945 under the direction of the writer and in conjunction with representatives of the headquarters office of the United States Employment Service. (The study was published under the title, Employment in Kalamazoo County, jointly by the United States Employment Service and the W.E. Upjohn Institute for Community Research.) This method for analyzing community job relationships has not yet been generally accepted by the State employment services.

The tabulation of occupational data for use as a guide in counseling also facilitated the counseling and placement of workers in the community and elsewhere. The development of such guides is a major project currently for such federal agencies as the Veterans Administration, Vocational Rehabilitation Service and the United States Employment Service.

It is impossible to state precisely the effect of all these marked achievements of the Cincinnati experiment on the country at large. In view of the writer's subsequent observations, it seems to be a fair appraisal, however, that it had a profound impact on public employment office operation.

Community Relationships

The "community" relationships in metropolitan areas present many complex problems. To plan successfully for a program even relatively limited in scope as the phase of employment security herein discussed, requires the participation of many diverse groups with differing motives.

The sponsoring agency itself, the Committee on Coordination and Cooperation, was a quasi-legal body and yet it succeeded in the coordination of community resources. Agreements with the state and federal governments enabled the local venture to experiment with different types of organization and techniques. Private support from the Spelman Foundation, industry and labor, provided funds for experimentation

in initially costly mechanical devices, refinements in selection and the employment of key personnel without whom progress would have been difficult.

The Regional Department set its sights on providing a central source for information and facilities for employment services to the community. It entered into a series of agreements between governmental agencies, private welfare organizations, industry and labor.

Advisory councils consisting of management, labor and the public representatives assisted materially at the outset. It would be very difficult for any local program to succeed without the active participation of such a group, which was amply demonstrated by the Cincinnati project. Separate advisory groups for management, labor, and technical groups it was found, did not work well in practice. A small group composed of management and labor representatives with technical consultants proved to be better suited to the role of a "sounding board" or for securing community support.

The Regional Department appealed to the self-interests of these groups, secured their participation in the program originally by letting them "write their own tickets". It drew some of its personnel at least at the top level from local industry and government and developed a functioning group of advisory councils from representative management and labor leaders. Finally, it made use of industrial and labor organizations for the "try-out" of new methods and techniques.

The community plan developed by the Cincinnati program in many of its phases is a prerequisite for organizing a metropolitan area to treat with the problems of employment security at the local level. The working relationships between the many elements in the community gradually improved. In no instance, can an example be cited of a worse conflict or relationship attributable to the Regional Department.

A program involving the kinds of relationships required for the alleviation of employment insecurity is very likely to fail unless positive cooperation is secured. Observation indicates that where management and labor participation is necessary for the success of an undertaking, governmental agencies should first secure an understanding and acceptance of the basic premises. It is also desirable to have management and labor assist in the development of policy and program so that they are committed to achieving its objectives.

Chapter XI - Recommendations

As a result of the activities in which the Regional Department engaged, a pattern has been developed which is designed to facilitate the stabilization of employment at the community level. This procedure for organizing the community is suggestive rather than definitive or rigid. Local differences - in problems, in the economic structure, in the interests of citizens - will necessitate adaptations in the suggested procedure in order to stimulate the interest and the support of citizens and organized groups.

There are, however, five basic recommendations formulated here in brief, summary fashion which are intended as suggestions for future application and study in similar undertakings at the community level. They include the following:

1. Achieving employment stabilization is of primary and enduring importance. No metropolitan area in the United States can afford to ignore it, especially in view of the possibility of another major depression. We should not wait for catastrophe to strike. Every metropolitan area, therefore, should organize its resources at once. This is primarily a local responsibility because of the special local conditions.
2. The state and federal agencies with responsibilities in this field should cooperate enthusiastically with the central authority created by the local community. Personnel and technical assistance should be provided to the local units. The local program should be effectively integrated with those of state and federal agencies, which should be integrated with each other.

3. Private foundations should give more financial and intellectual aid to efforts of this sort. Even if limited in time, the value of the Cincinnati experiment for the philanthropic dollar was great. The difficulties in securing outstanding technicians and administrators for employment at the local level can be ameliorated when private funds are made available. It is unlikely that sufficient funds can be found at the outset by governmental agencies, at the local level because of legal restrictions and rigidities of policy and organization. Valuable technical advice and assistance from private foundations will make experimentation possible at the local level, which otherwise might not take place.
4. A coordinating body, on which are represented the major local governmental agencies in the area, should be created. It should be responsible for securing the cooperation of local agencies both public and private, act as custodian for private funds, formulation of policy, and selection of key personnel for the community agency. Internally, the agency should be organized along functional lines, including the following activities: placement; employment research; personnel services to management and labor; vocational rehabilitation and adjustment; and community services related to employment stabilization.
5. Labor and management should study the problems of employment stabilization at the local level actively. They should establish their own central machinery for cooperation. This can be done through the creation of a labor-management committee which would act in a liaison capacity between management and labor and the community agency. The problems encountered in seeking the cooperation of individual industrial establishments and labor organizations would thereby be minimized. Most important, increasing the likelihood of achieving employment stabilization, in which management and labor have such a vital stake, would thereby be enhanced.

Finally, the continuing timeliness of the 'Cincinnati plan' is worthy of mention. To the criticism that the experiment took place under abnormal conditions and in a

unique or special situation, the answer may be made that the same or similar types of labor problems are present in every modern urban community and at all times. Among the years 1914-1948 there has been no "normal" year. The whole period has been "abnormal", and as we emerge from it we find that we still face many of the same plus still other and, in many respects, more complex problems. Among these are: the still greater concentration of population in metropolitan areas with all of its attendant problems of economic and political organization, including unemployment; disposing of the employment problems created by a far greater number of disabled war veterans and industrial workers with occupational handicaps; meeting the demands of female workers called into industry in great numbers during the war years, 1942-45, many of whom are insistent on remaining part of the labor force; the perennial problems of youth and "superannuated" workers which once more are coming to the fore; and the discrimination against minority groups sometimes exercised by industry, labor and governmental agencies.

Our hopes for employment security in the future depend in part on the answers to be provided for the problems at issue. The whole import of this dissertation may be summed up in the proposition that intelligent solutions for these

problems can more readily be attained through the types of cooperative community effort illustrated or suggested by the Cincinnati experiment. We cannot hope for solutions which are fixed and ready-made; sound solutions have to be custom-built to suit the special needs and conditions in each metropolitan community.

APPENDIX I

STATISTICAL DATA

The data used in this report were compiled from Regional Department records, including selected data secured through the Census conducted by the Regional Department in 1935, and are included in the following series of tables.

TABLE I - Regional Dep't Expenditures & Personnel

EXPENDITURES				PERSONNEL			
YEAR	TOTAL	SOURCE	AMOUNT	CIVIL SERVICE	PROVISIONAL	C.S.	NON C.S.
*1934	\$54,500	City	\$1,000	4			
		State	2,500				
		Fed-Govt.	3,000	28			
		Spelman	35,000			8	
		F.E.R.A.	13,000			55	
			54,500	32			63
1935	507,000	City	15,000	6			
		State	10,000	27			
		Fed.Gov't	32,000				
		Spelman	65,000			7	
		**F.E.R.A.	100,000			100	
		***N.R.S.	85,000				
		W.P.A.	200,000				(Census Proj.)
			507,000	33			107
1936	326,000	State	5,000		3		
		Fed.Gov't	41,000	25			
		N.R.S.	95,000			125	
		City	22,000	8			
		Spelman	62,000			7	
		W.P.A.	103,000				(Census Proj.)
			326,000	33	3		132
1937	226,100	State	5,100				
		Fed. Gov't	40,000	20	8		
		N.R.S.	95,000			100	
		City	23,500	9			
		Spelman	28,000			5	
		Ham.Co.	8,500	Rental, Supplies, maintenance			
		Com. Chest	2,000			1	
		W.P.A.	24,000				(Project)
			226,100	29	8		106
1938	178,700	State	5,200				
		Fed. Gov't	40,000	13	35		
		City	25,000	9			
		N.R.S.	25,000			22	
		Spelman	18,000			2	
		Ham. Co.	6,500	Rental, Supplies, etc.			
		Com. Chest	6,000			3	
		W.P.A.	50,000				(Project)
			178,700	22	35		27
*office opened Oct. 1, 1934				State - state of Ohio			
**F.E.R.A. funds (Jan - June)				Fed. Gov't - Wagner Peyser Matching Funds			
***N.R.S. funds (Sept. - Dec.)				Spelman - Spelman Foundation			
				City - City of Cincinnati			
				F.E.R.A. - Federal Emergency Relief			
				N.R.S. - National Re-employment Service			

ACTIVITIES CINCINNATI EMPLOYMENT CENTER

Date	Placements					Applications, Renewals, Reinterviews and Field Visits						
	Private			Public	Total Placements	Applications			Renewals	Reinterviews	Field Visits	
	Reg.	Temp.	Total			Male	Female	Total				
1934												

T A B L E I I I
ACTIVITIES CINCINNATI EMPLOYMENT CENTER

	Placements					Applications, Renewals, Reinterviews, and Field Visits					
	Private			Public	Total Placements	Applications			Renewals	Reinterviews	Field Visits
	Reg.	Temp.	Total			Male	Female	Total			
1935											
Jan.	159	226	385	31	416	1410	843	2253	1849	4306	
Feb.	98	193	291	7	298	1194	590	1784	1858	5221	76
Mar.	148	281	429	22	451	772	422	1194	1537	7394	347
Apr.	143	363	506	57	563	755	402	1157	2273	8179	36
May	118	466	584	129	713	945	333	1278	2852	8890	3
June	105	329	434	100	534	1433	547	1980	3385	6164	323
July	135	456	591	47	638	1349	474	1823	3426	5357	404
Aug.	153	413	566	732	1298	1347	554	1901	2747	5774	142
Sept.	220	417	637	1298	1930	1632	796	2428	3702	6311	115
Oct.	208	445	653	1668	2321	1963	1001	2964	2711	8242	216
Nov.	226	454	680	7159	7839	1656	618	2274	1814	6907	206
Dec.	140	368	508	1957	2465	6725	579	7304	2372	5176	228
Total	1853	4411	6264	13202	19466	21181	7159	28340	30526	77921	2096

T A B L E I V

ACTIVITIES CINCINNATI EMPLOYMENT CENTER

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A P P L I C A T I O N S										P L A C E M E N T S									
Date 1936	Ac- tive File	New			Re- new- als	Re- inter- views	Re- fer- rals	Field Vis- its	Private						Fed. Proj. & Gov't Ser.				Total Place- ments
		Men	Women	Total					Men		Women		WPA	FWA	Pub.	Total			
									Reg.	Temp.	Reg.	Temp.							
																	Reg.	Temp.	
Jan.	27957	4197	957	5154	3419	2345	1952	181	75	148	112	277	612	360	335	53	748	1360	
Feb.	24133	1638	689	2385	2385	2530	1800	75	117	112	90	316	635	36	250	140	426	1061	
Mar.	27388	1946	958	2904	3116	3197	2685	191	84	173	117	492	866	33	752	155	940	1806	
Apr.	32627	2316	1056	3372	3993	3126	3177	23	111	209	141	467	928	92	931	105	1128	2056	
May	28522	1400	856	2255	4284	3820	3386	60	165	255	201	477	1098	102	1070	76	1248	2346	
June	24433	1670	810	2480	5383	2613	3437	210	125	194	177	406	902	247	1677	41	1965	2867	
July	29969	2959	1434	4393	3576	3618	3628	296	126	191	180	445	942	39	1384	17	1440	2382	
Aug.	31815	2274	1011	3285	4296	3639	2789	97	110	110	171	413	804	44	1796	54	1894	2698	
Sept.	33524	1616	1087	2703	3853	3197	3045	55	135	175	190	533	1033	15	1026	30	1071	2104	
Oct.	34200	1509	1599	3108	3266	2973	2605	108	172	180	206	467	1025	33	774	103	910	1935	
Nov.	35455	1596	1250	2846	3584	6297	3103	106	154	281	151	529	1115	56	588	35	679	1794	
Dec.	37819	2407	1216	3623	3854	11334	2349	113	116	194	112	632	1054	11	536	25	572	1626	
Total		25528	12922	38450	45009	48689	33956	1515	1490	2222	1848	5454	11014	1068	11119	834	13021	24035	

T A B L E V
ACTIVITIES CINCINNATI EMPLOYMENT CENTER

P L A C E M E N T S																		
Private																		
Fed. Proj. & Gov't Ser.																		
Date 1937	Ac- tive File	New			Re- new- als	Re- inter- views	Re- fer- rals	Field Vis- its	Men		Women		WPA	PWA	Pub.	Total	Total	Total
		Men	Women	Temp.					Reg.	Temp.	Reg.							
Jan.	37595	1213	535	1748	3043	13052	2659	183	271	206	255	521	15	403	27	445	1698	
Feb.	39227	2104	619	2723	4524	11917	3448	580	139	1016	171	427	16	334	378	728	2481	
Mar.	34269	2061	770	2831	3428	14241	4931	812	434	544	310	710	13	456	59	528	2526	
April	37222	1469	815	2284	3508	12250	4335	837	497	409	347	750	16	795	13	824	2827	
May	32294	879	518	1397	4896	11158	4364	537	460	406	307	713	16	917	84	1017	2903	
June	27839	1309	947	2256	3413	12702	3469	459	380	462	375	633	3	789	42	834	2584	
July	32858	1859	1405	3264	3662	15051	2869	742	271	335	345	278	34	619	15	668	1697	
Aug.	34041	1537	872	2409	3808	16811	3231	860	238	251	216	318	8	1173	24	1205	2228	
Sept.	32289	1116	596	1712	3218	15850	3366	411	254	268	291	226	14	1261	79	1354	2393	
Oct.	31049	1382	814	2196	3480	14916	2673	508	202	313	296	228	11	1088	26	1125	2164	
Nov.	28332	1077	589	1666	3337	14205	2412	554	149	177	237	245	8	814	16	838	1646	
Dec.	29366	1039	429	1468	4801	12546	2528	294	110	188	207	294	13	372	944	1329	2128	
Total		17045	8909	25954	45128	164697	40285	6757	3405	4575	3257	5343	167	9021	1707	10895	27475	

T A B L E VI

ACTIVITIES CINCINNATI EMPLOYMENT CENTER

Date 1938	A P P L I C A T I O N S							Re- fer- rals	Field Vis- its	P L A C E M E N T S							Total Place- ments	
	Ac- tive File	New			Re- new- als	Re- inter- views	Private				Fed. Proj. & Gov't Ser.							
		Men	Women	Total			Men			Women		WPA	PWA	Pub.	Total			
										Reg.	Temp.					Reg.		Temp.
Jan.	27706	812	249	1061	2248	12586	1717	326	77	59	178	197	15	451	220	686	1197	
Feb.	27938	1718	757	2475	2205	13699	1269	310	65	111	140	140	18	546	31	595	1051	
Mar.	25786	2023	1008	3031	2224	13084	1412	747	114	120	200	169	17	355	26	398	1001	
Apr.	33916	1945	883	2528	6896	13817	2200	623	139	213	166	221	8	599	248	855	1594	
May	54059	1881	707	2588	4139	13136	1895	674	123	226	152	241	28	725	27	780	1522	
June	32679	1914	920	2834	3251	14069	2041	955	103	191	172	231	20	703	15	738	1435	
July	33237	1448	992	2440	3646	14071	1663	945	75	117	156	238	9	332	259	600	1186	
Aug.	30677	1527	1215	2742	5072	*26209	2120	1016	140	181	192	236	1	389	114	504	1253	
Sept.	29131	1074	876	1950	2874	*20156	1776	886	109	203	248	271	2	350	83	435	1266	
Oct.	32319	994	691	1685	4998	*22837	2102	747	107	220	205	237	7	268	289	564	1335	
Nov.	33322	1082	727	1809	2481	19575	1788	588	118	173	269	217	0	200	171	371	1148	
Dec.	33013	1507	741	2248	4566	29388	1963	286	73	239	203	308	3	400	43	446	1269	
Total	41186	17925	9766	27691	44600	251282	21946	8403	1243	2055	2281	2706	128	5318	1526	6972	15257	

* Personal Visits

ACTIVITIES

Unemployment Compensation Commission
OHIO STATE EMPLOYMENT SERVICE DIVISION
Cincinnati Office
Summary by Month
1939

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APPLICATIONS										PLACEMENTS										
Date 1939	Ac- tive File	NEW			Re- new- als	Per- sonal Visits	Re- fer- als	Field Vis- its	PRIVATE						Fed. Proj. & Gov't Serv.					
		Men	Women	Total					MEN		WOMEN		Total	WPA	PWA	Pub.	Total			
									Reg.	Temp.	Reg.	Temp.								
Jan.	31181	3157	1277	4434	6974	63843	2572	464	87	130	209	188	614	1	819	239	1059	1673		
Feb.	33826	2898	1573	4471	4102	48609	1808	753	102	161	203	166	632	0	381	45	426	1058		
Mar.	34119	2206	1316	3522	8065	64139	2771	923	164	302	265	280	1011	0	546	41	587	1598		
Apr.	32792	1680	849	2529	4374	58898	2885	950	287	366	253	297	1223	6	20	41	67	1200		
May	31204	1620	1219	2839	4140	65924	3961	1274	366	527	371	340	1604	0	0	6	6	1610		
June	30707	1827	1301	3128	4159	61199	3890	978	389	448	383	491	1711	0	11	18	29	1740		
July	17731	2110	1389	3499	3472	71258	3058	870	383	290	252	305	1230	0	35	58	93	1323		
Aug.	28187	2799	2031	4830	7470	76555	3098	946	367	259	378	301	1305	0	0	31	31	1336		
Sept.	30646	1705	1253	2958	5432	65476	3439	855	382	428	403	344	1557	1	6	8	15	1572		
Oct.	29734	2182	1738	3920	5027	63422	3525	1207	554	626	520	407	2107	1	3	23	27	2134		
Nov.	26124	1901	1394	3294	4330	73847	3638	1072	441	618	458	416	1933	2	8	6	16	1949		
Dec.	24239	1844	1163	3007	4700	54168	2612	1403	301	499	333	534	1667	0	0	14	14	1681		
Total	350400	25929	16503	42432	62245	767338	37257	11695	3823	4674	4028	4069	16594	11	1829	530	2370	18964		

TABLE VIII

NUMBER AND PERCENT OF EMPLOYED
BY OCCUPATION IN THE CONSTRUCTION INDUSTRY
1920 - 1930 - 1935

Crafts	1935				1930				1920			
	Total		Unemployed		Employed		Employed		Employed		Employed	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total	16383	100	8005	100	8378	100	16437	100	12680	100		
Brick and Stone Masons	550	3.3	305	3.7	245	2.9	749	4.5	606	4.7		
Builders and Building Contractors	796	4.9	106	1.3	690	8.2	1007	6.1	517	4.1		
Cabinet Makers	380	2.3	110	1.4	270	3.2	416	2.5	517	4.1		
Carpenters	2283	14.0	1104	13.8	1179	14.0	3316	20.1	2819	22.3		
Electricians	1123	6.9	334	4.2	789	9.4	1205	7.3	972	7.7		
Printers and Glaziers	2795	17.1	957	11.9	1838	22.0	2364	14.5	1578	12.5		
Paperhangers	389	2.4	78	1.0	311	3.7	508	3.1	320	2.5		
Plasterers	296	1.8	185	2.3	111	1.3	658	4.0	393	3.1		
Plumbers, Gas and Steamfitters	1134	6.9	473	5.9	661	7.9	1161	7.1	1275	10.0		
Roofers and Slaters	143	.9	55	.7	88	1.0	152	.9	* 175	1.4		
Tinsmiths and Sheet Metal Workers	786	4.8	260	3.2	526	6.3	842	5.2	*1000	7.9		
Laborers and Helpers	5708	14.7	4038	50.6	1670	20.1	4059	24.7	2508	19.8		

* Estimated

TABLE IX

NUMBER AND PERCENT OF EMPLOYED
BY OCCUPATION IN THE MACHINE TOOL INDUSTRY
1920 - 1930 - 1935

OCCUPATIONS	<u>1925</u>				<u>1930</u>				<u>1920</u>			
	<u>Total</u>		<u>Unemployed</u>		<u>Employed</u>		<u>Employed</u>		<u>Employed</u>		<u>Employed</u>	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total	18383	100			14603	100	17720	100	21545	100		
Blacksmiths	312	1.7	84	2.2	228	1.5	311	1.7	610	2.8		
Boilermakers	187	1.0	56	1.5	131	0.9	149	1.0	246	1.1		
Filers, Grinders, Buffers, Polishers	600	3.3	110	2.9	490	3.4	598	3.4	351	1.6		
Machinists	4715	25.7	940	24.9	3775	25.7	5096	28.7	7835	37.0		
Millwrights	360	2.0	71	1.9	389	3.1	276	1.5	268	1.2		
Toolmakers	475	2.5	45	1.2	430	2.9	425	2.4	340	1.6		
<u>Auto Factories</u>												
Mechanics, Garages, etc.	1760	9.6	512	13.5	1248	8.6	1610	9.2	1370	6.4		
<u>Other Industries</u>												
Mechanics	1886	10.2	289	7.6	1597	10.9	1237	7.1	1297	6.0		
Molders, Foundrymen	1012	5.5	281	7.4	731	5.1	329	1.8	328	1.4		
Pattern & Model Workers	306	1.6	46	1.2	260	1.8	311	1.7	597	2.7		
Operatives (Auto Factories)	814	4.4	168	4.4	646	4.4	575	3.2	3570	16.4		
Operatives (Other Iron & Steel)	2574	14.0	574	15.2	2000	13.6	2320	13.1	774	3.6		
Operatives (N.E.S.)	140	0.8	37	1.0	103	0.8	680	3.8	* 500	2.3		
Operatives (Electric Machine)	1745	9.5	290	7.7	1455	10.0	794	4.5	436	2.0		
Operatives (Brass Mills)	516	2.9	51	1.4	465	3.2	399	2.2	326	1.5		
Laborer (Metal Ind.)	65	0.3	4	0.1	61	0.4	407	2.3	2697	12.4		
Laborers (Other Iron & Steel)	916	5.0	222	5.9	694	4.7	2203	12.4				

* Estimated

TABLE X

REPLACEMENT NUMBERSBUILDING TRADES

<u>Occupations</u>	<u>Number of Workers</u>				<u>Replacement Number in 1955- based on 1935 Census</u>				<u>Replacement Number in 1950 based on 1930 Census</u>			
	1920	1930	1935		Survivors under 65 in 1935	Replacement Number in 20 years Ann'l Number	1930 Census	Survivors under 65 in 1950	Replacement Number 20 years Ann'l Number	1930 Census		
	No.	%	No.	%	No.	%						
Total	13419	100	17674	100	15765	100	509	477				
Brick & Stone Masons	606	4.5	749	4.2	550	3.4	212	340	510	25		
Builders & Bldg. Contractors	517	3.9	1007	5.7	794	5.1	303	502	632	32		
Cabinet Makers	517	3.9	416	2.3	380	2.4	150	199	271	14		
Carpenters	2819	21.0	3316	18.8	2283	14.4	842	1516	2200	110		
Electricians	972	7.3	1205	6.8	1123	7.1	674	932	342	17		
Engineers, Stationary Crane	1214	9.0	1389	7.8	1276	8.1	497	713	844	42		
Painters, Glaziers, Varnishers	1578	11.7	2364	13.4	2746	17.4	1314	1290	1348	67		
Paperhangers	320	2.4	508	2.9	389	2.5	172	290	273	14		
Plasterers	393	2.9	658	3.7	240	1.6	166	409	312	16		
Plumbers, Gas & Steamfitters	1275	9.5	1161	6.6	1092	6.9	463	793	460	23		
Tinsmiths	700	5.2	842	4.8	562	3.6	297	565	346	17		
Laborers	2508	18.7	4059	23.0	4330	27.5	2355	2468	2000	100		

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TABLE XI

REPLACEMENT NUMBERSMACHINE TOOL INDUSTRY

Occupations	Number of Workers				Replacement Number in 1955 - based on 1935 Census				Replacement Number in 1950 - based on 1930 Census			
	1920		1930		1935		1935		1930 Census		1930 Census	
	No.	%	No.	%	No.	%	Survivors under 65 in 1955	Replacement Number 20 Years Ann'l Number	Survivors under 65 in 1950	Replacement Number 20 Years Ann'l Number	Survivors under 65 in 1930	Replacement Number 20 Years Ann'l Number
Total	21545	100	17720	100	14603	100		394		398		
Blacksmiths	610	2.8	311	1.7	228	1.5	53	218	143	211	10	
Boilermakers	246	1.1	149	1.0	131	0.9	47	105	68	85	4	
Filers, Grinders, Buffers, Pol.	351	1.6	598	3.4	490	3.4	233	321	310	360	18	
Machinists	7835	37.0	5096	28.7	3775	25.7	1776	2500	3470	2040	102	
Millwrights	268	1.2	276	1.5	289	2.1	114	220	124	190	10	
Toolmakers	340	1.6	425	2.4	430	2.9	221	261	257	210	11	
Auto Factories												
Mechanics, Garages, etc.	1370	6.4	1610	9.2	1248	8.6	935	392	1206	505	25	
Other Industries												
Molders, Foundrymen	1297	6.0	329	1.8	731	5.1	404	410	163	204	10	
Mechanics			1237	7.1	1597	10.9	976	780	762	594	30	
Pattern and Model Workers	328	1.4	311	1.7	260	1.8	133	158	185	157	8	
Operatives (Auto Factories)	597	2.7	575	3.2	646	4.4	424	276	380	243	12	
Operatives (Other Iron & Steel)	2570	16.4	2320	13.1	2000	13.6	1152	1060	1355	1210	61	
Operatives (N.E.S.)	774	3.6	680	3.8	103	0.8	63	50	431	186	9	
Operatives (Brass Mills)	436	2.0	399	2.2	465	3.2	230	294	233	204	10	
Operatives (Elec. Machines)	* 500	2.3	794	4.5	1455	10.0	1127	410	620	200	10	
Laborers (Metal Ind.)	326	1.5	407	2.3	61	0.4	38	29	211	232	12	
Laborers (Other Iron & Steel)	2697	12.4	2203	12.4	694	4.7	379	394	1312	1115	56	

* Estimated

TABLE XII

EDUCATIONAL FACILITIES
of
CINCINNATI METROPOLITAN AREA

A C A D E M I C

<u>PUBLIC</u>				<u>PRIVATE</u>			
<u>High Schools</u>	<u>Day Nite Total</u>			<u>High Schools</u>	<u>Day Nite Total</u>		
<u>Total</u>	<u>30554</u>	<u>2930</u>	<u>33484</u>	<u>Total</u>	<u>56</u>	<u>5615</u>	
City	17885	2930	20815	YMCA	56	56	
County	10791		10791	County Parochial		5439	
Township							
Norwood	1577		1577	Mt. St. Joseph Acad.		120	
St. Bernard	301		301				
<u>University of Cinti</u>				<u>Colleges & Universities</u>			
<u>Total</u>	<u>1507</u>	<u>570</u>	<u>2077</u>	<u>Total</u>	<u>823</u>	<u>746</u>	<u>1569</u>
Liberal Arts	1203	570	1773	Mt. St. Joseph			263
Graduate	304		304	Our Lady of Cinti	75	40	115
				St. Xavier	485	706	1191
<u>Other</u>				<u>Other</u>			
Americanization)				Bureau of Jewish			
Elementary)			755	Education			100

TABLE XIII

EDUCATIONAL FACILITIES
of
CINCINNATI METROPOLITAN AREA

V O C A T I O N A L

PUBLIC

Trade High Schools	Day	Nite	Total	Commercial	Day	Nite	Total
Total	3005	2781	5786		1136	1170	2306
Automotive & Avia.	519	458	977	A.I.B.		147	147
Building Trades	141	201	342	Campbell	300	150	450
Commercial	804	321	1125	Comptometer	105	84	189
Electrical	317	380	697	YMCA (Commercial)		146	146
Mechanical	239	455	694	YMCA (Business)	121	118	239
Printing	255	187	442	Littleford	310	350	660
Retail Selling	343		343	Miller	300	170	475
Sewing	341	742	1083				
Tailoring	47	37	84	Correspondence			
				Int'l Acc't Society		4000	
Nite High Schools				Law		170	170
(not Smith-Hughes Funds)				YMCA			
Mechanical)				Technical			
Cabinet Mak'g)			363	Tot Cinci Col. Phar.	632	927	1559
Woodworking)				Cinci Col. Phar.	200		200
				Jourdan-Diesel	165		165
University of Cinti.				O.M.I.	244	895	1139
Total	3358	4860	8218	Sage Inst. Neen	23	32	55
Professional				Nursing			
Household Admin.	246		246	Total	531		531
Applied Arts	223		223	Bethesda	96		96
Teaching	609		609	Christ	164		164
Law	107		107	Good Samaritan	175		175
Medical	294		294	Jewish	96		96
Nursing (Gen'l Hosp.)	79		79				
Technical				Social Service			
Engineering	1800		1800	Total	125	10709	
Commerce		4860	4860	Good Will Set.	125		125
				Red Cross Volunteer		7000	
				W.P.A. (Ham. Co. Emergency		3584	
				Schools)			

TABLE XIV

VOCATIONAL HIGH SCHOOLS OF CINCINNATI
ANNUAL ENROLLMENT AND GRADUATION
1930 through 1936

School	Total		1929-30		1930-31		1931-32		1932-33		1933-34		1934-35		1935-36		1936-37	
	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.	Enroll.	Grads.
Automotive	4754	704	470	68	507	83	546	70	605	140	668	100	658	118	663	116	637	
Building	1226	225	205	38	142	42	94	29	118	26	127	31	143	31	199	28	198	
Commercial	6383	1371	730	147	730	193	700	223	790	220	810	240	871	181	875	167	877	
Electrical	2821	688	338	82	387	103	315	121	378	116	384	93	337	99	305	74	377	
Mechanical	1227	137	132	17	118	21	147	18	136	20	163	17	108	22	207	22	218	
Printing	2272	652	252	81	329	80	328	137	329	126	274	95	264	74	248	59	248	
Retail Selling	3010	546	338	41	405	80	371	90	397	110	404	79	362	72	373	74	360	
Sewing	2771	469	292	52	311	57	283	54	304	66	368	05	434	82	345	93	434	
Tailoring	525	83	55	7	65	12	69	10	88	17	63	11	66	14	67	12	52	
TOTAL	24989	4875	2812	533	2994	671	2853	761	3145	841	3261	731	3241	693	3282	645	3401	

APPENDIX II

SAMPLE FORMS

Reproduced below are the forms used for consultation, registration and placement purposes and the Questionnaire which was devised to secure estimates on personnel needs in the community.

The information here given is true to the best of my knowledge and belief.

Signature _____

CONTRACT		OCCUPATION		WORK DESCRIPTION		RATING	
(10) Int. No.	(24) Sec. No.	(11) Int. No.	(25) Sec. No.	(12) Int. No.	(26) Sec. No.	(13) Int. No.	(27) Sec. No.
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							

(1-4) Registration date _____

(5) My present residence in Cincinnati has been _____
 1 ☐ less than 6 months
 2 ☐ 6 months to 1 year
 3 ☐ over 1 year

(6) My present residence in Hamilton County has been _____
 1 ☐ less than 6 months
 2 ☐ 6 months to 1 year
 3 ☐ over 1 year

(7) I am _____
 1 ☐ native born
 2 ☐ naturalized; Date _____
 3 ☐ 1st Papers; Date _____
 4 ☐ alien; Country _____
 5 ☐ other _____

(8) My religious preference is _____
 1 ☐ Protestant
 2 ☐ Catholic
 3 ☐ Jewish
 4 ☐ Other _____
 5 ☐ None _____

(9) 1 ☐ I have never been convicted of a felony
 2 ☐ I have been convicted of a felony _____

(10) I am _____
 1 ☐ single
 2 ☐ married
 3 ☐ widowed
 4 ☐ separated
 5 ☐ divorced

(11) 1 ☐ I am my home (color)
 2 ☐ I am my home (unmarried)
 3 ☐ I am _____
 4 ☐ I am with relatives _____
 5 ☐ I am a _____

(12) I have _____
 1 ☐ I have completed 1 ☐ College _____ years of work
 2 ☐ I have completed 2 ☐ High School _____ years of work
 3 ☐ I have completed 3 ☐ Grade School _____ years of work
 4 ☐ I have completed _____ years in Business College
 5 ☐ I have completed _____ years in Trade School
 6 ☐ I have completed _____ years in Other _____
 7 ☐ I am a _____

(13-14) My height is _____ ft. _____ in.

(15-17) My weight is _____ lbs.

(18-25) Key Punch operator see above

(26-30) Languages (26) Fla. (27) Mex. (28) Fr. (29) It. (30) Others Name _____

(31-32) I have completed 1 ☐ College _____ years of work
 2 ☐ I have completed 2 ☐ High School _____ years of work
 3 ☐ I have completed 3 ☐ Grade School _____ years of work
 4 ☐ I have completed _____ years in Business College
 5 ☐ I have completed _____ years in Trade School
 6 ☐ I have completed _____ years in Other _____
 7 ☐ I am a _____

(33) I am _____
 1 ☐ I am _____
 2 ☐ I am _____
 3 ☐ I am _____
 4 ☐ I am _____
 5 ☐ I am _____
 6 ☐ I am _____
 7 ☐ I am _____
 8 ☐ I am _____
 9 ☐ I am _____
 10 ☐ I am _____

(34) I am _____
 1 ☐ I am _____
 2 ☐ I am _____
 3 ☐ I am _____
 4 ☐ I am _____
 5 ☐ I am _____
 6 ☐ I am _____
 7 ☐ I am _____
 8 ☐ I am _____
 9 ☐ I am _____
 10 ☐ I am _____

(35) I am _____
 1 ☐ I am _____
 2 ☐ I am _____
 3 ☐ I am _____
 4 ☐ I am _____
 5 ☐ I am _____
 6 ☐ I am _____
 7 ☐ I am _____
 8 ☐ I am _____
 9 ☐ I am _____
 10 ☐ I am _____

(36) 1 ☐ I have never belonged to a professional society or fraternal order
 2 ☐ I now have active membership in _____ society or order
 3 ☐ I formerly belonged to _____ society or order

(37) 1 ☐ I have never served an apprenticeship
 2 ☐ I have served _____ years at an incomplete apprenticeship in _____ trade
 3 ☐ I have served _____ years at a completed apprenticeship in _____ trade

(38) 1 ☐ I have never held any trade license
 2 ☐ I now hold licenses in _____ trades
 3 ☐ I formerly held licenses in _____ trades

(39) 1 ☐ I have never belonged to a trade union
 2 ☐ I now belong to _____ union
 3 ☐ I formerly belonged to _____ union

(40) 1 ☐ I can furnish me tools, instruments or uniforms
 2 ☐ I can furnish tools, instruments and uniforms
 3 ☐ I can furnish tools and instruments
 4 ☐ I can furnish tools and uniforms
 5 ☐ I can furnish instruments and uniforms
 6 ☐ I can furnish only tools
 7 ☐ I can furnish only instruments
 8 ☐ I can furnish only a uniform
 9 ☐ I can furnish only tools and instruments
 10 ☐ I can furnish only tools and instruments

(41) My sex is ☐ Male ☐ Female

(42-43) My age is _____ yr. Birth date Mo. Day Yr.

(44) My color is ☐ White: ☐ Negro: ☐ Other

(45) X ☐ I am not a veteran
 1 ☐ I am a veteran with no dependents
 2 ☐ I am a veteran with dependents
 3 ☐ I am a DISABLED VETERAN (see dependents)
 4 ☐ I am a DISABLED VETERAN with dependents

(46-47) Date of enlistment _____
 Date of discharge _____

(48-49) I am now unemployed, and if _____
 I am now employed, and if _____
 Job other than C.W.A. or Relief (FEDRA) _____

(50) Key Punch operator see above

(51) I do not own a team, car or truck
 2 ☐ I own a team, a car and a truck
 3 ☐ I own a team and truck (see car)
 4 ☐ I own a team and a car
 5 ☐ I own a car and a truck
 6 ☐ I own a team
 7 ☐ I own a truck
 8 ☐ I own a car. Make _____

(52) Year _____ Body _____

(53) Truck data Capacity Make Year
 1 ☐ panel body
 2 ☐ stake body
 3 ☐ dump (hydraulic)
 4 ☐ dump (other)

(54) 1 ☐ I cannot read blueprints or microfilm
 2 ☐ I can read Arch. & Mech. blueprints & notes
 3 ☐ I can read Arch. & Mech. blueprints only
 4 ☐ I can read Arch. blueprints & notes
 5 ☐ I can read Arch. blueprints only
 6 ☐ I can read Mech. blueprints & notes
 7 ☐ I can read Mech. blueprints only
 8 ☐ I can read Microfilm only
 9 ☐ Other kind _____

(55) 1 ☐ I will not leave city nor live on job
 2 ☐ I will not leave city but WILL live on job
 3 ☐ I will LEAVE city but LIVE on job
 4 ☐ I will leave city but NOT LIVE on job

* List all schools attended giving information asked, being sure to include last grade or high school attended.									
NAME, LOCATION & KIND OF INSTITUTION		COURSE OF STUDY		DEGREES, DIPLOMAS, DISTINCTIONS ETC.		Time spent From To		Age left	
Birthplace of self									
City		County		State		Country		Birthplace of Father	
(48) PHYSICAL CONDITION		(49) EDUCATION AND TRAINING		(50) EXPERIENCE		(51) VOCATIONAL TESTS		(52) PERSONALITY TRAITS	
List all jobs held since leaving school, beginning with latest or present employment (indicating in Memoranda column latest job of over one month not C.W.A. or relief employment) and continuing in reverse order from last job toward first job.									
Date		Duration in months		EMPLOYER'S NAME ADDRESS AND PHONE NUMBER		EMPLOYER'S BUSINESS		IMMEDIATE SUPERIOR	
To		From		KIND OF WORK DONE (Just what did you do?)		Regular or Temporary		Rate	
Hours per day or week		Time or piece work		Reference		Follow-up		Code for Termination	
1		2		3		4		5	
6		7		8		9		Other	
10		11		12		13		14	
15		16		17		18		19	
20		21		22		23		24	
25		26		27		28		29	
30		31		32		33		34	
35		36		37		38		39	
40		41		42		43		44	
45		46		47		48		49	
50		51		52		53		54	
55		56		57		58		59	
60		61		62		63		64	
65		66		67		68		69	
70		71		72		73		74	
75		76		77		78		79	
80		81		82		83		84	
85		86		87		88		89	
90		91		92		93		94	
95		96		97		98		99	
100		101		102		103		104	
105		106		107		108		109	
110		111		112		113		114	
115		116		117		118		119	
120		121		122		123		124	
125		126		127		128		129	
130		131		132		133		134	
135		136		137		138		139	
140		141		142		143		144	
145		146		147		148		149	
150		151		152		153		154	
155		156		157		158		159	
160		161		162		163		164	
165		166		167		168		169	
170		171		172		173		174	
175		176		177		178		179	
180		181		182		183		184	
185		186		187		188		189	
190		191		192		193		194	
195		196		197		198		199	
200		201		202		203		204	
205		206		207		208		209	
210		211		212		213		214	
215		216		217		218		219	
220		221		222		223		224	
225		226		227		228		229	
230		231		232		233		234	
235		236		237		238		239	
240		241		242		243		244	
245		246		247		248		249	
250		251		252		253		254	
255		256		257		258		259	
260		261		262		263		264	
265		266		267		268			

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CONSULTATION RECORD

Date _____
No. _____ Counselor _____
Name _____ Address _____ Tel. _____
Referred by _____ Birthplace _____ D.O.B. _____
Age _____ Sex _____ Color _____ Height _____ Weight _____
School Record: Yes No Social Service Clearance: Yes No
Test Results:

Reason for consultation:

Personal Appearance and Personality:

Home Situation:

Work Experience:

Employment Assets:

Liabilities:

Interview with Individual and Recommendations:

Referral to other agencies:

Agency _____ **Date** _____

[illegible]

HOME SITUATION - (OR OTHER DATA

PROBLEM

TENTATIVE PROGRAM TO DISCUSS

FINDINGS OF CONFERENCE (Date)

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Junior Consultation Service
1014 Race Street
Cincinnati, Ohio

Name	Birth Date	School	Date
------	------------	--------	------

Tests - Name	Date	Rating

[illegible]

Majors	Teachers' Estimates

Special Activities & Abilities	Teachers' Remarks

Health Record

School or Home Problems

Counselor's Recommendations

SCHOOL RECORD

For use in junior placement and vocational guidance. Junior Div.-Consultation Service, Cincinnati Employment Center, in cooperation with Cincinnati Bd. of Education.

Identifying Date: (filled in by Jr.Div.-Cons.Service)

Day School _____ Grade _____
last att'd _____ Compl _____
Nt. School _____ Grade _____
last att'd _____ Compl _____

E-92
Vocation Bureau Routing

- (1) Psych. Lab. _____
(2) WCO _____
(3) Attendance Dept. _____
(4) V.T. _____
(5) Couns. Div. _____

Student _____ Sex M-F Color W-N-O

Address _____ Phone _____

Father _____ Mother _____ D.O.B. _____

Others in Family _____ D.O.B. Verified _____

Comment _____

(1) Psychological Tests: (filled in by Psychological Laboratory) D.O.B. _____

Date	Test	CA	MA	PR	Remarks

Comments _____

(2) Work Certificate Record: (filled in by Work Certificate Office)

Work Certificate Issued, Date _____ No. _____ In Process _____

Health Defects _____

Jobs Held - Kind of Work _____ Firm _____ Termination (Employer's Rpt.) _____

(3) Attendance Department Comments: (Factors which might influence employability)

E-92

Student _____ (to be filled in by Jr.Div.-Cons. Service)

(4) Visiting Teacher summary of factors which might influence present & future plans.

(5) School Grades (Omit if in H.S. or H.S. drop-out):

Subjects in which student excelled _____

Subjects in which student had difficulties _____

Pre-vocational Subjects _____

(6) Counselor's Record

Impression of Personality: _____

Health _____

Student's Plans _____

School Counselor's Recommendations _____

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For Counseling Record

Counselor _____

Name _____ Age _____ Sex _____ Date _____

- | | |
|---|--|
| <p>1. What do you do that you like best outside or work or school hours?
Outdoors _____ Indoors _____
1. _____ 1. _____
2. _____ 2. _____
3. _____ 3. _____</p> <p>2. Have you any hobbies? What are they? _____</p> <p>3. What things outside your job would you now like to learn to do either in connection with work or with recreation? _____</p> <p>4. What school subjects did you like best? _____</p> <p>5. What school subjects did you find most difficult? _____</p> <p>6. Which of the following subjects, if you had them, did you like better?
English or Mathematics _____
Science or History _____</p> <p>7. What have you studied outside your regular school course that you liked? _____</p> <p>8. What course of training or special subjects would you like to take if you could? _____</p> <p>9. Where did you hear about the Employment Center? _____</p> | <p>10. What have you often thought that you would like to do for a living?
Why? _____</p> <p>How long have you been interested in this field? _____</p> <p>11. What occupations or fields of work would you like more information about? _____</p> <p>12. What kind of work are you trying to get now? _____</p> <p>13. Do you read newspapers? Which ones? _____
What parts? _____</p> <p>14. What magazines do you read often? _____</p> <p>15. What three books outside of school books that you have read do you especially like? _____</p> <p>16. Where do you meet your friends? _____</p> <p>17. What club meetings or athletic groups do you attend frequently?
What do you like best to do there? _____</p> |
|---|--|

Cincinnati Employment Center

(Use other side if necessary)

Phone Parkway 5151
Line 13

SCHOOL INFORMATION REQUEST

E-126-a
Junior Division
Date _____

THE CINCINNATI EMPLOYMENT CENTER
1014 Race Street

To _____ Vocation High School

Will you please aid us by giving the following information about a former pupil of your school? It will be regarded as confidential and is important in our placement service. The enclosed envelope, for your convenience, requires no postage.

Head of Junior Division

_____	_____	_____
Last Name	First Name	Date of Birth
Date of Entrance _____		Date of Leaving _____
Last Grade Completed _____		Reason for Leaving School _____

Give pupil's attendance record:

Days absent _____
Days present _____

COMMENT: _____

Give pupil's attitude toward school and associates:

Troublesome _____	Very Good _____
Difficult _____	Excellent _____
Average _____	

What is your estimate of the pupil's academic ability? _____

Failure _____	Good _____
Poor _____	Very Good _____
Average _____	Excellent _____

What is your estimate of pupil's trade ability? _____

Failure _____	Good _____
Poor _____	Very Good _____
Average _____	Excellent _____

If pupil held a co-op job how did he get along? Please comment freely, using other side if necessary. _____

What are your recommendations for placement? _____

(Signed) _____
Principal or Teacher

RETRAINING BUREAU
CINCINNATI EMPLOYMENT CENTER
1014 Race Street
Cincinnati, Ohio

E-164

RE:

No.

Physician's Medical Statement

Age _____ Color _____
Sex _____ Marital Status _____

The above person has registered for work at the Cincinnati Employment Center, and was classified as a _____, _____, _____ at the time of registration.

He stated he had been a patient of your during _____.

Social Service Exchange Clearance shows registration by your agency.

To insure him proper consideration for placement according to his physical or mental limitations, please check below the statement or statements which most nearly fit the applicant's abilities. Thank you very much for your cooperation.

Yours very truly,

Director,
Cincinnati Employment Center

Director,
Retraining Bureau

-
- | | |
|------------------|--|
| 1 - Employable | - Individual's record indicates no physical restrictions or limitations of any sort. |
| 2 - Employable | - Physical limitations require placement on work which involves:
- No heavy lifting. - No reaching.
- No standing on feet for long period. - No climbing on ladder.
- Freedom from dust or other irritants to respiratory tract.
- No employment in which food is handled because of communicable disease.
- Limiting hours to _____ a day.
- Freedom from handling metals (copper, lead, etc.) because of toxic susceptibility.
- No eyestrain (_____ % of vision in _____ eye.)
- No danger from lack of hearing (_____ % of hearing.) - Totally deaf. |
| 3 - Unemployable | - Individual's physical limitations are such as to make any employment impossible. |

N.B.: If temporarily unemployable, name approximate date when individual can return to employment. Date _____

REMARKS: _____

Signed _____
Title _____

NAME _____ Date _____ 193 _____ NO. _____ E-40a

PERSONAL APPEARANCE:

Approach (manner in which applicant presents himself)
 Timid--Hesitant--Confident--Forward--Vigorous--Alert--Passive--Lethargic--Awkward--Well poised--Pompous
 Dignified--Gracious--Gushing--Clumsy
 Physique
 Tall--Medium--Short--Well-proportioned.
 Fat--Stout--Athletic--Slender--Thin
 Healthy--Rugged--Passable--Frail--Weak
 Erect--Steeped--Crippled (?)

Sensory Defects (?)
 Mutilations (?)

Facial Features

Attractive--Plain--Unattractive
 Refined--Ordinary--Sharp--Coarse
 Pale--Fair--Fresh--ruddy--Florid
 Smooth--Clear--Scars--Elevations

Grooming

Clean--Dirty-- (Person)
 Trim--Neat--Careless--Untidy
 Offensive odors (?)

Excessive cosmetics --Unkempt hair

Clothing

Adequate--Suitable--Clean--Dirty
 Flashy--Tasteful--Conservative
 Stylish--Well-dressed--Poorly dressed--Shabby--Ragged

SPEECH:

Articulation
 Precise--Distinct--Clear--Indistinct
 Accent--Dialect--Drawl
 Monotonous--Jerky--Fluent--Fast
 Speech Defects (?)
 Pitch & Tonal Quality
 Harsh--Pleasant--Loud--Soft--Inaudible
 High--Well-controlled--Low
 Hoarse--Flat--Hollow--Resonant
 Diction
 Well-worded--Grammatical mistakes

Profane--Slangy--Gesticulates--Mimics
 Vocabulary: Limited--Exact

Talkativeness

Quiet--Reserved--Sociable--Garrulous
 Difficult to talk to--Secretive
 Taciturn
 Conversation
 Organized--Deliberate--Incoherent
 Beside-the-point--Rambles--Logical
 Laborious--Impulsive--Accurate--Concise
 Sarcastic--Argumentative

Attitude Toward Self:

Conceited--Self-centered--Objective
 Critical of self--Exciting--Pitying
 Irresponsible--Deceptive

RECOMMENDATIONS FOR EMPLOYMENT:

Very desirable--Desirable--Neutral--Doubtful--Undesirable--Rehabilitation

TEMPERAMENT:

Mature--Immature--Masculine--Feminine
 Nervous--Emotional--Excitable--Apathetic
 Calm--Distressed: under pressure
 Anxious--Worried--Suspicious--Fearful
 Enthusiastic--Cheerful--Optimist--Depressed
 Bellicose--Sullen--Angry--Bitter
 Domineering--Friendly--Reserved--Bashful
 Assertive--Confident--Submissive

Quick--Brusque--Vacillating--Slow
 Tactful--Discreet--Tactless--Blundering

"Chip on Shoulder"--Opinionated
 Facetious--Humorous--Solemn
 Sensitive--Likeable--Repellent

Attitude Toward Job

Primarily in Pay--Reasonable--Unconcerned--Primarily in Job
 Very ambitious--Ambitious--Indifferent

Comprehension & Insight

Appears to be in a daze
 Understands self well--Overestimates ability

Average--Dull--Bright

Mannerisms

Interviewer:

PERSONAL TRAIT SHEET - FOR INTERVIEWING RECORD

REGIONAL DEPARTMENT OF ECONOMIC SECURITY
CINCINNATI EMPLOYMENT CENTER
of the
OHIO STATE EMPLOYMENT SERVICE
Affiliated with
UNITED STATE EMPLOYMENT SERVICE

Cincinnati, Ohio
1014 Race Street
Telephone Pa 5151
Date.....19...

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

.....has been registered as an appli-
cant for a position as.....Stating service in your employ
as.....from.....to.....
under supervision.....
Is the above correct? Yes No No record
If in error, the correct position was.....The
immediate supervisor was.....The employment dates
were from..... to

It will be service to us, as well as the applicant, if, in entire
confidence, you will give us the information requested below as
promptly as convenient. You will thus aid us in the placing of
applicants in the job for which they are best fitted, thereby help-
ing the applicant and the new employer.

1. How would you rate the applicant's efficiency on the job?
Excellent Good Fair
Average Peer No record
2. Is he reliable?
Yes No
No record
3. Initiative?
Resourceful and clever Good plot-
Dull and lifeless ter
No record
4. Is he honest in money matters?
Yes No
No record
5. How much time did the applicant lose because of illness dur-
ing the period of his employment?
No record Other causes
6. Why did he leave your employ?
Quit Layoff
Discharge No record Other reason
7. Would you be willing be re-employ?
Yes No Kindly give reason if "No".....
If you have information which can best be given in personal con-
versation with our representative, may we telephone you?
Yes No Your phone number
Have a representative call
Yes No

Signature

Official title

Please return in the enclosed franked envelope, which requires no
postage. Thanking you, we are

Yours very truly,

CINCINNATI EMPLOYMENT CENTER

By _____
Director

This form is being sent at my request, and it is agreed that I shall
not hold you liable in the event that your reply is in any way to my
discredit. A prompt reply will facilitate quick referral.

Signature Date.....19.....

EMPLOYERS LABOR REQUIREMENTS

1. Name of enterprise _____ Ind. Code _____
2. Address _____ Census Tract _____ Tel.No. _____
3. Officers _____ Title _____ Individ. Contacted _____

4. Employees: Total Number _____ W.M. _____ W.F. _____
Date _____ N.M. _____ N.F. _____

5. Information:

- a) Within the next six months in what occupations do you anticipate an increase in your plant?

<u>Occupation</u>	<u>No.</u> <u>anticipated</u>	<u>Occupation</u>	<u>No.</u> <u>anticipated</u>

- b) Where and how do you anticipate recruiting these new employees?

- c) What special abilities and requirements of a technical nature should employee have, such as familiarity with machines and other processes? _____

- d) What personality traits are desirable? _____

- e) Age _____ Color _____ Sex _____

f) How much and what kind of education and training is necessary?

g) What specific subject should new employees have had? _____

h) What facilities has your firm for training new employees? _____

1. Supervisory staff _____

2. Equipment _____

3. Space _____

i) When can you start such a program? _____

j) Approximately how many can you take? _____

k) How long will the training time or learning period take? _____

6. Remarks:

Date _____ Contacted by _____

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Append. 1, M-57

4-Point Form 1, to be used for contacting employers, Committee I and II

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