

UNEMPLOYMENT

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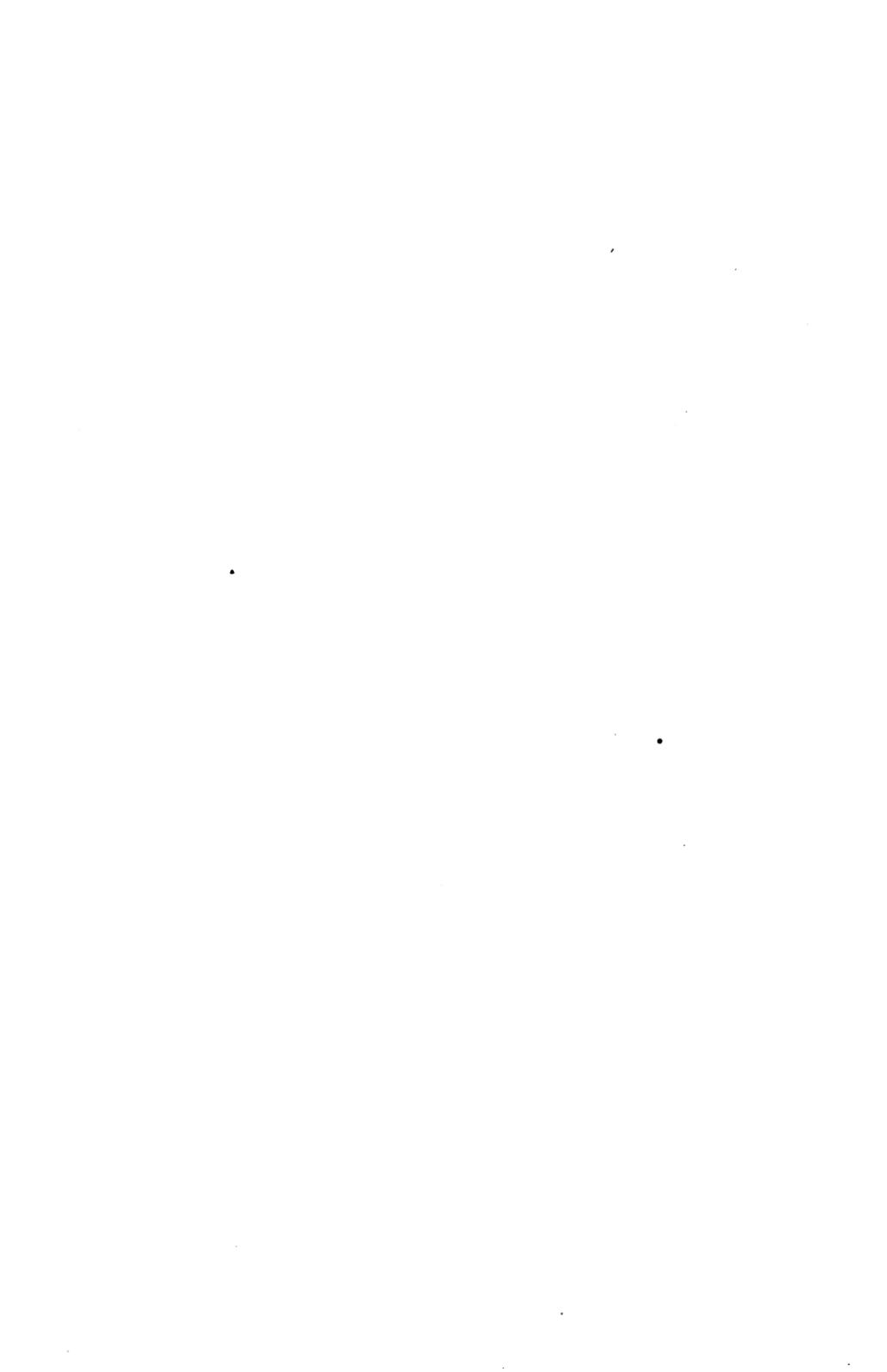
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UNEMPLOYMENT.



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The extreme business depression which has continued during the past year, and affected all parts of the country, has brought various schemes in aid of the unemployed forcibly to the attention of every industrial community. Information respecting methods of relieving the hardship due to lack of work and of dealing with the unemployed has been eagerly sought, and the lack of definite knowledge as to the best method of procedure in such exigencies has led to the adoption of plans more or less tentative and experimental. Similar problems, although hardly yet seriously considered in this country, have long been studied abroad. The purpose of the present report is to present a condensed statement of such leading historical examples as are recorded, and a summary of such plans as have either been put into practical operation or have been suggested, in other countries as well as in our own, for dealing with the question, supplemented by statistical information as to the extent of unemployment in Massachusetts under normal conditions, and as to the results of the relief work undertaken in the city of Boston, and its immediate vicinity, during the past winter.

As to the foreign data, reliance has been placed upon official documents in the possession of the Bureau. Especial acknowledgment is due to the very full and lucid report upon "Agencies and Methods for Dealing with the Unemployed," issued by the Labor Department of the English Board of Trade, under the immediate supervision of Mr. H. Llewellyn Smith, Commissioner of Labor. This document, issued September 18, 1893, contains a most complete and valuable condensation of

English and foreign matter relating to the subject, the salient points of which have been reproduced herein. A report, issued by the Office du Travail of France, on "Le Placement des Employés," has also been of service, and various other documents, including the Report of the Bureau of Industries in New Zealand, have been freely quoted. In most cases, references for quoted matter have not been embodied in the text, and this general acknowledgment is therefore made.

The report, in its arrangement, presents, first, abstracts of the leading historical examples of public aid to the unemployed. This section is followed by accounts of modern plans for dealing with the unemployed; and, finally, current statistical matter and a statement of local conditions are presented. A summary of conclusions completes the report, and to this summary especial attention is directed.

LEADING HISTORICAL EXAMPLES OF PUBLIC AID TO THE UNEMPLOYED.

FRANCE.

National Workshops.

The following account of the most extensive attempt to provide employment in works conducted on the part of the state by the French Provisional Government after the Revolution of 1848 is mainly derived from the work of M. Émile Thomas, entitled "Histoire des Ateliers Nationaux," published in 1848, through the abstract of the same contained in the report on "Agencies and Methods for Dealing with the Unemployed" issued by the English Labor Department. The report says:

"The violent and sudden crisis of the Revolution of February, 1848, naturally disturbed the course of industry in Paris. There was a commercial panic, and large numbers of workpeople were thrown out of work. Thus the prevailing want of employment was one of the first questions with which the Provisional Government, established on February 24th, 1848, found itself face to face. On February 25th, on the proposal of Louis Blanc, and on the demand of a deputation claiming to represent the people, the Provisional Government passed a decree from which the following is an extract:

The Provisional Government of the French Republic undertakes to guarantee the existence of the workmen by work. It undertakes to guarantee work for every citizen.

“For the purpose of carrying out this decree, Louis Blanc advocated the formation of a Ministry of Labor, but this was negatived on the ground that a mere provisional Government could not thus anticipate the decision of the future assembly. In place of it, as a compromise, a Government Labor Commission, under the presidency of Louis Blanc, was established by a decree of February 28th, with power of inquiry and consultation only. The Commission met at the Luxembourg. Meanwhile the carrying out of the decree of February 25th, by the establishment of national workshops, was confided not to this Commission but to the Minister of Public Works, M. Marie, by the following decree of February 26th :

The Provisional Government decrees the immediate establishment of national workshops. The Minister of Public Works is entrusted with the execution of the present decree :

“Émile Thomas (who subsequently acted as director of the national works) thus describes their arrangement and difficulties in their earliest stages :

Admission to these various works was obtained in the following manner :

The workman first of all obtained a certificate from the landlord of his house, or furnished apartments, showing his address, whether in Paris or the department of Seine.

This certificate was visaed and stamped by the police commissary of the district. The workman then repaired to the office of the maire of his ward, and, on delivering this document, received in exchange a note of admission to the national works, bearing his name, residence, and calling, and enabling him to be received by the director of the workplaces in which vacancies existed.

All went well while the number of the unemployed was less than 6,000, but as soon as that number was exceeded the workmen of each arrondissement, after having visited all the open works in succession without result, returned to their maire's offices tired, starving, and discontented.

The workmen had been promised bread when work was not to be had, which was reasonable and charitable ; the great mistake was,

however, then committed of giving them money, and distributing it in public at the offices of the maires instead of distributing assistance in kind, which might have been done so easily through the agency of the bureaux de bienfaisance.

Each maire's office was authorized to pay every unemployed workman 1.50 frs. per day on production of a ticket showing that there was no vacancy for him in the national works.

The fixed sum of 2 francs was paid to any workman engaged on the public excavation works, without regard to his age, the work done, or his calling. . . . The workman made the following simple calculation, and he made it aloud: 'The State gives me 30 sous for doing nothing, it pays me 40 sous when I work, so I need only work to the extent of 10 sous.' This was logical.

The works opened by the Minister of Public Works being far distant from each other, and the workmen not being able to visit them all in turn to make certain that there were no vacancies for them, two central bureaux were established, one at the Halle-aux-Veaux under M. Wissocq, the other near the maire's office in the 5th arrondissement in the Rue de Bondy, entrusted to M. Higonnet. . . . The workmen went to have their tickets examined at one of these bureaux; and the absence of employment having been proved, they returned to get their 30 sous at their maires' offices.

"As the numbers claiming work or relief rapidly increased the whole organization got rapidly out of hand, and both the bureaux and the maire's offices became the centres of tumultuous crowds, which those in charge were quite unable to satisfy or keep in order. On March 6th, therefore, Émile Thomas, a chemist connected with the École Centrale, was commissioned by M. Marie to reorganize the works on a semi-military plan, in which he was aided by some of the senior pupils of the École Centrale.

"The workmen were divided into companies, each of which, when the organization was fully developed, contained 900 men. Each company was divided into four lieutenancies, each containing 224 men and a lieutenant, and each lieutenancy into four brigades, each with 55 men and a brigadier. Finally each brigade was divided into five squads with ten men and a chief of squad, all belonging to the same arrondissement. The brigadiers and chiefs of squads were elected by the men whom they had to control. This complicated organization was not fully developed during the first month.

“ On March 5th, when Émile Thomas took the work in hand, the number of unemployed in Paris was estimated at from 13,000 to 14,000, in addition to 4,000 or 5,000 already engaged on public works. This number continued steadily to increase day by day, without, however, any corresponding expansion of the public works. The engineer officers were directed by the Government to suggest plans for new works, but they appeared unable or unwilling to do so, and day after day slipped by, the director having to exercise all his ingenuity to provide some means of occupying the idle masses of men who had been enrolled, and who were (each) drawing 30 sous a day from the State.

“ On March 15th, after a meeting of the chief engineers, who were still unable to suggest means of employing usefully more than a few hundred of the 14,000 unemployed men, it was resolved to undertake a series of works in the plain of Monceaux, which, if serving no other object, would at least have the advantage of keeping the crowd employed. Already the whole scheme was costing 20,000 francs a day, and measures were contemplated for reducing and finally extinguishing the pay to the idle. The following is an extract from an order of the day dated March 16th :

From to-morrow, Friday, the 17th inst., the daily pay of workmen who are not working will be reduced to 1 franc instead of 1½ francs. The director can guarantee to workmen that from this day forward they will be employed at least every other day; in this case their pay will be 2 francs.

“ Already political feeling between the moderate and the extreme sections of the Provisional Government was running high in view of the elections which were fixed for April. The strength of the ‘ moderate ’ party centred in the Hôtel de Ville, that of the socialists in the Luxembourg. From the middle of March onwards the national works depended politically on the Hôtel de Ville, and were more and more utilized to counteract the influence of the Luxembourg, and to secure the return of the Hôtel de Ville ‘ list ’ of candidates at the elections. Hence from this time it becomes progressively more difficult to treat the works as a purely economic experiment.

“Private industry was practically at a standstill and workshops were closing every day: some for want of capital, others through strikes of their workmen who had recourse to the national works if their demands were not granted. The Minister of Public Works vainly issued on March 20th a proclamation urging the workmen to return to their workshops, and pointing out that large workshops had been closed or were threatened with closing owing to the crisis. At this time 12,000 men were actually employed at the national works, and the number of men enrolled was increasing very rapidly.

“That the administration of the works was on an altogether unnecessary scale is not denied even by the director, who, however, declared that he was continually under the necessity of finding places for crowds of applicants sent to him with recommendations which he could not resist. Thus a large number of actors, painters, commercial clerks, and others thrown out of work by the crisis, having been refused tickets for admission to the works as not wearing the workman’s blouse, were employed by the director as pay agents. Notwithstanding this army of officials it is stated that ‘no serious control was exercised over these crowds of humanity. Many of the workmen had themselves enrolled in several brigades so as to draw wages from each; others came solely for the purpose of drawing wages though they worked as usual in private workshops. Brigadiers exaggerated the number of men in their brigades in order to appropriate the excess wages which they were supposed to distribute, workmen who had a disagreement with their employers combined, deserted their own workshops and went to the national workshops. This was done by the paper stainers and the hatters.’

“Towards the middle of April the numbers enrolled again far outran the number for whom work of any kind could be provided. The director, left to his own resources, organized a few special workshops to employ certain classes of workmen at their own trades. Thus a number of wheelwrights and joiners were employed to mend the tools which were constantly being broken by the inexperienced workmen. Workshops of shoemakers and tailors were also established, from which the more needy and ill-clad of the workmen could be supplied with cheap clothes and boots. It was, however, impossible to persuade the shoe-

makers to accept this arrangement, by which they were compelled actually to work instead of loafing, except by the threat of the alternative of expulsion from the national works. After a time the system, in these special workshops, was changed from time work to piece-work, but not, in most cases, without great opposition from the workmen.

“Another plan of M. Thomas was to attempt to stimulate the building trades of Paris, by advancing to employers who would reopen their workshops a sum of one franc a day, on certain terms of repayment, for each workman employed. He hoped thus to get off his hands a large proportion of the 20,000 members of the building trades who now crowded the national works. The proposal, however, was rejected, as was also a proposition to employ the building operatives in erecting workmen’s dwellings.

“The National Assembly, elected by universal suffrage, met on May 4th. A few days later the Executive Commission was elected, containing all the members of the Provisional Government except Louis Blanc and Albert, the Socialist representatives. On May 10th Louis Blanc renewed his motion for a Minister of Labor, which was rejected. On the 15th the Assembly was invaded by the mob, and from that time the anti-socialist tendency of the Government became more marked. The new Government immediately determined to reduce and suppress the national works, which were draining the Treasury and demoralizing the people, and which were suspected of being centres of intrigue on the part of Louis Bonaparte.

“On May 25th a Commission, including a number of engineers and other practical men, was appointed to inquire into the condition of the national works and to devise measures for reducing their cost ‘without prejudice to the sacred principle of the guarantee of work,’ and to superintend the carrying out of these measures. M. Lalanne, an engineer of bridges and roads acted as secretary. The first measure ordered was a complete census of the workmen in the national works. On May 26th the director Émile Thomas was compelled to resign and was sent, practically under arrest, to Bordeaux on the pretext of a commission to study the prolongation of a canal. He was succeeded as director by M. Lalanne. On May 30th the National Assembly decreed the substitution of piece-work for day-work,

but the change was difficult to carry out, and the results were unsatisfactory. On June 15th the Assembly determined on the suppression of the works, and to guard against the consequences an army under General Cavaignac was concentrated on Paris. On June 22nd the proposals for the enlistment of workmen between 18 and 25 and the other measures of reduction detailed in M. Trélat's letter to Émile Thomas of May 24th appeared in the 'Moniteur,' and the same day an attempt was made to organize the first batch of departures from Paris. The result was the bloody insurrection of June 23rd and following days, which, thanks to the military organization of the national works, was only suppressed after three days of street fighting. In the course of the insurrection the Executive Commission resigned, and General Cavaignac became dictator."

ENGLAND.

Municipal Relief by Work.

Perhaps the best example from past experience of the employment of persons out of work directly by municipal authorities is derived from the experience under the old poor law of England, 43rd of Elizabeth. This statute provided that church authorities should "take order from time to time for setting to work all such persons married or unmarried, having no means to maintain them, and use no ordinary and daily trade of life to get their living by; and also to raise . . . by taxation of every inhabitant . . . a convenient stock of flax, hemp, wool, thread, iron, and other ware or stuff to set the poor on work."

This statute, with subsequent amendments intended to more definitely define the duties of authorities, remained in force until superseded by the present method of poor relief under which able-bodied destitute persons are not provided with employment for wages but are relieved in cases of necessity, the family being taken as the unit and any work to which they may be set being considered a test of destitution and not as employment.

The experience under the old poor law is faithfully summarized in a Report of the English Poor Law Commissioners submitted in 1834. It may not have any direct bearing upon present problems, but it at least shows that this form of relief is subject to abuses as grave as any which may arise under the

present system. As showing what municipal employment of labor may become if not carefully controlled the experience is valuable; and, as the record of it is not generally accessible, the condensation of the conclusions of the Poor Law Commissioners is presented here:

The 43rd of Elizabeth does not authorize relief to be afforded to any but the impotent, except in return for work. And much as this part of the statute has been neglected, its validity is recognized by the judges. In the *King v. Collett*, 2 Barnewell and Cresswell, 324, Lord Tenterden decided it to be the duty of overseers to provide work, if possible, before they afforded relief. And whatever may be the difficulty of finding profitable work, it is difficult to suppose the existence of a parish in which it would not be possible to provide some work, were it merely to dig holes and fill them again. But though such is the law, it appears from the Parliamentary Returns that payment for work is the most unusual form in which relief is administered. . . . This may easily be accounted for.

In the first place, to afford relief gratuitously is less troublesome to the parochial authorities than to require work in return for it. Wherever work is to be paid for there must be superintendence, but where paupers are the workpeople much more than the average degree of superintendence is necessary. In ordinary cases, all that the superintendent inquires is, whether the workman has performed an average day's work; and where the work is piece-work he need not make even that inquiry. The practice of his trade fixes the market price of the work, and he pays it without asking whether the workman has been one hour or one day in performing it, or whether it exceeds or falls below his wants. But the superintendent of pauper laborers has to ascertain, not what is an average day's work, or what is the market price of a given service, but what is a fair day's work for a given individual, his strength and habits considered, at what rate of pay for that work, the number of his family considered, he would be able to earn the sum necessary for his and their subsistence; and lastly whether he has in fact performed the amount which, after taking all these elements in calculation, it appears that he ought to have performed. It will easily be anticipated that this superintendence is very rarely given; and that in far the greater number of the cases in which work is professedly required from paupers, in fact no work is done.

In the second place, collecting the paupers in gangs for the performance of parish work is found to be more immediately injurious to their conduct than even allowance or relief without requiring work.

Whatever be the general character of the parish laborers all the worst of the inhabitants are sure to be among the number ; and it is well known that the effect of such an association is always to degrade the good, not to elevate the bad. It was among these gangs, who had scarcely any other employment or amusement than to collect in groups and talk over their grievances, that the riots of 1830 appear to have originated. And, thirdly, parish employment does not afford direct profit to any individual. Under most of the other systems of relief the immediate employers of labor can throw on the parish a part of the wages of their laborers. They prefer, therefore, those modes of relief which they can turn to their own account, out of which they can extract profit under the mask of charity.

The Commissioners point out that no uniform system obtained among the different parishes with respect to the kind and duration of labor required or the amount of its remuneration. In some cases the work was extremely irksome and the pay small ; in other cases but a small amount of labor was required, and the pay was fixed with respect to the supposed needs of the applicant rather than with respect to the character of the work. Some of the instances cited by the Commissioners are quite interesting. For instance, at Kimpton, Hants :

The single young men are employed by piece-work, but are restricted to earn only two shillings, six pence a week, and are then at liberty to go where they like. In the same place children are employed in picking stones by task, and are allowed to earn the price of a gallon of bread and six pence over per week, which they can do in about four days.

At Uckfield, Sussex, the laborers are required to work a part of each day, so as to earn a sum considered as necessary for their subsistence as fixed by the authorities.

In a parish in Suffolk twenty acres were hired by the parish and laborers employed by piece-work on a price in proportion to their necessities. " Either the work was completed by two or three o'clock and the rest of the day spent in idleness, or the men consumed the whole day in the lazy performance of the work of a portion of the day."

In Pollington, Yorkshire : " They send many of them upon the highways, but they only worked four hours per day ; this is because there is not employment sufficient in that way ; they

sleep more than they work, and if any but the surveyor found them sleeping they would laugh at them. In Rancliffe they employed a man in the winter of 1830-31 to look over them; but they threatened to drown him, and he was obliged to withdraw. If a man did not like his work, he would say, 'I can have twelve shillings a week by going on the roads and doing as little as I like.'

Some striking instances are given wherein the labor required by the authorities was trifling but the pay either equal to or exceeding that of the independent laborer.

In Eastbourne, in Sussex, the pay received for barely nominal labor was so great that "the wives of the few independent laborers regret that their husbands are not paupers." In the agricultural districts, especially in Northamptonshire, men were sent upon the roads to work. "He is expected to work, not the farmer's hours or anything like them, but to begin at eight, to leave at twelve for dinner, an hour, and to leave the roads finally at four." When the surveyor of the roads was present "the men bestir themselves a little, but the moment his back is turned the man who gives himself any trouble is laughed at by his companions. . . . Whatever the previous character of a man may have been, he is seldom able to withstand the corruption of the roads; two years' occasional employment there ruins the best laborer. Moreover, in very many instances, the difference between parish pay for pretending to break stones on the road, and the real wages given by the farmer (in independent labor in the district) does not amount to more than one shilling a week, and if a man has a family entitling him to receive a given sum by the scale as head money, he receives as much from the parish as he would from any other employer. Accordingly the laborers who are only occasionally employed are nearly indifferent to pleasing or displeasing their employer. They quit with the remark which I heard at least a dozen times from different overseers, 'I can get as much on the roads, as if I worked for you.'

In other places it was found "the laborers are much deteriorated. They do not care whether they have regular work or not; they prefer idle work on the roads. The magistrates at the Uckfield bench told the overseer, year before last, that if the men made complaint they should be allowed at the rate

of two shillings, four pence per head for each member of the family."

The experiences outlined in these extracts were sufficient to show that the abuses of the method of relief by work were sufficient to justify the change of system, and the act of 1834 superseded the old poor law.

Municipal Relief in Temporary Exigency.

Among the most extensive as well as the most successful instances of relief through work furnished by the public in times of temporary exigency were the extensive operations conducted at the time of the cotton famine in England occasioned by the blockade of Southern ports during the war of the Rebellion. By the proclamation of President Lincoln, issued on the 29th of April, 1861, the ports of the Southern states were subjected to a strict blockade. This, together with subsequent action by the Confederate Congress and the determination of the British Government to observe rigid neutrality which example was followed later by the French Government, deprived the cotton mills in Lancashire of their supply of raw material. Great distress followed. During the year 1862, as compared with 1861, pauperism in these districts increased at the rate of 47.60 per cent, and from that time forward distress rapidly increased. On the 8th of June, 1863, the Poor Law Board, in their report, remarked, "We have urged upon the Guardians the wholesome practice of setting to work all able-bodied men to whom relief is afforded, and we believe that this practice has to a great extent been followed."

On the 10th of April in the same year it had been stated that out of 216,084 persons, whom a local committee was aiding, 133,231 were either employed in work or in educational classes. In his history of the cotton famine, Mr. R. Arthur Arnold states (page 249), "The question of employment was now one of most serious concern. The relief committees had been from the time of their establishment utterly unable to provide manual labor for all the able-bodied men whom their funds supported and the Guardians, not unnaturally, neglected a requirement which the committees did not make. There were now some 60,000 or 70,000 girls employed in sewing schools and 20,000 men and boys being taught and teaching themselves, all of

whom were accounted to be working for their relief allowances. But there were upwards of 25,000 able-bodied men and boys who were now receiving the means of subsistence without laboring in any way in return for it, . . . large numbers having now been maintained for a whole year in virtual idleness."

This paragraph sufficiently summarizes the situation, and shows the gravity of the problem which confronted the authorities. Mr. Robert Rawlinson was commissioned by Her Majesty's Home Office on the 29th of April, 1863, to proceed to the cotton districts and, after carefully examining the situation, to make a report as to the best means of organizing relief works. The report of Mr. Rawlinson, in considering the subject of organizing relief work for the unemployed, mentions two difficulties, and both these difficulties are such as are likely to confront our own municipalities in similar exigencies. They were, first, financial; and, second, legal. The legal difficulties are summarized in the Sixteenth Annual Report of the Poor Law Board as follows:

1. That in some of the towns under the Local Government Act and in other towns under local Acts the borrowing powers were exhausted.

2. That powers were required for the execution of additional works as well as for the execution of works partly of a public and partly of a private character.

3. That the local authorities were not authorized to undertake works of private improvement for landowners in the neighborhood.

4. That the length of the period required for the entire or partial adoption of the Local Government Act prevented work from being promptly commenced.

5. That Boards of Guardians . . . possessed but very limited powers for the execution of works of sanitary improvement, and were not authorized to borrow money for that purpose.

To afford a legal basis for relief work a special measure was enacted (26th and 27th Vict., c. 70) placing at the disposal of the Public Works Loan Commissioners £1,200,000 which, with other moneys, they were empowered to loan to the authorities in the distressed district for the purpose of undertaking relief work.

Mr. Rawlinson had recommended the appropriation of this

amount for the purpose indicated, and had expressed the opinion that permanent improvements of a beneficial character might be undertaken by the local authorities availing themselves of the loan. He especially mentioned improvements in sewerage, reservoirs for water supply, work upon streets and roads, formation of parks and recreation grounds, the improvement of agricultural land and of rivers, and of other similar works. The loan was authorized by royal assent on the 21st of July. On the 20th of the following January Mr. Rawlinson reported that loans had been granted to the municipal authorities to the amount of £883,706 and that other applications were under consideration. The statement contained in his report as to the reason for the rejection of certain applications for loans indicates that the policy under which loans were granted contemplated the carrying out of works which should be not only of permanent utility but also sanitary improvements. These, indeed, were the twin purposes of the Public Works Act under which the loans were authorized. The great bulk of the expenditure was expected to be upon sewerage and street improvement works.

Mr. Rawlinson had previously referred to this class of work as affording a minimum of employment for unskilled operatives who were in need. He states that skill in the particular direction required was, however, rapidly acquired by factory operatives. They also exhibited superior interest when working under a labor test. As a result of the first employment under the Public Works Act he states that "the peace and order of the district have been completely maintained, and . . . there is reason for satisfaction in the reflection that the improvement of the district rather than the employment of the operatives will have been the useful and enduring result of the 'Public Works Act.'" Some indication of the extent to which the work had advanced by the 1st of June, 1864, may be seen in the fact that during the week ending December 26, 1863, 822 skilled workmen and 2,250 factory operatives were employed in work under the Public Works Act. There were also 2,000 men engaged in outdoor labor paid out of other funds.

On the 7th of the following April Mr. Rawlinson reports that 7,838 men were employed directly or indirectly and receiving payment from funds provided by the Public Works Act and

that, taking into account the number of persons dependent on these workers, about 38,014 persons were supported through the employment furnished under the Act.

He says, however, that "the measure of the benefits of the Act are . . . but very partially represented by this statement. The public works are popular with those who are employed, and the moral effect of the work in prospect as well as in action has been very valuable in its influences upon the unemployed population; and further that this experiment in Lancashire ought to inculcate a lesson for future use, namely, that unskilled men may soon be taught the use of tools where practical means are found to furnish employment. The work must, however, be necessary and useful. The men must have reasonable treatment and equitable payment, if possible, by measurement. All notion of work as a punishment must be removed, and the men must be intelligently and kindly taught. Many of the Lancashire operatives who never worked outside the walls of a cotton mill before this period of distress can now execute sewer and drain trenching in a workmanlike manner and can even lay and joint sewer and drain pipes equal to any skilled laborer. The men have for the most part striven to be useful and to escape from living on the dole of charity. More men might have been earlier at work if in every town and district there had been that diligence and willingness which the crisis demanded."

He then points out that an important element in the success of the work has been the lack of interference on the part of the general Government with its manner of execution. The whole matter, apart from the authorization of the loan by means of which the Government provided legal powers and money under certain favorable conditions, having been left to local supervision and direction. In his returns he had up to that time spoken of skilled and unskilled men, but so rapidly did the unskilled men, that is, men who had previously earned their living in factory employment, acquire the necessary skill in sewer work that he suggests that he may in the future be able to forego the use of the term unskilled altogether.

In July, 1864, an additional sum of £350,000 was authorized to be loaned under the Public Works Act. In a subsequent report Mr. Rawlinson again returns to the point he had previ-

ously made that the local execution of the works apart from Government interference had largely promoted their success. The authorization of the loan by the general Government had been opposed by some who felt that it would be practically a gift if not a loss. Public works undertaken in Ireland had not been an entire success, especially from a financial standpoint. The reason for the failure in Ireland Mr. Rawlinson attributes to the fact that the work was conducted directly by the Government engineers. Contrasting this with the work in the cotton districts which, although supported by a loan authorized by the Government, was carried out under local supervision, he says :

All works undertaken and executed in the distressed cotton districts are necessarily devised, planned, estimated, executed, and superintended by the local authorities, the proviso . . . being that each work shall be one of 'public utility and sanitary improvement.'

The entire ratable value of the property in the district is given in mortgage as security for repayment of interest at $3\frac{1}{2}$ per cent per annum and the principal by equal annual instalments in thirty years. Private improvements may be effected on similar terms.

It is understood that distressed cotton operatives will be employed on the works as far as is practicable, and also that such works as will offer employment to the greatest numbers of distressed operatives shall be first commenced. The amount of money loaned is not advanced in one sum but by instalments (say, in tenths of the whole) ; before a second or any subsequent instalment is advanced application must be made to the Poor Law Board for an additional sum ; with such application there must be a balance sheet produced, setting forth the details of expenditure, as also necessary plans and sections to show the progress of the works up to the date of application. The works are then inspected, the accounts investigated, and, if found satisfactory, a short report recommends the payment of a further instalment.

Although the Government engineer is in no way responsible for the works, it is his duty to make inspection and to report to the Poor Law Board from time to time as to the character of the works and as to the mode of execution. Advice is freely given by the Government engineer to any local surveyor or local body who may ask for it, and frequently consultations take place and works are modified according to suggestions made on such occasions. Short general rules and instructions as to works have been printed and circulated.

On public works in Ireland . . . the works are entirely devised, planned, estimated, and executed by Government engineers. The land and property owners, or a majority of them, consent to the

works. A loan as per estimate is made by Government on security of the property to be benefited ; but it has been found that in the execution of such works first estimates have been exceeded to the extent in instances of double and even three fold. Repudiation of such excess has then taken place on the plea that the owners of property mortgaged have been deceived. The mortgage, they say, was prepared upon the assumption that estimates prepared by the Government engineers could be relied upon, and ought to be taken as binding in respect to the mortgage.

In Ireland, local authorities, owners, and others, for whom public works have been executed, have neither devised, estimated, nor superintended the execution of such works.

The paragraphs here quoted from Mr. Rawlinson, not only give a clear idea of the manner in which the money was loaned by the English Government for the execution of the works under the Public Works Act in the manufacturing districts, but also show the important differences between the methods of conducting such work in Lancashire and in Ireland. These differences Mr. Rawlinson believed to be sufficient to account for the success of the Lancashire work, while that in Ireland had not been entirely successful. The provisions of the Public Works Act clearly show that the province of the general Government, or, as we should say, of the State, was to support work under local control in the different districts by a loan of public money. The stipulations, to which the local authorities were obliged to conform, being confined to the character of the work undertaken, in that it must be work of permanent utility and sanitary improvement, to restricting employment to those needing relief in such work, and to provisions intended to secure the legitimate execution of the purpose for which the loan was authorized, and providing for security and repayment of the loan. Under similar conditions improvement of private property could be carried out, the cost being defrayed by money loaned by the Government, subject to the general limitations mentioned.

Those directly interested in the improvements, whether public or private, were given perfect liberty to control them both in design and execution.

The summary presented by Mr. Rawlinson in his report submitted January 25, 1865, contains interesting comments upon

the experience up to that date, and is worth reproducing for the light it throws upon the extensive operations which were carried out:

The public works in Lancashire have served to prove that willing and intelligent men can soon learn a new occupation when stern necessity forces them to it and a fair opportunity is afforded them.

It was said previous to this great trial that cotton factory workers were entirely unfitted for any other sort of labor than that of attending to machines in heated factories or of working at the loom. It was also asserted that using the pick and the spade would ruin their hands and fingers by destroying that delicacy of touch required in manipulating cotton thread. Experience, however, teaches the contrary, and further shows that in a month or six weeks the cotton worker's hands harden to rough out-of-door work, and breathing fresh air under the excitement of a new exercise helps to set the muscles, and speedily to strengthen both the appetite and the man's bodily frame. It must, however, be remembered that this is not true of all factory workers, but only of a portion of them, and these the best morally and physically.

The public works executed in Lancashire have been in a great degree undertaken by volunteers from amongst the distressed factory operatives. That is, by men willing and wishful to escape from dependence on either the dole of charity or the taint of pauperism. The work has not been 'test work,' and yet it has proved the most effective form of test. Willing men have accepted the work so soon as it has been offered to them, and they have striven to the uttermost of their ability to earn an honest and independent living at it. Unwilling men have moved away to some other district or have managed to do without this form of labor, and thus the Local Relief Committees and the Poor Law Guardians were for the most part as effectually relieved from their presence as if they had remained at work. It will be, however, a great mistake to look on this Lancashire experiment as proving that large numbers of men may suddenly be turned from one occupation to another wholesale. This has not been accomplished in Lancashire, nor will it ever be practicable. Out of thousands of men involuntarily idle, hundreds only have had profitable work found them. This has, indeed, been brought as a charge of failure against the Public Works Act. The notion seems to have been prevalent that all the distressed men as enumerated and published in the weekly returns could and would be set to work at once on the passing of the Act, and when this was seen not to be the case a charge of 'failure' has been made.

The experiment of attempting to provide labor wholesale for large

numbers (whole masses of men) was tried in Ireland during the years of famine and utterly failed . . .

If Government engineers had been sent down to set out works on which to find employment for all the distressed men, the best and the worst alike, there could have been no choice, no independence, no emulation, so that the incapable, the unwilling, and the idle would have leavened the entire mass. Fortunately . . . the works have been divided and subdivided so that men in small gangs could be employed and there duly mixed with skilled workmen and entirely directed by local superintendence.

In my opinion, the public works in Lancashire have been a great success ; but I also consider that all the contingencies must be taken into account. It will not be wise either to praise them extravagantly or to blame them unduly, but fairly to examine the experiment in its strength and in its weakness.

In the following year, Mr. Rawlinson alludes to the resumption of work in the cotton mills, which, of course, diminished the number of men employed in public works, and in the following language speaks of the prevention of pauperism by means of relief through work, rather than by direct doles of money :

I am informed, on the authority of Poor Law Officers in the district, that the prevention of pauperism by means of the public works was at least to the extent of three times the number of men employed upon them. These works relieved the district of direct imposture to an extent which cannot be calculated. When useful work could be tendered in place of relief, all men who would not attempt work were struck off the relief lists and were disposed of, so far as any requirement for charity was concerned.

It is not pleasant to give such an example of the working of the Act, but it is much the best to know and to understand the truth. If makeshift works had been devised on which to place every applicant for relief at a low rate of pay, the result would have been disgraceful failure. The good and honest would have taken no interest in test labor, and the example of the idle and worthless would have influenced the whole mass of labor. The works devised were, however, *bonâ fide* works, and the men were, to a considerable degree, self-selected, and were consequently earnest and honest workers.

Mr. Rawlinson further speaks of the moral effect upon the workmen, who soon, by a process of natural selection, acquired

skill so that they became to all intents and purposes skilled workmen. Some of them, by self-selection, organized themselves into gangs, and contracted for trenching and sewerage with the greatest success. In short, the result of the experiment showed that, so far as the workers themselves were concerned, the best men came to the top exactly as might happen in independent employment, apart from such an exigency as the case in hand.

Later, as the distress diminished with the resumption of work in the ordinary channels of industry in the distressed districts, Mr. Rawlinson reports as follows :

The public works in Lancashire are being gradually and rapidly brought to a close. They have afforded useful work to several thousands of earnest, sober, striving men. Many of these men have learned new occupations, and, whilst doing so, by laboring in the open air, have found that they rapidly improved in health and gained bodily strength. Some have gone back to their former occupations, some have moved into other parts of the county to find work as skilled out-of-door laborers, and others, though remaining in the district, prefer to follow their new form of occupation rather than return to the cotton mill, even when larger wages have been offered.

Irish Relief Work as a Labor Test.

The various periods of distress, owing to the insufficient food supply in Ireland, beginning with the year of the great famine (1846), and continuing from time to time since, have been the occasion of relief work undertaken through Parliamentary aid. This has been referred to, in comparison with the work in the Lancashire district, in the remarks of Mr. Rawlinson previously given.

Relief work was introduced as a labor test, and to enable the authorities to discriminate between those really destitute and unemployed, and those who were merely poor. Subsequent to the passage of the Poor Relief (Ireland) Act in May, 1866, the Commissioners, in April, 1887, report, concerning the methods used, as follows :

If the labor test which was imposed had been an efficient one, the preliminary inquiries by the Relieving Officers might, to a certain extent, have been dispensed with. But the repairs of roads are not a test

of destitution or even of poverty. Such works are not of sufficiently unattractive a character to deter the whole population from seeking to participate in them and we can fully endorse the remark of one witness who assured us that every man in the district could be got to work on such a test. Moreover, the works in themselves were not properly carried out; the gangers were ordinary paupers, not inclined to press hard on their neighbors, and the workmen were confident that they would not be dismissed if they did not give a fair return of labor for the relief afforded, nor get higher wages if they showed unusual skill and zeal. They worked, therefore, lazily and badly.

The report upon "Agencies and Methods for Dealing with the Unemployed" * states that "the experience of 1881 and 1886 had pointed to the conclusion that it was inexpedient to entrust Boards of Guardians (in Ireland) with extended powers or public funds for the relief of exceptional distress and under these circumstances the Government determined to undertake the responsibility of organizing and carrying out measures for the relief of the people wherever it was proved necessary to supplement the ordinary Poor Law."

The relief works, subsequently initiated, were in nearly every case road works, the foremen being non-commissioned officers and men of the Royal Engineers, except in a few cases where competent civilians were employed. In general, the Government acted upon the policy that it was necessary to make other arrangements than civilian foremanship, in order to avoid abuses which had been connected with former relief operations.

MODERN PLANS FOR DEALING WITH THE UNEMPLOYED.

LABOR COLONIES.

The Labor Colony as a means of dealing with the unemployed finds its most conspicuous exemplification on the Continent of Europe, and especially in Germany and Holland.

GERMANY.

The German colonies have been fully described in various publications and reports, among which the report recently made

* English Labor Department, 1893.

by Professor James Mavor to the English Labor Department is one of the most clear, fair, and at the same time critical descriptions we have been able to consult, and to Professor Mavor's analysis we are greatly indebted for the following condensed summary.*

The German colonies are intended to temporarily deal with able-bodied unemployed men, apart from the family, which is not considered under the German system.

Origin of the Colonies.

The first German colony was established in Wilhelmsdorf in Westphalia in 1882. This was due to the personal enthusiasm

NAME OF COLONY.	INCOME			
	SUBSCRIPTIONS			PUBLIC GRANTS
	Members' Subscriptions and Collections	Societies and Corporations, Savings Banks	Church Collections and Donations	The State
1 Alt-Latzig,	Marks 11,000	Marks -	Marks -	Marks -
2 Ankenbuck,	6,100	1,400	-	7,000
3 Berlin,	15,600	3,000	400	-
4 Carlshof,	5,200	-	1,500	-
5 Dauelsberg,	800	-	-	-
6 Dornahof,	31,000	6,250	-	5,500
7 Elkenroth,	25,000	300	-	-
8 Erlach,	3,400	1,300	-	-
9 Fried-Wilhelmsdorf,	7,400	5,900	-	-
10 Friedrichswille,	8,190	-	-	-
11 Hamburg,	26,800	-	-	-
12 Hohenhof,	<i>n. s.</i>	<i>n. s.</i>	<i>n. s.</i>	<i>n. s.</i>
13 Kästorf,	33,800	350	-	-
14 Lühlerhelm,	18,300	-	-	-
15 Magdeburg,	2,100	200	-	-
16 Maria-Veen,	<i>n. s.</i>	<i>n. s.</i>	<i>n. s.</i>	<i>n. s.</i>
17 Meierel,	6,450	-	-	-
18 New-Ulrichstin,	10,200	1,800	-	3,000
19 Rickling,	2,000	3,700	-	-
20 Schneckenegrün,	4,000	400	100	8,000
21 Seyda,	-	130	<i>n. s.</i>	3,000
22 Simonshof,	37,200	-	-	4,000
23 Wilhelmsdorf,	24,000	500	2,000	-
24 Wunscha,	5,150	300	-	-

n. s. Not Stated.

* The statistics of the German colonies are mainly derived from "Die Deutscher Arbeiter-Kolonien," a statistical summary, published by Dr. G. Berthold, of Berlin. The latest volume, 1893, in German, may be consulted at the office of the Bureau.

and humanitarian impulses of Pastor von Bodelschwing of Bielefeld. Other colonies followed in various parts of the German Empire, the total number now being 26. Of these, three are under Roman Catholic auspices, the remainder being Protestant.

Resources and Means of Support.

The colonies are supported by state and municipal grants, private donations, especially from members of the provincial societies, and from collections in the churches and from house-to-house. The following table exhibits the income and expenditure derived from these different sources of those colonies for which statistics are available :

INCOME				LOANS				Expenditure*
PUBLIC GRANTS			Total	FROM PUBLIC SOURCES		FROM PRIVATE SOURCES		
Local Public Grants				Free of Interest	Bearing Interest	Free of Interest	Bearing Interest	
Province and Country	Kreis and Bezirk	Town						
Marks	Marks	Marks	Marks	Marks	Marks	Marks	Marks	Marks
4,000	1,500	-	16,500	-	-	-	50,000	21,100
-	3,600	2,800	20,900	10,100	-	-	-	42,300
-	-	8,000	27,000	-	-	-	165,000	178,700
15,000	2,750	-	24,460	-	-	-	-	38,400
-	-	-	800	-	-	-	-	19,200
-	13,400	-	56,150	-	-	81,850	101,400	n. s.
11,000	-	-	36,300	100,000	-	-	-	22,200
-	3,400	-	8,100	-	-	-	-	n. s.
-	500	-	13,800	19,000	5,000	3,000	42,000	46,000
11,000	25,300	30	44,520	-	-	-	-	58,200
-	-	-	26,800	-	-	-	-	n. s.
n. s.	n. s.	n. s.	n. s.	60,000	-	-	-	-
-	3,800	900	38,850	145,000	5,000	-	51,000	50,400
10,000	-	500	28,800	100,000	-	-	-	66,300
-	-	-	2,300	-	-	-	15,000	32,000
6,000	n. s.	n. s.	n. s.	84,000	n. s.	n. s.	n. s.	n. s.
-	10,800	-	17,250	140,900	104,000	-	-	60,000
3,000	1,750	200	19,950	-	-	-	-	74,300
25,000	-	8,300	44,000	-	-	-	61,000	95,500
500	4,500	5,300	22,800	-	-	-	60,000	22,400
10,000	2,150	-	15,280	-	-	-	-	59,200
3,500	6,850	-	51,550	-	-	-	161,100	116,800
6,000	5,000	5,100	42,600	116,000	-	5,000	-	75,000
10,000	4,400	100	19,950	90,000	-	-	-	24,300

n. s. Not Stated.

* Including value of agricultural and other commodities produced and consumed.

Methods of Administration.

The colonies are administered by the German Labor Colony Central Board (*Centralvorstand Deutscher Arbeiter-Kolonien*). The Board comprises two representatives from each province to which the system has extended. The Board holds an annual meeting, generally continuing two days, at which reports are received from the several representatives and methods of administration, etc., are discussed. The Board was founded in 1883. Its policy is as follows:

1. The colonies are institutions of Christian charity, in which any one who has suffered inward or outward shipwreck, or who stands in danger of so suffering, may be received and raised again. Colonists have no legal claim to the benefits of the institution.
2. All able-bodied men who are willing to work are admitted without distinction of character or religion so long as there is room.
3. Dipsomaniacs are not admitted, or, if admitted, may be expelled.
4. The special aim of the colonies is to secure the permanent moral elevation of the colonists.
5. The house regulations of the colonies are the same throughout.
6. Board and lodging must not be in excess of the strictest requirements.
7. The scale of pay (board, lodging, and payment in cash or clothes, etc.) must be lower than the daily wage prevailing in the locality.
8. Dismissal is the only form of punishment.
9. Colonists dismissed for ill behavior shall not be admitted into another colony without the consent of the colony which discharged them.

The labor colony system includes, besides the colonies proper (*Arbeiter Kolonien*), relief stations (*Verpflegungs-Stationen*) workmen's lodging houses (*Herbergen zur Heimat*), and labor bureaus (*Arbeitsnachweis-Anstalten*).

Besides the central colonies there are branch colonies, and there are institutions for the purpose of training the superintendents of these various agencies.

While, as has been stated, the German colonies in general deal only with unmarried men or with men separated from their families, there is a single exception in the case of the colony at

Friedrich-Wilhelmsdorf, which is classed as a "Home" colony or place of resort for families. This has existed since September, 1886, and is a step toward a further development of the system which will be spoken of hereafter.

Two of the colonies are city, rather than farm colonies, being located at Hamburg and Berlin. The others are agricultural colonies, located in country districts.

Men may freely enter the colonies, no discrimination being made except that those who enter must be able-bodied and willing to work and must not be dipsomaniacs. Drunkards willing to abandon intoxicating drink, which in any form is forbidden, may be admitted.

Men may also freely leave the colonies, and long periods of residence are discouraged. In no case is a colonist permitted to remain longer than two years. "The object of this regulation," says Professor Mavor, "is to prevent the colonist from acquiring under the German law of settlement a domicile in the colony, which would render the commune in which the colony is situated liable for his maintenance as a pauper, should he ultimately come upon the poor roll."

Professor Mavor continues :

Although this regulation is necessarily observed in the letter, some of the colonists are nevertheless practically permanent residents. At Wilhelmsdorf, for example, six men take a fortnightly holiday every two years, and thus evade the law. So long as they make themselves useful in the colony (and such men do) there is no reason why the colony should thrust them out. After having remained away long enough to escape the provisions of the law of settlement they return to their former positions as cowkeepers or what not. This practice exists, I believe, at all the colonies, and accounts to some extent, although not to a large extent, for the frequency of readmissions.

The colonies are administered upon the same general plan, differing in minor details. The regime at Wilhelmsdorf may be taken as indicative of the general plan and the following summary is condensed from Professor Mavor's report :

Upon the arrival of the applicant at the colony his credentials are examined. The applicant is usually provided with these

owing to the stringent police regulations respecting vagrancy. They may consist of discharge papers from some penal institution, records of previous employment, or the *Wanderschein*, a paper which, in Germany, gives a record of the progress from place to place of those who frequent the workmen's lodging houses or relief stations.

The applicant is then given a meal and set at work temporarily, usually at field work or ditching. Meanwhile inquiries are made through the police to determine whether the applicant is a fugitive from justice. In case this is found to be the fact he is surrendered to the authorities. Otherwise, no matter what his previous record may be, he is permitted to remain, unless he misconducts himself within the colony.

For the first 14 days after his arrival the colonist receives maintenance but no wages. After this, he receives, besides board and lodging, from 5 cents to 7½ cents * per day. Clothes, if needed, are furnished on credit. The rate of wages is not uniform and is wholly within the discretion of the colony director. The average wage during the nine months within which outdoor work is possible is 25 pf. per day (about 6¼ cents) and, during the remainder of the year, 20 pf. (about 5 cents). Wages are not paid in cash until the colonist leaves the colony, and the amount earned is then sometimes increased by a bonus on account of good conduct. Many of the colonists leave in debt however, the advances in the form of clothes and tobacco exceeding the amount of wages earned.

Concerning this question of debt, Professor Mavor says :

Of the 104 persons who entered Wilhelmsdorf during the three months ending 31st March, 1893, 91 had left the colony on 6th of August.

	Marks.	Pf.
Of these 91, 35 left in debt, the aggregate amount being	223	12
An average of 6 mks. 37 pf. per head.		
Of these 35 eight repaid their debts, amounting to	49	10
There left without cash and without debt 20, and there left with cash 36, to the amount of	132	14
An average of 3 mks. 67 pf. per head.		

* 20 pf. to 30 pf.

This question of debt is in some ways likely to be a serious one. The loss to the colony in the period in question at the rate of about £35 per annum is not very great, but the influence upon the colonist cannot be good. What occurs is simply that men come for a few weeks to the colonies, get clothes on credit, and then go off on the tramp. If, on the other hand, the colony were permitted to detain a colonist until his clothes had been paid for, there would at once be an infringement of the principle of liberty of movement which the colonies hold sacred, and the door would be open to some of the incidents of the sweating system which might, in spite of the philanthropic character of the colonies, work to their disadvantage. It is true that when a colonist secures a situation through the colony, the colony requires the employer to undertake to pay out of the wages earned by the colonist the debt due to the colony. There are two drawbacks to this system. In the first place, the employer does not always pay, and the colony does not always think it worth while to pursue him for payment; and in the second place, there is an inducement for the colonist who is in debt to go on the tramp in the hope of getting for himself a situation, in which case he would be relieved of the inconvenience of having the colony debt stopped out of his wages.

The daily programme is as follows: On week days the colonists rise at from 5 to 5.30 in winter, at 4.30 in late spring and at 4 in summer. On Sundays the rising hour is from 6 to 6.30 in winter and at 6 in late spring and summer. Twenty minutes after rising what is called the first breakfast is served consisting of coffee, black bread, and beet jelly. Twenty minutes after this occurs the morning service. At 9 o'clock in winter and at 8.30 in late spring and summer the second breakfast is served consisting of black bread with lard or butter or cheese. Dinner is served at noon, consisting of vegetables, including potatoes, also pig's fat three times a week.

An afternoon meal is carried to the fields in late spring and summer at half past three, — coffee, bread, and lard; and supper is served at 5.50 in winter, at 7 in late spring and at 8 in summer, consisting of milk (or rice or peas), soup, potatoes, with herring occasionally.

The men in the colony during the summer of 1893 were employed as follows:

OCCUPATIONS.	Paid Foremen	Colonists
Joiners,	-	3
Shoemakers,	-	2
Tailors,	1	1
Smiths,	-	4
Coppersmith (working also in sheet iron, tin, and zinc),	-	1
Masons and bricklayers,	-	6
Dining-room service,	-	2
Laundry (for three days in each week),	-	3
Vegetable gang,	-	8
Farm-yard hands,	-	9
Field workers,	2	76
Garden,	-	7
Clerk,	-	1
TOTALS,	3	123

The reclamation of agricultural land by trenching, peculiarly adapted to the conditions obtaining at Wilhelmsdorf, occupies much of the labor of the field hands even in the winter. In the afternoons during the harvest seasons the whole of the men are employed in the fields.

Who Resort to the Colonies?

Do the unemployed workmen of capacity and skill resort to the colonies, or are they chiefly used by those who, for various reasons, are industrially inefficient, either through moral or physical defects, or who have been thrown out of the ordinary channels of industry through misfortune or misconduct? Some light is thrown on this question by the statistics for 22 colonies, showing the number of men who, before admittance in the two years 1889-91, had been in prison, and the number who had not been thus punished. These statistics are presented in the following table:

WHERE IMPRISONED.	Number	Percentages
Lock-up,	3,664	33.00
Prison,	1,684	15.20
State prison,	125	1.10
Lock-up and prison,	1,650	14.90
Lock-up and State prison,	54	0.50
Prison and State prison,	201	1.80
Lock-up, prison, and State prison,	255	2.30
Lock-up and correction,	784	7.10
TOTAL IMPRISONED,	8,417	75.90
Not previously imprisoned,	2,671	24.10

The number of times these men had been admitted to the colonies is shown in the following table :

NUMBER OF TIMES IN COLONIES.	IMPRISONED									Not Im-prisoned
	Lock-up	Prison	State Prison	Lock-up and		Prison and State Prison	Lock-up, Prison, and State Prison	Lock-up and Correc-tion	Total Im-prisoned	
				Prison	State Prison					
1	1,958	897	90	614	26	115	110	353	4,163	1,793
2	747	325	15	361	12	40	67	167	1,734	596
3	383	201	16	243	7	15	24	96	985	181
4	229	112	3	169	7	13	24	69	626	96
5	152	63	1	113	1	8	13	49	400	40
6	86	34	-	66	-	3	11	25	225	27
7	43	24	-	35	-	4	2	11	119	18
8	29	9	-	18	1	1	2	8	68	4
9	15	12	-	11	-	2	2	3	45	2
10	10	4	-	10	-	-	-	3	27	2
11	4	2	-	4	-	-	-	-	10	2
12	2	1	-	3	-	-	-	-	6	-
13	4	-	-	2	-	-	-	-	6	-
14	-	-	-	-	-	-	-	-	-	-
15	-	-	-	-	-	-	-	-	-	-
16	1	-	-	1	-	-	-	-	2	-
17	1	-	-	-	-	-	-	-	1	-
TOTALS, . . .	3,664	1,684	125	1,650	54	201	255	784	8,417	2,671
PERCENTAGES,	33.00	15.20	1.10	14.90	0.50	1.80	2.30	7.10	75.90	24.10

The important fact disclosed by the foregoing tables is that about 75 per cent, or three-fourths of the total number admitted to the colonies, had previously been in prison. Of these, the larger part (33 per cent of the total number admitted) were punished in the lockup for minor offences, drunkenness and begging predominating.

Professor Mavor presents the following table, showing the causes of resort to the colony of 117 colonists at Wilhelmsdorf on the 7th of August, 1893 :

CAUSES.	Number Previously in Prison	Number who had not been in Prison	Doubtful Cases	Total
Ascertained inability to obtain employment, without visible specific cause,	-	2	-	2
Apparent inability to obtain employment, without visible specific cause,	-	1	-	1
Ascertained inability to obtain employment owing to having been in prison,	3	-	-	3

CAUSES.	Number Previ- ously in Prison	Number who had not been in Prison	Doubtful Cases	Total
Apparent inability to obtain employment owing to having been in prison, without other visible specific cause, . . .	45	-	-	45
Drink as an ascertained specific cause,	8	8	1	17
Drink and laziness as specific causes,	-	1	-	1
Drink as a probable specific cause,	3	1	-	4
Sent by relations (deaf mute),	-	1	-	1
Sent by relations owing to alleged bad conduct,	1	-	-	1
Sent by parish with consent (cripple),	-	1	-	1
Sent by parish with consent (for bad conduct),	1	-	-	1
Epileptic,	1	-	-	1
Bad conduct,	1	-	-	1
Domestic misfortune,	1	-	-	1
Domestic misfortune and sickness,	-	1	-	1
Confirmed begging,	1	-	-	1
Uselessness,	-	1	-	1
On trial by institution (special case),	-	1	-	1
Unknown causes,	-	31	2	33
TOTALS,	65	49	3	117
PERCENTAGES,	55.50	41.90	2.60	100.00

These figures may be regarded as to a large extent typical. Of the 117 colonists considered, 55.50 per cent, a proportion slightly less than that disclosed in the preceding tables which were based on a much larger number of cases, had been in prison. Forty-five colonists, not quite one-half of the total number admitted, were there on account of apparent inability to obtain employment owing to having been in prison, without other known specific cause.

In 33 cases the cause of resort to the colony was not given, being tabulated as unknown. In two cases there was ascertained inability to obtain employment without known specific cause. In nearly all other cases either moral or physical defect was shown. These figures indicate that the colonies do not deal with the evil of unemployment in what may be termed the efficient industrial class. That, indeed, is not the prime purpose of the colonies, as set forth in the statement of the Colony Board as to its policy, but rather to deal with those who have suffered "inward or outward shipwreck," and to secure their "moral elevation."

More complete statistics as to the previous condition of the colonists, or as to the reasons that impel them to enter the colo-

nies, appear to be lacking. The fact of previous imprisonment appears to be the prime cause, affecting as it does three-fourths of those who enter.

Professor Mavor points out that :

The narratives of the colonists themselves are frequently more romantic than veracious. They nearly always regard themselves as victims of the rapacity or coldheartedness of others. A few of them are audaciously frank in acknowledging that they alone are to blame for their appearance in such company.

Only a few apparently enter the colonies direct from prison. The obvious explanations of this fact are thought by Professor Mavor to be "that they endeavor to secure employment, or that they return to their friends for a time, or that they prefer to the restrictions of a colony the free life of a tramp, which they may have by means of the *Verpflegungs-Stationen* or relief stations." *

The total number of admissions to the colonies, from the establishment of the first colony up to June 30, 1893, was 63,394, and the number of discharges was 61,334. The number of places in the colonies at present is 3,044.

The ages of those who enter are shown in the following table, with percentages, covering 44,807 admissions prior to March 31, 1891 :

AGE PERIODS.	Percent-ages	AGE PERIODS.	Percent-ages
Under 20 years,	5.80	40 but under 45 years,	13.50
20 but under 25 years,	10.50	45 but under 50 years,	10.90
25 but under 30 years,	13.30	50 but under 60 years,	12.10
30 but under 35 years,	15.40	60 years and over,	3.20
35 but under 40 years,	15.50	TOTAL,	100.00

That the colonies are largely inhabited by the homeless is shown by the following table, covering 22 colonies for the period 1889 to 1891 :

* See p. 40.

CLASSIFICATION.	Number	Percentages
With domicile,	4,153	37.50
For the first time,	2,730	24.00
Not for the first time,	1,423	12.90
Without domicile,	6,935	62.50
For the first time,	3,230	29.10
Not for the first time,	3,705	33.40
Aggregates,	11,088	100.00
With domicile,	4,153	37.50
Without domicile,	6,935	62.50

Professor Mavor states :

The practices of the colonies, however, vary considerably as to the length of time during which colonists are permitted to stay. The practice not only varies as between colony and colony, but from year to year. In some colonies there is an apparent tendency to relaxation of the rule enjoining the expulsion of colonists as soon as possible, while in others the earlier discharges have tended to become more numerous, thus indicating an increasing stringency. Those colonies in which the first practice is observable have probably been the resort of an improving sort of colonists, while the contrary has probably been the case with those colonies which have become more and more stringent.

The following table shows the causes of discharge, by percentages, during certain specified periods :

CAUSES OF DISCHARGE.	PERCENTAGES			
	From April 1, 1885, to March 31, 1886	From April 1, 1886, to March 31, 1887	From April 1, 1887, to March 31, 1889	From April 1, 1889, to March 31, 1891
Obtained situations,	27.40	24.70	20.80	19.70
Own wish,	54.10	57.80	60.40	64.50
Drunkenness,	1.50	0.80	0.50	0.70
Laziness,	1.70	1.50	1.80	1.20
Unfitness for work,	0.40	0.50	0.70	0.90
Bad conduct,	3.50	4.10	4.40	3.70
By direction of authorities,	1.40	1.10	1.10	1.20
For sickness,	2.00	2.40	2.20	2.20
Time expiry,	5.60	5.10	5.50	2.20
Absconded,	2.40	2.00	2.60	3.70
TOTALS,	100.00	100.00	100.00	100.00

Many of the colonists have been repeatedly admitted, as shown by the table on p. 31. Professor Mavor points out this as one of the features of the system. He says:

The habit of going from one colony to another, or of repeatedly applying for admission to the same colony, has produced a new type, or at all events, has resulted in a new name, the colony-bummler. To *bummel* is a verb with which the German vagabond is familiar in all its moods and tenses. Primarily it means 'to loaf;' but it has come to mean not to loaf in the colony, but to arrive at it frequently, to loaf outside and then to drop into the colony at regular or irregular intervals. There are certain notorious bummlers whose visits are expected at the colonies with as regular a periodicity as the phases of the moon.

Many cases of this sort are reported in detail by Dr. Berthold and some are reproduced by Professor Mavor. They are not unlike certain incorrigible victims of drink, who are repeatedly and periodically returned to our minor prisons.

In the 22 colonies previously referred to, during the period 1889-91, of the total admitted cases 53.70 per cent had been in the colonies only once, and 46.30 per cent more than once. About one-fourth of the number discharged during a two-years period may be expected to return within the period. The exact figures upon this point are shown in the following table:

PERIODS OF YEARS.	Number of Cases admitted into the Colonies	Number of Persons Admitted	Percentage of Persons discharged during the Period, who returned during the Period
First period of two years, 1887-1889, . . .	13,575	10,403	23.40
Second period of two years, 1889-1891, . . .	15,425	11,088	28.10

The repeated admissions suggest the following comments by Professor Mavor:

The repeated admissions into the German colonies as disclosed by the statistics, together with such knowledge as one can obtain of the types of men that make up the ranks of the 8,000 who pass through the colonies annually, show that the colonies are dealing with a body of at least 4,000 men, who are for various reasons unable to regulate their own lives on an independent basis, or who are unable to get or

to keep employment under customary conditions. Although the colonists are free to go from or to stay in the colonies, when they elect to stay they must conform to the discipline imposed upon them. There thus appears to be a certain class, amounting to one-half of the cases dealt with, who are willing, or who feel themselves forced, to exchange the freedom of ordinary industry without guarantee of subsistence, for the practical, though mild, slavery of the colonies with guarantee of subsistence.

The colonies are most fully inhabited during the winter months. The number of applications exceeds the number for whom it is possible to provide in nearly every month, but this is markedly the fact in winter, as shown by the following table:

MONTHS.	ADMITTED		SENT AWAY FOR WANT OF ROOM IN COLONIES	
	1890	1891	1890	1891
January,	577	556	674	543
February,	474	576	624	382
March,	535	559	295	101
April,	418	612	94	10
May,	500	548	65	14
June,	513	554	64	5
July,	515	624	49	-
August,	506	602	37	8
September,	487	540	13	22
October,	912	829	116	89
November,	890	1,082	397	321
December,	635	663	1,130	463
TOTALS,	6,962	7,745	3,558	1,958

How Long do Colonists Remain?

It has been stated that prolonged residence is discouraged. From April 1, 1889 to March 31, 1891 there were in 22 colonies 15,425 admissions including 11,088 individuals, and there were 13,307 discharges within the same period. The length of residence is shown in the following table:

LENGTH OF RESIDENCE.	Percentages of Number of Colonists	LENGTH OF RESIDENCE.	Percentages of Number of Colonists
7 days,	6.10	106 to 147 days,	18.60
8 to 14 days,	4.30	148 to 203 days,	10.30
15 to 21 days,	4.30	204 to 259 days,	3.60
22 to 35 days,	8.50	260 to 315 days,	1.60
36 to 49 days,	9.40	316 to 364 days,	0.80
50 to 63 days,	8.90	365 days and over,	1.50
64 to 77 days,	8.50		
78 to 105 days,	13.60	TOTAL,	100.00

Why do Colonists leave the Colony ?

The table, page 34, shows the causes of discharge from the colonies, by percentages, during certain specified periods. Reference to the first line of the table discloses the fact that the number of colonists who left because they obtained situations outside the colony, while but slightly more than one-fourth the whole number who left during the year ending March, 1886, declined to less than one-fifth the whole number who left during the year ending March, 1891. On the other hand, more than 54 per cent of the whole number who left during the year first named were discharged at their own desire, and during the year last named this class constituted more than 64 per cent of the total number of discharges. The number discharged for each of the other causes named in the table were, in each case, few, and constituted small percentages of the total. The proportion of those who left on account of the expiration of the time within which they were permitted to remain, nearly 6 per cent of the total discharged in the year ending March, 1886, has declined to less than 3 per cent in the year ending March, 1891.

The figures contained in the table give some indication, quite slight and inconclusive, however, on the reformatory influence of the colonies. No exception can be taken to the use of the word "reformatory" as this, it will be remembered, is one of the central features of the colony system. Not only is the colony intended to deal with the "inward or outward shipwrecked" class, but the special aim "is to secure the permanent moral elevation of the colonists." Of the colonists who do not return after being discharged no record is kept or known. As to whether the colony life has had a salutary effect upon them or

not nothing can be definitely predicated. Few, however, appear to enter industrial life through the colony or directly from it, and this percentage continues to decline. Moreover, of 2,623 who obtained situations, 814 returned to the colony; and of 8,564 who left voluntarily 3,117 returned within two years.

Professor Mavor expresses the opinion that the situations when secured are frequently of an inferior order. This he attributes to two reasons:

First, in the case of a colony situated in the midst of a district where agriculture is carried on partly by large farmers and partly by small farmers . . . it is, I believe, the case that the large farmers will not employ the colonists.* . . . Small farmers . . . can only afford to pay extremely small wages. . . . I have even been told that in some cases, in spite of the efforts of the colony to the contrary, ex-colonists have been employed at wages rather lower, and have been boarded at small farms in rather less comfortable conditions than were those which they had in the colony, their acceptance of lower wages being clearly due to their estimate of the value of free labor . . . as contrasted with the restrictions of the colony.

Second, in cases where situations are found at a distance, all depends upon the extent to which the employer takes advantage of his knowledge of the antecedents of an ex-colonist to cheapen his labor.

The Economic Effect of the Colonies on Outside Industry.

It may be thought that the competitive influence of the colonies is injurious. Under the conditions obtaining in Germany this does not appear to be the case. Apparently, the rate of wages to outside laborers in general is not affected by the rate paid to the workers within the colonies, nor does the surplus produce of the colonies, which is sold in open market, affect the price of similar commodities produced outside. The two arguments employed in support of this view are thus stated by Professor Mavor:

First, that in Germany wages are regulated to a great extent by custom, and only to a small extent by the operation of the laws of supply and demand of labor; and second, that the material dealt with

* Attributable to the doubt whether the colonist has been cured of the defect which caused him to enter the colony.

by the colonies does not in any real sense enter the competitive labor market, and would not do so even if the colonies were non-existent.

Professor Mavor thinks, however, that the extent to which customary wages obtain in Germany is probably not so great as it used to be, and that it is conceivable that a colony might produce a change in its neighborhood, and he points out that "there can be little doubt that, as a rule, the employers who seek to employ ex-colonists do so because they imagine such labor can be obtained at a low rate of wages. Employers who employ at low rates of wages, however, generally find in the long run that low wages mean dear work. Thus the ex-colonist is dismissed or resigns; in any case he finds his way back to the colony, and the process is repeated." He also observes that "although the numbers concerned are relatively small . . . the minimum subsistence wage fixed by the colony for the purpose of inducing men to seek outside employment, may tend to some extent to become the maximum wage for low grade labor in the district."

From what has been said of the antecedents and character of the colonists it will appear that the second point is well taken, and that they are practically non-effective industrially, and besides this the colonists do not to any great extent become effective on leaving the colonies. They are largely a class apart, and while within the colony or during their periodical returns to the outside world have little influence upon regular employment or the ordinary industrial operations without. Professor Mavor sums up his conclusions upon this point in the following paragraph :

The colonies do not interfere with the labor market, because they do not deal with the problem of the want of employment of the respectable workman. It is because the colonist is non-efficient that he does not compete in the labor market. If the colonies turned out annually large numbers of regenerate laborers, they would compete. It is not alleged that injury would result from their doing so; but the element of non-interference with the processes of ordinary industry, which at present is claimed for the colonies, would disappear, and it would depend upon the skill with which they were administered, whether or not they wrought to social disadvantage, however benevolent might be their intentions.

The colonies, it should be remembered, are mainly agricultural, and by far the larger part of their produce is consumed within them. This operates to reduce to the minimum any competitive effect which the sale of produce in the market might have upon prices. The manufacture of brushes and toys in the city colonies is said to be regarded unfavorably by outside makers of these articles, somewhat as the manufacture of brushes within prisons in Massachusetts is looked upon by manufacturers and workmen competitively affected.

The colonists are largely employed upon the reclamation of agricultural land within the colony limits, and, as in the case of the colony at Wilhelmsdorf especially, in road-making in the forest country surrounding the colony. No reclaimed land has yet been put upon the market, and the value placed upon it due to improvement under the labor of the colonists is speculative, and subject to considerable differences of estimate.

The German Relief Stations.

The *Verpflegungs-Stationen*, or relief stations, in Germany are in general plan somewhat like the so-called "Wayfarers' Lodge" on Hawkins street, in Boston, and similar institutions. They are shelters within which the applicant may find lodging with meals for which he is expected to render compensation by cutting firewood.

In Germany, however, these are numerously established, there being in the entire empire in 1890, 1,957 such stations, which furnished during that year 972,490 dinners, 1,871,591 suppers, 1,936,091 lodgings, and 1,662,606 breakfasts. Of these stations, 1,707 were maintained by public authority, and 250 by societies. Labor exchanges or offices for facilitating the employment of labor were attached to 1,158 of the stations; 1,073 stations were attached to ordinary inns, and 841 were without arrangements for compulsory labor. In the single night, December 15-16, 1890, there were 9,216 guests within these stations.

The labor rendered by the guests when required is hardly sufficient to pay the expenses of their entertainment, but is largely of the nature of a "test" of good faith. The gross expenses of the stations for the year 1890 was 1,317,072 marks, and the receipts from the product of labor only 67,610 marks.

Lodging Houses.

Besides the relief stations the traveller in search of work may find shelter in the *Herbergen zur Heimat*. These are cheap lodging houses maintained largely by provincial or local societies, under the system promoted by the *Deutscher Herbergsverein* or German Herberge Society.* Some of these have relief stations attached. They are patronized by widely different classes, including vagrants and genuine workingmen. The accommodation also widely varies, being in some cases thoroughly comfortable, and in others poor. Professor Mavor considers the accommodation, as a rule, much superior to the Salvation Army shelters in London or to that provided by the municipality of Glasgow in their model lodging houses. The prices charged for food and lodging are, of course, quite small. The religious element enters into the conduct of these houses in the form of morning and evening prayers, attendance not being compulsory.

The relief stations and workingmen's lodging houses just described, taken in connection with the system of colonies, have an effect in legitimatizing the movements of a class which without them would become mere wandering vagrants. They enable an unemployed person to travel from place to place through the country, finding food and shelter at insignificant prices or in return for work, instead of begging subsistence from house to house. The labor exchanges at the relief stations have posted lists of situations vacant, and there are maps exposed at the stations indicating the locations of the various stations, lodging houses, and colonies throughout the empire. When exhausted by wandering from place to place, one may become a resident in a colony for such a length of time as is found agreeable, subject to the two-years' time limit. The whole system recognizes the tramp as a distinct class in the community, and apparently makes it easy for him to continue as a tramp. The effect of the establishment of the relief stations upon prosecutions for vagabondage in the Kingdom of Prussia is shown in the following table :

* This system is international. While the larger number of the houses, 410, are in Germany, the lists of the society include eight in Switzerland, four in Holland, three in Denmark, one in Russia, two in New York, and two in London.

YEARS.	Number of Stations	Number of Prosecutions for Vagabondage
1882,	-	23,808
1883,	-	20,833
1884,	595	18,157
1885,	915	15,727
1887,	917	15,466
1890,	951	8,605

It is seen from this table that there has been a marked decrease in the number of arrests since the establishment of the relief stations. It does not appear that the moral evil of vagabondage has shown a decrease corresponding to the decline in the number of prosecutions. It would rather seem merely a change of status that is involved. Vagabondage is now recognized and provided for by special facilities for its exercise within orderly channels, and largely at the expense of the public or of the charitably disposed. The tramp is provided for on the road, and while within the colony society is relieved of his presence; and so long as he chooses to remain he is rendered partly self-supporting. It does not appear that he is to any considerable extent reformed or brought into the regular channels of industry.

The relief stations and lodging houses also aid the industrially effective workman who for any reason may be seeking employment and forced to travel with limited means. The colonies are not often used by such workmen, nor do they seem to touch the evil of unemployment which at times affects men of this class.

HOLLAND.

The Dutch labor colonies differ from those in Germany in the essential principles under which they are conducted. They recognize the family and introduce the element of permanence. The first colony was founded in 1818 under the auspices of the Society of Beneficence. This society has a large number of branches throughout Holland, and its membership in 1893 aggregated 4,059. Each branch of the society subscribes to the fund for the maintenance of the colonies, which are not self-

supporting, and may recommend persons for entrance in proportion to the amount which they contribute. A considerable tract of heath land was purchased for the operations of the colony and additional estates added from time to time. In 1827 the different departments occupied 8,433 acres in all, and the population of the colonies numbered 6,751, including officials. Besides the land thus under cultivation the society controlled 5,000 additional acres. The two important departments of work include beggar colonies and free colonies, beggar colonies being penal rather than reformatory. These colonies were administered by the society until 1859, and were then taken under government control.

“Free Colonies,” says Professor Mavor, “were conducted upon a different principle. The colonists were from the beginning, and are now, not peasant proprietors but rather peasant life-renters. The distinction between the free colonist and a farmer working under the ordinary conditions of tenant farming lies simply in the circumstance that the free farmer is entitled to rely upon the society to make up any deficiency in his maintenance, whereas the tenant farmer has no such resource.” The colonists are divided into two classes, free farmers and laborers. The free farmers are given small holdings of land upon practically a life tenure. The tenant pays an annual rental due in January of each year to the society. Stock and seed are furnished by the society upon credit. In case of death, the widow of a tenant is permitted to continue the tenancy if she is competent to cultivate it, or if there is a member of her family who can do so. Inheritance of the tenancy is sometimes permitted to daughters under like conditions. Each farm consists of about $6\frac{1}{4}$ acres. For misconduct a farmer may be dismissed, and in any event he holds no legal right in his tenancy and is not entitled to compensation for improvements which he may make upon the property.

The colonists who are classed as laborers enter the colonies upon recommendation of the charitable associations in the cities. If they are physically incapable, or unable to work, they are partly supported by the society which recommends their admission. They are housed in separate cottages, each having its little garden, and so far as able, together with members of

their families, work upon the colony farms, and are paid a limited wage. A few opportunities for the admission of laborers occur every year as those already in the colonies may be promoted to the rank of free farmers if there are vacancies, and if they are worthy of promotion, as measured by their conduct. The children of the laborers and free farmers are educated under a compulsory system, elementary schools being maintained at the expense of the Government, as described hereafter in an account of the colony at Willemsoord. Most of those who enter the colonies are unskilled laborers from the cities, although a few workmen of the mechanical trades, and some who have received a professional training, are found among them. Under the provisions of the Poor Law, orphans and children of paupers are sent to the colonies, and after admission are boarded in the families of the free farmers and laborers. The expense of their maintenance is borne by the authorities or by the charitable societies. The income derived from these boarders helps those with whom they board to get through the year without debt. It has been found that after a child has attained the age of eight years, it is difficult to deal with him in the colonies, and those between the ages of four and eight years are preferred.

The total population of the Dutch labor colonies during the year 1892 was 1,863; the number of births in that year was 45; the number of new families who entered the colonies, eight; the number of deaths, 16; the number of young persons who were provided with situations, 65; the number of free farmers, 214; the number of laborers, 91; and the number of boarders, 198. Two laborers were promoted to the position of free farmers during the year. In this year also, two laborers were imprisoned for stealing, and six free farmers and three laborers were dismissed for laziness. Professor Mavor states that, on an average, one free farmer or one laborer absconds every year.

The average age of those who enter is 40 years. A colonist may remain during life unless expelled for misbehavior. Children of colonists are provided with situations outside when of sufficient age.

Professor Mavor in his report gives the following account of the colony at Willemsoord:

On the colony at Willemsoord there are three colony farms; these are worked by 22 families, consisting in all of 100 persons.

The following industries are carried on in the colonies: mat making, blacksmithing, tailoring, carpentry, bricklaying, basket making, and furniture making, and the colonists are besides employed in horticulture, forestry, and agriculture.

Wages are paid by the piece in basket work and in furniture making. Three professional basket makers are employed.

The adult colonist is almost invariably regarded as a hopeless case. The efforts of the colony are directed mainly to the education of the children. Attendance at the day or evening school is compulsory. There are five elementary schools on the colony lands maintained at the expense of the Government, and, in addition, the colony has established a school of forestry, a school of agriculture, and a school of horticulture. In these institutions the children of colonists are trained and sent out at from 20 to 22 years of age to situations.

Nearly all the cottages of the laborers and free farmers were built about 70 years ago.* They are neither better nor worse than cottages of the same age in the same district. . . . A free farmer has quite as large a stock of furniture and belongings as many peasants working for agricultural wages, and he lives at a very similar standard of comfort.

A range of houses is being built for old people, each couple or single person having a separate house. No rent is charged for these houses, and the old people make a portion of their living by cultivating the small plot attached to each house.

The colony is not established upon a religious basis, but there are three churches, one Catholic and two Protestant.

Professor Mavor also summarizes his opinion of the Dutch free colonies in comparison with the German labor colonies as follows:

The chief social importance of the Dutch free colonies lies in three features which distinguish them from the German labor colonies. These are: First, the element of permanence—the free farmers are there for life if they choose; second, the recognition of the family; and third, the education of the children.

The farmer and his family live together in one house, the children being taught letters and trained to useful employments. The advantages offered by these features to the colonists are very obvious.

* The population of the free colonies is to-day about the same as it was in 1827.

The objections to the Dutch system are two: First, the greatness of the cost in relation to the smallness of the number benefited; second, the danger of producing a class of workers who tend to become quite dependent—tend, indeed, to produce a permanent race of paupers. The large numbers in the farmers' families, and the tendency shown by the children to return to the colony after having left it, are important elements in the case.

Yet within the limits of the intention of the benevolent society, the Dutch colonies need not be regarded as failures. They secure healthy and industrious lives for a number of families, who, but for their presence in the colonies, might become recruits for the criminal or permanently indigent classes. Against the cost of the Dutch colonies, which is admittedly large in proportion to the number of families actually treated, must be set the hypothetical sum of the possible loss to society through depredations, poor relief, and charitable aid, were those who are now in the colonies left to prey upon society. There remains, however, the consideration that the Dutch colonies form really an endowed institution where a privileged few of the Dutch poor live in more or less comfortable circumstances at a cost of about \$115 per family per annum to the charitable societies of the country.

The Dutch system recognizes the family and accepts the responsibility of training the children and finding situations for them outside the colony when they grow up. The German system disregards the family wholly, except in so far as efforts are occasionally made by the directors of the colony to bring about family reconciliations. The Dutch system provides a permanent home for its colonists; the German system is intended to be a temporary mode of relief. The German system is almost ostentatiously a religious system, the Dutch system lays no stress upon the religious element. The promoters of the German system are optimistic enough to hope that some proportion of those who resort to the colony can be reclaimed, and sent back to ordinary industrial life; those who are carrying on the Dutch system have no such hope, and devote themselves almost wholly to the education of the children.

Expensive and limited in its capacity as the Dutch system is when compared with the German, there can be no doubt of the greater grasp of the problem which its method discloses.

BELGIUM.

In Belgium, labor colonies exist which were founded in 1810. Without entering into the history of early experiments out of which the present system has been developed, it is sufficient to

say that at present the colonies occupy about 2,964 acres situated in the communes of Hoogstraeten, Merxplas, Ryckvorsel, and Wortel. The colony of Hoogstraeten is intended for the infirm or partially incapable; that at Merxplas is a penal colony for able-bodied beggars and vagrants. The colony at Wortel receives voluntary colonists, but only a very small number of this class are included. This colony, as well as that at Hoogstraeten, is intended for the benefit of the worthy poor. At Hoogstraeten the strictest discipline is maintained, and the colonists employed in agriculture and domestic industries. At the penal colony at Merxplas the men are worked in gangs under the supervision of an officer who is accompanied by a soldier with loaded musket. The industries are largely agricultural, although some of the men are employed in carpet making, cabinet making, mat making, portmanteau making, and in the manufacture of horse collars under contract to outside parties. At Wortel the work is largely agriculture and forestry.

In Belgium since November 27, 1891, tramps and beggars are sent to institutions called *Dépôts de Mendicité* and *Maisons de Refuge*, these being the statutory names of the colonies to which we have referred. The law implies that all individuals found in a state of vagabondage or begging are to be arrested and taken before the police. If aliens, they are to be conducted to the frontier. The latter provision, however, is not strictly enforced. The result is that these colonies do not deal with the unemployed except of the vagrant or tramp class, the number of voluntary admissions being very small. Under a prior statute, passed in 1866, the colonies were empowered to receive those who voluntarily resorted to them. For instance, workmen out of employment were admitted under authorization from their local authorities, the expense of their maintenance being borne by the communes to which they belonged. The discipline within the colony was quite rigid, however, and departure from the colony was not freely permitted. The number of voluntary entrances to such of the colonies as receive them has constantly declined. This is largely due no doubt to the combination of the free and voluntary element in the same colonies. Since 1891 only the Wortel Colony receives voluntary colonists. As has been found elsewhere the mingling of what may be termed the worthy and unworthy classes in the same

colony has tended to the use of the colony for the latter class almost exclusively.

Concerning the Belgian institutions Professor Mavor remarks :

They seem to me to be simply punitive. The men remain there for a term of years under strict discipline, and in a position in which they are as nearly as possible prevented from doing any harm to themselves or society ; but when they emerge, their record precludes their being employed in ordinary industry and they again fall into the hands of the police to be sent back to the colony to harder work and a longer term of imprisonment than before.

FRANCE, AUSTRIA, AND SWITZERLAND.

The labor colony at La Chalmelle in the Department Marne, France, was founded in 1892. Its foundation is due to M. Georges Berry who had presented a report upon the German and Dutch colonies to the Paris Municipal Council.

The farm consists of 316 acres, the land being leased by the city of Paris to the municipal branch which has charge directly of the details of the work. The colonists are paid wages at the rate of 50 centimes per day and are supplied with clothes free upon entrance, subsequent necessities being charged to the colonists. The working day is ten hours long, the programme being as follows: 4-5 A.M., Coffee, light meal. 5-10 A.M., Work. 10 A.M., Breakfast. 10.30 A.M.-1.30 P.M., Rest. 1.30-2 P.M., Lunch. 2-7 P.M., Work. 7 P.M., Dinner.

The early meal consists of cheese, bread, and cider; the breakfast of lard soup, vegetables, and cider; the lunch of salad, cheese, and cider; and the dinner of soup, vegetables, and cider. On Wednesdays and Sundays meat soup is provided for the dinner and about a quart of cider is furnished per day. The colonists are admitted by a process of selection from those recommended by the directors of the night refuges in Paris. In making their selection the directors base their opinion upon the willingness to work of those whom they shelter and their previous antecedents. This necessity for selection has been regretted by M. Berry who would prefer to make the colony free, but it was thought that selection was essential to prevent the colony becoming the resort of the professional vagabonds, and besides this the number of places within the colony

is limited. Between the foundation of the colony in January, 1892, and the month of August in the following year, 106 persons entered the colony, 27 of whom were day laborers, 16 agricultural laborers, and 17 gardeners, the others being of various trades. Of these persons, 37 left of their own wish, 5 were expelled for disobedience and misconduct, 36 were placed in situations by the colony, and the remainder were in the colony on the 16th of August, 1893.

In carrying on the colony certain disciplinary measures are observed, varying in degree from reprimand to retention of salary, detention in the farm on Sundays, and in extreme cases to dismissal. Professor Mavor in his report states :

The type of men in this colony is on the whole superior to that of the German colonies. Here there are no ex-convicts. The causes of resort to the colony, unless the authorities take too lenient a view, are quite different from those which send the German colonist to his colonies. Family misfortune, disgust with the life of Paris, and similar causes are given. The men, however, are picked, and both in Paris and in the colony are the objects of individual care. Theoretically, at all events, much attention is paid to individual needs and peculiarities.

He points out that it is as yet too soon to judge of the results of a colony under the picked colonist system as carried on at La Chalmelle, and besides the fact that the colony has been in operation but a short time the numbers are quite too insignificant to offer much foundation for definite conclusions.

In Austria the relief station has been adopted, and it is stated by Professor Mavor that "it is alleged that in the provinces where relief stations have been established there has been a diminution of vagrancy. . . . The relief stations also serve as employment agencies, in so far as they exhibit notices of places at which workmen are wanted."

In Switzerland there is an institution (*Tannenhof Arbeiterheim*) a sort of workman's home, carried on by an incorporated society, its aim being to provide a temporary home for those in search of work as well as for unemployed persons discharged from the prisons of Berne, the board, lodging, and wages being provided in return for agricultural labor until permanent work

is secured elsewhere. The funds of the society consist of members' shares, gifts, and legacies which are intended to be capitalized. It depends for its revenue upon profits from agriculture, private contributions, contributions from the state, public bodies, and corporations, and legacies not intended to be capitalized.

The *Herberge zur Heimat* or *L'auberge de famille* has been developed in Switzerland. The Herbergen have a restaurant attached and afford accommodation for two classes; first, professional persons and commercial travellers, and, second, workmen in various employments.

Relief stations are also in existence in Switzerland and the question of whether they should be established as state institutions has been much discussed.

ENGLAND.

The labor colony system has not been tried to any great extent outside of Germany and Holland. The Salvation Army conducts as part of its work such a colony at Hadleigh in England, acquiring freehold estate for that purpose including about 1,500 acres of land besides other acreage at present covered by the waters of the Thames. Upon this tract the colony was established in 1891. The method of operation and the experience so far acquired have been fully described in the publications of the Salvation Army, especially in the work entitled, "Darkest England Social Scheme." The administrative officer of the colony is known as its governor. Matters relating to expenditure are directed by an expenditure board. The colonists are selected from the persons who have been inmates of the leading shelters of the army and who sign an agreement to "obey all the rules and regulations made for the good conduct and management of the colony, and to carry out all the instructions which may be given me by my officers there." They also promise to abstain from the use of intoxicating drink while in the colony and not to enter premises where liquor is sold and to discourage others from doing so. This rule relative to drink is strictly enforced, any departure from it being followed by instant dismissal. The colony is intended for those who cannot obtain occupation elsewhere and who are prepared to work without wages for mere shelter and

maintenance. In lieu of wages, grants are made to encourage good workmen, not usually, however, until after the first month's residence. These grants are made upon the recommendation of the superintendent of the particular department in which the colonist is working subject to the discretion of the Governor. The colonists undergo certain tests to determine their special fitness for particular positions, but if they have had special training they may be placed at once in positions for which they are fitted without waiting for the period of trial. Colonists are supplied with clothes and other necessary articles, and payment for the same is expected from whatever grants are made in lieu of wages. Only one-third of the grant can be drawn in cash, the balance being left as a reserve fund where the colonist owes nothing for clothes or articles supplied. Colonists are provided with cards showing at the end of each week the amount of reserve to which they are entitled. A portion or the whole of the weekly grant may be withheld by the order of the Governor for infringement of rules or negligence in respect to work, while for more serious misconduct colonists may be reduced to a lower class of grant or be discharged from the colony.

Colonists desiring to leave must give at least twenty-four hours' notice in writing and obtain a discharge notice, stating that work and tools are left in satisfactory condition. Failure to comply with this regulation works forfeiture of the amount of cash standing to the credit of the colonist in the reserve fund. Certain industries have been undertaken in the colony beside farm work. The most important is brickmaking. There is a tendency to engage in industries rather than in farm work, this sort of labor being found more congenial. The following table shows the distribution of labor in June, 1893 :

EMPLOYMENT.	Paid Labor	Colonists
Farm,	18	13
Market garden,	4	35
Nurséry,	1	1
Brick-fields,	11	106
Dust (including labor at wharf and embankments, etc.),	7	25
Saw mill,	3	20
Blacksmith,	1	1
Bootmaking,	-	8

EMPLOYMENT.	Paid Labor	Colonists
Bricklaying,	1	1
Chairmaking,	2	2
Laundry,	-	4
Butcher,	1	1
Baker,	2	-
Warehouse,	-	2
Barber,	1	1
Miscellaneous (including home department, stores, hospital, refreshment room, Hadleigh Hall, etc.),	8	26
TOTALS (excluding management),	55	241

Most of the persons who have been admitted to the colony are in the prime of life. Adult men only are admitted as a rule. Most of these are said to be single, but in any event the family is disregarded in dealing with the colonists. Colonists do not show a disposition to remain in the colony, more than half the total number admitted leaving the farm within three months; while only 47 out of a total of 991 remained over a year. Nearly one-half the total number, or 440, got work of their own accord or were restored to friends or found situations through the Salvation Army. Of the others, 213 left without notice, 73 were dismissed for drunkenness and 64 for other misconduct, 43 left through illness, 9 emigrated, and 145 left for other causes.

Like other schemes for reformatory work under the patronage of the Salvation Army, the religious influence of the colony is expected to exert a reformatory effect upon those who enter it. The colony itself forms only a single branch of the work of the army and is intended to co-operate with other features in its general plan of work. It cannot, therefore, be considered apart from these features, and indeed has been in operation so short a time that its effect can scarcely be estimated.

NEW ZEALAND.

In New Zealand the question of the establishment of state farms has been considered. The leading idea, as stated in the report of the Bureau of Industries for 1892, is to provide places of refuge and instruction for those persons who, not being able to succeed in getting employment in their own

trades and towns, may be encouraged to undertake work in the rural districts and be prepared to engage in it. The state farm is to comprise about 1,000 acres of land fit for agricultural purposes, and to this farm will be drafted the surplus workmen of the towns. The report states that many of the unemployed in New Zealand are "clerks, stewards, firemen, tailors, printers, etc., who, crowded out of their regular employments, are in a state of destitution; these being in addition to a large body of general laborers who though used to the pick and shovel have no knowledge of work upon a farm." It is thought that these could "assist in the general work of a farm and make its cultivation pay expenses, while, in the meantime, the workmen themselves were being trained to habits and duties fitting them for the general labor market." The programme involves a system of co-operative work, including the erection of cottages intended to accommodate colonists with their families, the idea being that the farms should serve as transit stations through which a steady current of labor, changed from non-effective to effective, should pass. The whole scheme is theoretical so far, and has not yet been reduced to practical demonstration, although land has been secured as an initial step.

FOREIGN CHARITY ORGANIZATION RELIEF WORK.

ENGLAND.

The following account of the relief work undertaken by the London Charity Organization Society is abridged from the report on "Methods and Agencies for Dealing with the Unemployed:"

"It may be said to be the general policy of the Society not to relieve ordinary cases of want of employment, such as continually arise from one cause or another in a normal state of the labor market. It is held that the proper and only effective 'cure' for a carpenter or dock laborer who has lost a place is to find another. To give him money might often tend to relax the energy with which he is searching for work; to provide him with work (even if practicable) would have the same effect in still greater degree, beside tending to dislocate the labor market. As regards helping him to find work, the Society holds as a general rule that the search for work is usually most

effectively carried on by the person most interested in its success. This argument applies obviously only to the normal fringe of 'unemployed,' who at any given time, even in a favorable state of the labor market, find themselves out of a place, and is admittedly inapplicable to times of unforeseen and exceptional scarcity of work. It is based on the assumption that, at the time, there is on the whole a sufficient supply of work to go round, so that any action which relaxes the energy with which a given workman seeks his share of that employment is undesirable. The argument fails when, owing to exceptional circumstances, there is not enough work to go round. Accordingly the Charity Organization Society draws a sharp distinction between 'ordinary' and 'exceptional' distress, especially as regards want of employment.

"Before, however, passing on to the policy pursued in cases of 'exceptional' scarcity of work, it should be noticed that the line taken by the various societies and district committees with regard to providing labor, relieving the unemployed, and assisting them to obtain work, is by no means uniform throughout the country. In Scotland, for example, where the Poor Law does not contemplate the relief of the able-bodied, the division of function between private effort and the Poor Law inculcated above might naturally be interpreted as leaving the provision of labor yards as tests for able-bodied applicants for relief within the sphere of the voluntary society. Thus the Glasgow Charity Organization Society and the Associations for Improving the Condition of the Poor at Edinburgh and Paisley provide wood-chopping yards for men and sewing for women.

"In Edinburgh the labor yard is used 'both as a means of giving temporary employment and as a test of willingness to work.' The men work from six to seven hours a day, payment being by the piece, with a minimum of 1s. a day and dinner, and additional 'help, if needed, for his wife and family.' During the year 1892, 1,158 persons were offered work in the yard, which was accepted by about 75 per cent. In Glasgow (1891-92) work in the wood-chopping yard was offered to 318 men and accepted by 257. Payment is by results, with an average of 1s. 3d. per day of 7½ hours. There were 68 women employed in making up clothing, which

was sold to the public. At Paisley the men in the wood-chopping yard can earn 1s. a day. Employment was found in it for 36 men during the year.

“A few English Charity Organization Societies, especially in the North, also provide work. In Newcastle (1891-92) work in the firewood yard was offered to 509 and accepted by 202, while a ladies' committee found charring for 67 women and gave needlework to 39. The firewood and clothing were sold at the office.

“The Darlington Charity Organization Society opened a woodyard towards the close of the year 1891; and a boys' ‘Messenger Brigade,’ which was started in 1890, is also under their control. The cost of the two institutions for the year 1891-92 was £345.

“In 1891-92, the Liverpool Central Relief and Charity Organization Society gave 776 orders ‘to men alleging want of work as a reason for seeking relief’ to work in the wood-chopping workshops. Only 288 accepted work. They earned an average of 1s. 8d. a day, additional relief being given, if necessary, to the family. The deficiency for the year was £266. The society has also a workroom for women. It regards these workshops as indispensable as a test in a district where casual laborers form so large a proportion of applicants.*

“The Rochdale Charity Organization Society also has a firewood factory in which 33 persons were employed during 1891-92.

“The London Society, however, distrusts the provision of work by voluntary agencies, even as a test, in ordinary times. ‘Our objection to the use of labor tests is that they tend to become a substitute for inquiry and for the individual treatment of cases. . . . Tests are for the Poor Law, which has only to prove the fact of destitution. Those who would help must go deeper.’”†

Turning from the provision of employment to the work of assisting persons to obtain employment, it is stated in the last report of the London Charity Organization Society that out of

* Report of Liverpool Central Relief and Charity Organization Society, 1891-92, pp. 7 and 8.

† Register of Charity Organization and Relief Societies, 1890-91. Introduction, pp. vii and viii.

12,040 cases relieved during 1891-92, 670 were relieved by employment. The general policy of relief is stated in the following extract :

‘ It has now been repeatedly proved that the only way to meet wide-spread and exceptional distress, without doing permanent injury to the mass of the poor, is to adhere to certain general principles and fixed lines of action which they will readily understand. Indecision and vacillation at such a time produce grave mischief.*

“ The creation of a large relief fund tends to occasion additional difficulties and perplexities. Confusion and waste can only be avoided by taking careful measures for the administration of relief beforehand, quietly and without panic.

“ To deal with large numbers of people quickly and effectually ‘ tests ’ are necessary, no less than inquiry.

“ Roughly speaking, applications come from three classes :

1. Thrifty and careful men.
2. Men of different grades of respectability, with a decent home.
3. The idle, loafing class, or those brought low by drink or vice.

“ To the first of these relief should be given ; but if public works are opened they should be recommended to take such work, not as a test, but as temporary employment.

“ To the second class (according to the character of the case) relief should be offered (1) conditionally on employment in public or other works ; or (2) the applicant should be referred to the Poor Law labor yard ; or (3) admitted to the workhouse, while the wife and family are supported by charitable relief outside.

“ The third class should be left to the Poor Law. Relief by way of alms only maintains them in their evil habits, discourages the thrifty and striving, and leads to still further neglect of wife and family.

“ Public works should not be undertaken unless there is clear evidence that the want of employment is so great that some

* In a time of “ commercial embarrassment ” “ an ill-regulated distribution of charitable donations may not only fail to relieve the class for whose benefit the funds were collected, but further diminish the resources they would otherwise have obtained by their own exertions. ” — Dr. Kay, Third Annual Report of the Poor Law Commissioners.

such temporary measures are absolutely necessary to prevent better-class workmen from living in semi-starvation. Their tendency must be to keep labor in the same grooves. If the distress is occasioned by some temporary and definite cause, after a short period there will be an improvement in the labor market. If the distress is occasioned by deeper and more permanent causes, public works will act merely as a palliative which may divert attention from the source of the evil and tend to become as chronic as the shortness of work.

“ If public or other works are opened —

1. Men should only be admitted to them after inquiry or on satisfactory recommendation.

2. The wages and the hours should be as nearly as possible according to contract rates.

3. Care should be taken to supply sufficient overlookers, and to group the men according to character and ability.

4. If a meal is wanted, or clothing, it is better that this should be supplied separately from a relief fund. The employment should be given, as far as possible, in accordance with ordinary business contracts, and not as ‘charity work,’ which tends to be as ill-done as it is ill-paid, and to degrade men instead of improving them.

5. Public and other relief works should be of a local character, planned according to estimates drawn by the local authorities, and conducted under local superintendence. This will be some guarantee against waste and irresponsibility. Such works only should be undertaken as are likely to create the least disturbance in the labor market.

“ Poor Law labor yards are sometimes the only test available, but they have a tendency to become permanent institutions for the supply of cheaply-paid and practically useless labor to casual and idle laborers of all kinds.”

FREE INTELLIGENCE OFFICES.

Free intelligence offices, or registration offices under state or municipal control, by means of which the employing class and those seeking employment may be put into communication with one another, are earnestly advocated by many as a step toward relieving the distress caused by constantly recurring periods of unemployment.

Such offices, either wholly or partly under state, municipal, or parish support, exist in England, France, Germany, and, in this country, in the State of Ohio; and their establishment in Massachusetts has been under discussion.

It therefore seems wise to present the fullest possible account of their methods of operation and practical results elsewhere. The foreign data, which follow, are derived, as to England, from the report on "Methods and Agencies for Dealing with the Unemployed," and as to France, from the report on "Le Placement des Employés, Ouvriers et Domestiques, en France," both of which have been previously mentioned.

ENGLAND.

Detailed Descriptions.

"The first office of this kind to be established in England (at least, among those still in existence) was that at *Egham*, which was opened in February, 1885. The bureau is managed by the local Superintendent of Births, Deaths, and Marriages, who gives his service gratuitously.

"The registry is made known by cards posted about the district, and by advertisement in the country papers. It is open to local residents, but others may apply, and if a vacancy occurs for which a local man is not available an outsider may be sent. The bureau is open daily from 9 A.M. to 7 P.M. The following are the heads of information entered in the register:

Name _____
 Address _____
 Date _____
 Description of occupation required _____
 Where last employed _____
 How long employed _____
 Applicant's remarks _____
 Date when employment is found and by whom _____

"The registrar only enters the names of those whom he considers *bonâ fide* workmen out of employment, and as he is acquainted with most persons in the district, formal inquiries are hardly necessary. The local loafers are pretty well known to him, and they do not now apply for registration.

“No charge is made for registration, but ‘all who may obtain engagements through its agency are invited to contribute, if possible, threepence per week during the first few weeks of their engagement, but this contribution is entirely voluntary.’ The initial rule of the registry is ‘that the registrar shall scrupulously abstain from interference in any question of wages or conditions of service, or labor troubles.’

“Following this rule the registrar declines to supply men to fill the places of men on strike, and no record is made as to membership of a trade union or wages previously received or required.

“Postcards are issued to employers and men for them to notify when they are suited, and a fair proportion of these cards are filled up and returned.

“As is natural in a country district, the bulk of those for whom situations are found are gardeners, laborers, grooms, and members of the building trades. Besides the work of finding situations, loans are granted in special cases to redeem tools out of pawn, or to take families to other districts. About 75 per cent of the money so advanced is repaid.

“In the fourth annual report of the registry the opinion is given that in such bureaux ‘the antecedents of applicants who may be personally unknown to the registrar’ should be authenticated ‘if it is intended not merely to report a total of all persons desirous of registering themselves as wanting work, but also to attract offers of employment.’

“The success of the Registry seems very largely due to the fact that the superintendent knows personally most of those who are likely to apply, whether employers or workmen; a condition of things possible in a country district, but not in a large town.

“The *Ipswich* Bureau was opened in October, 1885, only a few months after that at Egham. The forms and registers used are more elaborate than those at Egham. The principal forms and methods of procedure are thus described in a recent account of the bureau published by the honorary manager :

Our method of working is as follows: When a man applies to us for work, he is given a form, of which the following is a copy :

No. _____

IPSWICH LABOR BUREAU.

Established for the purpose of finding work for men, and securing suitable men for employers. No fees are charged, but donations to defray working expenses are solicited.

Office: Tower Street. Office Hours: 9 to 5.

Dated _____ 189

APPLICATION FOR WORK.

Name _____

Address _____

Age _____

Married or Single _____

What Family _____

Trade (describe fully) _____

Name and Address of last Employer _____

How long in his employ _____

Average Wages _____

Cause of Leaving _____

CERTIFICATE OF CHARACTER TO BE SIGNED BY LAST EMPLOYER.

I certify that _____ is a competent workman, that he was in _____ employ as stated above, and that his character and conduct were satisfactory.

Signed _____

If the above is filled up and signed by the last employer to our satisfaction, the man is registered.

COPY OF MEN'S REGISTER.

No.	Date.	Name.	Address.	Occupation.	Age.	Married or Single.	How many Children.	Name of last Employer and reference.	Wages.	How disposed of.

If there is an order on the books to suit him, and if the place is near enough to admit of it, we send him to it; but if it is at too great a distance, we send particulars of the man to the employer who has sent us the order, and if he thinks him suitable, he goes. If we have no opening for him, we look up advertisements in the daily papers, and if anything likely is discovered, we send on to the advertiser the following form:

LABOR BUREAU, IPSWICH.

A Medium for Masters who want Men, and Men who are seeking Employment.

No Fees. Offices: Tower Street.

Telegraphic Address: "LABOR BUREAU, IPSWICH."

Honorary Superintendent: _____

WANTS EMPLOYMENT.

Name _____ Address _____
 Age _____ Married or Single _____
 Trade _____
 Last Employer _____

Having satisfied ourselves that the above is a competent workman, and of good character, we shall be glad if you can find him employment.

We also advertise daily in the local papers such men as we have on hand.

ORDERS FOR MEN.

When masters apply to us for men, their orders are entered in a book, of which the following is a sample :

Date.	Name.	Address.	Occupation.	Man sent.	No. of Register.	Date.	Result.

If there is a man on the register likely to suit, particulars of him are sent. If not, we do our best to get one.

INDEX BOOKS.

To facilitate reference we have an index to names and trades.

INDEX OF NAMES.			TRADES INDEX.		
Name.	No.	Remarks.	Name.	No.	Remarks.

“ The bulk of those for whom situations are found are laborers, porters, grooms, gardeners, and errand boys, which together make up over 70 per cent of the total number for whom situations were found during the year 1891-92. During the previous

year a still greater proportion, nearly 80 per cent, of those placed in situations, belonged to these classes. The management of the bureau is entirely in the hands of the honorary manager, but he is desirous that it should be taken over by the Municipality, and that similar institutions should be established in all large towns and federated together so as to 'facilitate the circulation of labor.' Registration is free, and the expenses of the bureau which amounted to £98 11s. 3d. during the year 1891-92 are met by voluntary subscriptions. The bureau is confined to men and lads and claims to be neutral in trade disputes. The success of the bureau in placing applicants seems to spring largely from the energy expended by the manager in finding situations for workmen, and workmen for employers. He does not merely register applications and wait for corresponding offers, but actively exerts himself to find suitable employers or workmen as the case may be.

“At *Wolverhampton*, the centre of a manufacturing district, very different in character from that surrounding *Ipswich*, a labor bureau was established by a voluntary Committee in December, 1892. The bureau was connected with a relief organization formed to deal with the distress prevailing in the town through scarcity of employment. At first all applicants were registered and 763 names were entered, of whom 294 belonged to various branches of the metal trades. The labor bureau, however, was hardly used at all by employers so long as it was connected with the relief organization, and up to the time of the first report of the committee only six temporary situations had been obtained in addition to the work provided directly in the way of relief. The report states that 'it seems almost impossible that while there is any suggestion of relief employers can be made to believe that any men are to be found except the submerged tenth who are practically useless to them.' A special sub-committee was therefore appointed to manage the bureau, which decided 'that only those applicants should be placed upon the register who could show that their being out of employment was due to no fault of their own.' For this purpose detailed inquiry forms were drawn up, which had to be filled up by the applicant and countersigned by his last employer. The result, however, was to rouse some opposition among Trade Unionists who regarded the inquiries from the last employer as

an attempt to reintroduce the 'discharge note' system. Practically the bureau is closed. Employers have not used it, and not more than 20 applicants have been placed in situations through its agency.

“At *Salford* the labor bureau, like that of *Wolverhampton*, came into existence during the winter of 1892 as an effort to relieve distress caused by the scarcity of employment. For two or three weeks registration was carried on by a private committee in three wards of the borough, and 273 persons registered; afterwards a special committee of the Corporation was appointed on December 7, 1892, to inquire into the extent of distress and to make proposals for its relief. With a view to make this inquiry complete the sub-committee opened a register for the unemployed in the borough. The following particulars were registered: name, address, occupation, usual wages, length of residence in borough, where last employed, how long, married or single, number of children, and physical condition.

“One of the most important labor bureaus under the control of a London Vestry is that at *Chelsea*, which was founded in October, 1891. The bureau is managed by a committee of the vestry, employing a superintendent and a lad. It is open daily from 9 to 12 for men and from 1 to 5 for women, except on Saturdays. Applicants must be resident in the parish, and must fill in a form indicating name, address, character of employment required, where last employed, and how long out of employment. Registration is free, and applicants must apply for renewal every seventh day if still unemployed. The superintendent exercises his discretion to a certain extent in selecting persons from among those registered to send employers. He has a general instruction from the Committee to work in harmony with trade organizations, but the vestry have not officially laid down the principle that men are not to be sent to take the place of strikers.

“The bureau has no permanent connection with any scheme of relief, though last winter, by arrangement with the surveyor to the vestry, tickets were issued to the men on the register, giving preference for employment in clearing the roads of snow. The superintendent presents a monthly report to the vestry on the work of the bureau.

“Several other vestries have copied the forms in use at the Chelsea Bureau, with more or less modification, when starting permanent or temporary registries in their districts. Some of the principal forms are therefore presented here. It should be stated that in practice Form No. 3 is seldom returned to the office.

FORM 1.

No. _____

CHELSEA LABOR BUREAU.

TOWN HALL, KING'S ROAD, CHELSEA, S. W.

Date _____ 189

Full Name _____

Full Address _____

Description of Employment required _____

Where last employed _____

How long employed _____

Any remarks applicant may desire to make _____

FORM 2.

No. _____

CHELSEA LABOR BUREAU.

TOWN HALL, KING'S ROAD, CHELSEA, S. W.

Date _____ 189

Sir :

I am pleased to inform you that I have obtained employment at _____

Here state name and address of employer and where employed.

and desire to have my name erased from the list of applicants for employment.

(Signed),

Here write name.

NOTE.— This form must, when filled up, be delivered at the Bureau as soon as possible after obtaining employment.

Keep this clean.

Superintendent.

FORM 3.

LABOR BUREAU.
TOWN HALL, CHELSEA, S. W.

_____189

On the _____ day of _____ I sent you _____ in compliance with your wish. Will you kindly fill up the form at the foot, and return it to me at your earliest convenience?

I am, _____, your obedient Servant,

_____ *Superintendent.*

Mr. _____.

REPLY.

I am * _____ suited [and the person you sent is still in my service.]

Signature _____.

Date _____.

* Insert "not" if such be the case, and strike out the words in brackets.

“During the year, January 1st, 1892, to December 31st, 1892, 3,402 names were registered, and employment (either temporary or permanent) was found for 1,649, of whom 668 were domestic servants, 290 charwomen, 150 boys, 121 laborers, while the remaining 420 men and women belonged to various trades and industries. The expenditure of the bureau for the first year, October 1891 to October 1892, was £180 12s. 7d., the bureau being accommodated rent free in the vestry offices.

“Most of the other existing labor bureaus conducted by the London vestries and local boards had their origin in the temporary registries for the unemployed started in the winter of 1892 in various districts. Some of these registries have since been discontinued (as at Lambeth and elsewhere), others though still nominally open are for the time practically closed (as at Westminster, the Strand, etc.); a few have been worked continuously as labor bureaus, and may be considered as permanent institutions.

“Of the latter the most important are the bureaus at St. Pancras, Battersea, and Camberwell.

“The *St. Pancras* Bureau was started in January 1893, and from its establishment up to August 31st, registered 3,297 applicants, for 446 of whom it found employment. At the

beginning 20 branch offices were opened, but the amount of use made of these offices decreased after a time, and the whole work of the bureau is now centralized in one office.

“The forms of letters to employers are substantially the same as those in use at Chelsea.

“Applicants are required to renew their applications once a fortnight until they obtain work, and are asked to report the fact as soon as they find work for themselves, but the first report of the bureau states that these rules are not strictly complied with. The particulars filled in on the application forms are not as a rule subjected to verification by inquiry. With regard to the question of recommendation the Superintendent in her report to the vestry states that:

The question of recommendation is a serious one, and has had to be dealt with very gently; we do not take responsibility in any way, but we have found it desirable, in the interests of the applicants, to invite them to furnish such particulars as will enable employers to make inquiries as to character and suitability. Some working men urge that their character has nothing to do with their quality as workmen and their claim to employment. No doubt, from their point of view, there is some justification for the argument, but I am glad to say that few applicants have persisted in their view when it is pointed out to them how an employer may be equally right in taking the opposite view.

“Care is said to be taken not to interfere with questions of wages to be received, the work of the bureau being considered to consist simply in registering the names of workmen and employers. The cost of the bureau for the first three months (when the branch offices were open) was £98 5s. 11d. inclusive of printing, with no charge for rent. As now worked the cost is stated by the superintendent to be about £2 a week.

“The *Battersea* Bureau is conducted in premises provided by the vestry, by which it is maintained. It was opened in December 1892, and during the succeeding six months the names of 1,948 men and boys, and 367 women were registered, and 447 men, and boys and 122 women have been placed in situations, either permanent or temporary. Of these 24 men were employed by the vestry surveyor, and 10 by the Commissioners of Baths and

Washhouses. The forms used, the hours during which the bureau is open, and the general lines on which it is conducted, are substantially the same as at Chelsea. The cost for the first six months, including the expense of fitting up the office, is stated to have been £106 6s. 3d.

“At *Camberwell* a labor bureau was established by the vestry on December 19th, 1892, first for men and on December 30th, for men and women. The forms used are nearly identical with those used at Chelsea. The bureau occupies a special building containing two rooms erected by the vestry at the rear of the vestry hall, and is managed by a committee of the vestry. When a workman is supplied to an employer, both parties are informed that not less than trade union rates of wages should be given or accepted. The employers who chiefly use the bureau are shopkeepers and small manufacturers. There is a good demand for domestic servants, but not many applicants for situations. As at Chelsea, St. Pancras, and elsewhere, very few employers return the forms asking whether they are suited or not. The rule is to keep applicants on the register for seven days, after which they must renew their application if necessary.

“The Superintendent has visited the chief local employers, and temporary work as sandwich men has been found for many men, who have been supplied with boards (borrowed for the purpose) and paid 2s. 6d. a day through the superintendent of the bureau.

“*Other Bureaus and Registries.*—The Labor Exchange, opened in February 1893 by the Strand district Board of Works registered 191 names up to May 15th, mostly of unskilled laborers. The only man for whom work was found was employed by the board. The office is now closed, but any persons still wishing to register can do so at the offices of the board.

“In Westminster an employment registry has been at work since March 6th, 1893, the Vestry of St. Margaret and St. John having voted £200 for the purpose. The number of persons registered up to June 15th, was 936, and employment found

for 25. Most of the applicants at this bureau are unskilled laborers, porters, carmen, boys, and charwomen.

“A labor bureau was established by the Vestry of St. Martin-in-the-Fields on November 17th, 1892, but with the exception of a few men employed temporarily by the surveyor, none of the 169 applicants have been placed in situations. The Chelsea forms are used, but there is no inquiry or classification.

“The temporary registries, which were open for a few months during the winter, need no description. None of them succeeded to any appreciable extent in obtaining private employment for those who registered their names, and such interest as they possess is mainly in connection with the supply of labor for public relief works.

“The expenditure of money out of the local rates for the purpose of maintaining labor bureaus has not passed without challenge even in the case of London vestries, the powers of which are in some ways less clearly limited than those of ordinary municipalities.”

FRANCE.

The plan of free intelligence offices, or offices for the registration of persons desiring employment maintained under state control, finds its fullest expression in France. The establishment of such offices seems to have resulted from the methods of dealing with persons out of employment which were adopted after the abolition of the Feudal System and which have finally developed into the institutions now existing.

Without entering at length into the history of the subject, it is sufficient to say that immediately after the abolition of the Feudal System it was customary for workmen to congregate in certain quarters of the city for the purpose of securing employment. These localities were afterwards legitimized under the name of *Places de Grève*. The idea of creating labor exchanges, or as they are termed in France, *Bourses du Travail*, is attributed to M. de Molinari who, in 1846, published a newspaper called the “*Courier Français*” in Paris, and who advocated the general establishment of such exchanges therein, but the first practical plan for such an exchange seems to have appeared in 1848, in which year a complete scheme of organization was presented to the Municipal Council of Paris.

Three years later, in February 1851, a proposal was submitted by M. Doucoux as follows :

ART. 1. — There shall be erected in Paris, under the direction of the State, a Labor Exchange

ART. 2. — This exchange, divided into sections for the different classes of trades, shall contain employment registries for workmen, and all information adapted for the purpose of enlightening the public as to the different phases of labor.

This bill, other details of which it is not necessary to quote, was considered exclusively communal in its character and for that reason was referred to the Municipal Council of Paris. Apparently nothing was done until 1875, when a proposal was submitted in Paris to establish a Labor Exchange or “at least a refuge enclosed and covered so as to shelter the numerous groups of workpeople who collect every morning for the purpose of being hired at the docks and other works.”

On the 18th of July, 1878, the Municipal Council of Paris authorized the construction of a permanent shelter in the Boulevard de la Chapelle. Agitation of the subject still went forward and on the 19th of November, 1883, M. Manier submitted to the Municipal Council of Paris the following resolution, adopted at a meeting held on the 16th of the same month at the Salle Rivoli :

Considering that the Labor Exchange will at least have the effect of (a) suppressing the Places de Grève, (b) facilitating the placing of workers, (c) suppressing the Registry Offices, (d) centralizing the supply and demand with a view to rapidly bringing workers into relation with work, (e) establishing direct relations between the chambers of syndicates or corporate associations, as well as between all workers in general whether they belong to unions or not, the assembly, having heard the details of the proposal, invites the Municipal Council to vote the said proposal in its entirety in the present session.

The subject was afterwards discussed at length and various schemes were presented.

A general idea of the Labor Exchange is well summarized in the following paragraphs from the report presented in 1886 by M. Mesureur :

In adhering to the standpoint of liberty of contract, you have the right if not the duty to furnish labor with the means of maintaining a struggle against capital with equal and legal weapons; without the labor exchange, the existence of syndical chambers will always be precarious, the charges which they entail being prohibitive to the majority of workmen.

It is therefore necessary that they should have premises and offices to which every one may come without fear of having to sacrifice more time or money than he can afford; the free and permanent use of the meeting rooms will enable workers to discuss more fully and accurately the numerous questions which interest their trade or affect their wages; they will have for their guidance and instruction all means of information and correspondence, the resources furnished by statistics, a library with books on economy, industry and commerce, and the course of production in every industry, not only in France, but in the whole world.

Finally the Municipal Council of Paris decided to establish a central labor exchange which was opened on the 3d of February, 1887. Subsequently several provincial towns followed the example of Paris and labor exchanges increased in number from year to year. Some of the trade unions attached to the Paris Exchange refused, however, to comply with certain provisions of the law of 1884,* and for that reason the General Council of the Exchange was dissolved.

During the year of 1891 the trade syndicates belonging to the Paris Exchange registered 37,142 applications for employment and placed permanently 29,429 persons. There were 2,814 persons placed temporarily. The whole number of trade syndicates acting as employment exchanges in France in 1891 was 3,253. These syndicates received during that year 147,818 applications for employment from persons desiring work, and 94,372 applications from employers for assistants. They found permanent places for 106,306 persons and placed 10,364 persons temporarily.

The free intelligence offices, or as they are sometimes called free municipal registries, in France are thus referred to in the report entitled "*Le Placement des Employés*," (page 569):

* This Statute granted to trade unions a right to organize without restriction under certain specific conditions.

The want of success attending the experiment made in carrying out the decree of the 8th March, 1848, by which the Provisional Government established a free information bureau in each of the *mairies* of Paris, for a long time discounted the idea of free municipal registry offices.

Some of the municipalities . . . revived this idea in 1886 in consequence of the agitation against the private registry offices, and, following their example, several other towns (besides Paris) have established free registry offices, or encourage private undertakings established with this object.*

The following table shows the work of the free municipal registries in France during the year 1891 :

DEPARTMENTS.	Towns	Date of Establishment of the Office	NUMBER OF YEARLY		
			Applica-tions	Offers	Situations Secured
Gironde, . . .	Bordeaux . . .	1888	3,161	734	696
Marne, . . .	Sainte-Menéhould . . .	-	} 90	90	90
	Vitry-le-François . . .	-			
	Sézanne . . .	-			
Nord, . . .	Lille . . .	1884	1,248	194	-
	Cambral . . .	1889	100	100	100
	Caudry . . .	1889	24	24	24
	Fiers . . .	-	} 74	74	74
La Ferté Macé . . .	-				
Seine, . . .	Paris				
	1st Arrondissement .	October, 1889	1,410	1,035	1,009
	2nd " . . .	April, 1891	975	295	150
	3rd " . . .	October, 1888	4,500	5,000	4,000
	4th " . . .	March, 1889	2,104	956	482
	5th " . . .	May, 1889	284	284	284
	6th " . . .	January, 1889	4,000	1,800	1,500
	13th " . . .	September, 1891	492	156	101
	14th " . . .	May, 1889	1,000	670	604
	15th " . . .	November, 1888	1,000	715	715
	18th " . . .	July, 1887	2,743	765	627
	Levallois-Perret . .	October, 1883	1,600	400	400
TOTALS, . . .	- . . . -	-	24,805	13,292	10,856

The method of operation of these offices is described in the report as follows (pages 599-600),* the particular office referred to being that in the 18th Arrondissement in Paris :

* Translation from the report of the English Department of Labor.

The free municipal registry office of the 18th Arrondissement was founded on the 15th July, 1887. It is conducted with a subsidy of 2,000 francs from the municipal council. An accountant, who receives 60 francs per month, attends at the office every evening from 7 till half-past 9. A clerk carries the letters, the object of which is explained further on, and receives for this service 40 francs per month, bringing the expenses for staff to 1,200 francs.

A sum of 800 francs then remains for expenses of printing, postage, and advertising; the latter takes place by means of circulars, placards, newspaper reports, and notices left with tradespeople.

The two officials are placed under the exclusive supervision of a committee of control, consisting of the *maire* as president, some deputies, and five members of the *bureau de bienfaisance* (two governors and three commissaries); one of the officials registers the applications for work, and the other the applications for workpeople.

Registration of applications for work takes place on presentation of a document stating the address, together with certificates, work books and references of candidates; in addition, for the greater convenience of employers, a desk has been put up in the waiting room on which are placed printed forms which employers have only to fill up, and put into a box opened every evening.

Each evening, after the closing of the office, the accountant, following the order in which the applications for work have been registered, endeavors to meet the applications for workpeople and sends letters by the clerk to the parties interested, which serve them as introductions to employers.

The following table exhibits the operations of this office from July 15, 1887, to December 1, 1891:

YEARS.	Applica- tions for Employ- ment	Situ- ations Offered	SITUATIONS SECURED				
			Males	Appren- tices	Females	Appren- tices	Totals
From July 15, 1887, to Decem- ber 31, 1888,	6,545	1,661	542	83	760	88	1,473
1889,	2,993	654	195	23	312	4	534
1890,	3,942	864	247	28	415	4	694
1891 (December not included),	2,743	765	180	37	404	6	627
TOTALS,	16,223	3,944	1,164	171	1,891	102	3,328

A detailed statement as to the occupations of the persons who were placed in situations during the period covered by the foregoing table appears in the following presentation:

OCCUPATIONS.	From July 15, 1897, to Decem- ber 31, 1898	1899	1900	1891 (December not included)	Totals
<i>Males.</i>					
Accountants,	2	1	-	1	4
Clerks,	22	5	1	6	34
Clerks (for sheriffs and lawyers),	2	-	-	-	2
Draughtsmen and calculators for architects,	2	2	2	-	6
Office clerks (15 to 18 years of age),	7	19	27	22	75
Professors (special branches),	2	-	-	-	2
Employés in mercantile offices (16 years of age and over),	48	31	40	24	143
Representatives (fixed salary),	2	1	2	5	10
Commission brokers,	224	8	12	9	253
Hotel porters,	1	-	1	-	2
Employés in wine shops and saloons,	49	16	18	25	108
Employés in coffee houses,	4	-	-	-	4
Employés in laboratories,	7	3	6	-	16
Employés on race tracks (16 years of age and over),	29	13	22	22	86
Employés in warehouses,	9	7	17	9	42
Employés in offices,	2	-	1	-	3
Employés (grooms),	2	5	5	7	19
Employés (grocers and fruit dealers),	6	-	2	-	8
Employés (meat dealers and butchers),	5	-	1	1	7
Employés (milk men),	2	-	1	1	4
Employés (work shops),	8	6	5	1	20
Employés (coal dealers),	3	-	-	-	3
Clerks in hardware stores,	-	-	1	-	1
Circular distributors,	-	-	9	5	14
House porters,	12	10	5	8	35
Night watchmen,	-	3	-	-	3
Footmen,	4	1	1	1	7
News dealers,	1	-	-	1	2
Gardeners,	2	-	1	1	4
Cooks,	1	-	-	-	1
Coachmen,	2	10	6	6	24
Cart drivers,	6	-	8	4	18
Laborers,	22	3	3	2	30
Diggers,	4	-	-	-	4
Dyers,	2	-	-	-	2
Shoemakers,	5	3	-	3	11
Tailors,	1	1	-	-	2
Curriers,	-	-	2	-	2
Harness and saddle makers,	-	-	-	1	1
Cabinet makers,	2	-	-	-	2
Carpenters and joiners,	8	2	16	2	28
Makers of French flooring,	3	-	-	-	3
Coppersmiths,	4	3	-	-	7
Millwrights,	4	21	25	4	54
Blacksmiths,	1	11	-	-	12
Locksmiths,	4	-	-	1	5
Turners and borers,	1	5	2	-	8
Workers in copper,	-	5	-	-	5

OCCUPATIONS.	From July 15, 1887, to December 31, 1888	1889	1890	1891 (December not included)	Totals
<i>Males—Con.</i>					
Firemen (for stationary engines),	-	-	1	-	1
Plumbers,	5	-	-	-	5
Masons and helpers,	4	-	-	-	4
House painters,	3	-	-	5	8
Painters and decorators,	1	-	-	-	1
Painters (miniature),	2	-	-	-	2
Printers (typographical),	-	-	3	2	5
Compositors (typographical),	-	-	1	-	1
Pastry cooks' boys,	-	-	-	1	1
Totals,	542	195	247	180	1,164
Apprentices (paid or unpaid),	83	23	28	37	171
GRAND TOTALS,	625	218	275	217	1,335
<i>Females.</i>					
Cashiers, accountants, writers,	5	1	2	-	8
Teachers:					
In city schools,	1	-	-	-	1
In charge of infant classes,	1	1	1	-	3
Shop girls and cashiers,	19	4	6	6	35
Young persons employed in mercantile establishments (16 to 20 years of age),	18	5	21	-	44
Seamstresses, pattern makers, underclothing makers,	154	27	14	29	224
Embroiderers,	25	-	-	-	25
Feather workers,	13	-	-	-	13
Enamellers,	10	-	-	-	10
Bead and lace workers,	15	-	-	-	15
Milliners,	3	-	3	1	7
Edgers of mourning paper,	3	-	-	-	3
Artificial flower makers,	8	-	1	4	13
Workers on foot wear,	4	-	-	-	4
Workers on furniture,	1	-	-	-	1
Workers for tailors,	3	-	-	-	3
Workers on neckwear,	14	-	1	-	15
Vest makers,	10	-	-	-	10
Paper box makers,	-	-	1	-	1
Newspaper folders (printing offices),	4	1	-	-	5
Machine operators:					
For tailors,	2	3	-	2	7
On foot wear,	5	2	-	-	7
On underwear,	2	-	1	7	10
Corset makers,	1	-	-	-	1
Washerwomen,	3	-	-	-	3
Bread carriers (in baskets),	1	-	-	1	2
Nurses,	1	-	-	-	1
Governesses,	3	1	1	-	5
Chambermaids,	5	1	-	-	6
Cooks,	40	30	35	38	143
Maids of all work,	328	185	246	254	1,011
Saloon girls for wine merchants,	-	10	10	2	22

OCCUPATIONS.	From July 15, 1887, to December 31, 1888	1889	1890	1891 (December not included)	Totals
<i>Females — Con.</i>					
Charwomen,	60	43	68	57	228
Door keepers,	-	1	1	1	3
News dealers,	-	-	-	1	1
Totals,	760	312	415	404	1,891
Apprentices (paid or unpaid),	88	4	4	6	102
GRAND TOTALS,	848	316	419	410	1,993

The totals in the tables transcribed from the French are not always mathematically correct. It is, however, impossible to locate the error.

Notwithstanding the establishment of a limited number of free municipal registries and the provision for finding work through the trade syndicates connected with the labor exchanges in France, the licensed employment registries still remain the most extensive agencies for placing workpeople out of employment.

The licensed employment registries are conducted under a decree possessing the force of law promulgated on the 25th of March, 1852, under the sanction of Louis Napoleon. The text of the decree is as follows :

ART. 1. Henceforward no one will be allowed to carry on an employment registry, under any pretext, or for any professions, situations, or employments whatever, without a special permit issued by the municipal authority, only to be granted to persons of established repute. Present proprietors of registry offices are accorded a delay of three months in which to obtain the said permit.

ART. 2. The application for a license must state the conditions under which the applicant proposes to conduct his business.

He must conform to these conditions and to the regulations which shall be framed in virtue of Art. 3.

ART. 3. The municipal authority shall supervise the registry offices, so as to insure that order be maintained therein, and that they be conducted honestly. It shall draw up the rules necessary for this purpose and regulate the list of charges leviable by the owner.

ART. 4. Any contravention of Art. 1, of the second paragraph of Art. 2, or of the regulations made in virtue of Art. 3, shall be punishable by a fine from one to fifteen francs, and imprisonment not exceeding five days, or by either of these penalties. The maximum of the two penalties will always be applied to an offender, who within the previous twelve months has been convicted of an infringement of the present decree or of the police regulations aforesaid. These penalties are apart from any restitution or damages entailed by the acts

with which the proprietor is charged. Art. 463 of the Penal Code applies to the above-named contraventions.

ART. 5. The municipal authority may cancel the license of (1) persons who have incurred, or should hereafter incur, one of the penalties provided by Art. 15, paragraphs 1, 3, 4, 5, 6, 14, and 15, and by Art. 16 of the Decree of 2nd February, 1852; (2) of persons who have been, or may hereafter be convicted of conspiracy; (3) of persons who may hereafter be condemned to imprisonment for contravention of the present decree or of the regulations framed in virtue of Art. 3.

ART. 6. The powers above conferred on the municipal authority shall be exercised by the Prefect of Police for Paris and the jurisdiction of his prefecture, and by the Prefect of the Rhône for Lyons and the other communes in which he discharges the functions conferred on him by the law of 24th June 1851.

ART. 7. The withdrawals of licenses and the regulations issued by the municipal authority in virtue of the foregoing provisions shall not take effect until after the prefect has approved of them. (Le Placement des Employés, pp. 133-4.)

The following table exhibits the work of the licensed employment registries during the year 1891 :

OCCUPATIONS.	Number of Offices	Replies Received	YEARLY NUMBER OF			
			Applications	Offers	SITUATIONS	
					Perman-ent	Tempo-rary
Butchers and meat dealers, . . .	18	17	54,902	21,062	16,980	2,436
Bakers,	91	81	121,118	47,332	25,971	40,114
Brewers,	1	1	-	-	-	-
Hair dressers,	30	29	84,887	22,929	15,006	42,047
Shoemakers,	1	1	6,000	4,200	1,700	-
Domestic servants :						
In private houses,	1,036	717	1,378,124	611,774	254,716	52,440
On farms,	49	37	10,676	8,442	5,682	698
Employés :						
In mercantile offices,	4	4	20,340	3,120	1,776	252
In provision stores,	2	2	8,400	7,200	5,760	240
In grocery stores,	3	2	20,080	23,320	26,400	-
In grist mills,	8	8	1,534	1,284	1,052	228
Waiters (restaurants),	74	61	712,848	149,984	88,952	193,380
Cow keepers,	1	1	6,000	3,000	1,800	360
Teachers (both sexes),	17	9	24,840	12,132	6,480	396
Gardeners,	2	2	120	120	120	-
Horseshoers and wheelwrights,	3	3	956	788	752	-
Sailors,	22	9	6,468	1,668	1,200	-
Cooks,	8	8	29,662	14,708	4,938	29,400
Tailors,	1	1	24	24	24	-
Dyers,	3	1	200	150	150	-
TOTALS,	1,374	994	2,495,079	938,237	459,459	316,991

The following table exhibits, in form permitting comparisons to be easily made, the operations of all classes of employment agencies in France for the year 1891 :

EMPLOYMENT AGENCIES.	Number in Operation in 1891	APPLICATIONS		PERSONS PLACED	
		For Work	For Work- people	Perma- nently	By the Day or Temporarily
Guilds,	32	6,288	6,188	6,188	-
Free municipal registries,	24	24,805	13,292	10,856	-
Trade syndicates :					
Employers,	54	22,594	2,851	18,396	430
Workers,	322	122,666	71,639	86,124	8,538
Mixed,	13	2,558	1,882	1,896	1,396
Licensed employment agencies, . .	1,374	2,495,079*	938,237*	459,459*	361,991*
Friendly societies,	59	35,041	33,059	17,794	16,000
Convents and philanthropic agencies, .	76	132,036	25,911	26,227	107,481

* These figures only relate to the 994 private registry offices which furnished information.

OHIO.

Free public employment offices were created in the State of Ohio on the 28th of April, 1890. The statute governing such offices places them under the supervision and control of the Commissioner of Labor Statistics who was authorized and directed to organize and establish immediately after the passage of the Act "in all cities of the first class, and cities of the first and second grade of the second class in the State of Ohio, a free public employment office," and to appoint one superintendent for each of said offices to discharge the duties set forth in the statute. The superintendents are required to properly designate their offices by a sign and —

To receive all applications for labor of those desiring employment and those desiring to employ labor, and record their names in a book kept for that purpose, designating opposite the name of each applicant the character of employment, or labor desired, and the address of such applicant. Each of said superintendents shall be provided with such clerical assistance as in the judgment of the commissioner (of Labor Statistics) may appear necessary for properly conducting the duties of their several offices. No compensation or fee shall, directly or indirectly, be charged to or received from any person or persons seeking employment or any person or persons desiring to employ labor through any of said offices. Said superintendents

shall make a weekly report on Thursday of each week to said commissioner of all persons desiring to employ labor, and the class thereof, and all persons applying for employment through their respective offices, and the character of employment desired by each applicant; also, of all persons securing employment through their respective offices and the character thereof, and a semi-annual report of the expense of maintaining such offices.

Said commissioner shall cause to be printed weekly a list of all applicants and the character of employment desired by them, and of those desiring to employ labor, and the class thereof, received by him from the respective offices aforesaid, and cause a true copy of such list on Monday of each week to be mailed to the superintendent of each of said offices in the state, which said list by the superintendent shall be posted immediately on receipt thereof in a conspicuous place in his office, subject to the inspection of all persons desiring employment.

Said superintendents shall perform such other duties in the collection of labor statistics as said commissioner shall determine. Any superintendent or clerk as herein provided, who directly or indirectly charges or receives any compensation from any person whomsoever in securing employment, or labor for any other person or persons as provided in this act, shall be deemed guilty of a misdemeanor, and be fined in any sum not exceeding fifty dollars, and imprisoned in the county jail or workhouse not exceeding thirty days.

The superintendents receive a salary to be fixed by the City Council of the cities in which the offices are located and the clerks receive a salary limited to fifty dollars per month, all salaries being paid out of the city treasury. The tenure of office for superintendents and clerks is fixed at two years from the date of employment, but the Commissioner of Labor Statistics has the power to remove either superintendents or clerks for good and sufficient cause.

The only definite statements with regard to the work of these offices have been made in the reports of the Commissioner of Labor Statistics who is entrusted with their supervision. The Commissioner in 1891 stated: "The work done by the offices, during the year 1891 and from the time their doors were first thrown open to the public, has been of such a pronounced beneficial character to patrons of the offices that the result set forth in the summary of reports speaks in terms stronger than

I can command in favor of their being made a permanent part of the State government.”

The summary of the reports referred to relates to the reports made by the superintendents of the different offices who were requested by the Commissioner to answer certain questions as to the general success of the offices under their charge. It is sufficient to say that each of the superintendents reported that their offices were working in a satisfactory manner and were filling a needed want.

In 1892 the present Commissioner, Hon. W. T. Lewis, remarks as follows :

Over two years of history have been made by the Free Public Employment Offices, and the time has arrived when judgment must be passed upon them. Are they really useful, needed institutions?

A statistical report of the work accomplished by each of the five offices under operation in the different cities is given elsewhere. Mere figures, however, cannot do justice to an institution which, besides involving so many benevolent features, has no precedent upon which to base comparisons. The daily incidents and experiences of the officers, the constant illustrations of their powers for good and the possibilities seen in the future, form a better basis of judgment.

While it is impossible to go into these things in detail, it should be known that the public employment office is democratic in its nature, being frequented by people of every condition of life. The contractor, in hurried search of mechanics or laborers; the richly-dressed woman from the aristocratic precincts, who has suffered a vacancy in her extensive domestic establishment; the railway chief engineer, with an order for a hundred or more men to be sent out on the line to some point of construction; the business man, who sharply defines the standards by which must be measured a sought-for bookkeeper, clerk or office boy; the boarding house mistress whom calamitous circumstance has bereft of a cook; the hotel steward and the restauranter, with a list of wants to be filled within the hour; manufacturers, light and heavy, with calls for girls, men and boys, or families in bulk — these and a hundred others bring their wants in person or shout them over the telephone. In the people who come to the public employment office for work is represented the whole range of trades and the various lines of clerical, mercantile, factory and domestic occupation. The brawny laborer is followed by the young miss just graduated from the high school, anxious to put her education to some financial account, and she in turn by the young emigrant

couple, fresh from Castle Garden, who come direct to the office from the railroad station, bringing their baggage with them. The cases cited are not suppositions, but are taken from the actual experiences of a single office. Men of education and former prosperity accept, under stress of circumstances, such character of employment as pride would forbid them to openly solicit. Boys accompanied by parents desirous of getting them started at trades, young men from neighboring towns seeking the enlarged opportunities of the city, girls eager to exchange the 'drudgery' of farm life for the duties of a domestic or a shop girl, men and women well advanced in years looking for positions suited to their failing strength, all visit the employment office and make known their desires and expectations.

Whether employers or employés, applicants make free to express opinion as to the office and its manner of working. This untrammelled sentiment, coming from such widely-varying sources forms an infallible guide by which to judge the merits of the free employment office system. The great preponderance of expression is of an approving and commendatory character. In most instances applicants recognize and appreciate the principle where they receive no immediate benefit.

To state that all wants are satisfied, and that each applicant is sent on his or her way rejoicing, would be to announce the advent of the millenium, a period which, the most optimistic must acknowledge lies yet some distance in the future. Necessarily there are many disappointments. These are due partly to impractical ideas entertained by both employer and employé, and again, it must be confessed, by the inability of the office to meet many wants that are not impractical. The truth of the matter is, the system is still in its infancy, it will require time and much intelligent effort to perfect it. The absence of precedent by which to be guided, the pre-existing prejudice in the public mind against employment and intelligence offices owing to the odium which has attached to the private concerns, the almost total lack of means of advertising, and the many annoyances incident to any new departure, have tended to retard its development. But in spite of all these hindrances substantial progress has been made. In the communities in which the offices are located many firms depend upon them almost exclusively in securing help, and thousands of employés could testify to their usefulness out of personal experience. The offices have benefited not only the large cities, but the adjacent farming communities have used them to quite a considerable extent, as have also business men in the smaller towns and cities throughout the state.

It should be said that the direct cause of the establishment of free public offices in Ohio was the complaint respecting the operations of the private intelligence offices, due to dishonest practices. As a result of the establishment of the public offices Commissioner Lewis states that "the private intelligence office evil has been completely eradicated in three of the cities (Columbus, Toledo, and Dayton) where the free system has been established, but a few of these concerns manage to still exist in Cleveland and Cincinnati. With the growth of the free offices they will eventually disappear."

EMPLOYMENT BUREAUS IN MASSACHUSETTS.

Agencies for securing employment are, in Massachusetts, confined to the ordinary intelligence or professional employment office, conducted on a mercantile basis, that is, as a money making enterprise, and to employment bureaus conducted as philanthropic agencies, in which profit is not considered and the welfare of the person seeking employment is made the prime object. Such bureaus are frequently connected with some form of charitable work. They are most numerous and efficient in the city of Boston, and the following summary describes the operations of the principal bureaus of this class:

PHILANTHROPIC EMPLOYMENT BUREAUS IN BOSTON.

The Industrial Aid Society.

This institution has its headquarters in the Charity Building, Chardon street, Boston. It is supported by the income of invested funds and by annual contributions from subscribers. The name, age, place of birth, religion, residence, conjugal condition, number in family, trade or occupation, whether able to read and write, name and address of last employer, and length of time employed, are obtained with respect to each applicant and recorded upon an indexed file. The applicant is given a registered number, and this number is used in preference to the name in referring. Employers are also given a number, and when a place is found for an applicant, the numbers indicating the employé and employer are entered upon the files. All classes of labor are dealt with. No fee is charged applicants. Applicants are required to furnish a recommendation

from their last employer, and this is verified, and the character of every applicant investigated as far as possible. For instance, if application is made for a first-rate mechanic, who is to be sent out of town, his capacity is proven by inquiry. Employers are secured by advertisement in the daily papers and also by personal solicitation. No fee is charged employers. When it appears necessary, employers are investigated as to their character and financial responsibility. This is done by communication with clergymen, selectmen, or societies in the place where the employer lives. If a girl is to be sent to a place, the employer, unless known, is very carefully scrutinized before the applicant is sent. The number of applicants for employment during 1892 was 3,984 and in 1893, 3,402.

The following table indicates the number of persons furnished places in 1892 and 1893, and the character of the places furnished :

SEX AND KIND OF PLACES.	APPLICANTS	
	1892	1893
MALES.	1,543	1,716
<i>Adults.</i>	1,270	1,503
Contract labor,	82	164
Farms,	415	334
Gentlemen's places and indoor service,	128	120
Short jobs,	268	317
Mechanical work,	80	74
Snow shovelling,	178	267
Stables and teams,	106	202
Stores and offices,	13	25
<i>Minors.</i>	273	213
Farms,	89	72
Gentlemen's places,	7	18
Labor,	2	-
Short jobs,	30	9
Shops,	98	68
Stores and offices,	52	51
FEMALES.	799	737
Places in city,	427	-
Places in country,	274	-
Permanent places,	-	297
Temporary places,	-	306
Day work,	52	99
Women with children found homes,	46	35
BOTH SEXES,	2,342	2,453

The nationality of applicants in each of the years named is shown in the following table :

COUNTRIES.	MALES		FEMALES	
	1892	1893	1892	1893
America,	1,172	1,100	264	182
Armenia,	17	7	-	-
Australia,	1	-	-	-
Austria,	9	7	-	-
Azores,	4	-	-	-
Belgium,	5	1	-	-
British Provinces,	318	300	75	59
Denmark,	26	27	1	1
England,	202	203	47	33
Finland,	7	5	-	-
France,	9	8	-	-
Germany,	144	101	8	5
Greece,	6	5	-	-
Holland,	2	3	-	-
India,	1	-	-	-
Ireland,	500	437	324	243
Italy,	72	51	-	-
Japan,	1	1	-	-
Norway,	24	19	1	-
Poland,	82	45	-	-
Portugal,	6	8	-	-
Russia,	70	29	-	-
Scotland,	70	71	20	16
South Africa,	1	-	-	-
South America,	3	5	-	-
Spain,	1	1	-	-
Sweden,	166	130	7	1
Switzerland,	7	8	-	-
Wales,	5	8	-	-
West Indies,	22	19	5	-
Unknown,	-	-	279	268
TOTALS,	2,953	2,599	1,031	803

Of the applicants in 1893, 2,026 were adult males, 573 male minors, 758 females 18 years of age and over, and 45 females under 18 years of age. As a rule, applicants are untrained for the particular service for which they wish employment, although those applying for agricultural labor are skilled. Communication is entered into with other employment agencies in the city of a similar character, but not with professional employment offices. The dearth of labor in various localities is determined by visiting agents of the society and by correspondence received from all parts of New England. From October 1, 1892

to March 1, 1893, 1,436 male applicants were received; from October 1, 1893 to March 1, 1894, there were 2,307 male applicants; from October 1, 1892 to March 1, 1893, applications were received from 240 females; and from October 1, 1893 to March 1, 1894, from 1,159 females.

The number of males furnished work month by month, beginning with October, 1892 and ending with February, 1893, and during the corresponding months beginning with October, 1893 and ending with February, 1894 is shown in the following table:

MONTHS AND YEARS.	Number of Males furnished Work	MONTHS AND YEARS.	Number of Males furnished Work
October,	234	January,	335
1892,	151	1893,	121
1893,	83	1894,	214
November,	284	February,	438
1892,	205	1893,	268
1893,	79	1894,	170
December,	247	TOTALS,	1,538
1892,	123	1892-93,	868
1893,	124	1893-94,	670

From October 1, 1892 to March 1, 1893, 278 females were furnished work, and from October 1, 1893 to March 1, 1894, 554 females were supplied with places.

This society was established in 1835 and incorporated in 1847. It is one of the most important agencies of its class in the city. Its object, as expressed in its report, is

1. To help worthy applicants find the work for which they are fitted.
2. To give employers the sort of help they want.
3. To provide homes for the young, where they will be under wholesome influence, and learn to support themselves.
4. To improve the quality of work, increase the value of service, and elevate the laborer.
5. To adapt, in every proper way, its action to the assistance of working people, to advance their interests, and promote the public good.

Boston Young Men's Christian Association.

This association conducts an employment registry which is supported from the funds of the association. Fully 66 per cent

of the places filled, however, are from applications received from persons not members of the association, the registry being open to all males.

Applicants are required to fill a registry form, with full particulars as to residence, age, place of birth, length of residence in Boston, conjugal condition, former employer, length of service under previous employer, reason for leaving employment, with references and statements as to the kind of employment desired, the amount of salary requested, and whether or not the applicant is a member of the association, or a member of the church, and if so, of what church.

The association, through its employment agency, seeks to assist young men to suitable employment, and to provide employers with reliable help. No fee is charged either employer or applicant. References are invariably required and carefully investigated. The labor dealt with includes bookkeepers, clerks, and other mercantile employments, factory hands, errand boys, laborers, etc. In investigating references, the persons named as referees are expected to fill a blank which is recorded as confidential, giving full particulars as to the character and qualifications of the applicant. Places are secured by personal application at the office, no advertising being done, except through the organs of the association. Great care is taken that applicants are sent to proper places, and not to situations where there would be any danger of moral deterioration.

The following table shows the approximate number of applications in 1892 and 1893 :

MONTHS.	APPLICATIONS	
	1892	1893
January,	300	400
February,	300	400
March,	150	175
April,	100	125
May,	100	125
June,	100	125
July,	100	125
August,	100	125
September,	100	125
October,	150	175
November,	300	400
December,	300	400
TOTALS,	2,100	2,700

Applications are usually most numerous in the months of October, November, December, January, February, and March. About 33 per cent of the persons applying are furnished with places. Fifty per cent of the applicants are of American birth, 16 per cent of Irish birth, and the others are French, German, and other nationalities. About 33 per cent are married; 50 per cent are under 21 years of age, 40 per cent 21 to 45 years, and 10 per cent over 45 years.

Nearly all the applicants are willing to take any kind of work, and about 50 per cent are unskilled. The employment agency is not in communication with other similar agencies, although applicants are sometimes sent to the Industrial Aid Society or to bureaus where employment may possibly be furnished to them.

No method of investigation as to the dearth of labor is used, and no knowledge of the labor market is obtained except through applications made at the office.

The following table shows the approximate number of applications in the months of December, 1892, and January, February, and March, 1893, together with the number in the corresponding months of 1893 and 1894:

MONTHS.	APPLICATIONS	
	1892-93	1893-94
December,	300	400
January,	400	450
February,	400	450
March,	175	250
TOTALS,	1,275	1,550

As stated previously, not more than 33 per cent of the applicants are placed, as a rule.

Young Men's Christian Union.

This well-known institution conducts, as part of its work, an employment bureau which is supported from the regular funds of the Union, derived in part from subscriptions received from friends of the Union, and in part from annual fees from those who are enrolled as members.

Applicants for places are required to fill a blank stating their name and residence (not restricted to the city of Boston), the kind of occupation wanted, age, place of birth, whether married or single, with whom formerly employed, the occupation, reason for being out of employment, and names of references.

No fees are required from applicants for positions, nor are applicants for help charged a fee, the services of the bureau being entirely gratuitous in every way. The especial influence of the bureau is exerted in favor of young men, not, however, restricted to members of the Union.

The class of labor dealt with is largely mercantile or industrial, very few persons applying for domestic service. Letters of recommendation are required from past employers, if the applicant has been employed, otherwise from persons who are acquainted with the applicant and able to furnish the required information respecting him. The persons named as references are requested to fill a confidential blank, stating the length of time concerning which they have had knowledge of the applicant, whether or not they have employed him, and statements as to his character and qualifications. The applications are received very largely from well-known business concerns or from well-known persons in the city of Boston, and therefore it is not necessary, as a rule, to investigate the standing of employers. Places are secured by notices issued in the Union bulletins, posted in the rooms, by the general advertisement of the employment bureau, and by cards, which are freely circulated, describing the facilities and purposes of the bureau.

From April 1, 1892 to April 1, 1893, 817 applications were received for places; while from April 1, 1893 to April 1, 1894, the number of applications was 797. The number of persons for whom employment was found from April 1, 1892 to April 1, 1893 was 205, and from April 1, 1893 to April 1, 1894, 223.

No record is kept of the nationalities of applicants for employment, who are, with few exceptions, males, nor is any record kept of the conjugal condition of applicants. Persons applying are mostly from 16 to 30 years of age, though many who are older apply. Many applicants have just finished their education and are about entering upon active life.

No method of communication with other employment agencies is pursued, nor is any method used to determine the dearth of

labor in Boston or in other localities. Contrary to the experience of nearly every other bureau, the number of applicants was less during the season ending with April 1, 1894 than during the corresponding season in the previous year, and the number of places filled, month by month, was in excess of the previous year.

The experience of this bureau for the past 26 years has shown that the demand for intelligent, reliable, and active boys and young men has generally been in excess of the supply, and much of the time considerably in excess.

The bureau has been long established, and has received for many years the hearty co-operation of business men and others interested in this work.

Boston Young Women's Christian Association.

The employment bureau connected with this institution is supported by the fees received from applicants and from employers. Applicants register personally, or make application by letter. Women only are dealt with. Every kind of work that is open to women is within the province of the bureau. The registry includes a business agency and a bureau of domestic service, and the places filled include industrial, mercantile, domestic, and professional employments, the latter, however, to a limited extent. In the business agency, the registry fee is 25 cents, and if a permanent position is found, a fee of one dollar is charged. If a temporary position is secured, the fee is 50 cents. The registry fee covers a period of one year. In the department for nurses, the registry fee is two dollars, and no extra fee is contingent upon employment. No applicants are debarred, however, on account of financial condition. The fee system is maintained to preserve the self-respect of the applicants, who are expected to liquidate obligations as soon as able, after obtaining work. Applicants for domestic service are required to give two references, which are investigated by an agent of the bureau; and the persons named as references are expected to fill a blank which is kept on file. This blank, when filled, is sometimes shown to intending employers. Girls are sent to places with what is called "The Introductory Slip." This states that references have been investigated, and that the character, capacity, etc., of

the applicant has been found to be satisfactory. If this does not satisfy the intending employer, the referee's written statement may be seen in the office. In the business agency, applicants are always required to furnish references, which are investigated. The applicants for positions as trained nurses have a hospital certificate which is all that is required. The experienced nurses, without such a certificate, must have references from three physicians satisfactory to the Board of Examiners if they wish to secure employment. In urgent cases, advertising is resorted to, but this is not the usual practice, reliance being placed upon personal applications from intending employers, who are charged a fee of 75 cents in the domestic department. In the business agency employers are charged no fees. Persons wishing help frequently apply here, because the character of the employes furnished is considered to be of a high standard. The demand for domestic service is very much greater than the supply, but in the business agency the reverse is the fact, applicants being twice as numerous as the positions. There is no system of investigation of employers in the business agency, but great care is taken to place applicants in positions where there can be no question as to the character of employers. In the domestic bureau, also, it is the aim to supply private houses, hotels, restaurants, and places of a character to which no exception can be taken.

The following table shows the number of applicants during the years 1892 and 1893, with the number of places filled :

MONTHS.	APPLICANTS				PLACES FILLED			
	DOMESTIC BUREAU		BUSINESS AGENCY		DOMESTIC BUREAU		BUSINESS AGENCY	
	1892	1893	1892	1893	1892	1893	1892	1893
January, . . .	161	283	154	204	136	205	144	140
February, . . .	179	197	165	179	173	127	115	133
March, . . .	262	242	165	200	175	212	123	195
April, . . .	300	283	153	215	200	209	120	245
May, . . .	341	398	200	219	239	287	160	249
June, . . .	287	312	165	198	207	251	145	176
July, . . .	223	265	140	211	166	181	100	150
August, . . .	192	271	143	276	140	197	90	136
September, . .	475	635	420	426	333	369	172	182
October, . . .	558	790	385	473	390	385	200	158
November, . . .	343	541	242	252	246	284	180	132
December, . . .	237	317	187	205	189	229	135	211
TOTALS, . . .	3,558	4,529	2,519	3,058	2,594	2,936	1,684	2,107

From March, 1892 to March, 1893, 2,154 applicants were registered in the domestic service bureau, and 1,958 placed. During the same period, 2,583 applicants were registered in the business agency, and 1,708 places filled. From March, 1893 to March, 1894, 4,659 persons were registered in the domestic service bureau, and only 2,987 placed; while, during the same period, 3,097 persons were registered in the business agency, and 2,101 placed. The number of persons placed in the business bureau was divided into the following classes of employment: Nurses, 233; attendants, 406; governesses, nursery girls, etc., 304; housekeepers and matrons, 232; dressmakers and seamstresses, 529; mercantile orders, 267; miscellaneous, 130. From this classification it will be seen that the word "business" is used in a broad sense, and is not restricted to merely commercial employment.

The nationalities of applicants during the single month, October, 1893, in the domestic bureau, covering 790 persons, were as follows: Native born, 117; born in Ireland, 271; British Provinces, 252; England, 29; Sweden, 62; Scotland, 23; Germany, 15; Switzerland, three, and Africa, 18. This is a fairly typical month. During the same month, 473 applicants were registered in the business agency, of the following nationalities: Native born, 232; born in the British Provinces, 128; Ireland, 34; England, 22; Germany, 14; Scotland, 11; Sweden, 11; France, six; Africa, five; Switzerland, four; Norway, four; Austria and Italy, one each.

It is estimated that 33.33 per cent of the applicants are married, and it is also estimated that 50 per cent are under 30 years of age; 40 per cent 30 to 45 years; and 10 per cent over 45 years. The larger part of the applicants are between 21 and 30 years of age.

About 50 per cent of the applicants in the domestic service bureau have had little or no experience, but about 66 per cent of those applying in the business agency are said to have had experience for the work for which they apply.

No systematic method of communication with other employment agencies is used, but the institution is in constant correspondence with other institutions with respect to the dearth of labor in other localities, and many requests are received for help from persons outside of Boston.

The following table shows the number of applicants in December, 1892, and January and February, 1893, in comparison with the number in the corresponding months of 1893 and 1894, with the number of places found for such applicants :

MONTHS.	APPLICANTS				PLACES FILLED			
	DOMESTIC BUREAU		BUSINESS AGENCY		DOMESTIC BUREAU		BUSINESS AGENCY	
	1892-93	1893-94	1892-93	1893-94	1892-93	1893-94	1892-93	1893-94
December, . . .	237	317	187	205	189	229	185	211
January, . . .	283	349	204	257	205	213	140	152
February, . . .	197	261	179	165	127	170	133	115
TOTALS, . . .	717	927	570	627	521	612	408	478

Women's Educational and Industrial Union.

This is an incorporated society having its headquarters at 264 Boylston street, Boston. Its articles of incorporation specify that it is for the purpose "of increasing fellowship among women, in order to promote the best practical methods for securing their educational, industrial, and social advancement." As part of its work, it conducts an employment bureau, which, while mainly philanthropic, and therefore entitled to be classed under that head, is also mercantile. The philanthropic branches are supported by money received from entertainments given by members and friends of the Union and by receipts from subscriptions. A personal description of persons wishing employment is kept upon file, with the names of previous employers who have been given as references. To these previous employers a blank is sent with the request that it be filled and returned to the Union. This blank covers information as to length of employment of the applicant, and includes such facts as indicate character and industrial capacity. The classes of labor dealt with include nurses, attendants, companions, matrons, general domestic service, dressmakers and seamstresses, errand girls, bookkeepers, cashiers, clerks, etc. Experienced nurses are furnished, and the largest class dealt with includes domestic help, dressmakers, and nursery women. A fee is charged the applicant, payable when the place is filled. This fee varies from 50 cents to one dollar, according to the kind of work. The fee charged applicants for domestic service is always 50 cents; for teachers, it is one dollar; and for nurses it varies according to

the wage paid the applicant, the maximum limit being one dollar. No special effort is made to secure employers, as there is always a sufficient number of applications. A fee is charged the employer according to a plan similar to that regulating the fees for applicants. No method of investigation of employers is

	MONTHS.	1893-94			
		DOMESTIC DEPARTMENT		GENERAL DEPARTMENT	
		Applicants Registered	Employers Registered	Applicants Registered	Employers Registered
1	May,	274	170	-	-
2	June,	230	110	-	-
3	July,	133	183	-	-
4	August,	162	291	-	-
5	September,	230	330	229	140
6	October,	377	277	450	171
7	November,	396	226	401	157
8	December,	249	288	162	92
9	January,	207	302	211	124
10	February,	201	360	105	117
11	March,	267	175	198	248
12	April,	138	277	235	210
13	TOTALS,	2,864	2,989	1,991	1,259

The number of applicants registered, with the number supplied with situations is shown in the following table, by months, from May, 1893, to February, 1894, inclusive :

MONTHS.	1893-94	
	Number of Applicants Registered	Number Supplied with Places
May,	491	385
June,	496	449
July,	433	389
August,	369	342
September,	884	452
October,	1,228	482
November,	570	272
December,	484	306
January,	618	423
February,	414	272
TOTALS,	5,987	3,772

The applications are usually most numerous in the months of April, May, June, September, October, and November.

used, it being considered unnecessary within the field of operation of the society.

The number of applications for places and for employés in the year ending May, 1892 was 3,499. From May, 1892 to May, 1894 the number, by months, is shown in the following table :

1892-93		1893-94						
TOTALS		DOMESTIC DEPARTMENT		GENERAL DEPARTMENT		TOTALS		
Applicants Registered	Employers Registered							
274	170	289	303	202	224	491	527	1
230	110	325	346	171	186	496	481	2
133	183	337	433	96	67	433	500	3
162	291	223	198	146	91	369	284	4
459	470	474	331	410	145	884	476	5
827	448	660	322	578	172	1,228	494	6
797	383	329	401	241	97	570	498	7
411	380	242	255	242	85	484	340	8
418	426	314	340	304	138	618	478	9
306	477	211	220	203	93	414	313	10
465	423	-	-	-	-	-	-	11
373	487	-	-	-	-	-	-	12
4,855	4,248	3,394	3,143	2,593	1,248	5,987	4,391	13

The number of employés supplied with work for the year ending May, 1892 was 1,360. No males are dealt with. The greater number of the applicants are middle aged, although quite a number of girls between the ages of 12 and 16 apply. Many of the applicants are untrained but the exact proportion can not be stated. No method of communication with other employment agencies is used. During December, 1893 and January, 1894 there were more applications than during the corresponding months in the previous year, but during February the number of applications and the number of situations secured were about the same as usual, except that seamstresses, dressmakers, and trained nurses suffered more from lack of work than under ordinary circumstances.

The Temporary Home for Working Women.

This institution is located at No. 453 Shawmut avenue. It is supported by charity contributions and by the proceeds of work done in the Home, such as sewing and laundry work. Persons desiring employment are registered as to age, nation-

aiity, religion, and conjugal condition. They are required to comply with the rules and regulations of the institution, which relate to character, and they must be persons who are in need. The class of labor dealt with includes domestics, cooks, persons desiring employment in general housework, seamstresses, book-keepers, teachers, or any other employment in which women may engage. No fees are charged applicants. No method of investigation is pursued with respect to them; they are, however, required, as previously stated, to be temperate, and must be persons in need. Employers are secured by advertising, and personal applications for help are received at the Home. No fees are charged employers, but any one desiring to do so, may contribute to the funds of the institution and thus help its work. No formal system of investigation of employers is pursued, but the character of the places to which women are sent for employment is known to the institution. In 1890, 421 applications for employment were received; in 1891, 289; in 1892, 281; and in 1893, 311.

The following table shows the number of applicants, together with the number of places filled, during 1892 and 1893 by months:

MONTHS.	APPLICANTS		PLACES FILLED	
	1892	1893	1892	1893
January,	20	25	8	10
February,	27	16	9	14
March,	16	23	17	13
April,	19	23	13	28
May,	14	27	12	20
June,	18	28	17	17
July,	32	26	20	18
August,	24	*-	19	8
September,	27	47	16	23
October,	36	41	26	33
November,	29	23	19	14
December,	19	32	12	24
TOTALS,	281	311	188	224

* House closed in August.

The situations filled, as shown by the preceding table, were permanent. Besides these, temporary places were found in 1893 for 234 persons. Of the applicants for work, 50 per cent

are estimated to be of Irish birth, 12.50 per cent of native birth, and the balance, 37.50 per cent, of various nationalities, including Polish, Russian, persons born in the British Provinces, or in England, and a few Germans and Swedes. The institution deals with women only, except in very few instances where positions have been found for men. About 12.50 per cent of the entire number placed through this institution are married. Of the applicants during the year 1893, 73 were 20 years of age and under, 104 between 21 and 35 years, and the remainder, 35 years of age or over. About 33.33 per cent of the total number of applicants are untrained for the particular service desired. No particular method of communication with other employment agencies is followed, except that if improper persons are found to be soliciting work, others are warned against them. No method is used to determine the dearth of labor in other localities.

The following table shows, in comparative form, the number of applicants and number of places furnished them month by month during the years 1892 and 1893, and 1893 and 1894, the record closing with the month of February in the last named year :

MONTHS.	APPLICANTS		PLACES FILLED	
	1892-93	1893-94	1892-93	1893-94
November,	29	23	19	14
December,	19	32	12	24
January,	25	36	10	18
February,	16	20	14	25
TOTALS,	89	111	55	81

Boston Industrial Home.

This Home is located on Davis street, near Harrison avenue, and was established in 1877. Its work covers a broader field than that of a mere employment agency, and the institution provides a home and means of support for poor unemployed persons, until they can find work or care for themselves. It is supported by the income from work done within its walls, and from donations, including profits on wood and coal supplied from the yard in connection with the institution.

A record is kept of the age, nativity, religion, conjugal condition, and occupation of applicants, and also as to whether their application is the first which they have made for work or aid through an institution. The Home endeavors to find work for all who apply, and to that end, conducts in its own building a laundry, carpenter shop, printing establishment, administers a teaming business, and also conducts a wood and coal yard. Men and women who apply are set to work in the building, thus enabling them to earn their meals and lodging, while the institution is seeking work for them outside.

No fees are charged, but applicants must comply with all the rules of the Home while under its care, as to cleanliness, deportment, etc. No definite method of investigation of applicants is pursued, but the institution endeavors to find out which are the more worthy, and to act accordingly.

Employers are secured through advertisements and notices in the daily papers, and a list is kept of those who advertise for help. The work of the Home is also freely advertised by printed matter put in circulation by friends and members, the printing being done in the shop connected with the institution. No fees are asked employers, but care is taken to place applicants where they will be given employment under good, moral influences, and persons are never sent to places where the character of the work or of the employer is open to question.

Upon the average, there are 110 applications per day for aid at the Home. About 25 per cent of the applicants are females. Most of the applicants are given food and lodgings in the Home until they can be set at work outside. The applications are most numerous in the winter months. The institution is generally able to find something for all applicants to do. If permanent positions outside cannot be found immediately, they are continued in temporary work in the Home.

Nearly every nationality is represented among the applicants. The proportions, as shown by the number applying in a single day, are as follows: Males; native born, 26; born in Scotland, three; in England, four; in Canada, six; in Ireland, 11; and in Germany, one. Females; native born, five; born in Canada, two; and in Ireland, nine. Judging from the record of single day applicants, about 22 per cent are married among the men; no record is kept respecting the women. The

average age of men is estimated at 37 years and of women about 42 years.

About one-half of the applicants of each sex are untrained, but those who apply are generally willing to accept any sort of employment that is available. Among the skilled applicants, some first-class workmen have been found.

The Home is in harmonious relations with the Associated Charities. Religious culture is made a prominent factor in its work. Many of the applicants come from penal or other institutions.

Every endeavor is made to obtain knowledge of the dearth of labor in various parts of the country, and the Home is constantly sending applicants to different localities to fill places. Friends and others acquainted with the work of the institution send to it all the information they can obtain in regard to the opportunities for employment in particular localities where they happen to reside.

The number of applicants during December, 1893 and the first three months of 1894 would average about 175 per day. This is a considerable increase over the previous season. The proportion of males and females, however, remained about as usual. Under the plan of the institution, as previously stated, all who apply are given something to do, and it is the policy of the institution to make employment the basis of relief.

The German Aid Society.

This society, which has its headquarters in the Charity Building, Chardon street, Boston, maintains an employment agency. It is supported by the income received from a special fund. When a person applies for work, his name, address, age, occupation, wife's name, if any, name and age of children, if any, residence, length of time in America or in Boston, and whether naturalized or not, are asked, and the answers entered on file. All classes of labor are dealt with. Of the persons for whom places are found, about 50 per cent are laborers and farmers, 30 per cent mechanics, and 20 per cent clerks and those engaged in higher classes of occupation. No fee is charged applicants, and they are not investigated. Employers are obtained by letter and by personal solicitation, and they are charged no fees. If employers are living in Boston, or

near at hand, they are investigated, if possible, by a personal visit from an agent of the society. No other investigation is made.

In 1892, 618 applications for employment were received, and in 1893, 876 applications. During the months of October, November, December, January, February, and March in each year, applications are more numerous than at other times. In 1892, 402 applicants were furnished with work, and in 1893 places were found for 341 applicants. As a rule, German applicants receive the most work and attention. Of those who applied for aid in 1893, 50 were females and 826 males. Nearly all the applicants are trained for the special lines of work requested. The greatest difficulty found is in placing clerks and teachers who apply, as they are mainly unable to speak the English language, and this interferes with their obtaining situations. This society is in communication with the Industrial Aid Society of Boston, and with German societies all over the United States, and also with private employment offices, especially in regard to character and recommendations of applicants sent to the society from other cities or towns. No method is used by the society to determine the dearth of labor in other localities. The number of applicants was much larger in 1893 than in 1892, as will be noted from the statement previously made. On the other hand, it was very much more difficult to find work for applicants during the closing months of 1893 and the first months of 1894 than during the previous season. This society also supplies considerable aid to poor and needy persons of German birth in Boston, but that particular phase of its work does not enter into the present inquiry.

Free Employment Bureau of the American Committee for Ameliorating the Condition of Russian Refugees.

This society is supported by private subscriptions. Its field of operation is limited, as indicated by its title.

Applicants are required to fill out a blank giving the following facts: Name, age, occupation in Europe, and the particular town in which employed, occupation in this country with the name of the town and state, port of landing, date of landing, length of residence in Boston, present place of residence, number of members of family who are able to work, their pre-

vious occupation, number in family not able to work, number in family in Europe, objection to working on Saturday, if it exists. The blank is kept on file. All classes of labor are dealt with. No fee is charged those who apply. The last employer is visited, if near at hand, to investigate the character and industrial capacity of the applicant. Employers are secured by personal solicitation. No fee is charged employers, nor is any method of investigation of the employer used. From April 15, 1892 to January 1, 1893, 947 applicants were registered. During the year 1893, 1,334 applications were received, but during the winter months the number of applications are very much larger than at other seasons. About 75 per cent of those who apply obtain work. While the especial object of the Bureau is to aid Russian refugees, the nationality of applicants is not asked, nor is any discrimination made, if good references are offered. About 70 per cent of the applicants are males, and 30 per cent females, and like proportions indicate the married and single, respectively. Nearly all the applicants are of middle age, and, as a rule, they are trained for the positions they request. If a man is offered a position, who does not understand the trade, but is willing to learn it and work for small pay while learning, he is taught; and in cases where he has no tools, and cannot buy them, they are furnished by the Bureau. No method of communication with other employment agencies is used. Correspondence is carried on throughout the New England States with mills and factories for the purpose of aiding in the work of the Bureau. The number of applicants was very much larger during December 1893 and the first three months of 1894 than previously, and the number of places found for them very much less.

St. John's Church.

The employment agency maintained here is supported by the church, and from fees charged employers who are furnished with help. When a person applies for work, the name, address, nationality, age, religion, and previous experience are entered upon the files, and also the rate of wages desired, conjugal condition, the size of the family, if applicant is married, and the usual references are required. The class of labor principally dealt with includes domestic help, nurses, dressmakers,

and seamstresses, but no discrimination is made, and all applicants are received. No fee is charged applicants. A blank is sent to persons named as references by the applicant, which is expected to be filled and returned to the society, and in cases near at hand the agent calls personally to verify references. The particular points, respecting which reference is desired, relate to the character, ability, and absolute need of the applicants. Employers are secured by advertisement, usually in the daily papers, and also by personal solicitation by members of the church which supports the bureau. Employers are charged a fee of 50 cents, payable when the applicant is supplied with a situation. Usually, no method of investigating employers is followed. In cases where it seems needful, however, a personal investigation is conducted. The bureau is of comparatively recent establishment, having been organized in November, 1893. From that date up to the time of obtaining this report, 1300 applications had been received. At first, an attempt was made to supply men as well as women with places, but this was found impracticable within the resources of the bureau, and female help only is dealt with at present. No person is given work unless she has good references, and this limits the number for whom places are found. About 75 per cent of the women are single, about 50 per cent between 20 and 35 years of age, and about 50 per cent are untrained. The bureau comes into communication with other employment bureaus by letter. If an applicant gives answers which provoke inquiry, or mentions any other employment bureau, her antecedents are looked up, and the bureau named is visited or communicated with through the mails. No method is used to determine the dearth of labor.

Directory for Nurses of the Boston Medical Library Association.

This institution is located at No. 19 Boylston place, Boston. It supplies employment for a particular class of trained labor, namely, nurses. Applicants can register as trained nurses on diploma, showing extent of training. Experienced nurses are required to furnish references from physicians and families where service has been given. The original fee for registry is

five dollars for nurses, and two dollars for attendants upon the sick.

References are investigated, and the information is held as confidential by the Directory. The institution never advertises, but relies solely on applications from those who desire such persons as they furnish. Employers are not investigated and they are charged a fee of two dollars if a nurse or attendant is supplied. In 1893, 189 persons registered, about 20 of whom were men. This is about the usual number annually. Applications are most numerous from October 1 to May 30. All applicants finally secure employment, though the terms of employment vary in length.

It is estimated that 50 per cent of the applicants are of native birth, while 36 per cent are from the British Provinces, the remainder being English or of other nationality.

Of the total number registered in 1893, 169 were females and 20 males. Applicants are very seldom under 25 or over 50 years of age, the average age being about 32 years.

As will be understood, from the nature of the field of operation, all the applicants have either training for the positions or experience in the work they seek. Out of 1,115 applicants, the total number, 574 were trained nurses, 500 experienced nurses, 27 registered as attendants, and 14 as persons skilled in massage. Of this total number, 133 were males and 982 females.

No method of communication is used with other employment agencies, nor is any method followed to obtain information as to the dearth of labor, that not being considered necessary in the work of the agency.

The business depression made no material difference in the number of applicants, the number being about the same annually during the last few years. The Directory does not undertake to make any terms of employment between applicants and employers; its only province is to send nurses and others as applicants, leaving them to make their own terms and arrangements with their employers.

Massachusetts Home for Intemperate Women.

This is a philanthropic institution intended to aid a special class. It conducts a large laundry business, employing about

50 per cent of the women who are at the Home, and does various kinds of service for the public. The institution takes in persons of the class whom it seeks to aid, as long as it has room. There are some paying patients, and the income from this source, as well as the income from the laundry and sewing room which it also conducts, is used in the maintenance of the Home. It is not, however, self-supporting, but relies on contributions from those interested in its work. Among its inmates are women from every trade, the year ending April 1, 1893 showing 318 inmates, including housekeepers, seamstresses, cooks, factory employés, dressmakers, saleswomen, cigar makers, etc. No fees are charged applicants, with the exception that, as stated, some of the patients pay for accommodations received.

From the nature of this institution, its inmates being received from widely different sources, no accurate system of investigation of previous condition of applicants is followed, while endeavor is made to learn all that it is possible to discover under the circumstances. The inmates work in the laundry and sewing room during their stay. They are then placed outside, as opportunity offers. The institution never advertises for places, but receives personal applications for help, and an agent is constantly seeking opportunities to place inmates. Employers are charged no fees, but their character and standing are very closely investigated. Only a portion of the inmates desire work, while some go home to their families, and some of the paying patients do not need work.

The married women are largely in preponderance. The house is always filled, although in the winter months there are more applications than at other seasons of the year. A place is finally found outside for everybody who desires work.

For the year ending April 1, 1894, the estimated percentages indicating the nationalities of inmates are as follows: Native born, 50 per cent; foreign born, 25 per cent; born in the British Provinces, 10 per cent; other nationalities, 15 per cent.

About 50 per cent of the inmates are untrained, industrially. They are, however, taught various kinds of work in the institution, and the institution holds several diplomas from industrial exhibitions for specimens of work done by inmates.

No method is used to determine the dearth of labor in any particular locality. From what has been said, it will be seen that as the institution is always fully utilized to the extent of its capacity, and as its inmates are a special class, not exactly efficient industrially, the number of inmates was no greater during the period of the industrial depression than at other times.

Trinity House.

This institution is supported by Trinity Church in Boston, and is maintained as part of the regular parish work. Temperate, honest, and needy persons only are aided. The work is varied, as it deals largely with the parish poor of the church and of St. Andrews, which includes about 100 families, each of which receives aid in various ways according to its individual need. No fees of any kind are charged to the applicants for assistance, but the applicants for work are investigated as to capacity and character, and required to furnish references. Places are found through personal applications from those requiring help. No fees are charged employers, who are always investigated, and especial care is exercised to place persons in positions under good influences.

During 1892 the applicants reached about 15 persons a day from April 1 to November 1, and about 20 a day from November 1 to April 1, not including Sundays. In 1893 the average number of applications was about 20 per day from April 1 to November 1, and about 30 per day from November 1 to April 1. These figures are approximate. The work found for applicants is largely sewing, and every endeavor is made to keep applicants busy until some permanent work can be found for them, the most needy having preference.

The institution maintains a laundry which employs upwards of 18 women. A large number of persons who apply for employment have children; and, to provide for this class, a day nursery is supported for women who work in the institution or outside, for the care of children, the fee for such care being five cents per day. Women who work in the laundry in the institution receive one dollar a day if unskilled, and a somewhat larger wage is paid to those having experience. During 1893 about 33 per cent of all applicants were found places, while in 1892 about 50 per cent were placed. About 50 per cent of

the applicants are of native birth, the others being Irish, German, English, or natives of the British Provinces. Many of the applicants are well educated persons who, owing to the condition of business, are out of work, and many are of the trained class who apply to this institution in preference to going to other places, knowing that their condition will never be disclosed. In 1892, 150 temporary places were found for men and 200 in 1893. About 50 per cent of the applicants are married, including, however, widows and women with intemperate husbands, or husbands who are physically incapable of labor. The men who apply are of all ages; no particular record is kept of the women. About 33 per cent are reported to be under 21 years of age, about 17 per cent between the ages of 21 and 30 years, and about 50 per cent 30 years of age or over. During the year 1893 the persons who have applied have been almost entirely skilled; this, however, was not the case in 1892. The applicants in that year were about equally divided between skilled and unskilled. It is stated from the experience of this institution that during 1893 and the early months of 1894, music teachers, artists, and nurses, and women in all the higher branches of industry have been glad to obtain housework rather than to be entirely without employment.

The institution works in harmony with the Associated Charities. No method is used to determine the dearth of labor in particular localities. It is estimated that the number of applicants increased 50 per cent in 1893 over the previous year. The number of situations found during the winter of 1893 and 1894 included about 50 per cent of those who applied, while in 1892 and 1893 about 67 per cent were placed.

Ruggles Street Church Employment Bureau.

This agency is maintained by the Ruggles Street Baptist Church. Applicants are registered by name, and their residence, occupation, age, place of birth, conjugal condition, name and address of last employer, and the kind of work they were previously engaged in, are also put upon file. When an applicant receives work, the name of the employer is recorded. All kinds of labor are dealt with. No fee is charged applicants, and no method of investigation is pursued.

Employers are obtained by personal solicitation. The names of employers desiring help are put upon file, together with the date of the application, residence, kind of help wanted, wages offered, and number of persons in the family of the employer when domestic help is solicited. When a person is sent to a situation, the name of such person is entered on the employer's file book. No fee is charged employers, and no method of investigation of employers pursued. In 1893, 896 applications for work were received, but the number received during 1892 could not be obtained. The number of applications received in November and December, 1893, was considerably larger than in any of the other months of the year; and, generally speaking, the months of August, September, November, and December are the months in which applications are most numerous. In 1893, work was obtained for 407 applicants, of whom 199 were women who applied for, and occasionally received, work by the day. Many applicants apply to this agency for work and are never heard from again. As it costs nothing to file an application, it is frequently done, and not followed up. In such cases, the applicant is notified that it will be necessary, in order to obtain a place, to be present at the office from 9 to 12 daily, as situations may possibly be offered to which the applicant may be sent. If the applicant is not heard from within a few days after such notice, the name is erased from the file.

Most of the applicants are of Irish birth or from the British Provinces; very few are native born. About 12 per cent of the total number are males. Out of 697 recorded applicants, whose conjugal condition was noted, it was found that 131 were married, and of those who were married, neither sex preponderated. The estimated average age of applicants is 28 years. As a rule, the men who apply here are trained for the work requested, but the women are frequently untrained, especially the applicants for housework. About 75 per cent of all the applicants, whether males or females, are considered as trained. No method of communication is used with other employment agencies, nor is any method used to determine the dearth of labor in particular localities. The number of applicants during December 1893, January, February, and March, 1894, was very much larger than usual.

INTELLIGENCE OFFICES.

Under this head we include all employment agencies which are conducted as private enterprises for the purpose of paying an income to those who conduct them. Offices of this sort in Massachusetts have, for many years, been subject to public control. Section 26 of Chapter 102 of the Public Statutes provides that "whoever, without a license therefor, establishes or keeps an intelligence office for the purpose of obtaining or giving information concerning places of employment for domestics, servants, or other laborers, except seamen, or for the purpose of procuring or giving information concerning such persons for or to employers, or for the purpose of procuring or giving information concerning employment in business, shall pay a fine of ten dollars for each day such office is so kept;" and by Section 27 of the same chapter it is provided that "the mayor and aldermen of any city, except Boston, and in Boston the police commissioners, and the selectmen of any town, may, for the purposes mentioned in the preceding section, grant licenses to suitable persons, subject to the provisions of Sections 124 to 127 inclusive, and may revoke the same at pleasure. They shall receive one dollar for each license so granted." The provisions of Sections 124 to 127 inclusive, referred to in this section, relate to the form of license, the manner in which it shall be recorded, etc., and the month in each year within which the license shall take effect. Licenses must be renewed annually. In Chapter 311 of the Acts of 1888 it is provided that "whoever as proprietor or keeper of an intelligence or employment office, either personally, or through an agent or employé, sends any woman or girl to enter (as an inmate or a servant) any house of ill-fame or other place resorted to for the purpose of prostitution, the character of which could have been ascertained by him on reasonable inquiry, shall for each offence be punished by fine of not less than fifty nor more than two hundred dollars."

The following table exhibits the number of licensed intelligence offices in the cities of Massachusetts, for the year ending May 1, 1894:

CITIES.	Number of Licensed Intelligence Offices	CITIES.	Number of Licensed Intelligence Offices
Boston,	119	Marlborough,	-
Brockton,	3	Medford,	2
Cambridge,	18	New Bedford,	5
Chelsea,	6	Newburyport,	2
Chicopee,	*1	Newton,	11
Everett,	1	Northampton,	2
Fall River,	5	Pittsfield,	3
Fitchburg,	3	Quincy,	3
Gloucester,	-	Salem,	7
Haverhill,	†-	Somerville,	9
Holyoke,	2	Springfield,	12
Lawrence,	4	Taunton,	2
Lowell,	11	Waltham,	-
Lynn,	5	Woburn,	2
Malden,	5	Worcester,	12

* Licensed in March, 1894.

† One granted for the year beginning May, 1894.

Acting under the general provisions empowering the issuing of licenses, it has been customary in the city of Boston for the police commission to attach certain conditions to the license, one of the most important of which relates to the subject of fees.

This condition is as follows :

Every licensed keeper of an intelligence office shall be entitled to receive of each female, at the time of application for a place, a sum not exceeding fifty cents ; and of each male who may make such application a sum not exceeding one dollar ; and of each person making application for female servants a sum not exceeding fifty cents, and for a male servant a sum not exceeding one dollar, for which a receipt shall be given at the time ; and in case no servant or place of employment is obtained within six days from the date of payment, the money should be refunded, except as follows : If either male or female shall be sent to a situation, and make an engagement, and go to work, and for any reason shall not remain at the place, neither party shall be entitled to have the pay returned.

The Board of Police also prescribes a form of receipt to be given to male applicants for situations, which is as follows :

Received of Mr. _____ one dollar in advance to pay for procuring him a situation for work ; said amount to be refunded to him, on presentation of this receipt, if no situation is obtained for him at the expiration of six days from this date.

The receipt, of course, bears date, showing time of payment.

In the city of Cambridge a similar rule relating to fees has been established by the Board of Aldermen, but outside the cities of Boston and Cambridge it has not been customary to attach any such condition to licenses.

The Legislature, at its recent session, however, has enacted a law which will apply to all intelligence offices hereafter conducted in the Commonwealth. The provisions of this law are as follows :

SECTION 1. The keeper of an intelligence office shall not receive or accept any sum of money from a person seeking employment through the agency of such office, unless employment of the kind demanded is furnished.

SECTION 2. If a person receiving employment through the agency of an intelligence office is discharged by his employer within ten days from the time of entering upon such employment, and such discharge is not caused by the inability, incompetency or refusal of such person to perform the work required, or by other fault of the person employed, the keeper of such intelligence office shall refund to such person on demand five-sixths of any sum paid to such keeper by the employer on account of such employment.

SECTION 3. The officers of towns and cities charged with the duty of granting licenses to keepers of intelligence offices shall cause this act to be printed on each such license. They shall also cause to be prepared and shall furnish to each keeper of a licensed intelligence office copies of this act, printed upon cardboard in type of a size not smaller than pica, and each licensee shall conspicuously post in each room occupied by him for the purpose of such intelligence office, three of said printed copies.

SECTION 4. If a keeper of an intelligence office violates any of the provisions of this act his license shall be revoked, and he shall be punished by fine of not less than twenty-five dollars, nor more than fifty dollars for each offence.

The intent of the law is to prevent the keeper of an intelligence office from collecting a fee from a person who seeks a place unless actual employment is found, and it limits the amount of the fee which may be charged in case the employment proves of a temporary nature, from causes not due to the inability, incompetency, or refusal of the person for whom the situation is found to perform the work required, and the act unless

evaded, makes every intelligence office a free office unless employment is secured.

Besides the employment agencies which are generally recognized as intelligence offices, there are a few which deal with special kinds of employment, or aim to provide employment for persons of special training, which operate without a license, not being classed as intelligence offices. These establishments deal principally with mercantile or professional employments. The statute first quoted provides that a license must be obtained for keeping an intelligence office "for the purpose of obtaining or giving information concerning places of employment for domestics, servants, or other laborers, except seamen, *or for the purpose of procuring or giving information concerning employment in business.*" So far as any employment agency aims to provide places in mercantile employment, it is difficult to see why this language does not make such an office an intelligence office. Whether an agency which deals with persons engaged in professional work only, such, for instance, as teachers, can be classed as an office furnishing information as to employment in business may, perhaps, be open to question; but the statute apparently does not restrict the term "intelligence office" to offices which deal only with particular kinds of employment. Nevertheless, a few establishments which, as we have said, deal with special kinds of employments, are not at present required to obtain licenses. The most important offices of this class are the agencies aiming to secure employment for teachers. In general, these supply male and female teachers for all grades of schools, charging a registration fee, usually about two dollars, which entitles the applicant to registration for a fixed period of time, for instance, two years, unless a position is previously secured. Upon accepting any position, applicants agree to make an additional payment amounting to a certain percentage of a year's salary; for instance, five per cent.

The usual form of contract in employment agencies of this character includes certain definite provisions, nearly all of which relate to fixing the terms upon which the applicant is to pay this subsequent fee after securing a position; and, in general, the percentage is to be computed upon a full year's salary, irrespective of the length of an engagement. Applicants for

positions as teachers are usually investigated as to their previous success in teaching, and as to their character and qualifications for the work. Employers are solicited by advertisement and are never charged a fee. Applicants are most numerous between the months of March and October. A single agency of this class estimates the number of female applicants at 60 per cent of the total, the majority of the women being single. Of the males who apply, the proportions of married and single are about equal. The majority are very well trained for the work they seek. The proportion of applicants to places in 1893 was about two to one. Teachers' employment agencies are of comparatively recent origin and have a large clientage, both among persons seeking employment and among school officers who desire to fill vacancies.

Besides the teachers' agencies, there are several establishments aiming to supply persons for situations in mercantile establishments, and, in some cases, to guarantee fidelity in employés, by furnishing bonds. This last feature of the business is, however, incidental, and does not apply to all those who are placed in situations. The rate of fees in these offices varies. In some, the fee for a permanent position is practically equivalent to one week's pay; but if the position is temporary, a smaller fee is charged, being usually a fixed proportion of the amount of money earned. Applicants are usually carefully investigated, and, besides being required to furnish references, a blank is sent to previous employers with the request to supply information in confidence, showing fully the capacity and character of the applicant. Employers are obtained through advertisement and by personal application, and are not usually charged a fee. Sometimes however, where the applicant's fee is limited, the employer is also charged a small fee. In establishments of this class male applicants predominate, returns to this office indicating 60 per cent males and 40 per cent females. Persons of native birth also predominate, and the majority of applicants are single. Four leading agencies of this class report the aggregate number of applications in 1893 as 197,750, while the number of places supplied was 9,428. It will be understood that the number of applications is not identical with the number of applicants, as the same person frequently applies at several agencies, and therefore is necessarily counted

more than once. One establishment reports April, May, June, and July as the months in which the applications are most numerous; two others return September, October, and November; while the fourth replies that, as to mercantile help, applications range about the same month by month throughout the year.

The intelligence offices operating under a license are conducted in substantially the same manner throughout the Commonwealth, and deal largely with domestic labor and with employes in restaurants, hotels, upon farms, and in general labor service. Returns have been secured from 98 offices in the city of Boston, including all in operation at the date of inquiry, some of those licensed, as shown in the table, page 107, having gone out of business. Of these, two deal exclusively with male help, 40 with females only, and 56 with both sexes. Males find places principally as bell boys, coachmen, general farm and hotel work, gardeners, domestic service, laborers, stablemen, and teamsters; while females are placed principally in domestic and personal service in families, hotels, and restaurants. It was impossible to obtain accurate statistics showing the number of applicants and the number of places filled by all of these offices. Estimates however from 87 establishments place the number of applicants during the year 1893 at 600,934, and the number of places filled 128,912; that is to say, the number of places filled represented 21.45 per cent of the number of applications. In 15 establishments the number of applications during the year 1892 was 186,313, rising to 207,161 in 1893. In 1892 in the same establishments the number of places filled was 28,862, falling in 1893 to 20,308; that is, the places filled constituted 15.49 per cent of the applications in 1892 and 9.80 per cent in 1893. This, of course, reflects the influence of the industrial depression during the last half of the year 1893. Eight establishments furnished the Bureau with the number of applications and places filled during the months of January, February, and March, 1894. In these establishments the number of applications aggregated 10,024, while the number of places filled was but 493, or 4.92 per cent of the number of applications. It should not be forgotten that the number of applications does not represent individual applicants, for the reason that, as previously stated with respect to another class of employment agencies, the same applicant is

frequently registered in more than one office. Applications are most numerous during the months of April, May, June, September, October, and November. Seventy offices reported a larger number of applications from December 1, 1893 to March 31, 1894 than during the corresponding period in the preceding years; nine other offices reported the same number of applications during each of the periods named; while three others reported a smaller number of applications. Of the offices reporting more applications in 1893 and 1894 than in 1892 and 1893, 45 made only the simple statement that the number of applications was greater; seven considered the number of applications as 200 per cent greater; six, 50 per cent greater; three, 25 per cent greater; three, 33.33 per cent greater; two, 40 per cent greater; two, 500 per cent greater; one, 75 per cent greater; and one, 400 per cent greater. Two offices reported that the number of places secured from December 1, 1893 to March 31, 1894 was greater than the number of places secured during the corresponding period in the preceding years; five others replied that the number of places was the same during each of the periods named; while 74 stated that the number of places was less in the last named than in the first named period. Of the offices which reported a less number of places secured in 1893 and 1894 than in 1892 and 1893, 54 gave no indication of the difference in proportions; eight stated that the number was 50 per cent less; three, 67 per cent less; one, 89 per cent less; one, 20 per cent less; one, 10 per cent less; five, 25 per cent less; and one, 37.50 per cent less. The majority of the applicants are unmarried, only one establishment reporting otherwise.

In 52 establishments out of 98 making returns, Irish applicants predominate; in four, persons born in Nova Scotia are in excess; in six others, Scandinavians lead; in six others, colored applicants are in excess. Three establishments only, report that persons of American birth predominate among the applicants. In one establishment Germans lead; in one Hebrews; in one Scotch; and in all others various nationalities are represented, chiefly Irish, Swedes, French, and persons born in the British Provinces. The majority of the applicants are under 40 years of age. In general, applicants are brought

directly into contact with employers, and it is left for the employer to determine the character of the applicant, and to satisfy himself as to the validity of references. If requested, the offices will investigate references, but no general system of such investigation prevails. The investigation, if entered upon, usually consists in sending by mail to the person for whom the applicant last worked a request for a statement as to qualifications and character. Some offices are much more strict than others as regards the kind of references which applicants for employment are required to furnish.

Employers, as a rule, are not investigated. In many cases they are known to the persons who conduct the office and are considered regular patrons. In general, care is taken not to send applicants for employment to questionable places, and the offices intend to comply, so far as the exercise of good judgment and ordinary care make it possible, with the statutory provisions against sending female applicants to improper places. The personal appearance of those who request employes is taken into account by the managers of the office if the persons are unknown; the locality where the applicant for help resides is considered to have some bearing upon the probable nature of the place if domestic service is required; and if intending employers are mistrusted, either with respect to the character of the place offered, or for any other reason, they are investigated. The persons placed in situations are requested to report to the office if anything improper is found to be connected with the place, either as to the nature of the work, or if the employer is not prompt with respect to payment of wages; but, as stated before, no general system obtains in regard to these matters, and the offices have no means of communication with one another.

Apparently, nothing whatever is done to determine the dearth of labor in particular localities. As will be seen from the statistics previously presented, the number of applicants is always greatly in excess of the number of places in which it is possible to place them. The offices advertise through the press and in other ways so as to attract intending employers and also those who desire places. Many offices have a regular clientage both among the employing and the working classes.

CURRENT STATISTICAL MATTER RELATING TO LOCAL CONDITIONS.

UNEMPLOYMENT IN MASSACHUSETTS.

The extent of employment under normal conditions in the factory industries is quite accurately determined in Massachusetts, and, notwithstanding seasonal depressions, is much more uniform than is generally supposed. Thus, taking all industries in the aggregate during the year 1892, the percentage of unemployment did not rise above 4.45 in any month, and if the single month, January, in which that percentage was reached, be eliminated, it did not exceed 2.98 per cent of the maximum number of employes enrolled, and did not greatly vary month by month.

The facts as to unemployment in all occupations, under conditions which may be regarded as normal, are best shown by the results of a special investigation conducted by the Bureau, in connection with the Decennial Census, and published in its report for 1887. The data were obtained by a complete poll of the persons nominally employed in gainful pursuits in the Commonwealth, that is to say, by a house to house canvass carefully conducted in connection with the census enumeration, from which was ascertained the number of months during the entire year in which each person was unemployed, if at all, in the occupation upon which he chiefly depended for a livelihood, the inquiry being applicable to every such person, whether male or female, if nominally engaged for hire. The returns, therefore, included all persons engaged in the government service, whether national, state, city, town, or county; all professional persons; all persons engaged in domestic and personal service for hire; all persons employed in trade, transportation, agriculture, the fisheries, or in manufactures, unemployment being in each case properly classified as regards each occupation in presenting results. No investigation so complete as this, with reference to the employment of large numbers of persons, was ever previously undertaken, statements with respect to unemployment being usually based upon canvasses covering periods of depression only, and including comparatively small numbers of persons.

The results of this investigation showed that the persons who were unemployed during some portion of the year represented 29.59 per cent of the total number of persons employed in gainful occupations; while 70.41 per cent were employed during the entire year. It was also found that unemployed persons were unemployed at their principal occupation, on the average, 4.11 months, while if the amount of unemployment be mathematically distributed among the total number of persons employed in every kind of gainful occupation, whether employed or unemployed, the average unemployment during the year was 1.22 months. In other words, it was shown that a little less than one-third of the persons engaged in remunerative labor were unemployed for about one-third of their working time; while, on the other hand, the persons engaged in gainful occupations were employed at their principal occupation a little less than 11 months during the year. If the number of persons returned as unemployed be compared with the whole number of persons employed in gainful occupations, it will be found that the proportion obtains of one unemployed person in every 3.38 persons, the unemployment being, as stated, in the principal occupation, during some part of the year. From what has been said, it will be clear that all the persons returned as unemployed were not actually unemployed during the entire 12 months, or that the total number of persons unemployed were out of employment at any one time during the year. In fact, the total number of unemployed persons who were returned as having been unemployed during the entire 12 months was but 822, representing a little more than one-third of one per cent of the persons returned as unemployed, and only one-tenth of one per cent of the total number of persons engaged in gainful occupations.

The exact extent of unemployment can hardly be seen from the figure representing the average term of unemployment, as such an average, if unanalyzed, is rather misleading. The following analysis table brings out the facts more clearly:

CLASSIFICATION OF TIME UNEMPLOYED.	MALES		FEMALES		BOTH SEXES	
	Number	Percent- ages	Number	Percent- ages	Number	Percent- ages
Unemployed 1 month, . . .	12,948	2.14	6,630	3.12	19,578	2.40
Unemployed 2 months, . . .	32,753	5.42	15,022	7.07	47,775	5.85
Unemployed 3 months, . . .	30,138	4.99	11,739	5.62	41,877	5.13
Unemployed 4 months, . . .	37,806	6.26	9,018	4.52	47,424	5.81
Unemployed 5 months, . . .	12,890	2.14	3,357	1.68	16,247	1.99
Unemployed 6 months, . . .	33,335	5.52	9,478	4.46	42,813	5.24
Unemployed 7 months, . . .	4,600	0.76	1,538	0.72	6,138	0.75
Unemployed 8 months, . . .	5,335	0.88	1,831	0.86	7,166	0.88
Unemployed 9 months, . . .	3,739	0.62	1,581	0.74	5,320	0.66
Unemployed 10 months, . . .	2,843	0.47	1,310	0.62	4,153	0.51
Unemployed 11 months, . . .	1,488	0.25	788	0.37	2,276	0.28
Unemployed the entire year, . . .	753	0.13	69	0.03	822	0.10
Continuously employed, . . .	425,219	70.42	149,662	70.39	574,881	70.41
TOTALS,	603,847	100.00	212,623	100.00	816,470	100.00

This table at once discloses the fact that out of 816,470 persons, the total number returned as engaged in gainful pursuits during the year covered by the inquiry, 2.40 per cent were unemployed for one month, 5.85 per cent for two months, 5.13 per cent for three months, 5.81 per cent for four months, 1.99 per cent for five months, and 5.24 per cent for six months, while only fractional percentages of the entire number were unemployed for a period in excess of six months, and 70.41 per cent were continuously employed during the entire year. It will be noted that the percentages of unemployment do not greatly differ between the sexes.

These percentages cover the entire Commonwealth, and while they may be accepted as fairly representing the normal conditions during an entire year, this should be qualified by the statement that production in certain manufacturing industries, particularly Boots and Shoes and Cotton Goods, was not quite up to its usual limit during the year selected for the investigation, although it was not, so far as Massachusetts is concerned, a year of extended industrial depression. It is not unusual in any year to find certain industries which, for reasons peculiar to themselves, are somewhat depressed as compared with other years, or as compared with other industries in the same year. The percentages of unemployment for the State as a whole are, however, somewhat larger than for the city of Boston in which varied occupations are represented, and em-

ployment is not entirely dependent on the condition of any particular manufacturing industry.

The following table exhibits the results of the investigation for the city of Boston alone :

CLASSIFICATION OF TIME UNEMPLOYED.	Number	Percentages
Unemployed 1 month,	1,224	0.72
Unemployed 2 months,	5,613	3.30
Unemployed 3 months,	5,206	3.07
Unemployed 4 months,	7,142	4.20
Unemployed 5 months,	2,449	1.44
Unemployed 6 months,	5,961	3.51
Unemployed 7 months,	785	0.46
Unemployed 8 months,	940	0.55
Unemployed 9 months,	799	0.47
Unemployed 10 months,	569	0.34
Unemployed 11 months,	370	0.22
Unemployed the entire year,	204	0.12
Continuously employed,	138,623	81.60
TOTALS,	169,885	100.00

From this table it will be noted that 81.60 per cent of the entire number of persons engaged in remunerative occupations in the city were continuously employed during the entire year, as against 70.41 per cent thus employed in the Commonwealth as a whole; while the number unemployed for one month formed but 0.72 per cent of the aggregate number in remunerative occupations; those unemployed for two months, 3.30 per cent; for three months, 3.07 per cent; four months, 4.20 per cent; five months, 1.44 per cent; and those unemployed for six months, 3.51 per cent, percentages which, in every case, are smaller than the corresponding percentages for the Commonwealth as a whole.

The percentages of unemployed persons in the principal occupations, as disclosed by the investigation for the State at large, is shown in the following table :

SEX AND OCCUPATIONS.	Total Persons Employed in Gainful Occu- pations	UNEMPLOYED PERSONS	
		Number	Percent- ages
<i>Males.</i>	608,847	178,628	100.00
Merchants and dealers,	33,566	1,367	0.77
Salesmen,	14,966	1,041	0.58
Bookkeepers and clerks,	27,667	2,020	1.13
Longshoremen,	1,819	1,504	0.84
Teamsters,	14,018	2,144	1.20
Steam railroad employés,	15,086	1,733	0.97
Mariners and master mariners (sailing),	3,590	1,140	0.64
Farmers,	36,269	2,504	1.40
Farm laborers,	35,633	10,759	6.02
Gardeners and assistants,	2,900	1,330	0.74
Fishermen,	7,844	3,452	1.93
Boot and shoe makers,	48,105	32,374	18.12
Brickmakers,	1,954	1,205	0.67
Carpenters,	22,781	10,747	6.02
Masons,	8,362	5,789	3.24
Painters,	9,352	5,176	2.90
Carriage makers,*	4,774	1,581	0.89
Cotton mill operatives,	26,642	10,414	5.83
Furniture makers,†	7,307	2,028	1.14
Tannery employés and morocco workers,	7,968	3,039	1.70
Machinists and machine shop employés,	12,461	3,816	2.14
Blacksmiths and helpers,	5,858	1,040	0.58
Iron workers,	5,731	2,864	1.60
Jewelry makers,	3,121	2,039	1.14
Nail and tack makers,	1,652	1,153	0.65
Wire workers,	2,621	1,122	0.63
Print works, dye works, and bleachery operatives,	3,166	1,236	0.69
Rubber factory operatives,	2,607	1,276	0.71
Stone workers,‡	4,418	1,510	0.85
Straw workers,	1,362	1,103	0.62
Woollen mill operatives,	13,550	5,332	2.99
Laborers,	33,064	20,346	11.39
Apprentices,	5,214	1,102	0.62
All other occupations,	178,224	33,337	18.66
<i>Females.</i>	212,623	62,961	100.00
Music teachers,	1,784	350	0.56
Teachers,	9,979	4,948	7.86
Servants (in families),	48,687	3,300	5.24
Laundry work,	4,862	1,169	1.86
Nurses,	3,030	980	1.56
Saleswomen,	3,829	449	0.71
Bookkeepers and clerks,	5,374	494	0.78
Boot and shoe makers,	14,420	10,250	16.28
Paper box makers,	1,426	616	0.98
Watchmakers,	1,025	411	0.65

* Includes carriage blacksmiths, makers, painters, trimmers, and wheelwrights and wheel makers.

† Includes cabinet makers, chair makers, rattan furniture makers, other furniture makers, and upholsterers.

‡ Includes marble workers, granite workers, and stone workers (not specified).

SEX AND OCCUPATIONS.	Total Persons Employed in Gainful Occu- pations	UNEMPLOYED PERSONS	
		Number	Percent- age
Dressmakers,	13,290	3,188	5.06
Milliners,	2,218	609	0.97
Seamstresses,	3,733	1,011	1.61
Tailoresses,	4,466	1,473	2.34
Cotton mill operatives,	31,741	18,836	21.98
Hosiery mill operatives,	2,320	941	1.49
Jewelry makers,	641	513	0.81
Paper mill operatives,	3,556	756	1.20
Bookbindery employes,	1,108	376	0.60
Rubber factory operatives,	1,757	970	1.54
Silk mill operatives,	1,419	754	1.20
Straw workers,	3,239	3,083	4.90
Woollen mill operatives,	9,176	4,131	6.56
Worsted mill operatives,	1,720	801	1.27
All other occupations,	37,773	7,552	11.99

It should be stated that while the number of persons employed in gainful occupations in Massachusetts has doubtless increased proportionately with the increase of population * since the date of the investigation from which the statistics contained in this, and in the preceding tables were derived, the returns annually made from the different industries afford no indication that the percentages of unemployment, under usual conditions, have materially increased since that time.

Analyzing the table as to the sexes, we find that boot and shoe makers constituted 18.12 per cent of the total unemployed males, this industry being one which is more subject to seasonal depressions than most factory industries, and which, as we have said, was suffering from a temporary depression during the year of the investigation. Laborers, using that term in its restricted sense as implying unskilled workers, constituted 11.39 per cent of the unemployed males; farm laborers, 6.02 per cent; carpenters, 6.02 per cent; cotton mill operatives, 5.83 per cent; masons, 3.24 per cent; woollen mill operatives, 2.99 per cent; and painters, 2.90 per cent, these occupations representing an aggregate of 56.51 per cent of the unemployed males. Of the total unemployed females, 21.98 per cent were cotton mill operatives; 16.28 per cent were boot and shoe makers; 7.86 per cent were teachers; 6.56 per cent were

* Approximately 27.50 per cent.

woollen mill operatives; 5.24 per cent were servants (in families); 5.06 per cent were dressmakers; and 4.90 per cent were straw workers; these, together, constituting an aggregate of 67.88 per cent of the unemployed females.

In the following table, the unemployed are shown by classified occupations:

THE STATE, AND CLASSIFIED OCCUPATIONS.	NUMBER AND PERCENTAGES OF UNEMPLOYED PERSONS					
	MALES		FEMALES		BOTH SEXES	
	Number	Percent-ages	Number	Percent-ages	Number	Percent-ages
THE STATE.	178,628	100.00	62,961	100.00	241,589	100.00
Government and professional,	2,190	1.22	5,717	9.08	7,907	3.27
Domestic service,	928	0.52	3,986	6.33	4,914	2.03
Personal service,	1,637	0.92	2,509	3.99	4,146	1.72
Trade,	8,262	4.62	1,247	1.98	9,509	3.94
Transportation,	7,014	3.93	19	0.03	7,033	2.91
Agriculture,	15,130	8.47	35	0.06	15,165	6.28
Fisheries,	3,533	1.98	3	-	3,536	1.46
Manufactures,	117,792	65.94	49,249	78.22	167,041	69.14
Mining,	694	0.39	-	-	694	0.29
Laborers,	20,346	11.39	15	0.02	20,361	8.43
Apprentices,	1,102	0.62	181	0.29	1,283	0.53

From this classification, we find that, of the total number of unemployed persons, 3.27 per cent were engaged in government and professional service; 2.03 per cent were persons engaged in domestic service; 1.72 per cent were persons engaged in personal service; 3.94 per cent, persons engaged in trade; 2.91 per cent, persons engaged in transportation; 6.28 per cent, persons engaged in agriculture; 1.46 per cent, persons engaged in the fisheries; 69.14 per cent, persons engaged in manufactures; 8.43 per cent were unskilled laborers; and only fractional percentages were found in other occupations.

These figures as to unemployment, we repeat, related to the principal occupation of the employé. The investigation, however, comprehended the determination of the net average time unemployed at any kind of work, not only as regards the unemployed persons as a whole, but also for persons unemployed in particular occupations. As a result, 10,758 persons unemployed at their principal occupations were returned as having been engaged at some other work during this period of unemployment, the particular kind of work not being desig-

nated, but considered simply as "other occupation." Making an allowance for this other occupation, the following table presents the net average unemployment in months, by sex, for the unemployed persons, and for all persons employed in gainful occupations :

THE STATE, AND SEX.	AVERAGE MONTHS UNEMPLOYED AT PRINCIPAL OCCUPATION				AVERAGE MONTHS EMPLOYED AT "OTHER OCCUPATION"		NET AVERAGE MONTHS UNEMPLOYED	
	ALL PERSONS		UNEMPLOYED PERSONS		Number of Persons	Average Months	All Persons	Unemployed Persons
	Number	Average Months	Number	Average Months				
THE STATE.	816,470	1.22	241,589	4.11	10,758	4.62	1.16	3.91
Males,	603,847	1.24	178,628	4.18	9,917	4.61	1.16	3.93
Females,	212,623	1.16	62,961	3.91	841	4.75	1.14	3.85

Expressed in terms of percentages, the net average unemployment for all unemployed persons during the year was 3.91 months, and did not greatly vary between the sexes. The net average term of unemployment, if based upon the total number of persons engaged in gainful occupations, was 1.16 months, and did not greatly vary between the sexes.

Returns made annually to the Bureau from the principal manufacturing establishments in the State, definitely show the percentages of unemployment, month by month, beginning with January, 1889, and closing with December, 1893.

These percentages for the nine leading industries and for all industries in the aggregate are presented in the following table :

INDUSTRIES AND MONTHS.	PERCENTAGES OF EMPLOYMENT DURING THE MONTHS SPECIFIED IN—					PERCENTAGES OF UNEMPLOYMENT DURING THE MONTHS SPECIFIED IN—				
	1889	1890	1891	1892	1893	1889	1890	1891	1892	1893
BOOTS AND SHOES.										
January,	90.61	89.00	97.93	92.65	96.65	9.39	10.40	2.07	7.35	3.35
February,	92.95	91.16	99.63	94.75	98.15	7.05	8.84	0.47	5.25	1.85
March,	94.08	91.57	99.47	95.92	100.00	5.92	8.43	0.53	4.08	-
April,	93.51	91.46	97.18	96.32	99.39	6.49	8.54	2.82	3.68	0.61
May,	94.41	93.41	98.87	98.03	98.99	5.59	6.59	1.13	1.97	1.01
June,	96.72	96.94	99.21	98.24	94.28	3.28	3.06	0.79	1.76	5.72
July,	97.01	96.48	97.63	98.01	84.71	2.99	3.52	2.47	1.99	15.29
August,	100.00	100.00	100.00	99.95	80.74	-	-	-	0.05	19.26
September,	98.85	99.29	99.09	100.00	80.31	1.15	0.71	0.91	-	19.69
October,	97.09	97.10	96.35	99.32	80.42	2.91	2.90	3.65	0.68	19.58
November,	93.87	92.33	91.25	97.00	79.08	6.13	7.67	8.75	3.00	20.92
December,	93.77	90.24	95.04	96.30	80.38	6.23	9.76	4.96	3.70	19.62

INDUSTRIES AND MONTHS.	PERCENTAGES OF EMPLOYMENT DURING THE MONTHS SPECIFIED IN—					PERCENTAGES OF UNEMPLOYMENT DURING THE MONTHS SPECIFIED IN—				
	1890	1890	1891	1892	1893	1890	1890	1891	1892	1893
CARPETINGS.										
January, . . .	95.61	97.56	98.62	95.09	98.58	4.39	2.44	1.38	4.91	1.42
February, . . .	95.18	100.00	99.58	96.10	99.18	4.82	-	0.42	3.90	0.82
March, . . .	97.43	99.47	100.00	96.81	99.50	2.57	0.53	-	3.19	0.50
April, . . .	97.64	98.34	97.68	95.60	99.16	2.36	1.06	2.32	4.40	0.84
May, . . .	85.88	97.56	95.63	95.15	99.12	14.12	2.44	4.37	4.85	0.88
June, . . .	96.17	97.92	96.61	97.41	100.00	3.83	2.08	3.39	2.59	-
July, . . .	96.56	97.75	95.96	99.22	98.48	3.44	2.25	4.04	0.78	1.52
August, . . .	98.63	97.07	95.55	97.53	78.37	1.37	2.93	4.45	2.47	26.63
September, . . .	100.00	98.79	96.19	95.77	37.35	-	1.21	3.81	1.23	62.65
October, . . .	98.58	99.89	94.21	100.00	71.95	1.42	0.11	5.79	-	28.05
November, . . .	95.79	98.53	96.97	94.94	82.73	4.21	1.47	3.03	5.06	17.27
December, . . .	95.77	99.17	95.96	94.80	82.89	4.23	0.83	4.04	5.20	17.11
COTTON GOODS.										
January, . . .	98.05	97.70	99.44	98.09	98.40	1.95	2.30	0.56	1.91	1.60
February, . . .	98.52	98.47	99.38	99.44	98.67	1.48	1.53	0.62	0.56	1.33
March, . . .	97.19	98.26	99.34	99.58	97.66	2.81	1.74	0.66	0.42	2.34
April, . . .	98.71	98.56	99.09	99.81	99.87	1.29	1.44	0.91	0.19	0.13
May, . . .	98.76	98.29	98.62	99.61	100.00	1.24	1.71	1.38	0.39	-
June, . . .	98.66	98.40	98.49	98.94	99.57	1.34	1.60	1.51	1.06	0.43
July, . . .	98.99	97.20	98.61	98.53	99.25	1.01	2.80	1.89	1.47	0.75
August, . . .	99.09	97.65	98.25	98.48	84.74	0.91	2.85	1.75	1.52	15.26
September, . . .	99.44	98.52	98.63	98.67	77.80	0.56	1.48	1.87	1.33	22.20
October, . . .	99.86	99.70	99.41	98.93	94.33	0.14	0.30	0.59	1.07	5.67
November, . . .	100.00	99.83	99.95	99.40	95.49	-	0.17	0.05	0.60	4.51
December, . . .	99.95	100.00	100.00	100.00	95.06	0.05	-	-	-	4.94
LEATHER.										
January, . . .	95.82	91.32	94.29	87.44	97.87	4.18	8.68	5.71	12.56	2.13
February, . . .	98.39	96.24	98.07	90.13	98.40	1.61	3.76	1.93	9.87	1.60
March, . . .	100.00	96.33	100.00	94.05	99.80	-	3.67	-	5.95	0.20
April, . . .	98.29	97.50	98.72	93.90	100.00	1.71	2.50	1.28	6.10	-
May, . . .	98.53	97.65	96.23	94.59	96.23	1.47	2.35	3.77	5.41	3.77
June, . . .	99.21	100.00	95.25	94.79	89.88	0.79	-	4.75	5.21	10.12
July, . . .	96.53	99.98	92.76	95.06	76.80	3.47	0.02	7.24	4.94	23.20
August, . . .	97.68	99.55	92.84	93.64	65.79	2.32	0.45	7.16	6.36	34.21
September, . . .	96.90	92.59	90.54	93.23	64.68	3.10	7.41	9.46	6.77	35.32
October, . . .	96.34	91.47	93.26	94.69	70.18	3.66	8.53	6.74	5.31	29.82
November, . . .	97.45	91.44	93.93	98.09	71.52	2.55	8.56	6.07	1.91	28.48
December, . . .	90.99	90.12	94.85	100.00	77.69	9.01	9.88	5.15	-	22.31
MACHINES AND MACHINERY.										
January, . . .	95.59	91.90	98.45	91.85	98.00	4.41	8.10	1.55	8.15	2.00
February, . . .	95.37	91.39	97.52	91.71	98.58	4.63	8.61	2.48	8.29	1.42
March, . . .	96.85	91.67	97.48	91.15	100.00	3.15	8.33	2.52	8.85	-
April, . . .	96.51	92.18	98.63	92.93	97.56	4.49	7.82	1.47	7.07	2.44
May, . . .	96.30	92.01	98.41	92.33	97.52	3.70	7.99	1.59	7.67	2.48
June, . . .	96.55	92.15	98.35	92.78	94.79	3.45	7.85	1.65	7.22	5.21
July, . . .	98.46	92.69	97.62	94.26	91.95	1.54	7.31	2.38	5.74	8.05
August, . . .	99.14	93.75	97.59	96.14	84.49	0.86	6.25	2.41	3.86	15.51
September, . . .	99.58	95.85	98.77	96.74	78.73	0.42	4.15	1.23	3.26	21.27

INDUSTRIES AND MONTHS.	PERCENTAGES OF EMPLOYMENT DURING THE MONTHS SPECIFIED IN —					PERCENTAGES OF UNEMPLOYMENT DURING THE MONTHS SPECIFIED IN —				
	1899	1900	1901	1902	1903	1899	1900	1901	1902	1903
MACHINES AND MA- CHINERY — Con.										
October, . . .	100.00	98.85	100.00	98.08	77.08	-	1.15	-	1.92	22.92
November, . . .	99.86	100.00	99.72	99.55	75.04	0.14	-	0.28	0.45	24.96
December, . . .	99.67	99.53	99.82	100.00	74.22	0.33	0.47	0.68	-	25.78
METALS AND ME- TALLIC GOODS.										
January, . . .	93.86	95.53	94.83	92.60	97.78	6.14	4.47	5.17	7.40	2.27
February, . . .	93.77	95.34	94.74	93.02	97.83	6.23	4.66	5.26	6.98	2.17
March, . . .	93.85	95.53	94.30	93.50	99.01	6.65	4.47	5.70	6.50	0.99
April, . . .	92.28	94.86	94.79	94.13	100.00	7.72	5.14	5.21	5.87	-
May, . . .	91.37	94.88	94.44	95.33	99.92	8.63	5.12	5.56	4.67	0.08
June, . . .	92.48	95.37	94.14	95.17	98.20	7.52	4.63	5.86	4.83	1.80
July, . . .	91.61	94.47	94.70	93.36	89.49	8.39	5.53	5.30	6.64	10.51
August, . . .	92.98	95.98	94.99	94.85	86.30	7.02	4.02	5.01	5.15	13.70
September, . . .	97.44	97.98	97.40	98.52	83.10	2.56	2.02	2.60	1.48	16.90
October, . . .	99.76	99.29	100.00	100.00	86.18	0.24	0.71	-	-	13.87
November, . . .	100.00	99.82	99.96	99.31	85.25	-	0.18	0.04	0.09	14.75
December, . . .	99.76	100.00	99.40	99.77	83.56	0.24	-	0.60	0.23	16.44
PAPER AND PAPER GOODS.										
January, . . .	98.96	95.71	98.39	94.62	98.22	1.04	4.29	1.61	5.38	1.78
February, . . .	99.20	96.01	98.53	95.43	98.91	0.80	3.99	1.47	4.67	1.09
March, . . .	98.43	96.11	98.78	97.14	99.90	1.57	3.89	1.22	2.86	0.10
April, . . .	92.30	96.27	98.29	97.58	100.00	7.70	3.73	1.71	2.42	-
May, . . .	98.96	96.57	98.61	97.68	98.62	1.04	3.43	1.89	2.82	1.38
June, . . .	100.00	96.61	98.20	98.29	97.76	-	3.39	1.80	1.71	2.24
July, . . .	99.15	96.61	97.42	98.31	94.96	0.85	4.89	2.58	1.69	5.04
August, . . .	97.75	95.95	96.52	97.17	88.89	2.25	4.05	3.48	2.83	11.11
September, . . .	98.65	97.25	98.17	98.24	86.00	1.35	2.75	1.83	1.76	14.00
October, . . .	99.05	98.25	99.38	100.00	86.83	0.95	1.75	0.62	-	13.17
November, . . .	98.92	99.00	100.00	99.78	87.98	1.08	1.00	-	0.22	12.02
December, . . .	98.57	100.00	99.23	99.77	89.33	1.43	-	0.77	0.23	10.67
WOOLLEN GOODS.										
January, . . .	97.58	97.37	99.25	96.87	96.47	2.42	2.63	0.75	3.13	3.53
February, . . .	98.65	97.97	98.34	97.58	99.31	1.35	2.03	1.06	2.42	0.69
March, . . .	99.71	98.40	99.51	98.90	100.00	0.29	1.60	0.49	1.10	-
April, . . .	100.00	97.15	100.00	99.32	99.83	-	2.85	-	0.68	0.17
May, . . .	99.65	96.97	99.63	99.12	99.64	0.35	3.03	0.37	0.88	0.36
June, . . .	98.19	98.00	99.45	98.67	96.55	1.81	2.00	0.55	1.33	3.45
July, . . .	97.59	96.51	98.98	93.36	88.63	2.41	3.49	1.02	6.64	11.37
August, . . .	97.63	95.70	98.67	94.14	77.77	2.37	4.30	1.33	5.86	22.23
September, . . .	95.78	97.32	98.36	99.24	69.13	4.22	2.68	1.64	0.76	30.87
October, . . .	96.95	99.77	99.28	99.92	76.18	3.05	0.23	0.72	0.08	23.82
November, . . .	96.87	100.00	99.09	100.00	75.85	3.13	-	0.91	-	24.15
December, . . .	97.28	99.45	97.63	98.30	82.05	2.72	0.55	2.37	1.70	17.95
WORSTED GOODS.										
January, . . .	96.46	95.66	97.45	90.68	97.02	3.54	4.34	2.55	9.32	2.98
February, . . .	96.25	98.03	98.19	90.76	97.64	3.75	1.97	1.81	9.24	2.36
March, . . .	97.23	98.96	98.07	92.29	99.37	2.77	1.04	1.93	7.71	0.63

INDUSTRIES AND MONTHS.	PERCENTAGES OF EMPLOYMENT DURING THE MONTHS SPECIFIED IN—					PERCENTAGES OF UNEMPLOYMENT DURING THE MONTHS SPECIFIED IN—				
	1889	1890	1891	1892	1893	1889	1890	1891	1892	1893
WORSTED GOODS										
— Con.										
April,	95.83	99.39	97.15	92.21	99.70	4.17	0.61	2.85	7.79	0.30
May,	94.94	95.63	99.07	92.52	100.00	5.06	4.37	0.93	7.48	—
June,	95.87	92.70	99.58	94.07	98.44	4.13	7.30	0.42	5.93	1.56
July,	96.54	89.93	98.92	95.33	96.07	3.46	10.07	1.08	4.67	3.93
August,	99.41	89.75	100.00	97.85	76.31	0.59	10.25	—	2.15	23.69
September,	97.20	91.35	99.28	97.99	71.75	2.80	8.65	0.72	2.01	28.25
October,	97.60	93.86	98.14	98.68	82.18	2.40	6.14	1.86	1.32	17.82
November,	98.70	94.93	96.82	99.62	81.24	1.30	5.07	3.18	0.38	18.76
December,	100.00	100.00	94.43	100.00	87.43	—	—	5.57	—	12.57
ALL INDUS- TRIES.										
January,	96.58	94.90	98.43	95.55	97.39	3.42	5.10	1.57	4.45	2.61
February,	97.87	96.29	98.89	97.02	98.02	2.13	3.71	1.11	2.98	1.98
March,	98.39	97.29	99.28	97.98	99.09	1.61	2.71	0.72	2.07	0.91
April,	98.48	97.23	99.70	98.99	100.00	1.52	2.77	0.30	1.01	—
May,	98.62	97.50	100.00	98.90	99.63	1.38	2.50	—	1.10	0.37
June,	98.63	97.96	99.34	98.26	97.08	1.37	2.04	0.66	1.74	2.92
July,	97.65	96.87	98.11	97.15	91.68	2.35	3.13	1.89	2.85	8.32
August,	98.31	97.55	98.27	97.62	82.51	1.69	2.45	1.73	2.38	17.49
September,	99.47	98.95	99.17	99.05	77.67	0.53	1.05	0.83	0.95	22.33
October,	100.00	100.00	99.70	99.93	84.73	—	—	0.30	0.07	15.27
November,	99.70	99.24	98.98	100.00	84.86	0.30	0.76	1.02	—	15.14
December,	99.04	98.58	99.24	99.76	85.22	0.96	1.42	0.76	0.24	14.78

In analyzing the preceding table, let us consider first the section relating to all industries in the aggregate. It should be understood that, in each of the years named in the table, the aggregate number of persons employed at the period of employment of the greatest number, in any particular industry, or in All Industries, is considered 100 per cent. The percentages of unemployment during the other months are obtained by finding the difference between the number of persons employed in such months, and the number employed at the period of employment of the greatest number. For instance, taking the year 1889, the first year represented in the table, the largest number of persons employed at any time during the year, in All Industries, appeared in the month of October; this number being 100 per cent. In the month of January, 96.58 per cent of the number found enrolled in the month of October were employed, the percentage of unemployment in that month being obtained by deducting 96.58 from 100, or 3.42. With this

explanation of the manner in which the percentage of unemployment is computed, we may consider the figures.

Taking the percentages month by month, for All Industries, beginning with January, 1889, it will be seen that employment, as a rule, is quite uniform, unemployment seldom rising above three per cent, while it sometimes falls below one per cent. Occasional months of depression occur, due, in most cases, to temporary stoppages for various reasons.

Referring once more to the figures for All Industries, such a period will be found to have occurred in the month of January, 1890, when the percentage of unemployment was 5.10; but, as a rule, our statement as to the general uniformity of employment is clearly supported by the figures.

The table, therefore, strikingly illustrates the force of the industrial depression of 1893, and marks the abnormal condition which, during the last months of the year, affected our industries. In August, confining ourselves to the figures for All Industries, the percentage of unemployment rose to 17.49; in September it became 22.33; and during October and November was 15.27 and 15.14, respectively. In December a slight improvement is noted, the percentage of unemployment in that month being 14.78; but, from the first of August to the end of the year, unemployment practically affected one-sixth of the maximum number on the rolls, as returned in April, and in September it was nearly one-fourth of the maximum number. These high percentages, so long continued, indicate an amount of unemployment at once abnormal and exceedingly severe in its effect. Substantially, the same general condition is to be noted in each of the leading industries included in the table.

The first industry presented is Boots and Shoes. In this industry, the percentage of unemployment in July, 1893, was 15.29, rising in the next month to 19.26, and never falling below that figure during the remainder of the year; while in November the percentage was 20.92. Prior to July, 1893, the highest percentage of unemployment reached in any single month since January, 1889, was 10.40 in the month of January, 1890, and this was unusually high, the ordinary range during the year being from less than one per cent to about eight or nine per cent, the highest figure being continued for a short time only.

The highest percentage of unemployment found in either of these industries during 1893 is shown in Carpetings. In this industry, in the month of September, 62.65 per cent of the number of persons enrolled in June were out of employment. The range of high percentages of unemployment begins in August, the percentage in that month being 26.63, and continues during the year, the percentages dropping to 17.27 and 17.11 in the months of November and December, respectively. Prior to August, 1893, a percentage of unemployment higher than four is unusual. In the month of May, 1889, a percentage of 14.12 appears, but this was abnormal and due, undoubtedly, to a peculiar condition temporarily affecting the industry.

In Cotton Goods, the percentage of unemployment in August, 1893, was 15.26, but this industry, unlike the others, shows a marked recovery during the months of October, November, and December, the percentages of unemployment in these months being 5.67, 4.51, and 4.94, respectively, figures which are unusually high for the industry, as compared with normal conditions, but which are small considering the unusual industrial depression. It is interesting to note the much greater uniformity of employment in the cotton goods industry than in Boots and Shoes. Seasonal disturbances are much less marked in the former than in the latter. During the year 1889, the percentage of unemployment in Cotton Goods did not rise above 2.81, and this figure was maintained for but a single month. In 1890, the highest percentage of unemployment was 2.80, and, as a rule, it was less than two per cent. In 1891, the highest percentage was 1.75, and for seven months in this year the percentage of unemployment was less than one per cent. In 1892, the highest percentage of unemployment was 1.91, and in this year for six months unemployment was less than one per cent.

In Paper and Paper Goods, another important industry, unemployment rarely rises so high as four per cent in any month. In the month of August, 1893, it became 11.11 per cent, and did not fall below 10 per cent during the rest of the year.

In Woollen Goods, as in Cotton Goods, substantial uniformity of employment appears. In the month of July, 1893, however, the percentage of unemployment was 11.37, rising in

August to 22.23, and in September to 30.87, and never declining below 20 per cent, during the remainder of the year, except in the month of December when 17.95 per cent appears.

In Machines and Machinery, and in Metals and Metallic Goods, while employment is, as a rule, quite uniform, the percentages of unemployment range higher than in the textile industries, it not being unusual to find from seven to eight per cent of the maximum number enrolled unemployed during certain months of the year in Machines and Machinery, and from four to five per cent in Metals and Metallic Goods. These percentages, however, are small as compared with the percentages which appear in the last half of the year 1893. In Metals and Metallic Goods, the percentage of unemployment in July, 1893, was 10.51, rising to 13.70 in August, and never falling below this point during the remainder of the year. In Machines and Machinery, the percentage of unemployment in August, 1893, was 15.51, rising to 21.27 in September, and continuing to increase during the remaining months of the year, until the percentage of 25.78 was reached in December. It is not necessary to comment on the figures contained in this table at greater length.

The maximum number enrolled in each year in the establishments from which these annual returns were received, which include the principal establishments in the industries, covering nearly 70 per cent of the industrial capital and output of the State, was as follows, by years :

YEARS.	Employés	Establishments
1890,	264,834	8,041
1890,	295,218	8,745
1891,	301,199	4,473
1892,	311,037	4,397
1893,	319,818	4,397

Although the number of establishments making annual returns is less than the total number in the different industries, respectively, it has been conclusively shown, by frequent comparisons with the complete returns obtained in the census, that the condition of the industries can be accurately determined from these annual reports, and that general statements drawn

from them may be applied to the industries as a whole, without material inaccuracy. As statements of proportions, therefore, these percentages may be relied upon, and may be considered to reflect general conditions. The actual number of persons upon which the percentages of employment and unemployment were based, in All Industries, is as follows, by months; although, for the reason that the number of establishments making returns was less than the total number engaged in the industries, these numbers are less than the actual number employed or unemployed, respectively.

MONTHS.	NUMBER OF PERSONS EMPLOYED					NUMBER UNEMPLOYED BASED UPON MAXIMUM EMPLOYMENT				
	1889	1890	1891	1892	1893	1889	1890	1891	1892	1893
January, . .	255,764	280,162	296,461	297,195	311,470	9,070	15,056	4,738	13,842	8,348
February, . .	259,183	284,266	297,854	301,779	313,494	5,651	10,952	3,345	9,258	6,324
March, . . .	260,557	287,223	299,039	304,595	316,919	4,277	7,995	2,160	6,442	2,899
April, . . .	260,809	287,033	300,290	307,881	319,818	4,025	8,185	909	3,156	-
May,	261,174	287,842	301,199	307,621	318,638	3,680	7,376	-	3,416	1,180
June,	261,193	289,203	299,214	305,611	310,485	3,641	6,015	1,985	5,426	9,333
July,	258,604	285,974	295,515	302,158	293,203	6,230	9,244	5,684	8,879	26,615
August, . . .	260,866	287,967	295,996	303,647	263,874	4,468	7,231	5,203	7,390	55,944
September, .	263,425	292,122	298,697	308,087	248,404	1,409	3,096	2,502	2,950	71,414
October, . .	264,834	295,218	300,288	310,815	270,972	-	-	911	224	48,846
November, .	264,034	292,987	298,116	311,037	271,409	800	2,231	3,083	-	48,409
December, .	262,298	291,018	298,913	310,303	272,561	2,536	4,200	2,286	734	47,267

Averaging the number of persons considered as unemployed in this table, in the months during which the number of employed persons returned was less than the maximum number enrolled, and computing the percentage which such an average number forms of the maximum number, this maximum being in each year considered 100 per cent, we obtain the following average percentages of unemployment for the entire year :

1889,	1.44
1890,	2.30
1891,	0.91
1892,	1.65
1893,	8.51

Of course, in thus computing an average percentage of unemployment, the unemployment month by month is mathematically distributed over the entire year. Such an average is of

no practical value, except for the purpose of comparing the years with one another. In such a comparison it would appear that in the year 1891 as a whole, employment was more uniform than in either of the others; the years standing next to 1891 being 1889 and 1892, in the order named, although with slight differences between them; while the percentage for the year 1890 is more than twice as large as for the year 1891, and considerably larger than the percentages for the years 1889 and 1892. The year 1893, of course, stands by itself, the percentage of unemployment being out of all proportion to the percentages shown in the other years. Upon the basis of this comparison, it may be fairly said that the year 1891 was a more prosperous year than the normal, while 1889 and 1892 may be classed as normal years, 1890 being less prosperous than the normal, and 1893 entirely abnormal.

Still bearing in mind that these numbers are, for the reason previously stated, less than the total, and selecting 1892 as a normal year, a selection entirely justified by a comparison of the series of percentages just given, it may be said with absolute truth that, under normal conditions in any year, at least as many persons will be found out of employment, month by month, as were shown to be unemployed in 1892 by this table.

The unusual conditions, beginning in the summer of 1893, are shown by the fact that at least 55,944 persons were unemployed in the manufacturing industries alone in August, rising to 71,414 in September, and continuing at 48,846, 48,409, and 47,257, during October, November, and December, respectively. This statement leaves out of consideration unemployment in all other occupations, such as trade, transportation, etc., which in Massachusetts suffer when manufacturing is depressed and are prosperous when manufacturing prospers.

The percentages of unemployment which have been presented in the table on pages 121-124, are by months, and do not show fluctuations of employment within the month. In each year there is a period of employment of the smallest number when a less number of persons are employed than may be enrolled for the month as a whole. The percentage which the number employed at the period of employment of the smallest number formed of the number employed at the period of employment of the greatest number, by years, is as follows: 1889, 23.33; 1890, 22.09; 1891, 22.48; 1892, 22.34; 1893, 35.62.

In considering the number of persons out of employment at any particular time, it should be remembered that, in a Commonwealth like ours, devoted almost entirely to manufacturing, a comparatively slight depression will result in a large number of persons unemployed. Commenting upon this in the report on the Annual Statistics of Manufactures for 1893, the following language is used :

If it be borne in mind that 4,397 establishments enter into the comparison between 1892 and 1893, we shall at once recognize the large number of persons which, in the aggregate, will appear as unemployed if only a slight reduction of the working force is made in each establishment. For instance, the discharge of one person from each of these establishments would not of itself be thought worthy of comment, nor would it be likely to be noticed as an evidence of industrial depression, yet it would mean in the aggregate 4,397 persons unemployed. If ten persons were dropped from the rolls in each establishment, it would carry the aggregate number unemployed to 43,970 persons, yet even the discharge of ten persons from establishments of the capacity of those which enter into these returns would not be thought a large reduction in the number of employés. When it is remembered that these establishments are only a small part of the whole number of establishments engaged in manufactures and mechanical industries in the United States, it at once becomes plain that a very slight industrial depression, if felt throughout the country, would quickly result in the unemployment of possibly 1,000,000 persons, the number which is frequently ascribed to 'the army of the unemployed,' and that such an army, if in existence at any particular time, would not be indicative of an industrial condition either abnormal or particularly severe, if the unemployment were uniformly distributed over the whole number of establishments. If, however, as at the periods of employment of the smallest number in 1893, the percentage of unemployment rises to 35.62, more than one-third the whole number found at work at the time of employment of the greatest number, and this condition exists over the whole country, the aggregate number unemployed must inevitably be very large, without taking into account the number thrown out in other branches of industry.

Under normal conditions, production is never carried to its greatest limit. Very few establishments are run entirely through the year, and when individual establishments are disregarded, and the condition obtaining in the different industries as a whole is considered, there is in each year a certain amount of lost time.

The following table presents the average number of days in operation, year by year, all establishments being considered, in the different industries, beginning with the year 1889 : *

INDUSTRIES.	1889	1890	1891	1892	1893
Agricultural implements,	274.86	293.25	285.21	292.72	280.05
Arms and ammunition,	296.00	300.38	299.31	291.10	283.28
Artisans' tools,	300.92	294.10	297.11	295.98	275.17
Awnings, sails, tents, etc.,	288.24	289.97	288.86	280.17	279.99
Boots and shoes,	285.88	288.72	289.16	293.56	274.41
Boxes (paper and wooden),	287.41	294.17	291.57	294.96	274.58
Brick, tiles, and sewer pipe,	209.32	227.77	234.07	238.23	231.46
Brooms, brushes, and mops,	293.95	301.99	301.48	303.27	291.37
Burial cases, caskets, coffins, etc.,	305.00	305.78	306.07	306.13	304.35
Buttons and dress trimmings,	297.00	300.28	299.00	298.74	269.33
Carpetings,	285.17	297.23	301.76	303.33	247.53
Carriages and wagons,	295.78	298.17	295.41	298.03	289.24
Cement, kaolin, lime, and plaster,	300.75	304.56	285.30	296.85	288.97
Chemical preparations (compounded),	304.88	302.39	289.62	302.21	297.03
Clocks and watches,	296.86	287.93	282.12	286.46	260.54
Clothing,	289.17	296.95	296.12	296.97	279.53
Cooking, lighting, and heating apparatus,	274.11	274.39	277.99	281.07	285.50
Cordage and twine,	291.56	237.83	295.35	295.19	284.08
Corks, bungs, and taps,	302.00	303.64	296.21	298.32	296.00
Cotton goods,	296.25	299.05	304.16	304.85	282.09
Cotton, woollen, and other textiles,	294.00	301.88	312.40	304.61	255.93
Crayons, pencils, crucibles, etc.,	304.00	303.73	301.85	284.81	249.89
Drugs and medicines,	299.19	302.48	302.27	302.16	295.33
Dyestuffs,	280.57	283.37	275.26	272.53	252.01
Earthen, plaster, and stone ware,	283.75	295.57	272.07	288.63	277.30
Electrical apparatus and appliances,	304.60	302.24	305.25	305.74	266.77
Electroplating,	290.38	280.35	295.36	290.57	278.96
Emery and sand paper and cloth, etc.,	303.40	293.08	303.35	299.48	264.78
Fancy articles, etc.,	282.17	294.43	299.53	292.24	281.06
Fertilizers,	304.00	271.26	257.66	305.09	302.90
Fine arts and taxidermy,	286.67	306.00	273.56	303.50	305.00
Flax, hemp, jute, and linen goods,	300.20	302.10	301.35	298.80	259.72
Food preparations,	297.09	295.56	302.05	304.42	298.64
Furniture,	290.70	298.34	298.97	297.67	286.37
Glass,	279.63	278.94	287.30	294.11	242.32
Glue, isinglass, and starch,	250.60	275.03	232.61	234.06	232.85
Hair work (animal and human),	274.50	291.44	297.29	299.02	278.00
Hose: rubber, linen, etc.,	272.50	286.08	299.89	295.21	274.42
Hosiery and knit goods,	277.03	297.53	300.53	299.38	281.44
Ink, mucilage, and paste,	283.50	302.45	302.47	302.60	291.65
Ivory, bone, shell, and horn goods, etc.,	299.00	299.16	299.13	289.06	277.86
Leather,	288.19	294.08	286.59	294.12	279.04
Liquors and beverages (not spirituous),	305.67	295.93	304.95	303.25	302.11
Liquors: malt, distilled, and fermented,	284.00	297.17	300.84	301.83	301.27

* The average number of days in operation is based upon the average number of persons employed, the number of days being multiplied by the figures representing the average number of persons, and the sum divided by the aggregate number of persons, thus obtaining an average for each establishment in each of the industries considered, and for All Industries.

INDUSTRIES.	1889	1890	1891	1892	1893
Lumber,	283.75	290.31	274.40	300.60	255.65
Machines and machinery,	299.09	304.22	297.40	303.51	286.60
Metals and metallic goods,	290.33	296.99	294.87	292.02	266.52
Mixed textiles,	295.67	293.15	290.83	298.85	285.56
Models, lasts, and patterns,	306.00	305.93	305.88	289.97	286.77
Musical instruments and materials,	295.16	296.43	299.54	298.19	284.84
Oils and illuminating fluids,	296.56	306.28	306.11	306.17	305.73
Paints, colors, and crude chemicals,	277.81	295.69	297.09	295.77	281.61
Paper and paper goods,	293.18	296.91	300.02	299.99	276.52
Perfumes, toilet articles, etc.,	303.00	304.46	305.50	303.86	289.18
Photographs and photographic materials,	306.00	306.15	303.97	304.22	301.32
Polishes and dressing,	275.69	301.71	302.37	294.48	286.08
Printing, publishing, and bookbinding,	300.00	301.40	303.80	305.14	303.01
Print works, dye works, and bleacheries,	290.05	296.93	295.01	300.13	266.82
Railroad construction and equipment,	301.00	303.06	251.68	300.63	291.64
Rubber and elastic goods,	295.29	282.76	283.02	281.15	284.55
Saddlery and harness,	-	-	-	303.55	296.37
Scientific instruments and appliances,	294.71	301.74	302.73	301.22	289.49
Shipbuilding,	286.95	297.54	298.56	295.98	293.40
Silk and silk goods,	302.20	298.93	296.26	300.71	261.73
Sporting and athletic goods,	291.88	294.90	303.22	303.31	290.93
Stone,	289.64	288.64	297.57	274.26	283.07
Straw and palm leaf goods,	252.12	267.51	245.17	267.27	264.26
Tallow, candles, soap, and grease,	301.85	304.91	303.78	298.43	287.41
Tobacco, snuff, and cigars,	288.56	294.42	296.01	297.41	290.41
Toys and games (children's),	290.00	297.07	298.12	297.46	282.94
Trunks and valises,	295.13	306.00	305.91	306.00	279.56
Whips, lashes, and stocks,	289.00	294.80	295.71	300.58	245.79
Wooden goods,	291.69	292.17	292.05	295.12	281.04
Woollen goods,	286.00	293.48	298.42	299.29	282.37
Worsted goods,	296.20	306.11	305.13	303.61	277.96
ALL INDUSTRIES,	289.56	295.44	296.78	297.83	277.36

The figures contained in the preceding table are derived from annual reports made to the Bureau in each year named. Besides the industries specified in the table, there are a few from which annual returns are not received. These are shown in the following table, the number of days in operation being derived from the returns of the Decennial Census of 1885:

INDUSTRIES NOT MAKING RETURN IN 1893	Days in Operation in Census Year	INDUSTRIES NOT MAKING RETURN IN 1893	Days in Operation in Census Year
Artificial teeth and dental work,	305.62	Fireworks and matches,	261.20
Building,	288.51	Gas and residual products,	353.09
Charcoal and kindlers,	175.36	Salt,	167.80
Concrete walks, paving, etc.,	254.26		

In considering the statistics shown in these tables, it should be borne in mind that the number of working days in each year, holidays and Sundays being excluded, is 306. The industries which most nearly approximate full time are those contained in the textile group. In Cotton Goods, for instance, the number of days in operation, for the industry, in 1889, was 296.25, and in 1890, 299.05. In 1891 and 1892, nearly full time was made, the average number of days in operation in these years, respectively, being 304.16 and 304.85. Industries of the opposite class, which are subject to seasonal depression, and which, therefore, show a minimum number of days in operation, are Building, in which the number of days in operation, as shown by the second table, was, for the census year, 288.51; and industries allied with Building, or which can only be conducted during certain months, or in favorable weather, such, for instance, as the small industry classed as Concrete Walks, Paving, etc., in which the number of days in operation, as derived from the Census, was 254.26.

For the purpose of showing the number of days in operation, so far as relates to establishments, the industry classification being disregarded, the following analysis table is introduced, the establishments included being those which made returns in the years named, comprising the principal establishments in all industries:

CLASSIFICATION OF DAYS IN OPERATION.	NUMBER OF ESTABLISHMENTS					PERCENTAGES				
	1889	1890	1891	1892	1893	1889	1890	1891	1892	1893
Under 100 days,	9	31	33	44	69	0.30	0.83	0.73	1.00	1.57
100 but under 150 days, . .	28	35	50	49	80	0.92	0.93	1.11	1.11	1.82
150 but under 200 days, . .	51	92	110	134	204	1.68	2.46	2.46	3.05	4.64
200 but under 250 days, . .	167	221	266	228	594	5.49	5.90	5.95	5.19	13.51
250 but under 300 days, . .	801	883	979	904	1,449	26.34	23.58	21.89	20.56	32.95
300 days and over,	1,985	2,483	3,035	3,038	2,001	65.27	66.30	67.86	69.09	45.51
TOTALS,	3,041	3,745	4,473	4,397	4,397	100.00	100.00	100.00	100.00	100.00

The statistics of the number of days in operation relate only to working time, and show nothing as regards the working force, that is, do not indicate partial or extensive reductions in the number of persons employed, unless there was an entire suspension of business. If the establishments were not in operation, of course, all the employes would be unemployed so far as

that particular establishment is concerned. As a suspension of six days during the year would not be considered material, bearing in mind the necessity for annual repairs, stock taking, vacations, etc., all establishments which were in operation 300 days and over may be considered to have been running full time. Referring to the percentages in the table, it will be seen that, during the year 1889, 65.27 per cent of the establishments fell within this class. In 1890, the percentage was 66.30; in 1891, 67.86; and in 1892, 69.09. As a general statement, therefore, it may be said that slightly more than two-thirds of the establishments, when all industries are considered in the aggregate, run on full time. This statement may be contrasted with the per cent shown in 1893, when only 45.51 per cent of the establishments were of this class. That is, to put the statement in another way, in the year 1893 less than one-half of the establishments ran on full time. At the other extremity of the scale, we note that only fractional percentages of the whole number of establishments were in operation for a period less than 100 days in the years 1889, 1890, and 1891, but that in 1892 one per cent of the establishments were of this class, rising in 1893 to 1.57 per cent. In the next class, including establishments which were in operation 100 but under 150 days, only fractional percentages are found in 1889 and 1890, 1.11 per cent in 1891 and 1892, rising to 1.82 per cent in 1893. Establishments which were in operation 150 but under 200 days comprised 1.68 per cent of the total in 1889; 2.46 per cent in 1890 and 1891; 3.05 per cent in 1892; while in 1893 the percentage rose to 4.64. The next class in the table includes establishments which were in operation 200 but under 250 days. Slightly more than five per cent of the total number are found in this class in each year prior to 1893, but in 1893 it includes but 13.51 per cent. From one-fifth to one-fourth of the total number of establishments were in operation 250 but under 300 days in each year prior to 1893, the percentage varying from 20.56 to 26.34, but in 1893, 32.95 per cent of the establishments were of this class, or nearly one-third the total number. The peculiar condition existing in 1893 is again sharply indicated by these percentages, as well as the fact that, in general, from eight to 10 per cent of the establishments will be in operation for a period less than 250 days. In 1893, 21.54 per cent were of this class.

STATISTICS OF WORK-RELIEF IN BOSTON.

Statistics have been presented in this report which show quite clearly the extent of unemployment in the industries of Massachusetts under normal conditions, and also the displacement due to the industrial depression which began early in the summer of 1893 and continued through the year. There is, however, another side to the subject. This relates particularly to the social and industrial status of those who are most likely to fall into distress.

During the winter of 1893-94 much money was subscribed for the purpose of relieving this distress. Many cities and towns endeavored to meet the entirely exceptional conditions which existed, by efforts to provide temporary employment through committees of citizens. In the city of Boston such a committee disbursed a subscription fund and money received from other sources amounting to \$136,568.70, and in the aggregate nearly 10,000 persons were provided with work-relief.

What is the industrial efficiency of those who, under such circumstances, must be aided? What is their social status? Has recent immigration increased their numbers? To what extent can a fund thus administered afford relief? The results of an experiment of this magnitude should throw some light upon these important questions.

The committee in Boston as elsewhere found itself facing unusual conditions, requiring immediate action, without the advantage of previous experience in similar junctures. Leaving entirely out of account the question as to whether the scheme which the committee was set to carry out was the wisest way of dealing with the problem, and considering only the circumstances under which it was obliged to act, the various theories regarding such work which prevail in the community, the large numbers of persons who applied for relief, and the comparatively small amount of money available, its work, although it has not escaped criticism, was well done. Its operations were confined to providing out-door work for men, the headquarters for this work being at the old Court House, and in providing in-door work for women exclusively, at a principal

work-room upon Bedford street, and at smaller rooms elsewhere managed by a sub-committee composed of women.

It was manifestly impossible to aid all who applied, or to furnish continuous work to those who were selected. All applicants were therefore investigated in order to enable the committee to exercise wise discrimination as to the relative need of relief among them and to guard against imposition by the unworthy. The information thus collected, meagre as it is in some respects, is of great value. By the courtesy of the committee, we are enabled to present this information in this report.

The statistics first presented relate to the relief furnished men from the headquarters established in the old Court House. The first table shows the number of applicants, classified as voters and non-voters, with the number of each class supplied or not supplied with work, and the total amount of work-relief furnished.

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 1.</i>	29	93	122	26	73	99	3	20	23	\$870.00
Precinct 1, . . .	7	23	30	6	19	25	1	4	5	198.00
Precinct 2, . . .	-	2	2	-	1	1	-	1	1	3.00
Precinct 3, . . .	1	5	6	1	3	4	-	2	2	45.00
Precinct 4, . . .	-	7	7	-	6	6	-	1	1	58.50
Precinct 5, . . .	-	6	6	-	4	4	-	2	2	57.00
Precinct 6, . . .	2	4	6	2	3	5	-	1	1	36.00
Precinct 7, . . .	8	13	21	8	9	17	-	4	4	148.50
Precinct 8, . . .	8	23	31	6	20	26	2	3	5	240.00
Precinct 9, . . .	3	10	13	3	8	11	-	2	2	84.00
<i>Ward 2.</i>	10	135	145	8	102	110	2	33	35	\$1,023.00
Precinct 1, . . .	4	19	23	2	12	14	2	7	9	92.50
Precinct 2, . . .	-	14	14	-	9	9	-	5	5	69.00
Precinct 3, . . .	1	19	20	1	12	13	-	7	7	189.50
Precinct 4, . . .	2	32	34	2	25	27	-	7	7	243.00
Precinct 5, . . .	-	22	22	-	18	18	-	4	4	178.50
Precinct 6, . . .	3	19	22	3	17	20	-	2	2	169.50
Precinct 7, . . .	-	10	10	-	9	9	-	1	1	81.00
<i>Ward 3.</i>	58	122	180	51	107	158	7	15	22	\$1,546.75
Precinct 1, . . .	1	4	5	1	4	5	-	-	-	31.50
Precinct 2, . . .	5	17	22	5	15	20	-	2	2	132.00
Precinct 3, . . .	6	14	20	5	12	17	1	2	3	219.75

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 3 — Con.</i>										
Precinct 4, . . .	14	29	43	11	26	37	3	3	6	\$436.50
Precinct 5, . . .	12	40	52	11	34	45	1	6	7	394.50
Precinct 6, . . .	20	18	38	18	16	34	2	2	4	332.50
<i>Ward 4.</i>										
	47	84	131	39	63	102	8	21	29	\$902.50
Precinct 1, . . .	9	15	24	8	14	22	1	1	2	151.50
Precinct 2, . . .	1	10	11	1	7	8	—	3	3	68.25
Precinct 3, . . .	5	8	13	5	5	10	—	3	3	105.00
Precinct 4, . . .	12	7	19	9	6	15	3	1	4	147.75
Precinct 5, . . .	19	34	53	16	25	41	3	9	12	371.50
Precinct 6, . . .	1	10	11	—	6	6	1	4	5	58.50
<i>Ward 5.</i>										
	41	133	174	34	92	126	7	41	48	\$1,312.00
Precinct 1, . . .	3	11	14	2	8	10	1	3	4	85.50
Precinct 2, . . .	4	11	15	2	6	8	2	5	7	91.50
Precinct 3, . . .	21	45	66	18	35	53	3	10	13	673.00
Precinct 4, . . .	5	19	24	5	13	18	—	6	6	139.50
Precinct 5, . . .	4	28	32	3	19	22	1	9	10	196.50
Precinct 6, . . .	4	19	23	4	11	15	—	8	8	126.00
<i>Ward 6.</i>										
	61	1,001	1,062	50	681	731	11	320	331	\$6,085.00
Precinct 1, . . .	25	175	200	23	129	152	2	46	48	1,387.50
Precinct 2, . . .	5	198	203	3	136	139	2	62	64	1,142.75
Precinct 3, . . .	16	101	117	13	80	93	3	21	24	770.50
Precinct 4, . . .	11	302	313	9	190	199	2	112	114	1,562.75
Precinct 5, . . .	4	225	229	2	146	148	2	79	81	1,221.50
<i>Ward 7.</i>										
	40	852	892	30	602	632	10	250	260	\$5,555.25
Precinct 1, . . .	15	169	184	10	102	112	5	67	72	982.50
Precinct 2, . . .	10	156	166	7	115	122	3	41	44	1,191.50
Precinct 3, . . .	5	254	259	4	169	173	1	85	86	1,366.00
Precinct 4, . . .	7	117	124	6	96	102	1	21	22	869.25
Precinct 5, . . .	3	156	159	3	120	123	—	36	36	1,146.00
<i>Ward 8.</i>										
	39	556	595	31	430	461	8	126	134	\$4,435.75
Precinct 1, . . .	4	28	32	3	20	23	1	8	9	205.50
Precinct 2, . . .	2	12	14	—	8	8	2	4	6	73.50
Precinct 3, . . .	9	79	88	8	65	73	1	14	15	765.25
Precinct 4, . . .	7	197	204	6	157	163	1	40	41	1,556.00
Precinct 5, . . .	7	120	127	5	90	95	2	30	32	958.00
Precinct 6, . . .	10	120	130	9	90	99	1	30	31	877.50
<i>Ward 9.</i>										
	22	105	127	21	81	102	1	24	25	\$1,029.00
Precinct 1, . . .	1	8	9	1	2	3	—	6	6	21.00
Precinct 2, . . .	1	16	17	1	15	16	—	1	1	160.00
Precinct 3, . . .	5	20	25	5	16	21	—	4	4	219.75
Precinct 4, . . .	5	15	20	5	13	18	—	2	2	161.50
Precinct 5, . . .	10	46	56	9	35	44	1	11	12	466.75

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 10.</i>	3	49	52	2	33	35	1	16	17	\$418.50
Precinct 1, . . .	-	2	2	-	1	1	-	1	1	3.00
Precinct 2, . . .	-	1	1	-	1	1	-	-	-	3.00
Precinct 3, . . .	1	7	8	1	5	6	-	2	2	63.75
Precinct 4, . . .	2	39	41	1	26	27	1	13	14	348.75
<i>Ward 11.</i>	7	67	74	5	50	55	2	17	19	\$525.00
Precinct 5, . . .	4	32	36	3	23	26	1	9	10	214.50
Precinct 6, . . .	3	33	36	2	25	27	1	8	9	300.00
Precinct 9, . . .	-	1	1	-	1	1	-	-	-	4.50
Precinct 10, . . .	-	1	1	-	1	1	-	-	-	6.00
<i>Ward 12.</i>	39	252	291	33	193	226	6	59	65	\$2,529.25
Precinct 1, . . .	6	38	44	5	29	34	1	9	10	390.75
Precinct 2, . . .	12	52	64	9	37	46	3	15	18	654.00
Precinct 3, . . .	10	70	80	9	57	66	1	13	14	675.25
Precinct 4, . . .	10	70	80	9	51	60	1	19	20	613.50
Precinct 5, . . .	1	22	23	1	19	20	-	3	3	195.75
<i>Ward 13.</i>	93	678	771	73	525	598	20	153	173	\$8,681.75
Precinct 1, . . .	19	134	153	15	103	118	4	31	35	2,050.75
Precinct 2, . . .	8	184	192	8	138	146	-	46	46	2,052.75
Precinct 3, . . .	5	70	75	4	53	57	1	17	18	777.50
Precinct 4, . . .	9	55	64	8	42	50	1	13	14	647.75
Precinct 5, . . .	15	64	79	10	49	59	5	15	20	829.50
Precinct 6, . . .	11	47	58	8	37	45	3	10	13	541.75
Precinct 7, . . .	12	43	55	9	35	44	3	8	11	638.50
Precinct 8, . . .	5	25	30	3	22	25	2	3	5	333.00
Precinct 9, . . .	9	56	65	8	46	54	1	10	11	810.25
<i>Ward 14.</i>	67	248	315	58	208	266	9	40	49	\$3,533.75
Precinct 1, . . .	7	32	39	6	26	32	1	6	7	394.50
Precinct 2, . . .	8	62	70	7	54	61	1	8	9	801.50
Precinct 3, . . .	18	53	71	15	47	62	3	6	9	709.50
Precinct 4, . . .	9	16	25	9	14	23	-	2	2	211.50
Precinct 5, . . .	5	12	17	5	7	12	-	5	5	225.00
Precinct 6, . . .	8	16	24	6	11	17	2	5	7	262.50
Precinct 7, . . .	2	9	11	2	9	11	-	-	-	186.00
Precinct 8, . . .	2	4	6	2	3	5	-	1	1	139.50
Precinct 9, . . .	5	17	22	4	14	18	1	3	4	186.00
Precinct 10, . . .	-	6	6	-	6	6	-	-	-	137.25
Precinct 11, . . .	1	9	10	1	7	8	-	2	2	88.50
Precinct 12, . . .	2	12	14	1	10	11	1	2	3	132.00
<i>Ward 15.</i>	64	215	279	57	174	231	7	41	48	\$3,287.75
Precinct 1, . . .	12	61	73	11	48	59	1	13	14	865.00
Precinct 2, . . .	9	31	40	9	22	31	-	9	9	399.50
Precinct 3, . . .	5	22	27	5	17	22	-	5	5	289.50
Precinct 4, . . .	3	8	11	3	7	10	-	1	1	130.50

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 15 — Con.</i>										
Precinct 5, . . .	2	9	11	2	8	10	-	1	1	\$84.75
Precinct 6, . . .	16	23	39	14	20	34	2	3	5	329.50
Precinct 7, . . .	11	43	54	10	36	46	1	7	8	922.00
Precinct 8, . . .	6	18	24	3	16	19	3	2	5	267.00
<i>Ward 16.</i>	50	382	432	41	304	345	9	78	87	\$3,836.75
Precinct 1, . . .	6	43	49	4	35	39	2	8	10	472.50
Precinct 2, . . .	6	56	62	5	45	50	1	11	12	624.00
Precinct 3, . . .	3	18	21	3	11	14	-	7	7	127.00
Precinct 4, . . .	6	21	27	5	13	18	1	8	9	236.75
Precinct 5, . . .	9	113	122	8	91	99	1	22	23	1,075.75
Precinct 6, . . .	20	131	151	16	109	125	4	22	26	1,300.75
<i>Ward 17.</i>	52	139	191	41	109	150	11	30	41	\$1,541.75
Precinct 1, . . .	2	2	4	1	1	2	1	1	2	13.50
Precinct 3, . . .	3	4	7	2	2	4	1	2	3	43.50
Precinct 4, . . .	1	4	5	-	4	4	1	-	1	36.00
Precinct 5, . . .	9	27	36	6	23	29	3	4	7	295.00
Precinct 6, . . .	9	47	56	8	39	47	1	8	9	472.00
Precinct 7, . . .	7	25	32	5	15	20	2	10	12	164.50
Precinct 8, . . .	21	30	51	19	25	44	2	5	7	517.25
<i>Ward 18.</i>	22	56	78	17	45	62	5	11	16	\$794.75
Precinct 1, . . .	-	2	2	-	1	1	-	1	1	4.50
Precinct 2, . . .	-	3	3	-	3	3	-	-	-	44.00
Precinct 3, . . .	-	1	1	-	1	1	-	-	-	3.00
Precinct 4, . . .	1	2	3	-	1	1	1	1	2	19.50
Precinct 5, . . .	1	6	7	1	3	4	-	3	3	46.50
Precinct 6, . . .	19	28	47	16	24	40	3	4	7	507.75
Precinct 7, . . .	1	14	15	-	12	12	1	2	3	169.50
<i>Ward 19.</i>	74	355	429	65	297	362	9	58	67	\$4,497.75
Precinct 1, . . .	13	62	75	13	50	63	-	12	12	809.00
Precinct 2, . . .	19	52	71	17	45	62	2	7	9	814.25
Precinct 3, . . .	5	37	42	5	32	37	-	5	5	373.75
Precinct 4, . . .	5	19	24	5	13	18	-	6	6	183.75
Precinct 5, . . .	3	21	24	3	20	23	-	1	1	227.50
Precinct 6, . . .	3	14	17	3	11	14	-	3	3	211.50
Precinct 7, . . .	7	44	51	5	36	41	2	8	10	523.25
Precinct 8, . . .	10	47	57	8	36	44	2	11	13	599.00
Precinct 9, . . .	9	59	68	6	54	60	3	5	8	755.75
<i>Ward 20.</i>	52	220	272	43	183	226	9	37	46	\$2,967.75
Precinct 1, . . .	13	61	74	10	52	62	3	9	12	785.25
Precinct 2, . . .	8	37	45	8	28	36	-	9	9	410.75
Precinct 3, . . .	4	11	15	3	8	11	1	3	4	120.00
Precinct 4, . . .	-	1	1	-	1	1	-	-	-	21.00
Precinct 5, . . .	8	35	43	6	27	33	2	8	10	366.75
Precinct 6, . . .	7	36	43	6	32	38	1	4	5	413.00

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 20—Con.</i>										
Precinct 7, . . .	1	-	1	1	-	1	-	-	-	\$34.50
Precinct 8, . . .	7	15	22	6	13	19	1	2	3	251.00
Precinct 9, . . .	1	13	14	1	13	14	-	-	-	186.00
Precinct 10, . . .	-	3	3	-	2	2	-	1	1	9.00
Precinct 12, . . .	1	3	4	1	3	4	-	-	-	21.00
Precinct 13, . . .	2	5	7	1	4	5	1	1	2	49.50
<i>Ward 21.</i>										
	16	83	99	13	67	80	3	16	19	\$1,015.25
Precinct 1, . . .	-	5	5	-	3	3	-	2	2	18.00
Precinct 2, . . .	-	6	6	-	4	4	-	2	2	36.00
Precinct 3, . . .	3	4	7	3	3	6	-	1	1	61.00
Precinct 4, . . .	1	24	25	1	19	20	-	5	5	199.50
Precinct 5, . . .	6	16	22	4	15	19	2	1	3	276.25
Precinct 6, . . .	3	7	10	2	6	8	1	1	2	118.50
Precinct 7, . . .	-	1	1	-	-	-	-	1	1	-
Precinct 8, . . .	-	1	1	-	1	1	-	-	-	7.50
Precinct 9, . . .	1	8	9	1	7	8	-	1	1	103.50
Precinct 10, . . .	-	4	4	-	3	3	-	1	1	46.50
Precinct 11, . . .	-	2	2	-	1	1	-	1	1	4.50
Precinct 12, . . .	2	5	7	2	5	7	-	-	-	144.00
<i>Ward 22.</i>										
	62	270	332	53	238	291	9	32	41	\$3,936.75
Precinct 1, . . .	-	6	6	-	6	6	-	-	-	52.50
Precinct 2, . . .	7	27	34	6	23	29	1	4	5	333.75
Precinct 3, . . .	14	84	48	13	29	42	1	5	6	594.75
Precinct 4, . . .	15	61	76	13	56	69	2	5	7	908.50
Precinct 5, . . .	6	27	33	5	26	31	1	1	2	422.50
Precinct 6, . . .	2	28	30	2	23	25	-	5	5	231.00
Precinct 7, . . .	4	31	35	4	24	28	-	7	7	502.25
Precinct 8, . . .	3	7	10	1	5	6	2	2	4	37.50
Precinct 9, . . .	8	21	29	8	20	28	-	1	1	301.50
Precinct 10, . . .	3	28	31	1	26	27	2	2	4	552.50
<i>Ward 23.</i>										
	46	121	167	33	98	131	13	23	36	\$1,503.25
Precinct 1, . . .	1	5	6	1	5	6	-	-	-	59.50
Precinct 2, . . .	11	17	28	8	16	24	3	1	4	294.00
Precinct 3, . . .	3	9	12	1	6	7	2	3	5	81.00
Precinct 4, . . .	4	8	12	4	8	12	-	-	-	123.00
Precinct 5, . . .	1	1	2	1	-	1	-	1	1	4.50
Precinct 6, . . .	-	1	1	-	-	-	-	1	1	-
Precinct 7, . . .	3	10	13	3	8	11	-	2	2	90.00
Precinct 8, . . .	13	21	34	8	16	24	5	5	10	234.50
Precinct 9, . . .	-	11	11	-	9	9	-	2	2	128.50
Precinct 10, . . .	2	10	12	2	7	9	-	3	3	112.50
Precinct 11, . . .	5	16	21	3	13	16	2	3	5	225.75
Precinct 12, . . .	1	2	3	1	1	2	-	1	1	33.00
Precinct 13, . . .	2	3	5	1	3	4	1	-	1	69.00
Precinct 14, . . .	-	7	7	-	6	6	-	1	1	48.00

WARDS AND PRECINCTS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
<i>Ward 24.</i>	21	123	144	17	90	107	4	33	37	\$1,549.25
Precinct 1, . . .	1	1	2	1	-	1	-	1	1	9.00
Precinct 2, . . .	1	3	4	1	2	3	-	1	1	70.50
Precinct 3, . . .	3	8	11	2	7	9	1	1	2	104.25
Precinct 4, . . .	3	17	20	3	12	15	-	5	5	219.00
Precinct 5, . . .	5	44	49	4	32	36	1	12	13	512.50
Precinct 6, . . .	3	8	11	3	8	11	-	-	-	148.50
Precinct 7, . . .	-	5	5	-	4	4	-	1	1	39.00
Precinct 8, . . .	1	5	6	1	4	5	-	1	1	103.50
Precinct 9, . . .	-	2	2	-	1	1	-	1	1	9.00
Precinct 10, . . .	1	2	3	1	2	3	-	-	-	34.50
Precinct 11, . . .	-	8	8	-	2	2	-	6	6	13.50
Precinct 12, . . .	-	5	5	-	4	4	-	1	1	50.50
Precinct 13, . . .	-	3	3	-	2	2	-	1	1	31.50
Precinct 15, . . .	-	8	8	-	6	6	-	2	2	96.00
Precinct 16, . . .	3	4	7	1	4	5	2	-	2	108.00
<i>Ward 25.</i>	14	84	98	10	62	72	4	22	26	\$852.25
Precinct 1, . . .	1	25	26	-	23	23	1	2	3	216.50
Precinct 2, . . .	-	2	2	-	2	2	-	-	-	72.00
Precinct 3, . . .	3	6	9	3	2	5	-	4	4	46.00
Precinct 4, . . .	6	30	36	3	21	24	3	9	12	264.25
Precinct 5, . . .	2	13	15	2	9	11	-	4	4	163.50
Precinct 6, . . .	2	8	10	2	5	7	-	3	3	90.00

RECAPITULATION.

THE CITY, AND WARDS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
THE CITY OF BOSTON.	1,029	6,431	7,460	851	4,910	5,761	178	1,521	1,699	\$63,953.25
Ward 1, . . .	29	93	122	26	73	99	3	20	23	870.00
Ward 2, . . .	10	135	145	8	102	110	2	33	35	1,023.00
Ward 3, . . .	58	122	180	51	107	158	7	15	22	1,546.75
Ward 4, . . .	47	84	131	39	63	102	8	21	29	902.50
Ward 5, . . .	41	133	174	34	92	126	7	41	48	1,312.00
Ward 6, . . .	61	1,001	1,062	50	681	731	11	320	331	6,035.00
Ward 7, . . .	40	852	892	30	602	632	10	250	260	5,555.25
Ward 8, . . .	39	556	595	31	430	461	8	126	134	4,435.75
Ward 9, . . .	22	105	127	21	81	102	1	24	25	1,029.00
Ward 10, . . .	3	49	52	2	33	35	1	16	17	418.50
Ward 11, . . .	7	67	74	5	50	55	2	17	19	525.00
Ward 12, . . .	39	252	291	33	193	226	6	59	65	2,529.25
Ward 13, . . .	93	678	771	73	525	598	20	153	173	8,681.75

RECAPITULATION — Concluded.

THE CITY, AND WARDS.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
THE CITY OF BOSTON — Con.										
Ward 14, . . .	67	248	315	58	208	266	9	40	49	\$3,533.75
Ward 15, . . .	64	215	279	57	174	231	7	41	48	3,287.75
Ward 16, . . .	50	382	432	41	304	345	9	78	87	3,836.75
Ward 17, . . .	52	139	191	41	109	150	11	30	41	1,541.75
Ward 18, . . .	22	56	78	17	45	62	5	11	16	794.75
Ward 19, . . .	74	355	429	65	297	362	9	58	67	4,497.75
Ward 20, . . .	52	220	272	43	183	226	9	37	46	2,667.75
Ward 21, . . .	16	83	99	13	67	80	3	16	19	1,015.25
Ward 22, . . .	62	270	332	53	238	291	9	32	41	3,936.75
Ward 23, . . .	46	121	167	33	98	131	13	23	36	1,503.25
Ward 24, . . .	21	123	144	17	90	107	4	33	37	1,549.25
Ward 25, . . .	14	84	98	10	62	72	4	22	26	852.25
Ward not specified,	-	8	8	-	3	3	-	5	5	22.50

It will be understood by the reader that the term "work-relief" in the foregoing table, and in those which follow, indicates the amount of wages paid to the applicants for work performed. It should also be understood that the discrimination as to whether the applicant was a voter or not was not made prior to determining whether he should be given work. The political condition of the applicants was not brought out until operations had been suspended, and the statistics were placed in the hands of the Bureau for tabulation. It was then thought that it would be of value to discover just how many of the applicants for relief were actual citizens, using that term in its political sense, as indicating persons who possessed the right to vote. In order to determine this, the voting lists were carefully scanned, and the number of applicants whose names appeared upon such lists in each ward and precinct was tabulated.

Whether the applicants were supplied or not supplied with work, depended upon an investigation of the need as to relief to their families, and the amount of work furnished also depended upon the need of the family of the applicant as disclosed in this investigation. This was the general principle which actuated the committee in providing the applicants with work although it was necessarily subjected to some modification which

was unavoidable under the circumstances in which the committee was placed.

With these explanations, the figures presented in the table may be considered. From the recapitulation it is seen that the total number of applicants at the Court House was 7,460, and of this number 6,431 have been found to be non-voters, while 1,029 were voters in the city of Boston. The total number supplied with work was 5,761; of this number, 4,910 were non-voters and 851 voters. On the other hand, 1,699 applicants were not supplied with work, 1,521 being non-voters and 178 voters.

The total amount of wages paid to men was \$63,953.25. The largest number of applicants was found in ward 6, this number being 1,062, all but 61 being non-voters. Of these, 731 were supplied with work, of whom 681 were non-voters. The amount of work-relief furnished from this ward to applicants was \$6,085. A larger amount was paid to applicants from ward 13, namely, \$8,681.75, but the number of applicants, although larger than from any other ward except wards 6 and 7 was but 771, of whom 678 were non-voters. The number supplied with work was 598.

In ward 7, there were 892, all except 40 being non-voters. Of these, 632 were supplied with work, the amount of wages distributed being \$5,555.25. Other wards, in which a comparatively large number of applicants appeared, (aggregating considerably less than in the wards which have been named) are ward 8, 595 applicants, of whom 461 were supplied with work to the amount of \$4,435.75; ward 14, the number of applicants being 315, of whom 266 were supplied with work to the amount of \$3,533.75; ward 16, the number of applicants being 432, of whom 345 were supplied with work to the amount of \$3,836.75; ward 19, the number of applicants being 429, of whom 362 were supplied with work to the amount of \$4,497.75; and ward 22, in which 332 applicants appear, of whom 291 were supplied with work to the amount of \$3,936.75.

In an investigation which the Bureau has recently made into the condition of the tenement house population in the city, the results of which were published in the reports of the Bureau for the years 1891 and 1892, it was shown that the worst conditions as to overcrowding and poor or bad sanitary surround-

ings existed in a district comprising wards 6, 7, 11 (precinct 5), 12 (precincts 1 and 2), 13 (precincts 1, 2, 3, and 5), 16 (precincts 1, 2, 3, and 6), and 19 (precincts 2, 3, 4, and 6). These wards and precincts also rank among those which are most densely populated, and in which the tenement houses are generally in the worst condition. As they were relatively overcrowded as compared with the other wards and also contained a large proportion of the places which were found in poor or bad sanitary condition, they were grouped under the general title of the "concentrated district."*

For the purpose of determining whether or not this district contained a large proportion of those who applied for work-relief, the following table is presented:

THE CONCENTRATED DISTRICT.	APPLICANTS			WORK-RELIEF						Value of Work-Relief
	Voters	Non-voters	Totals	NUMBER SUPPLIED			NUMBER NOT SUPPLIED			
				Voters	Non-voters	Totals	Voters	Non-voters	Totals	
Ward 6,	61	1,001	1,062	50	681	731	11	320	331	\$6,085.00
Ward 7,	40	852	892	30	602	632	10	250	260	5,555.25
Ward 11 (Precinct 5),	4	32	36	3	23	26	1	9	10	214.50
Ward 12 (Precincts 1 and 2), . . .	18	90	108	14	66	80	4	24	28	1,044.75
Ward 13 (Precincts 1, 2, 3, and 5), . .	47	452	499	37	343	380	10	109	119	5,710.50
Ward 16 (Precincts 1, 2, 3, and 6), . .	35	248	283	28	200	228	7	48	55	2,524.25
Ward 19 (Precincts 2, 3, 4, and 6), . .	32	122	154	30	101	131	2	21	23	1,588.25
TOTALS,	237	2,797	3,034	192	2,016	2,208	45	781	826	\$22,717.50

In this presentation, the information contained in the preceding table is brought forward for the wards and precincts comprising the concentrated district. The final line of the presentation shows that the total number of applicants within this district was 3,034, only 237 of whom were voters. Of these applicants, 2,208 were furnished with work, and the

* The choice of the word "concentrated" in describing this territory, rather than the word "congested," which is perhaps more appropriate, was made after consideration in order not to confound this tenement house district, in which the evils described in the report are concentrated, with the overcrowded business section which is constantly alluded to as the "congested district" in discussing the problem of rapid transit.

amount of relief disbursed in the form of wages was \$22,-717.50. Comparing these figures with the figures for the city at large, it appears that of all the applicants for work at the Court House, 40.67 per cent came from what we have termed the "concentrated district;" of all who were furnished with work, 38.33 per cent came from this district; and of the total amount disbursed as wages for work done in the form of relief 35.52 per cent was paid to residents of this district.

The next table presents the number of applicants by wards, classified as voters and non-voters, and also classified as to the length of residence in the city.

WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			WARDS AND LENGTH OF TIME IN BOSTON	POLITICAL CONDITION		
	Voters	Non-voters	Totals		Voters	Non-voters	Totals
<i>Ward 1.</i>	29	93	122	<i>Ward 3.</i>	58	122	180
2 months,	-	1	1	1 but under 2 years, .	-	1	1
4 months,	-	1	1	2 but under 3 years, .	-	4	4
5 months,	-	2	2	3 but under 4 years, .	1	7	8
6 months,	-	1	1	4 but under 5 years, .	1	5	6
7 months,	-	1	1	5 but under 10 years, .	3	10	13
9 months,	-	2	2	10 but under 15 years, .	8	16	24
10 months,	-	2	2	15 but under 30 years, .	18	36	54
1 but under 2 years, .	-	6	6	30 years and over, .	21	32	53
2 but under 3 years, .	-	8	8	Not given,	6	11	17
3 but under 4 years, .	-	3	3	<i>Ward 4.</i>	47	84	131
4 but under 5 years, .	-	4	4	4 months,	-	1	1
5 but under 10 years, .	-	19	19	9 months,	-	1	1
10 but under 15 years, .	4	7	11	1 but under 2 years, .	-	5	5
15 but under 30 years, .	10	17	27	2 but under 3 years, .	1	4	5
30 years and over, .	13	15	28	3 but under 4 years, .	1	4	5
Not given,	2	4	6	4 but under 5 years, .	1	-	1
<i>Ward 2.</i>	10	135	145	5 but under 10 years, .	4	10	14
7 months,	-	2	2	10 but under 15 years, .	7	12	19
8 months,	-	1	1	15 but under 30 years, .	17	25	42
9 months,	-	3	3	30 years and over, .	12	18	30
11 months,	-	1	1	Not given,	4	4	8
1 but under 2 years, .	-	4	4	<i>Ward 5.</i>	41	133	174
2 but under 3 years, .	-	7	7	5 months,	-	1	1
3 but under 4 years, .	-	10	10	6 months,	-	1	1
4 but under 5 years, .	-	5	5	7 months,	-	1	1
5 but under 10 years, .	-	22	22	7½ months,	-	1	1
10 but under 15 years, .	1	16	17	10 months,	-	1	1
15 but under 30 years, .	6	38	44	1 but under 2 years, .	-	6	6
30 years and over, .	3	24	27	2 but under 3 years, .	-	4	4
Not given,	-	2	2				

WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION		
	Voters	Non- voters	Totals		Voters	Non- voters	Totals
<i>Ward 5 — Con.</i>				<i>Ward 8.</i>	39	556	595
3 but under 4 years..	-	8	8	1 month, . . .	-	1	1
4 but under 5 years..	2	5	7	3 months, . . .	-	1	1
5 but under 10 years..	3	22	25	4 months, . . .	-	7	7
10 but under 15 years..	2	23	25	5 months, . . .	-	3	3
15 but under 30 years..	17	31	48	6 months, . . .	-	18	18
30 years and over, .	15	19	34	7 months, . . .	-	9	9
Not given, . . .	2	10	12	8 months, . . .	-	20	20
<i>Ward 6.</i>	61	1,001	1,062	8½ months, . . .	-	1	1
2 months, . . .	-	1	1	9 months, . . .	-	13	13
3 months, . . .	-	1	1	10 months, . . .	-	8	8
4 months, . . .	-	3	3	11 months, . . .	-	1	1
5 months, . . .	-	8	8	1 but under 2 years, .	-	49	49
6 months, . . .	-	17	17	2 but under 3 years, .	-	81	81
7 months, . . .	-	12	12	3 but under 4 years, .	1	86	87
8 months, . . .	-	13	13	4 but under 5 years, .	1	48	49
9 months, . . .	-	8	8	5 but under 10 years, .	4	88	92
10 months, . . .	-	11	11	10 but under 15 years, .	4	34	38
11 months, . . .	-	7	7	15 but under 30 years, .	10	48	58
1 but under 2 years, .	-	78	78	30 years and over, .	15	33	48
2 but under 3 years, .	-	155	155	Not given, . . .	4	7	11
3 but under 4 years, .	1	142	143	<i>Ward 9.</i>	22	105	127
4 but under 5 years, .	1	92	93	3 months, . . .	-	1	1
5 but under 10 years, .	3	239	242	4 months, . . .	-	3	3
10 but under 15 years, .	7	78	85	6 months, . . .	-	4	4
15 but under 30 years, .	27	72	99	7 months, . . .	-	1	1
30 years and over, .	19	39	58	9 months, . . .	-	2	2
Not given, . . .	3	25	28	1 but under 2 years, .	-	9	9
<i>Ward 7.</i>	40	852	892	2 but under 3 years, .	-	3	3
2 months, . . .	-	1	1	3 but under 4 years, .	2	7	9
3 months, . . .	-	4	4	4 but under 5 years, .	-	5	5
4 months, . . .	-	11	11	5 but under 10 years, .	1	22	23
5 months, . . .	-	13	13	10 but under 15 years, .	3	11	14
6 months, . . .	-	26	26	15 but under 30 years, .	9	22	31
6½ months, . . .	-	2	2	30 years and over, .	6	14	20
7 months, . . .	-	15	15	Not given, . . .	1	1	2
8 months, . . .	-	19	19	<i>Ward 10.</i>	3	49	52
9 months, . . .	-	10	10	4 months, . . .	-	3	3
10 months, . . .	-	6	6	6 months, . . .	1	1	2
11 months, . . .	-	4	4	1 but under 2 years, .	-	2	2
1 but under 2 years, .	1	77	78	2 but under 3 years, .	-	2	2
2 but under 3 years, .	-	160	160	3 but under 4 years, .	-	1	1
3 but under 4 years, .	-	151	151	4 but under 5 years, .	-	2	2
4 but under 5 years, .	-	77	77	5 but under 10 years, .	-	7	7
5 but under 10 years, .	1	133	134	10 but under 15 years, .	-	5	5
10 but under 15 years, .	4	49	53	15 but under 30 years, .	2	12	14
15 but under 30 years, .	20	37	57	30 years and over, .	-	11	11
30 years and over, .	12	23	35	Not given, . . .	-	3	3
Not given, . . .	2	34	36				

WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION		
	Voters	Non-voters	Totals		Voters	Non-voters	Totals
<i>Ward 11.</i>	7	67	74	<i>Ward 13—Con.</i>			
2 weeks,	-	1	1	15 but under 30 years, .	31	145	176
2 months,	-	2	2	30 years and over, . . .	35	60	95
4 months,	-	4	4	Not given,	6	25	31
6 months,	-	2	2	<i>Ward 14.</i>	67	248	315
7 months,	-	2	2	2 months,	-	1	1
8 months,	-	1	1	3 months,	-	1	1
1 but under 2 years, . .	-	2	2	5 months,	-	2	2
2 but under 3 years, . .	-	6	6	7 months,	-	2	2
3 but under 4 years, . .	1	5	6	8 months,	-	1	1
4 but under 5 years, . .	-	2	2	9 months,	-	3	3
5 but under 10 years, . .	2	15	17	1 but under 2 years, . .	1	7	8
10 but under 15 years, . .	1	7	8	2 but under 3 years, . .	-	10	10
15 but under 30 years, . .	1	9	10	3 but under 4 years, . .	-	16	16
30 years and over, . . .	2	5	7	4 but under 5 years, . .	-	15	15
Not given,	-	4	4	5 but under 10 years, . .	6	43	49
<i>Ward 12.</i>	39	252	291	10 but under 15 years, . .	7	31	38
3 months,	-	1	1	15 but under 30 years, . .	22	74	96
5 months,	-	1	1	30 years and over, . . .	29	36	65
6 months,	-	5	5	Not given,	2	6	8
7 months,	-	2	2	<i>Ward 15.</i>	64	215	279
8 months,	-	1	1	3 months,	-	1	1
9 months,	-	1	1	5 months,	-	1	1
11 months,	-	1	1	6 months,	-	1	1
1 but under 2 years, . .	-	10	10	7 months,	-	1	1
2 but under 3 years, . .	1	9	10	8 months,	-	1	1
3 but under 4 years, . .	-	11	11	9 months,	-	2	2
4 but under 5 years, . .	-	14	14	11 months,	-	1	1
5 but under 10 years, . .	1	46	47	1 but under 2 years, . .	-	5	5
10 but under 15 years, . .	4	30	34	2 but under 3 years, . .	-	8	8
15 but under 30 years, . .	12	70	82	3 but under 4 years, . .	-	10	10
30 years and over, . . .	17	36	53	4 but under 5 years, . .	1	13	14
Not given,	4	14	18	5 but under 10 years, . .	6	48	54
<i>Ward 13.</i>	93	678	771	10 but under 15 years, . .	5	28	33
3 weeks,	-	1	1	15 but under 30 years, . .	23	57	80
3 months,	-	2	2	30 years and over, . . .	22	35	57
4 months,	-	1	1	Not given,	2	3	5
5 months,	-	6	6	<i>Ward 16.</i>	50	382	432
6 months,	-	8	8	4 months,	-	4	4
7 months,	-	3	3	5 months,	-	3	3
8 months,	-	3	3	6 months,	-	6	6
9 months,	-	8	8	7 months,	-	3	3
10 months,	-	5	5	8 months,	-	4	4
1 but under 2 years, . .	1	32	33	9 months,	-	2	2
2 but under 3 years, . .	-	35	35	10 months,	-	2	2
3 but under 4 years, . .	-	42	42	1 but under 2 years, . .	-	15	15
4 but under 5 years, . .	1	47	48	2 but under 3 years, . .	2	44	46
5 but under 10 years, . .	5	133	138	3 but under 4 years, . .	-	35	35
10 but under 15 years, . .	14	122	136				

WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION		
	Voters	Non-voters	Totals		Voters	Non-voters	Totals
<i>Ward 16—Con.</i>				<i>Ward 19—Con.</i>			
4 but under 5 years, .	1	27	28	15 but under 30 years, .	40	76	116
5 but under 10 years, .	3	96	99	30 years and over, .	15	51	66
10 but under 15 years, .	6	38	44	Not given,	5	8	13
15 but under 30 years, .	24	50	74	<i>Ward 20.</i>	52	220	272
30 years and over, .	13	41	54	1 month,	-	1	1
Not given,	1	12	13	5 months,	-	3	3
<i>Ward 17.</i>	52	139	191	7 months,	-	1	1
3 months,	-	1	1	10 months,	-	3	3
4 months,	-	2	2	1 but under 2 years, .	-	8	8
5 months,	-	1	1	2 but under 3 years, .	-	9	9
6 months,	-	2	2	3 but under 4 years, .	1	9	10
1 but under 2 years, .	-	4	4	4 but under 5 years, .	-	14	14
2 but under 3 years, .	-	7	7	5 but under 10 years, .	3	47	50
3 but under 4 years, .	-	2	2	10 but under 15 years, .	6	40	46
4 but under 5 years, .	1	5	6	15 but under 30 years, .	25	54	79
5 but under 10 years, .	5	24	29	30 years and over, .	17	29	46
10 but under 15 years, .	7	24	31	Not given,	-	2	2
15 but under 30 years, .	18	40	58	<i>Ward 21.</i>	16	83	99
30 years and over, .	16	24	40	3½ months,	-	1	1
Not given,	5	3	8	6 months,	-	1	1
<i>Ward 18.</i>	22	56	78	8 months,	-	2	2
3 months,	-	1	1	9 months,	-	1	1
9 months,	1	1	2	1 but under 2 years, .	-	4	4
1 but under 2 years, .	-	3	3	2 but under 3 years, .	-	4	4
2 but under 3 years, .	-	4	4	3 but under 4 years, .	-	4	4
3 but under 4 years, .	-	2	2	4 but under 5 years, .	-	3	3
4 but under 5 years, .	-	2	2	5 but under 10 years, .	2	14	16
5 but under 10 years, .	2	17	19	10 but under 15 years, .	4	8	12
10 but under 15 years, .	1	5	6	15 but under 30 years, .	4	24	28
15 but under 30 years, .	3	9	12	30 years and over, .	6	13	19
30 years and over, .	12	10	22	Not given,	-	4	4
Not given,	3	2	5	<i>Ward 22.</i>	62	270	332
<i>Ward 19.</i>	74	355	429	3 months,	-	1	1
3 months,	-	3	3	4 months,	-	1	1
5 months,	-	1	1	6 months,	-	1	1
6 months,	-	1	1	7 months,	1	2	3
7 months,	-	2	2	8 months,	-	3	3
8 months,	-	6	6	9 months,	-	2	2
9 months,	-	3	3	1 but under 2 years, .	-	14	14
10 months,	-	2	2	2 but under 3 years, .	-	21	21
11 months,	-	1	1	3 but under 4 years, .	2	16	18
1 but under 2 years, .	-	10	10	4 but under 5 years, .	1	18	19
2 but under 3 years, .	-	14	14	5 but under 10 years, .	12	67	79
3 but under 4 years, .	1	26	27	10 but under 15 years, .	7	40	47
4 but under 5 years, .	-	16	16	15 but under 30 years, .	25	38	63
5 but under 10 years, .	3	90	93	30 years and over, .	11	25	36
10 but under 15 years, .	10	45	55	Not given,	3	21	24

WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			WARDS AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION		
	Voters	Non-voters	Totals		Voters	Non-voters	Totals
<i>Ward 23.</i>	46	121	167	<i>Ward 24 — Con.</i>			
6 months, . . .	-	1	1	30 years and over, . . .	5	14	19
7 months, . . .	-	1	1	Not given, . . .	1	8	9
8 months, . . .	-	1	1				
9 months, . . .	-	3	3	<i>Ward 25.</i>	14	84	98
11 months, . . .	-	1	1	4 months, . . .	-	1	1
1 but under 2 years, . . .	-	5	5	5 months, . . .	-	1	1
2 but under 3 years, . . .	-	3	3	6 months, . . .	-	1	1
3 but under 4 years, . . .	1	4	5	8 months, . . .	-	1	1
4 but under 5 years, . . .	-	7	7	9 months, . . .	-	1	1
5 but under 10 years, . . .	3	41	44	11 months, . . .	-	1	1
10 but under 15 years, . . .	10	15	25	1 but under 2 years, . . .	-	1	1
15 but under 30 years, . . .	17	20	37	2 but under 3 years, . . .	-	9	9
30 years and over, . . .	15	10	25	3 but under 4 years, . . .	1	9	10
Not given, . . .	-	9	9	4 but under 5 years, . . .	1	5	6
				5 but under 10 years, . . .	3	19	22
<i>Ward 24.</i>	21	123	144	10 but under 15 years, . . .	4	8	12
3 months, . . .	-	2	2	15 but under 30 years, . . .	5	13	18
6 months, . . .	-	1	1	30 years and over, . . .	-	2	2
7 months, . . .	-	1	1	Not given, . . .	-	12	12
9 months, . . .	-	1	1				
1 but under 2 years, . . .	-	2	2	<i>Ward not Specified.</i>	-	8	8
2 but under 3 years, . . .	-	6	6	2 but under 3 years, . . .	-	2	2
3 but under 4 years, . . .	-	6	6	3 but under 4 years, . . .	-	1	1
4 but under 5 years, . . .	-	2	2	5 but under 10 years, . . .	-	2	2
5 but under 10 years, . . .	1	26	27	15 but under 30 years, . . .	-	2	2
10 but under 15 years, . . .	3	22	25	Not given, . . .	-	1	1
15 but under 30 years, . . .	11	32	43				

RECAPITULATION.

THE CITY, AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION			THE CITY, AND LENGTH OF TIME IN BOSTON.	POLITICAL CONDITION		
	Voters	Non-voters	Totals		Voters	Non-voters	Totals
THE CITY OF BOSTON.	1,029	6,431	7,460	THE CITY OF BOSTON — Con.			
2 weeks, . . .	-	1	1	8½ months, . . .	-	1	1
3 weeks, . . .	-	1	1	9 months, . . .	1	67	68
1 month, . . .	-	2	2	10 months, . . .	-	40	40
2 months, . . .	-	6	6	11 months, . . .	-	18	18
3 months, . . .	-	20	20	1 but under 2 years, . . .	3	359	362
3½ months, . . .	-	1	1	2 but under 3 years, . . .	4	619	623
4 months, . . .	-	42	42	3 but under 4 years, . . .	13	617	630
5 months, . . .	-	46	46	4 but under 5 years, . . .	12	433	445
6 months, . . .	1	98	99	5 but under 10 years, . . .	76	1,300	1,376
6½ months, . . .	-	2	2	10 but under 15 years, . . .	129	714	843
7 months, . . .	1	61	62	15 but under 30 years, . . .	402	1,051	1,453
7½ months, . . .	-	1	1	30 years and over, . . .	331	619	950
8 months, . . .	-	77	77	Not given, . . .	56	235	291

It was thought best to present the facts contained in the preceding table in considerable detail. The length of residence of applicants who had lived in the city less than one year is presented by months or weeks. Turning to the recapitulation, it will be seen that the greatest concentration of numbers appears among those who have lived in the city 5 but under 10 years, and those who have lived in the city 15 but under 30 years, these numbers being respectively 1,376 and 1,453.

In order to show plainly the number of applicants who had been in the city for a shorter period than one year, the following condensed analysis table is presented, in which the figures by wards are classified so as to show those who had been here less than one year or more than one year, with percentages:

WARDS AND CLASSIFICATION.	NUMBER			PERCENTAGES		
	Voters	Non-voters	Totals	Voters	Non-voters	Totals
<i>Ward 1.</i>	29	93	122	100.00	100.00	100.00
Under 1 year,	-	10	10	-	10.75	8.20
Over 1 year,	29	83	112	100.00	89.25	91.80
<i>Ward 2.</i>	10	135	145	100.00	100.00	100.00
Under 1 year,	-	7	7	-	5.19	4.83
Over 1 year,	10	128	138	100.00	94.81	95.17
<i>Ward 3.</i>	58	122	180	100.00	100.00	100.00
Under 1 year,	-	-	-	-	-	-
Over 1 year,	58	122	180	100.00	100.00	100.00
<i>Ward 4.</i>	47	84	131	100.00	100.00	100.00
Under 1 year,	-	2	2	-	2.38	1.53
Over 1 year,	47	82	129	100.00	97.62	98.47
<i>Ward 5.</i>	41	133	174	100.00	100.00	100.00
Under 1 year,	-	5	5	-	3.76	2.87
Over 1 year,	41	128	169	100.00	96.24	97.13
<i>Ward 6.</i>	61	1,001	1,062	100.00	100.00	100.00
Under 1 year,	-	81	81	-	8.09	7.63
Over 1 year,	61	920	981	100.00	91.91	92.37
<i>Ward 7.</i>	40	852	892	100.00	100.00	100.00
Under 1 year,	-	111	111	-	13.03	12.44
Over 1 year,	40	741	781	100.00	86.97	87.56
<i>Ward 8.</i>	39	556	595	100.00	100.00	100.00
Under 1 year,	-	82	82	-	14.75	13.78
Over 1 year,	39	474	513	100.00	85.25	86.22

WARDS AND CLASSIFICATION.	NUMBER			PERCENTAGES		
	Voters	Non-voters	Totals	Voters	Non-voters	Totals
<i>Ward 9.</i>	22	105	127	100.00	100.00	100.00
Under 1 year,	-	11	11	-	10.48	8.66
Over 1 year,	22	94	116	100.00	89.52	91.34
<i>Ward 10.</i>	3	49	52	100.00	100.00	100.00
Under 1 year,	1	4	5	33.33	8.16	9.62
Over 1 year,	2	45	47	66.67	91.84	90.38
<i>Ward 11.</i>	7	67	74	100.00	100.00	100.00
Under 1 year,	-	12	12	-	17.91	16.22
Over 1 year,	7	55	62	100.00	82.09	83.78
<i>Ward 12.</i>	39	252	291	100.00	100.00	100.00
Under 1 year,	-	12	12	-	4.76	4.12
Over 1 year,	39	240	279	100.00	95.24	95.88
<i>Ward 13.</i>	93	678	771	100.00	100.00	100.00
Under 1 year,	-	37	37	-	5.46	4.80
Over 1 year,	93	641	734	100.00	94.54	95.20
<i>Ward 14.</i>	67	248	315	100.00	100.00	100.00
Under 1 year,	-	10	10	-	4.03	3.17
Over 1 year,	67	238	305	100.00	95.97	96.83
<i>Ward 15.</i>	64	215	279	100.00	100.00	100.00
Under 1 year,	-	8	8	-	3.72	2.87
Over 1 year,	64	207	271	100.00	96.28	97.13
<i>Ward 16.</i>	50	382	432	100.00	100.00	100.00
Under 1 year,	-	24	24	-	6.28	5.56
Over 1 year,	50	358	408	100.00	93.72	94.44
<i>Ward 17.</i>	52	189	191	100.00	100.00	100.00
Under 1 year,	-	6	6	-	4.32	3.14
Over 1 year,	52	183	185	100.00	95.68	96.86
<i>Ward 18.</i>	22	56	78	100.00	100.00	100.00
Under 1 year,	1	2	3	4.55	3.57	3.85
Over 1 year,	21	54	75	95.45	96.43	96.15
<i>Ward 19.</i>	74	355	429	100.00	100.00	100.00
Under 1 year,	-	19	19	-	5.35	4.43
Over 1 year,	74	336	410	100.00	94.65	95.57
<i>Ward 20.</i>	52	220	272	100.00	100.00	100.00
Under 1 year,	-	8	8	-	3.64	2.94
Over 1 year,	52	212	264	100.00	96.36	97.06
<i>Ward 21.</i>	16	83	99	100.00	100.00	100.00
Under 1 year,	-	5	5	-	6.02	5.05
Over 1 year,	16	78	94	100.00	93.98	94.95

WARDS AND CLASSIFICATION.	NUMBER			PERCENTAGES		
	Voters	Non-voters	Totals	Voters	Non-voters	Totals
<i>Ward 22.</i>	62	270	332	100.00	100.00	100.00
Under 1 year,	1	10	11	1.61	3.70	3.31
Over 1 year,	61	260	321	98.39	96.30	96.69
<i>Ward 23.</i>	46	121	167	100.00	100.00	100.00
Under 1 year,	-	7	7	-	5.79	4.19
Over 1 year,	46	114	160	100.00	94.21	95.81
<i>Ward 24.</i>	21	123	144	100.00	100.00	100.00
Under 1 year,	-	5	5	-	4.07	3.47
Over 1 year,	21	118	139	100.00	95.93	96.53
<i>Ward 25.</i>	14	84	98	100.00	100.00	100.00
Under 1 year,	-	6	6	-	7.14	6.12
Over 1 year,	14	78	92	100.00	92.86	93.88
<i>Ward not Specified.</i>	-	8	8	-	100.00	100.00
Under 1 year,	-	-	-	-	-	-
Over 1 year,	-	8	8	-	100.00	100.00
THE CITY OF BOSTON.	1,029	6,481	7,460	100.00	100.00	100.00
Under 1 year,	3	484	487	0.29	7.53	6.53
Over 1 year,	1,026	6,047	6,973	99.71	92.47	93.47

It will be seen from the aggregation for the city, at the close of this table, that out of 7,460, the total number of applicants, 6,973, or 93.47 per cent, a quite large proportion of the entire number, had resided in Boston, according to their own statement, more than one year. On the other hand, only 487, or 6.53 per cent, had resided here less than one year. The percentages indicating the periods of residence of non-voters vary but slightly from those just cited. Among the voters, only three are returned as having been in the city less than one year. This, of course, amounts to but a fractional percentage of the entire number. Practically it may be said that of the voters among the applicants, all had resided in the city more than one year.

The proportion of short-time residents in the different wards varies considerably. For instance, in ward 11, 16.22 per cent of the applicants had resided in the city less than one year. This is the largest percentage of this class which appears in any ward in the city, and a percentage considerably larger than appears in the city as a whole. In ward 6, where it

will be remembered the largest number of applicants appears, 7.63 per cent had resided in the city less than one year; in ward 13, where the largest amount was disbursed as wages, only 4.80 per cent of the applicants had resided here less than one year; in ward 7, where also a considerable number of applicants was found, 12.44 per cent had resided in the city less than one year; and in ward 8, 13.78 per cent were of this class. In the following wards, the percentage of applicants who had resided in the city less than one year was larger than the percentage for the city as a whole, the percentages in each case being annexed: Ward 1, 8.20; ward 6, 7.63; ward 7, 12.44; ward 8, 13.78; ward 9, 8.66; ward 10, 9.62; and ward 11, 16.22. The smallest proportion of short-time residents appears in ward 4, in which only 1.53 per cent were of this class.

The next table presents the ages of the applicants.

WARDS.	AGE PERIODS								Age Un- known	ALL AGES
	14 to 19	20 to 29	30 to 39	40 to 49	50 to 59	60 to 69	70 to 79	80 and over		
Ward 1, . . .	-	29	39	32	12	3	1	-	6	122
Ward 2, . . .	1	46	53	24	16	4	-	-	1	145
Ward 3, . . .	3	42	61	33	18	4	-	-	19	180
Ward 4, . . .	4	28	33	33	12	8	-	-	8	131
Ward 5, . . .	4	55	44	36	17	7	1	-	10	174
Ward 6, . . .	30	380	335	204	74	16	3	-	20	1,062
Ward 7, . . .	11	332	303	148	60	8	1	-	29	892
Ward 8, . . .	9	262	184	80	41	10	1	-	8	595
Ward 9, . . .	2	34	45	31	9	3	-	1	2	127
Ward 10, . . .	1	15	14	13	4	1	1	-	3	52
Ward 11, . . .	-	18	27	15	9	3	-	-	2	74
Ward 12, . . .	4	78	98	61	30	3	-	-	17	291
Ward 13, . . .	4	278	254	132	59	19	3	-	22	771
Ward 14, . . .	5	94	101	57	39	11	-	-	8	315
Ward 15, . . .	1	84	92	65	24	7	1	-	5	279
Ward 16, . . .	3	151	148	76	32	8	1	-	13	432
Ward 17, . . .	2	54	59	46	19	4	1	-	6	191
Ward 18, . . .	1	16	23	19	7	3	-	-	4	78
Ward 19, . . .	5	147	151	67	42	7	1	-	9	429
Ward 20, . . .	-	72	112	57	22	3	1	-	5	272
Ward 21, . . .	1	20	25	27	15	7	-	-	4	99
Ward 22, . . .	1	99	111	67	25	5	2	-	22	332
Ward 23, . . .	-	48	55	37	16	4	-	-	7	167
Ward 24, . . .	2	40	46	31	10	3	-	-	12	144
Ward 25, . . .	1	32	30	15	7	-	-	-	13	98
Ward not specified,	-	3	3	1	-	-	-	-	1	8
TOTALS, . . .	95	2,457	2,456	1,407	619	151	18	1	256	7,460

The ages of applicants presented in the preceding table, in accordance with their statements made to the committee, are classed by periods, beginning with those 14 to 19 years and continuing by periods of 10 years each, up to the age of 80. One applicant appeared in ward 9 who was over 80 years of age. Of the total number of applicants, 256 are returned with ages unknown. The greatest concentration of numbers appears in the age periods 20 to 29 and 30 to 39, these numbers being, respectively, 2,457 and 2,456; that is to say, uniting these two numbers, 4,913, nearly 66 per cent of the total number of applicants were in the prime of life, having passed their 20th year, but not being 40 years of age. Only 95 applicants, out of the total number, were under the age of 20; only 1,407 were found in the age period 40 to 49; and but 619 and 151 in the age periods 50 to 59 and 60 to 69, respectively. In the age period 70 to 79, 18 applicants appeared.

In order that the relative proportions of the applicants in the different age periods may be seen, the following analysis table, with percentages, is presented:

AGE PERIODS.	Number	Percent-ages	AGE PERIODS.	Number	Percent-ages
14 to 19 years, . . .	95	1.27	60 to 69 years, . . .	151	2.03
20 to 29 years, . . .	2,457	32.94	70 to 79 years, . . .	18	0.24
30 to 39 years, . . .	2,456	32.92	80 years and over, . . .	1	0.01
40 to 49 years, . . .	1,407	18.86	Age unknown, . . .	256	3.43
50 to 59 years, . . .	619	8.30	TOTALS, . . .	7,460	100.00

Referring to the percentages in the foregoing table, it will be seen that 1.27 per cent of the whole number was found in the age period 14 to 19 years; 32.94 and 32.92 per cent, respectively, in the age periods 20 to 29 and 30 to 39; 18.86 per cent in the age period 40 to 49; 8.30 per cent in the period 50 to 59; only 2.03 per cent in the period 60 to 69; and fractional percentages only in the periods above 70 years; 3.43 per cent of the entire number being returned as of age unknown.

The next table presents the occupations of the applicants.

OCCUPATIONS.	AGE PERIODS				Age Unknown	ALL AGES
	Under 21	21 but under 45	45 but under 60	60 and over		
Bakers,	1	23	1	3	-	28
Barbers,	1	14	1	-	-	16
Blacksmiths,	1	29	15	2	-	47
Brakemen,	1	9	-	-	1	11
Brass finishers,	-	11	3	-	-	14
Bricklayers,	-	18	5	1	-	24
Cabinet makers,	-	23	7	-	2	32
Carpenters,	2	140	41	14	11	208
Cigar makers,	2	16	-	-	-	18
Clerks,	2	31	4	-	1	38
Cooks,	1	23	4	2	-	30
Engineers,	-	22	8	1	-	31
Firemen,	-	13	4	-	-	17
Fishermen,	-	7	8	5	1	21
Gardeners,	-	8	3	-	-	11
Gasfitters,	-	8	2	-	-	10
Glaziers,	-	10	-	-	-	10
Hod carriers,	-	23	2	-	-	25
Hostlers,	1	25	3	-	2	31
Iron moulders,	-	14	4	2	-	20
Junk dealers,	-	10	2	1	-	13
Laborers,	67	3,080	741	81	146	4,115
Longshoremen,	1	23	4	4	-	32
Machinists,	1	68	15	2	2	88
Masons,	-	37	5	1	-	43
Painters,	1	180	30	1	7	160
Pavers,	-	13	3	-	-	16
Peddlers,	1	38	10	-	-	49
Plumbers,	3	15	2	-	-	20
Pressmen,	-	16	-	-	-	16
Pressmen (tailor work),	-	16	1	-	1	18
Rag pickers,	-	42	12	1	-	55
Salesmen,	-	13	2	1	-	16
Shoemakers,	1	62	12	2	3	80
Tailors,	21	623	92	23	4	763
Teamsters,	9	245	21	3	16	294
Tinsmiths,	2	29	4	-	1	36
Upholsterers,	-	9	4	-	-	13
Walters,	1	23	4	-	-	28
Watchmakers,	-	7	-	-	-	7
Not given,	3	8	4	-	33	48
Other occupations,	39	689	120	21	25	894
TOTALS,	162	5,668	1,203	171	256	7,460

The information contained in this table is for the city at large. The applicants have been classified under a series of occupation heads which include all the employments in which seven or more applicants were engaged. The occupation of 48

applicants was not given, and 894 applicants are classed under the head of "other occupations" not included in the table. These other occupations included the following :

Baggage handlers.	Chair varnishers.
Bar tenders.	Chemical workers.
Bar tenders and waiters.	Clay workers.
Bell makers.	Clerks and drivers.
Bill posters.	Cloak makers.
Blacksmiths' helpers.	Clock makers.
Boiler makers.	Cloth cutters.
Boiler makers' helpers.	Cloth finishers.
Bookbinders.	Cloth spongers.
Bookkeepers.	Clothes cleaners.
Bottlers.	Clothes pressers.
Bottle washers.	Clothing cutters.
Brakemen.	Clothing cutters and pressers.
Brass founders.	Clothing examiners.
Brass melters.	Clothing trimmers.
Brass moulders.	Coachmen.
Brass polishers.	Coal heavers.
Brass workers.	Coal shovellers.
Brewers.	Coat makers.
Bridge builders.	Cobblers.
Bridge workers.	Collectors.
Bronzers.	Compositors.
Brush makers.	Conductors.
Buffers.	Confectioners.
Bushellers.	Contractors.
Butchers.	Coopers.
Button cutters.	Coppersmiths.
Button makers.	Cordage factory operatives.
Button-hole makers.	Core makers.
Calkers.	Cork cutters.
Candy makers.	Cork makers.
Canvassers.	Cork sorters.
Cap makers.	Cornice makers.
Car cleaners.	Cotton mill operatives.
Carpenters and engineers.	Cream workers (candy factory).
Carpenters and upholsterers.	Curriers.
Carpet layers.	Diamond cutters.
Carriage makers.	Draughtsmen.
Carriage painters.	Drivers
Carriage trimmers.	Druggists.
Carriage washers.	Dyers.
Carriagesmiths.	Electricians.
Cementers.	Electroplaters.
Chair makers.	Elevator tenders.

Employés :

Blower works.	Garment makers.
Brickyard.	Gas and steam fitters.
Candy factory.	Gas meter makers.
Cider mill.	Gelatine printers.
Crockery store.	General work.
Factory.	Gilders.
Fish market.	Glass cutters.
Foundry.	Glass finishers.
Hardware store.	Glass makers.
Hay store.	Glove finishers.
Hotel.	Granite cutters.
Iron works.	Grocers.
Machine shop.	Gunmakers.
Piano factory.	Hack drivers.
Railroad.	Hair dressers.
Restaurant.	Hand organists.
Rope factory.	Harness makers.
Shoe factory.	Hat finishers.
Shoe store.	Hat makers.
Slaughter-house.	Hatters.
Sugar refinery.	Helpers (ice team).
Tailor shop.	Helpers (machine shop).
Telephone company	Helpers (plumbers).
Trimming store.	Herdic drivers.
Engineers and firemen.	House and furniture movers.
Engineers and laborers.	House cleaners.
Engineers' helpers.	House finishers.
Expressmen.	Ice cutters.
Farm hands.	Ice handlers.
File cutters.	Inspector of motors.
Finishers.	Instrument makers.
Finishers (tailor).	Iron finishers.
Firemen (kitchen).	Iron workers.
Firemen (locomotive)	Janitors.
Fishermen.	Jewellers.
Floor layers.	Jewelry makers.
Foremen (contractors).	Joiners.
Foremen (dyeing and finishing).	Junk sorters.
Foremen (laborers).	Kalsominers.
Foundrymen.	Lasters.
Frame makers.	Lathers.
Freight handlers.	Leather cutters.
Fruit peddlers and candy makers.	Leather workers.
Furniture dealers.	Ledgemen (gas company).
Furniture finishers.	Linemen.
Furniture movers.	Lithographers.
Furniture polishers.	Locksmiths.
Furriers.	Loom fixers.
	Lumbermen.

Machinists and firemen.
 Mailing clerks (newspaper)
 Managers (tool room).
 Marble cutters.
 Marble polishers.
 Marble workers.
 Marine engineers.
 Mariners.
 Marketmen.
 Mattress makers.
 Meat cutters.
 Metal polishers.
 Metal roofers.
 Milkmen.
 Millers.
 Mill hands.
 Millwrights.
 Miners.
 Morocco dressers.
 Morocco workers.
 Moulders.
 Musicians.
 News agents.
 Office boys.
 Oil-cloth printers.
 Operators.
 Organ makers.
 Packers.
 Painters and firemen.
 Painters and paper hangers.
 Painters and pressmen.
 Painters and whitewashers.
 Pantaloon cutters.
 Pantaloon finishers.
 Pantaloon makers.
 Pantrymen.
 Paper hangers.
 Passementerie makers.
 Piano finishers.
 Piano makers.
 Piano polishers.
 Piano stringers.
 Piano varnishers.
 Picture frame makers.
 Planers (lumber mill).
 Plasterers.
 Plasterers' tenders.
 Polishers.
 Porters.

Potters.
 Printers.
 Quarrymen.
 Ragmen.
 Rag sorters.
 Riggers.
 Roofers.
 Roofers' helpers.
 Rope makers.
 Rubber garment makers.
 Rubber mill operatives.
 Sail makers.
 Section hands.
 Setters-up (furnaces).
 Sewing-machine operatives (tailor shop).
 Shank makers.
 Sheet iron workers.
 Ship painters.
 Shippers.
 Shirt makers.
 Shoe cutters.
 Shoe factory operatives.
 Silk mill operatives.
 Silk weavers.
 Silversmiths.
 Slaters.
 Soapstone workers.
 Soda water makers.
 Sole cutters.
 Spring bed makers.
 Steam boiler tenders.
 Steamfitters.
 Steamfitters' helpers.
 Steel polishers.
 Stevedores.
 Stewards.
 Stone cutters.
 Stone drillers.
 Stone layers.
 Stone masons and pavers.
 Stone pavers.
 Stone painters.
 Stone workers.
 Storekeepers.
 Suspender makers.
 Switchmen.
 Tailors and bookbinders.
 Tanners.

Teamsters and collectors.
 Terra-cotta workers.
 Thread mill operatives.
 Tinsmiths and painters.
 Tool dressers.
 Tool sharpeners.
 Truckmen.
 Trunk makers.
 Umbrella makers.
 Varnishers.
 Watchmen.
 Weavers.
 Wheelwrights.

Whitewashers.
 Whitewashers and paper hangers.
 Wiremen.
 Wire workers.
 Wood carvers.
 Wood finishers.
 Wood polishers.
 Wood sawyers.
 Wood turners.
 Woodworkers.
 Woollen mill operatives.
 Wool sorters.
 Yard men.

The table of classified occupations and the list of occupations in detail just presented, indicate the great variety of employments represented by the applicants.

Having presented this detail, we accompany it with the following analysis table, bringing forward all occupations in which more than 150 persons were found, in comparison with the aggregates, and accompanied by percentages :

OCCUPATIONS.	AGE PERIODS				Age Unknown	AGGREGATES	
	Under 21	21 but under 45	45 but under 60	60 and over		Number	Percentages
Carpenters,	2	140	41	14	11	208	2.79
Laborers,	67	3,080	741	81	146	4,115	55.16
Painters,	1	130	30	1	7	169	2.27
Tailors,	21	628	92	22	4	768	10.29
Teamsters,	9	245	21	3	16	294	3.94
Other occupations, . .	62	1,445	278	49	72	1,906	25.55
TOTALS,	162	5,668	1,203	171	256	7,460	100.00

From this condensed summary, it is at once seen that while the variety of occupations was very great, nevertheless more than one-half the total number of applicants, that is to say, 4,115, or 55.16 per cent, were laborers. In other words, they were not skilled workmen. Of these, 3,080 were between the ages of 21 and 45 years. Leaving out of account 25.55 per cent of the total number who were diffused among a variety of occupations, and classed under the head of "other occupations" in this table, it will be noted that 768, or 10.29 per cent of the total

number, are classed as tailors; 294, or 3.94 per cent, were teamsters; 208, or 2.79 per cent, were carpenters; and 169, or 2.27 per cent, were painters. The carpenters and painters belong to trades which annually suffer by seasonal depressions; teamsters were probably affected by the prevailing industrial depression; and tailors also were thus affected. It should be remembered that the word "tailor," as used in the table, is used rather broadly, and applies to various occupations connected with the manufacture of clothing, but not necessarily including those who are sufficiently skilled to be called tailors in the strict acceptation of the word. Among the occupations in detail will be noticed pressmen, clothing cutters, clothing trimmers, and other occupations in which the applicant stated a distinct branch of work performed. All of these workmen felt the depression in the clothing industry. It was found in certain wards persons of particular occupations were in preponderance. For instance, in ward 6 the number of laborers who applied was 714, out of a total of 1,062 applicants; in ward 7, the number of laborers was 419, out of a total of 892 applicants; in this ward also the number of so-called tailors was 219; and in ward 8 was 190, out of a total of 595 applicants.

The next table shows the means of support relied upon by applicants during the period of unemployment. The information is for the city at large.

MEANS OF SUPPORT DURING PERIOD OF UNEMPLOYMENT.	SINGLE		MARRIED		WIDOWED AND NOT GIVEN		AGGREGATES	
	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents
THE CITY OF BOSTON.	1,183	2,149	6,047	19,616	230	519	7,460	22,284
Begging of children, and picking up coal on the street, . . .	-	-	1	6	-	-	1	6
Credit,	-	-	10	29	1	-	11	29
Credit and goods pledged (pawn broker),	-	-	1	3	-	-	1	3
Credit and help,	-	-	2	6	-	-	2	6
Credit and relatives,	-	-	1	5	-	-	1	5
Credit and sold furniture,	-	-	1	4	-	-	1	4
Credit, help, and earnings (son),	-	-	1	6	-	-	1	6
Earnings (daughter),	-	-	1	2	-	-	1	2
Earnings (sister),	1	2	-	-	-	-	1	2
Earnings (son),	-	-	8	32	-	-	8	32
Earnings (wife),	-	-	5	25	-	-	5	25

MEANS OF SUPPORT DURING PERIOD OF UNEM- PLOYMENT.	SINGLE		MARRIED		WIDOWED AND NOT GIVEN		AGGREGATES	
	Num- ber of Applic- ants	Number of Depend- ents	Number of Applic- ants	Number of Depend- ents	Number of Applic- ants	Number of Depend- ents	Number of Applic- ants	Number of Depend- ents
THE CITY OF BOSTON — Con.								
Help and savings,	-	-	1	3	-	-	1	3
Help (boarder),	-	-	1	2	-	-	1	2
Help (brother),	2	2	-	-	-	-	2	2
Help (brother and sister), . .	1	3	-	-	-	-	1	3
Help (charity),	3	3	33	133	1	3	37	139
Help (children),	-	-	6	20	-	-	6	20
Help (church),	-	-	1	3	-	-	1	3
Help (daughter),	-	-	6	22	1	1	7	23
Help (father),	-	-	1	2	-	-	1	2
Help (friends),	9	19	17	50	1	-	27	69
Help (friends and charity), . .	-	-	1	2	-	-	1	2
Help (married children), . . .	-	-	1	4	-	-	1	4
Help (mother),	1	4	-	-	-	-	1	4
Help (mother-in-law),	-	-	1	3	-	-	1	3
Help (occasional),	-	-	2	6	-	-	2	6
Help (partly charity),	1	5	-	-	-	-	1	5
Help (relatives),	-	-	1	1	-	-	1	1
Help (sister),	3	5	1	2	-	-	4	7
Help (son),	-	-	5	18	-	-	5	18
Help (various sources),	2	10	3	12	-	-	5	22
Help (wife),	-	-	30	71	-	-	30	71
Help (wife and charity),	-	-	1	3	-	-	1	3
Help (wife and daughter), . . .	-	-	1	3	-	-	1	3
Income from store,	1	2	1	1	-	-	2	3
Lodgers,	-	-	1	4	-	-	1	4
No assistance,	316	618	1,831	5,853	83	218	2,230	6,689
Not given,	447	737	1,923	6,443	62	94	2,432	7,274
Odd jobs,	266	519	1,240	3,979	61	138	1,567	4,636
Odd jobs and credit,	-	-	1	3	-	-	1	3
Odd jobs and earnings (son), . .	-	-	2	7	-	-	2	7
Odd jobs and help,	1	1	9	38	-	-	10	39
Odd jobs and help (daughter), . .	-	-	1	6	-	-	1	6
Odd jobs and help (friend), . . .	-	-	2	5	-	-	2	5
Odd jobs and help (mother), . . .	1	2	-	-	1	2	2	4
Odd jobs and help (neighbor), . .	-	-	1	2	-	-	1	2
Odd jobs and help (wife),	-	-	2	6	-	-	2	6
Odd jobs and savings,	-	-	4	16	-	-	4	16
Odd jobs, credit, and help, . . .	1	2	1	2	-	-	2	4
Odd jobs, savings, and help, . . .	-	-	1	3	-	-	1	3
Savings,	126	213	879	2,754	19	63	1,024	3,030
Savings and goods pledged (pawn broker),	-	-	1	6	-	-	1	6
Savings and help (friend),	-	-	1	4	-	-	1	4
Savings and help (relatives and friends),	1	2	-	-	-	-	1	2
Savings and help (wife and charity),	-	-	1	5	-	-	1	5
Savings, credit, and sold ef- fects,	-	-	1	1	-	-	1	1

In the preceding table the applicants are classed as "single," "married," "widowed and not given," and the various means of support are specified in detail. It should be understood, however, that the classification as to whether single or married is far from accurate. As soon as it was understood that work was mainly to be given to those who were married and had families dependent upon them for support, most of the applicants stated that they were married. In many cases subsequent investigation disclosed that this statement was incorrect, and in general, only partial reliance can be placed upon the specification as to whether single or married.

Taking the information, however, as it stands in the table, 1,183 are classed as single and 6,047 as married. It will be seen that the number of dependents upon applicants classed as single was 2,149, and the number of dependents upon those classed as married, 19,616. There are 230 applicants classed as widowed or conjugal condition not given, and these applicants had 519 dependents. Altogether, 7,460 applicants had 22,284 persons depending upon them for support.

It will be noticed that by far the larger portion of the applicants either had no assistance, which practically means no means of support during the period of unemployment, or the

	OCCUPATIONS.	APPLICANTS HAVING OTHER WAGE EARNERS IN FAMILY			
		Number of Applicants	Number of Other Wage Earners	Totals	Number of Dependents
1	Bakers,	2	4	6	3
2	Barbers,	1	1	2	3
3	Blacksmiths,	5	8	13	17
4	Brakemen,	-	-	-	-
5	Brass finishers,	2	3	5	6
6	Bricklayers,	1	5	6	-
7	Cabinet makers,	1	1	2	5
8	Carpenters,	17	24	41	59
9	Cigar makers,	-	-	-	-
10	Clerks,	3	7	10	9
11	Cooks,	5	5	10	12
12	Engineers,	2	2	4	9
13	Firemen,	-	-	-	-
14	Fishermen,	1	1	2	5
15	Gardeners,	1	1	2	6
16	Gasfitters,	-	-	-	-
17	Glaziers,	2	2	4	3

means of support was not given. Under the first head reported as having no assistance, 2,230 are found, having 6,689 dependents; under the head "not given" will be found 2,432, having 7,274 dependents. Passing these two classes, the greatest aggregation in numbers, namely, 1,567 applicants, will be found to have had odd jobs during the period of unemployment, and the number of dependents who relied upon these persons was 4,636. The other applicants may be found classed under various means of support. Eleven of them stated that they relied upon credit; 37 others will be found to have received help from charitable sources; 27 others were helped by friends; a few others, varying in number under the different heads specified, received help from relatives or from the earnings of relatives, or from such sources with the assistance of credit, or relied upon other temporary means of support specified in the table.

The next table relates to the occupations of applicants, showing for the city at large, using the occupation heads that appeared in the table on page 155, the number of applicants of each occupation having other wage earners in the family, the number not having other wage earners in the family, and the number of dependents in each case.

APPLICANTS NOT HAVING OTHER WAGE EARNERS IN FAMILY		AGGREGATES					
Number of Applicants	Number of Dependents	Number of Applicants	Number of Other Wage Earners	Total of Ap- plicants and Wage Earners	Number of Dependents	Total Number of Persons	
26	86	28	4	32	89	121	1
15	40	16	1	17	43	60	2
42	141	47	8	55	158	213	3
11	32	11	-	11	32	43	4
12	40	14	3	17	46	63	5
23	80	24	5	29	80	109	6
31	114	32	1	33	119	152	7
191	541	208	24	232	600	832	8
18	62	18	-	18	62	80	9
35	85	38	7	45	94	139	10
25	70	30	5	35	82	117	11
29	83	31	2	33	92	125	12
17	51	17	-	17	51	68	13
20	50	21	1	22	55	77	14
10	34	11	1	12	40	52	15
10	27	10	-	10	27	37	16
8	36	10	2	12	39	51	17

	OCCUPATIONS.	APPLICANTS HAVING OTHER WAGE EARNERS IN FAMILY			
		Number of Applicants	Number of Other Wage Earners	Totals	Number of Dependents
1	Hod carriers,	-	-	-	-
2	Hostlers,	2	3	5	7
3	Iron moulders,	-	-	-	-
4	Junk dealers,	-	-	-	-
5	Laborers,	169	217	386	613
6	Longshoremen,	1	1	2	2
7	Machinists,	4	7	11	7
8	Masons,	-	-	-	-
9	Painters,	4	5	9	10
10	Pavers,	1	2	3	8
11	Peddlers,	5	5	10	23
12	Plumbers,	2	2	4	6
13	Pressmen,	2	3	5	1
14	Pressmen (tailor work),	4	7	11	14
15	Rag pickers,	-	-	-	-
16	Salesmen,	-	-	-	-
17	Shoemakers,	2	4	6	15
18	Tailors,	28	32	60	113
19	Teamsters,	14	15	29	42
20	Tinsmiths,	2	2	4	5
21	Upholsterers,	1	1	2	4
22	Waiters,	1	3	4	2
23	Watchmakers,	1	4	5	-
24	Not given,	-	-	-	-
25	Other occupations,	67	88	155	225
26	TOTALS,	353	465	818	1,234

We may illustrate the method to be employed in reading this table by noting that the first line shows that two applicants who were bakers had four wage earners in their families, the total number of wage earners connected with these applicants being six, and the number of dependents, other than wage earners, being three. Other applicants who were bakers without other wage earners in their families numbered 26, with 86 persons dependent upon them. Uniting the two classes of bakers, we find under that head 28 applicants having altogether four other wage earners in their families. The number of dependents relying upon these applicants and wage earners was 89; there were, therefore, 121 persons who were connected with the bakers among the applicants who were out of employment.

Again, taking the largest class of applicants, namely, labor-

APPLICANTS NOT HAVING OTHER WAGE EARNERS IN FAMILY		AGGREGATES					
Number of Applicants	Number of Dependents	Number of Applicants	Number of Other Wage Earners	Total of Ap- plicants and Wage Earners	Number of Dependents	Total Number of Persons	
25	70	25	-	25	70	95	1
29	71	31	3	34	78	112	2
20	64	20	-	20	64	84	3
13	48	13	-	13	48	61	4
3,946	11,627	4,115	217	4,332	12,240	16,572	5
31	90	32	1	33	92	125	6
84	231	88	7	95	238	333	7
43	161	43	-	43	161	204	8
165	450	169	5	174	460	634	9
15	46	16	2	18	54	72	10
44	139	49	5	54	162	216	11
18	59	20	2	22	65	87	12
14	56	16	3	19	57	76	13
14	48	18	7	25	62	87	14
55	194	55	-	55	194	249	15
16	26	16	-	16	26	42	16
78	267	80	4	84	282	366	17
740	2,309	768	32	800	2,422	3,222	18
280	809	294	15	309	851	1,160	19
34	105	36	2	38	110	148	20
12	31	13	1	14	35	49	21
27	62	28	3	31	64	95	22
6	17	7	4	11	17	28	23
48	71	48	-	48	71	119	24
827	2,427	894	88	982	2,652	3,634	25
7,107	21,050	7,460	465	7,925	22,284	30,209	26

ers, we find that there were 169 of this class who had other wage earners in their families, the number of such other wage earners being 217, making the total number of wage earners connected with these families, 386, the number of dependents being 613. On the other hand, there were 3,946 laborers among the applicants who had no other wage earners in their families, and upon them 11,627 persons were dependent. Uniting these two classes, we have, in the aggregate, 4,115 laborers, having in their families 217 other wage earners, making the total number of applicants and wage earners among the laborers, 4,332; and depending upon them were 12,240 persons, resulting in a total of 16,572 persons who were directly dependent upon the applicants classed as laborers. It is not necessary to pursue the analysis further. The final line of the table, in which totals are presented, indicates that as to all the

applicants included under the various occupation heads, 353 had other wage earners to the number of 465 in their families. This gives, in the aggregate, 818 wage earners in the families of these applicants, and upon them 1,234 persons were dependent. On the other hand, 7,107 applicants had no other wage earners in their families, and upon these applicants 21,050 persons were dependent.

Considering the applicants in the aggregate, the number being 7,460, there were but 465 other wage earners connected with their families; the total number of applicants and wage earners connected with them being 7,925, the number of dependents being 22,284; or a grand total of 30,209 persons who were

	OCCUPATIONS.	NO WORK SINCE OUT OF EMPLOYMENT		
		Number of Applicants	Aggregate Time out of Employment (months)	Average Time out of Employment (months)
1	Bakers,	18	90	5.00
2	Barbers,	6	14	2.33
3	Blacksmiths,	29	117	4.03
4	Brakemen,	5	12	2.40
5	Brass finishers,	6	25	4.17
6	Bricklayers,	13	31	2.38
7	Cabinet makers,	16	57	3.56
8	Carpenters,	121	328	2.71
9	Cigar makers,	15	86	5.73
10	Clerks,	24	117	4.88
11	Cooks,	22	45	2.05
12	Engineers,	16	45	2.81
13	Firemen,	10	31	3.10
14	Fishermen,	18	26	2.00
15	Gardeners,	7	35	5.00
16	Gasfitters,	5	9	1.80
17	Glaziers,	3	14	4.67
18	Hod carriers,	17	48	2.82
19	Hostlers,	16	27	1.69
20	Iron moulders,	12	41	3.42
21	Junk dealers,	10	27	2.70
22	Laborers,	2,107	5,807	2.76
23	Longshoremen,	14	31	2.21
24	Machinists,	56	210	3.75
25	Masons,	80	83	2.77
26	Painters,	97	292	3.01
27	Pavers,	12	42	3.50
28	Peddlers,	23	77	3.35
29	Plumbers,	7	17	2.43
30	Pressmen,	14	57	4.07
31	Pressmen (tailor work),	9	36	4.00
32	Rag pickers,	22	68	3.09

connected with the whole number of applicants who applied for work-relief at the Court House.

The final table of this series relates to occupations, and classifies the number of applicants of different occupations so as to show those who had received no work after being thrown out of employment before receiving work-relief, and also the number who had obtained odd jobs in the interim, with information under each head as to the aggregate time out of employment, the average time out of employment, the aggregate amount of work-relief, and the average amount of work-relief. The table also shows the number under each occupation who did not receive work-relief, and the total number of applicants.

NO WORK SINCE OUT OF EMPLOYMENT		ODD JOBS SINCE OUT OF EMPLOYMENT			Number of Persons not Supplied with Work-Relief	Total Number of Applicants	
Aggregate Amount of Work-Relief	Average Amount of Work-Relief	Number of Applicants	Aggregate Amount of Work-Relief	Average Amount of Work-Relief			
\$184.00	\$10.22	4	\$43.50	\$10.88	6	28	1
60.00	10.00	3	41.00	14.67	7	16	2
266.75	9.20	9	68.50	7.61	9	47	3
34.50	6.90	5	36.00	7.20	1	11	4
62.00	10.33	4	39.00	9.75	4	14	5
123.00	9.46	5	40.50	8.10	6	24	6
150.00	9.38	12	124.50	10.38	4	32	7
958.50	7.92	43	299.50	6.97	44	208	8
115.50	7.70	1	24.00	24.00	2	18	9
262.75	10.95	3	29.75	9.92	11	38	10
218.50	9.84	7	58.50	8.36	1	30	11
100.50	6.28	12	158.00	13.17	3	31	12
130.50	13.05	3	34.50	11.50	4	17	13
96.00	7.38	2	46.50	23.25	6	21	14
78.00	10.86	2	22.00	11.00	2	11	15
55.50	11.10	2	18.00	9.00	3	10	16
16.50	5.50	3	18.00	6.00	4	10	17
120.00	7.06	4	54.00	13.50	4	25	18
178.50	11.16	8	89.00	11.13	7	31	19
93.00	7.75	6	66.00	11.00	2	20	20
89.25	8.93	2	42.00	21.00	1	13	21
25,634.00	12.17	987	11,762.00	11.92	1,021	4,115	22
123.00	8.79	12	76.50	6.38	6	32	23
549.25	9.81	17	285.50	16.79	15	88	24
261.50	8.72	8	63.00	7.88	5	43	25
810.75	8.36	41	397.50	9.70	31	169	26
171.50	14.29	3	43.50	14.50	1	16	27
149.25	6.49	15	140.50	9.37	11	49	28
61.50	8.79	8	71.25	8.91	5	20	29
173.50	12.39	1	13.50	13.50	1	16	30
109.50	12.17	6	72.00	12.00	3	18	31
164.50	7.48	20	214.00	10.70	13	55	32

	OCCUPATIONS.	NO WORK SINCE OUT OF EMPLOYMENT		
		Number of Applicants	Aggregate Time out of Employment (months)	Average Time out of Employment (months)
1	Bakers,	10	34	3.40
2	Shoemakers,	85	129	3.69
3	Tailors,	484	1,710	3.94
4	Teamsters,	168	395	2.50
5	Tinsmiths,	26	82	3.15
6	Upholsterers,	8	9	3.00
7	Walters,	19	82	4.32
8	Watchmakers,	5	18	3.60
9	Not given,	85	22	0.63
10	Other occupations,	526	1,734	3.30
11	TOTALS,	4,026	12,160	3.02

The information contained in this table applies to the city at large. It is not only interesting, but easily grasped. Take, for instance, the first line of the table. It appears that 18 bakers who applied for work-relief had received no work, after being thrown out of employment, prior to their application. The aggregate time out of employment amounted to 90 months; that is, was equivalent to 90 months' unemployment for one man. The average time out of employment was five months. The aggregate amount of work-relief furnished to these bakers amounted to \$184, or an average amount of \$10.22 per man. Besides these, there were four bakers who applied for work-relief who had received odd jobs after being thrown out of employment and before their application. These men received work-relief to the amount of \$43.50, or an average amount of \$10.88 per man. There were six bakers who were not supplied with work-relief, making the total number of persons of this occupation who applied, 28.

Consider also the most numerous class represented, the laborers. Of these, 2,107 had obtained no work, after being thrown out of employment, before applying for relief. The aggregate time out of employment amounted to 5,807 months, or was equivalent to 5,807 months' unemployment for one man. The average time out of employment was 2.76 months. These persons received work-relief amounting, in the aggregate, to \$25,634, but this was only \$12.17 per man, on the average.

NO WORK SINCE OUT OF EMPLOYMENT		ODD JOBS SINCE OUT OF EMPLOYMENT			Number of Persons not Supplied with Work-Relief	Total Number of Applicants	
Aggregate Amount of Work-Relief	Average Amount of Work-Relief	Number of Applicants	Aggregate Amount of Work-Relief	Average Amount of Work-Relief			
\$103.50	\$10.35	2	\$15.00	\$7.50	4	16	1
283.50	8.10	22	219.50	9.98	23	80	2
4,541.00	10.46	159	1,822.00	11.46	175	768	3
1,548.00	9.80	73	718.25	9.84	68	294	4
193.50	7.44	5	31.50	6.30	5	36	5
37.50	12.50	6	40.50	6.75	4	18	6
168.00	8.84	3	80.00	10.00	6	28	7
83.00	6.00	1	7.50	7.50	1	7	8
400.50	11.44	2	27.00	13.50	11	48	9
5,208.25	9.90	204	2,484.75	11.94	164	894	10
\$44,112.25	\$10.96	1,735	\$19,841.00	\$11.44	1,699	7,460	11

There were 987 other laborers who applied who had obtained odd jobs after being thrown out of regular employment, and these men received work-relief amounting to \$11,762, or an average of \$11.92 per man. There were 1,021 other laborers who applied, but who did not receive work-relief, the aggregate number of laborers applying being 4,115.

The significance of these figures lies in the fact that, while in most cases the men had been out of employment for a considerable length of time on the average, for instance, in the case of the bakers who received work-relief, five months, and in the case of the laborers, 2.76 months, nevertheless, the amount of work-relief which they received, although aggregating a large sum, amounted on the average to scarcely more than one week's pay each. This statement, in general, applies to all persons of the different occupations represented in the table, but the figures need not be followed in detail.

The next series of tables relates to the work furnished to women at the Bedford street work-rooms. This work was also paid for from funds under the control of the Citizens Relief Committee, the administration of the work-rooms being, as stated, in the hands of a sub-committee composed of women.

The first table presents, by wards and precincts, the number of applicants discriminated as to native and foreign born, the number supplied or not supplied with work-relief, the number

of days' work furnished at 80 cents per day, and the total value of work-relief, that is, the total amount of wages paid for work done.

WARDS AND PRECINCTS.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not Supplied	Totals		
<i>Ward 1.</i>	21	19	8	48	36	12	48	369	\$295.20
Precinct 1, . . .	5	6	3	14	11	3	14	135	108.00
Precinct 2, . . .	1	1	2	4	3	1	4	21	16.80
Precinct 3, . . .	1	2	-	3	1	2	3	18	14.40
Precinct 4, . . .	1	-	1	2	2	-	2	15	12.00
Precinct 6, . . .	1	2	1	4	2	2	4	12	9.60
Precinct 7, . . .	7	5	-	12	11	1	12	111	88.80
Precinct 8, . . .	5	1	1	7	4	3	7	36	28.80
Precinct 9, . . .	-	2	-	2	2	-	2	21	16.80
<i>Ward 2.</i>	14	50	11	75	62	13	75	711	\$568.80
Precinct 1, . . .	1	10	4	15	14	1	15	150	120.00
Precinct 2, . . .	2	7	2	11	8	3	11	99	79.20
Precinct 3, . . .	1	4	2	7	6	1	7	51	40.80
Precinct 4, . . .	2	9	2	13	9	4	13	114	91.20
Precinct 5, . . .	4	11	-	15	12	3	15	168	134.40
Precinct 6, . . .	2	6	-	8	7	1	8	69	55.20
Precinct 7, . . .	2	3	1	6	6	-	6	60	48.00
<i>Ward 3.</i>	17	31	3	51	40	11	51	477	\$381.60
Precinct 1, . . .	3	1	-	4	2	2	4	33	26.40
Precinct 2, . . .	-	3	2	5	4	1	5	51	40.80
Precinct 3, . . .	-	1	-	1	1	-	1	9	7.20
Precinct 4, . . .	6	10	-	16	13	3	16	156	124.80
Precinct 5, . . .	4	14	1	19	15	4	19	171	136.80
Precinct 6, . . .	4	2	-	6	5	1	6	57	45.60
<i>Ward 4.</i>	21	16	16	53	37	16	53	486	\$388.80
Precinct 1, . . .	7	6	1	14	13	1	14	162	129.60
Precinct 2, . . .	3	2	3	8	6	2	8	96	76.80
Precinct 3, . . .	3	2	2	7	6	1	7	63	50.40
Precinct 4, . . .	-	2	3	5	3	2	5	33	26.40
Precinct 5, . . .	5	2	3	10	4	6	10	75	60.00
Precinct 6, . . .	3	2	4	9	5	4	9	57	45.60
<i>Ward 5.</i>	13	35	7	55	45	10	55	444	\$355.20
Precinct 1, . . .	1	1	-	2	1	1	2	3	2.40
Precinct 2, . . .	1	4	1	6	6	-	6	57	45.60
Precinct 3, . . .	4	14	1	19	16	3	19	168	134.40
Precinct 4, . . .	1	6	1	8	7	1	8	69	55.20
Precinct 5, . . .	1	6	1	8	6	2	8	39	31.20
Precinct 6, . . .	5	4	3	12	9	3	12	108	86.40

WARDS AND PRECINCTS.	APPLICANTS				WORK-RELIEF			Number of Days Work at 80 Cents per Day	Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not Supplied	Totals		
<i>Ward 6.</i>	42	222	81	295	231	64	295	2,610	\$2,088.00
Precinct 1, . . .	13	52	11	76	57	19	76	681	544.80
Precinct 2, . . .	5	51	12	68	52	16	68	633	506.40
Precinct 3, . . .	15	41	6	62	53	9	62	585	468.00
Precinct 4, . . .	3	27	1	31	24	7	31	204	163.20
Precinct 5, . . .	6	51	1	58	45	13	58	507	405.60
<i>Ward 7.</i>	24	231	32	287	221	66	287	2,220	\$1,776.00
Precinct 1, . . .	7	23	4	34	30	4	34	297	237.60
Precinct 2, . . .	1	47	5	53	43	10	53	414	331.20
Precinct 3, . . .	4	44	10	58	43	15	58	393	314.40
Precinct 4, . . .	5	49	8	62	44	18	62	482	345.60
Precinct 5, . . .	7	68	5	80	61	19	80	684	547.20
<i>Ward 8.</i>	48	293	50	391	317	74	391	3,822	\$3,057.60
Precinct 1, . . .	9	10	6	25	18	7	25	156	124.80
Precinct 2, . . .	3	10	1	14	13	1	14	129	103.20
Precinct 3, . . .	7	32	6	45	39	6	45	513	410.40
Precinct 4, . . .	14	111	16	141	112	29	141	1,338	1,070.40
Precinct 5, . . .	8	63	10	81	64	17	81	816	652.80
Precinct 6, . . .	7	67	11	85	71	14	85	870	696.00
<i>Ward 9.</i>	40	38	19	97	75	22	97	789	\$631.20
Precinct 1, . . .	2	2	2	6	4	2	6	60	48.00
Precinct 2, . . .	6	2	4	12	9	3	12	90	72.00
Precinct 3, . . .	8	6	3	17	15	2	17	141	112.80
Precinct 4, . . .	7	5	4	16	14	2	16	147	117.60
Precinct 5, . . .	17	23	6	46	33	13	46	351	280.80
<i>Ward 10.</i>	13	18	19	50	28	22	50	294	\$235.20
Precinct 1, . . .	1	-	4	5	5	-	5	45	36.00
Precinct 2, . . .	-	-	1	1	1	-	1	6	4.80
Precinct 3, . . .	3	2	1	6	2	4	6	30	24.00
Precinct 4, . . .	9	16	13	38	20	18	38	213	170.40
<i>Ward 11.</i>	26	36	24	86	62	24	86	606	\$484.80
Precinct 4, . . .	-	1	-	1	1	-	1	3	2.40
Precinct 5, . . .	11	17	10	38	26	12	38	267	213.60
Precinct 6, . . .	11	16	9	36	26	10	36	246	196.80
Precinct 7, . . .	-	-	2	2	2	-	2	12	9.60
Precinct 8, . . .	1	1	-	2	1	1	2	3	2.40
Precinct 9, . . .	2	1	2	5	4	1	5	69	55.20
Precinct 11, . . .	1	-	1	2	2	-	2	6	4.80
<i>Ward 12.</i>	82	176	64	322	240	82	322	2,430	\$1,944.00
Precinct 1, . . .	16	32	6	54	38	16	54	390	312.00
Precinct 2, . . .	14	33	9	56	42	14	56	426	340.80
Precinct 3, . . .	21	53	21	95	70	25	95	669	535.20

WARDS AND PRECINCTS.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work-Relief
	Native Born	Foreign Born	Birth-place not Given	Totals	Number Supplied	Number not Supplied	Totals		
<i>Ward 12—Con.</i>									
Precinct 4, . . .	24	45	23	92	72	20	92	759	\$607.20
Precinct 5, . . .	7	13	5	25	18	7	25	186	148.80
<i>Ward 13.</i>	183	228	57	418	325	93	418	3,783	\$3,026.40
Precinct 1, . . .	34	40	13	87	65	22	87	699	559.20
Precinct 2, . . .	24	47	9	80	61	19	80	702	561.60
Precinct 3, . . .	13	38	7	58	42	16	58	546	436.80
Precinct 4, . . .	21	22	8	51	40	11	51	402	321.60
Precinct 5, . . .	12	14	3	29	26	3	29	339	271.20
Precinct 6, . . .	5	15	3	23	14	9	23	174	139.20
Precinct 7, . . .	8	19	6	33	27	6	33	309	247.20
Precinct 8, . . .	5	9	2	16	14	2	16	144	115.20
Precinct 9, . . .	11	24	6	41	36	5	41	468	374.40
<i>Ward 14.</i>	73	58	32	163	142	21	163	1,590	\$1,272.00
Precinct 1, . . .	11	7	1	19	16	3	19	192	153.60
Precinct 2, . . .	21	16	2	39	34	5	39	369	295.20
Precinct 3, . . .	14	12	10	36	31	5	36	393	314.40
Precinct 4, . . .	4	7	3	14	11	3	14	144	115.20
Precinct 5, . . .	1	2	3	6	6	-	6	42	33.60
Precinct 6, . . .	2	5	3	10	9	1	10	102	81.60
Precinct 7, . . .	4	1	1	6	6	-	6	39	31.20
Precinct 8, . . .	2	2	1	5	5	-	5	69	55.20
Precinct 9, . . .	5	4	2	11	10	1	11	129	103.20
Precinct 10, . . .	2	-	-	2	2	-	2	21	16.80
Precinct 11, . . .	4	-	3	7	5	2	7	39	31.20
Precinct 12, . . .	3	2	3	8	7	1	8	51	40.80
<i>Ward 15.</i>	42	79	24	145	126	19	145	1,539	\$1,231.20
Precinct 1, . . .	10	33	7	50	44	6	50	513	410.40
Precinct 2, . . .	6	6	2	14	14	-	14	174	139.20
Precinct 3, . . .	4	2	-	6	4	2	6	36	28.80
Precinct 4, . . .	2	5	-	7	5	2	7	72	57.60
Precinct 5, . . .	2	3	1	6	5	1	6	81	64.80
Precinct 6, . . .	6	15	8	29	24	5	29	276	220.80
Precinct 7, . . .	7	12	2	21	19	2	21	276	220.80
Precinct 8, . . .	5	3	4	12	11	1	12	111	88.80
<i>Ward 16.</i>	68	207	61	336	261	75	336	2,934	\$2,347.20
Precinct 1, . . .	8	30	7	45	38	7	45	495	396.00
Precinct 2, . . .	18	22	10	50	36	14	50	306	244.80
Precinct 3, . . .	4	11	9	24	19	5	24	159	127.20
Precinct 4, . . .	4	14	5	23	20	3	23	231	184.80
Precinct 5, . . .	21	74	15	110	86	24	110	1,011	808.80
Precinct 6, . . .	13	56	15	84	62	22	84	732	585.60
<i>Ward 17.</i>	53	65	29	147	100	47	147	975	\$780.00
Precinct 1, . . .	2	4	2	8	6	2	8	39	31.20
Precinct 2, . . .	1	1	-	2	1	1	2	3	2.40

WARDS AND PRECINCTS.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not Supplied	Totals		
<i>Ward 17 — Con.</i>									
Precinct 3, . . .	2	4	3	9	7	2	9	39	\$31.20
Precinct 4, . . .	2	2	2	6	5	1	6	42	33.60
Precinct 5, . . .	5	6	1	12	6	6	12	78	62.40
Precinct 6, . . .	14	21	9	44	31	13	44	291	232.80
Precinct 7, . . .	14	17	6	37	21	16	37	213	170.40
Precinct 8, . . .	13	10	6	29	23	6	29	270	216.00
<i>Ward 18.</i>	25	35	10	70	55	15	70	648	\$518.40
Precinct 1, . . .	-	1	1	2	2	-	2	30	24.00
Precinct 2, . . .	1	1	-	2	-	2	2	-	-
Precinct 3, . . .	1	2	-	3	2	1	3	15	12.00
Precinct 4, . . .	3	4	1	8	6	2	8	39	31.20
Precinct 5, . . .	5	5	2	12	10	2	12	111	88.80
Precinct 6, . . .	10	18	4	32	26	6	32	318	254.40
Precinct 7, . . .	5	4	2	11	9	2	11	135	108.00
<i>Ward 19.</i>	55	59	23	137	101	36	137	1,110	\$888.00
Precinct 1, . . .	13	6	3	22	15	7	22	186	148.80
Precinct 2, . . .	2	15	3	20	15	5	20	162	129.60
Precinct 3, . . .	9	16	6	31	28	3	31	297	237.60
Precinct 4, . . .	5	3	1	9	4	5	9	39	31.20
Precinct 5, . . .	5	4	2	11	9	2	11	60	48.00
Precinct 6, . . .	4	2	3	9	7	2	9	42	33.60
Precinct 7, . . .	10	6	2	18	10	8	18	147	117.60
Precinct 8, . . .	5	2	1	8	7	1	8	99	79.20
Precinct 9, . . .	2	5	2	9	6	3	9	78	62.40
<i>Ward 20.</i>	42	41	18	101	79	22	101	813	\$650.40
Precinct 1, . . .	13	14	3	30	22	8	30	246	196.80
Precinct 2, . . .	6	10	1	17	13	4	17	132	105.60
Precinct 3, . . .	5	2	3	10	8	2	10	72	57.60
Precinct 4, . . .	1	2	2	5	5	-	5	39	31.20
Precinct 5, . . .	2	4	1	7	7	-	7	66	52.80
Precinct 6, . . .	6	4	2	12	8	4	12	105	84.00
Precinct 7, . . .	1	-	1	2	2	-	2	24	19.20
Precinct 8, . . .	6	1	1	8	8	-	8	61	48.80
Precinct 9, . . .	1	4	-	5	3	2	5	39	31.20
Precinct 10, . . .	1	-	1	2	2	-	2	6	4.80
Precinct 12, . . .	-	-	2	2	1	1	2	3	2.40
Precinct 13, . . .	-	-	1	1	-	1	1	-	-
<i>Ward 21.</i>	8	12	6	26	18	8	26	177	\$141.60
Precinct 1, . . .	-	2	1	3	2	1	3	12	9.60
Precinct 2, . . .	1	1	1	3	3	-	3	33	26.40
Precinct 3, . . .	-	1	-	1	1	-	1	12	9.60
Precinct 4, . . .	-	5	1	6	5	1	6	36	28.80
Precinct 5, . . .	6	2	1	9	5	4	9	78	62.40
Precinct 6, . . .	-	1	-	1	-	1	1	-	-

WARDS AND PRECINCTS.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not Supplied	Totals		
<i>Ward 21 — Con.</i>									
Precinct 10, . . .	1	-	-	1	1	-	1	3	\$2.40
Precinct 11, . . .	-	-	1	1	-	1	1	-	-
Precinct 12, . . .	-	-	1	1	1	-	1	3	2.40
<i>Ward 22.</i>	17	36	4	57	45	12	57	543	\$434.40
Precinct 1, . . .	2	1	-	3	3	-	3	24	19.20
Precinct 2, . . .	2	3	-	5	3	2	5	51	40.80
Precinct 3, . . .	4	8	1	13	9	4	13	141	112.80
Precinct 4, . . .	2	6	-	8	7	1	8	93	74.40
Precinct 5, . . .	2	6	-	8	7	1	8	72	57.60
Precinct 6, . . .	1	4	-	5	5	-	5	33	26.40
Precinct 7, . . .	2	5	1	8	7	1	8	99	79.20
Precinct 9, . . .	-	3	2	5	3	2	5	21	16.80
Precinct 10, . . .	2	-	-	2	1	1	2	9	7.20
<i>Ward 23.</i>	15	25	9	49	40	9	49	375	\$300.00
Precinct 1, . . .	1	2	2	5	4	1	5	21	16.80
Precinct 2, . . .	1	1	-	2	2	-	2	33	26.40
Precinct 3, . . .	2	1	2	5	4	1	5	27	21.60
Precinct 5, . . .	1	-	-	1	1	-	1	9	7.20
Precinct 6, . . .	-	-	1	1	-	1	1	-	-
Precinct 7, . . .	2	2	-	4	4	-	4	54	43.20
Precinct 8, . . .	1	13	4	18	15	3	18	129	103.20
Precinct 10, . . .	5	4	-	9	6	3	9	66	52.80
Precinct 12, . . .	1	1	-	2	2	-	2	12	9.60
Precinct 13, . . .	-	1	-	1	1	-	1	8	2.40
Precinct 14, . . .	1	-	-	1	1	-	1	21	16.80
<i>Ward 24.</i>	7	10	8	25	18	7	25	195	\$156.00
Precinct 1, . . .	1	1	-	2	1	1	2	6	4.80
Precinct 2, . . .	-	1	-	1	1	-	1	15	12.00
Precinct 3, . . .	-	1	1	2	-	2	2	-	-
Precinct 4, . . .	3	3	1	7	7	-	7	81	64.80
Precinct 5, . . .	-	1	2	3	1	2	3	3	2.40
Precinct 6, . . .	-	2	-	2	2	-	2	30	24.00
Precinct 7, . . .	-	-	1	1	1	-	1	3	2.40
Precinct 8, . . .	1	-	-	1	1	-	1	21	16.80
Precinct 10, . . .	-	-	1	1	1	-	1	15	12.00
Precinct 13, . . .	1	-	1	2	2	-	2	12	9.60
Precinct 15, . . .	-	-	1	1	1	-	1	9	7.20
Precinct 16, . . .	1	1	-	2	-	2	2	-	-
<i>Ward 25.</i>	1	2	1	4	3	1	4	27	\$21.60
Precinct 1, . . .	-	1	-	1	1	-	1	6	4.80
Precinct 3, . . .	1	-	-	1	1	-	1	18	14.40
Precinct 4, . . .	-	1	1	2	1	1	2	3	2.40

RECAPITULATION.

THE CITY, AND WARDS.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not Supplied	Totals		
THE CITY OF BOSTON.	900	2,028	597	3,525	2,728	797	3,525	30,060	\$24,048.00
Ward 1, . . .	21	19	8	48	36	12	48	369	295.20
Ward 2, . . .	14	50	11	75	62	13	75	711	568.80
Ward 3, . . .	17	31	3	51	40	11	51	477	381.60
Ward 4, . . .	21	16	16	53	37	16	53	486	388.80
Ward 5, . . .	13	35	7	55	45	10	55	444	355.20
Ward 6, . . .	42	222	31	295	231	64	295	2,610	2,088.00
Ward 7, . . .	24	231	32	287	221	66	287	2,220	1,776.00
Ward 8, . . .	48	293	50	391	317	74	391	3,822	3,057.60
Ward 9, . . .	40	38	19	97	75	22	97	789	631.20
Ward 10, . . .	13	18	19	50	28	22	50	294	235.20
Ward 11, . . .	26	36	24	86	62	24	86	606	484.80
Ward 12, . . .	82	176	64	322	240	82	322	2,430	1,944.00
Ward 13, . . .	133	228	57	418	325	93	418	3,783	3,026.40
Ward 14, . . .	73	58	32	163	142	21	163	1,590	1,272.00
Ward 15, . . .	42	79	24	145	126	19	145	1,539	1,231.20
Ward 16, . . .	68	207	61	336	261	75	336	2,934	2,347.20
Ward 17, . . .	53	65	29	147	100	47	147	975	780.00
Ward 18, . . .	25	35	10	70	55	15	70	648	518.40
Ward 19, . . .	55	59	23	137	101	36	137	1,110	888.00
Ward 20, . . .	42	41	18	101	79	22	101	813	650.40
Ward 21, . . .	8	12	6	26	18	8	26	177	141.60
Ward 22, . . .	17	36	4	57	45	12	57	543	434.40
Ward 23, . . .	15	25	9	49	40	9	49	375	300.00
Ward 24, . . .	7	10	8	25	18	7	25	195	156.00
Ward 25, . . .	1	2	1	4	3	1	4	27	21.60
Ward not specified,	-	6	31	37	21	16	37	93	74.40

Referring to the recapitulation at the close of the table, it will be seen that the total number of applicants was 3,525, of whom 2,728 were supplied with work-relief, and 797 not supplied. As to nativities, 2,028 were foreign born and 900 native born, 597 being returned under the head of "birthplace not given." To these applicants, work, amounting in the aggregate to 30,060 days at 80 cents per day was furnished, the total amount of money disbursed in wages being \$24,048. The main table shows the facts as classified for each precinct in the city, with totals for the wards, these ward totals being brought forward into the recapitulation.

Scanning the ward totals only, we find the greatest number of applicants in any single ward, namely, 418, in ward 13. Of these, 325 were supplied with work covering in the

aggregate 3,783 days, the amount of wages paid being \$3,026.40. A slightly larger sum in wages was disbursed in ward 8, the amount being \$3,057.60, paid to 317 persons for 3,822 days' work, the total number of applicants in this ward being 391.

Other wards in which a comparatively large number of applicants appeared and a correspondingly large number was supplied with work, are ward 6, the number supplied with work being 231, to whom the sum of \$2,088 was paid; ward 7, number supplied with work 221, amount of wages paid \$1,776; ward 12, number supplied with work 240, amount of wages paid \$1,944; ward 14, number supplied with work 142, amount of wages paid \$1,272; ward 15, number supplied with work 126, amount of wages paid \$1,231.20; and ward 16, number supplied with work 261, amount of wages paid \$2,347.20.

In order to show the facts for the so-called concentrated district, the following analysis table is introduced, in which the figures for the wards and precincts comprising this district are brought forward:

THE CONCENTRATED DISTRICT.	APPLICANTS				WORK-RELIEF			Number of Days' Work at 80 Cents per Day	Value of Work-Relief
	Native Born	Foreign Born	Birth-place not Given	Totals	Number Supplied	Number not Supplied	Totals		
Ward 6,	42	222	81	295	231	64	295	2,610	\$2,088.00
Ward 7,	24	231	82	287	221	66	287	2,220	1,776.00
Ward 11 (Precinct 5),	11	17	10	38	26	12	38	267	218.00
Ward 12 (Precincts 1 and 2), . . .	30	65	15	110	80	30	110	816	652.80
Ward 13 (Precincts 1, 2, 3, and 5), .	83	139	82	254	194	60	254	2,286	1,828.80
Ward 16 (Precincts 1, 2, 3, and 6), .	43	119	41	203	155	48	203	1,692	1,353.60
Ward 19 (Precincts 2, 3, 4 and 6), .	20	36	13	69	54	15	69	540	432.00
TOTALS,	253	829	174	1,256	961	295	1,256	10,431	\$8,344.80

From the above table it will be seen that the total number of applicants from the concentrated district was 1,256, or 35.63 per cent of the total number of applicants from the city at large. Of these, 961 were supplied with work. This number constitutes 35.23 per cent of the total number supplied with work from the city at large. The number of days' work sup-

plied at 80 cents per day was 10,431, or 34.70 per cent of the total number of days' work supplied; and the total amount paid in wages to applicants from the concentrated district was \$8,344.80, or 34.70 per cent of the total amount paid in wages to all applicants. These items, relative to the concentrated district, may be compared with similar items respecting the applicants for work at the Court House on page 144.

The next table presents the facts as to ages.

WARDS.	AGE PERIODS								Age Un-known	ALL AGES
	14 to 19	20 to 29	30 to 39	40 to 49	50 to 59	60 to 69	70 to 79	80 and over		
Ward 1,	8	16	11	9	2	1	-	-	1	48
Ward 2,	15	22	18	16	2	-	-	-	2	75
Ward 3,	8	14	14	6	8	-	-	-	1	51
Ward 4,	14	19	6	9	2	1	-	-	2	53
Ward 5,	6	15	10	15	3	3	-	-	3	55
Ward 6,	88	86	50	34	23	7	1	-	6	295
Ward 7,	112	72	46	39	8	3	-	-	7	287
Ward 8,	121	137	52	45	20	7	-	-	9	391
Ward 9,	8	27	31	19	5	5	-	-	2	97
Ward 10,	7	15	12	7	3	2	1	-	3	50
Ward 11,	13	19	22	18	9	1	-	-	4	86
Ward 12,	30	74	92	60	33	22	2	1	8	322
Ward 13,	84	117	97	64	30	14	-	-	12	418
Ward 14,	37	46	32	25	14	5	1	-	3	163
Ward 15,	33	31	37	25	11	6	-	-	2	145
Ward 16,	58	96	68	61	28	9	3	-	13	336
Ward 17,	31	35	25	20	22	7	1	-	6	147
Ward 18,	6	20	12	19	10	1	-	-	2	70
Ward 19,	24	38	35	20	13	6	-	-	1	137
Ward 20,	23	33	23	13	6	-	2	-	1	101
Ward 21,	4	9	6	2	3	-	-	-	2	26
Ward 22,	8	9	27	7	5	-	-	-	1	57
Ward 23,	12	10	9	13	1	1	-	-	3	49
Ward 24,	7	7	1	3	3	2	-	-	2	25
Ward 25,	1	2	-	-	-	1	-	-	-	4
Ward not specified,	5	12	6	2	2	1	-	-	9	37
TOTALS,	763	981	742	551	266	105	11	1	105	3,525

The final line of the table shows that 763 applicants were found in the age period 14 to 19, 981 in the period 20 to 29, 742 in the period 30 to 39, 551 in the period 40 to 49, 266 in the period 50 to 59, 105 in the period 60 to 69, while only 11 persons were classed in the period 70 to 79, and but one of the applicants had passed the age of 80 years. The number of applicants whose age was unknown was 105. As was found to

be the case with respect to the men who applied for work at the Court House, the applicants among the women were mainly in the prime of life, 2,486 being under 40 years of age. A much larger number were under the age of 20 years than was the case among the men. This is undoubtedly due to the fact that

	OCCUPATIONS.	AGE PERIODS					
		UNDER 21			21 BUT UNDER 45		
		Native Born	Foreign Born	Birth-place not Given	Native Born	Foreign Born	Birth-place not Given
1	Coat makers,	1	15	-	1	6	-
2	Cooks,	-	-	-	9	29	9
3	Dressmakers,	9	23	7	20	34	10
4	Employés:						
5	Candy factory,	16	14	6	3	3	-
6	Cordage factory,	20	10	2	11	2	1
7	Restaurant,	-	2	-	13	19	11
8	Rope factory,	2	3	-	4	1	-
9	Tailor shop,	1	26	6	2	37	3
10	Housewives,	3	6	-	50	224	19
11	Housework,	31	24	22	83	225	87
12	Laundry work,	2	3	1	37	96	25
13	Pantaloon makers,	2	16	1	1	18	2
14	Personal service (house cleaning, etc.),	1	1	-	16	30	3
15	Seamstresses,	10	21	9	42	52	26
16	Shirt makers,	-	9	7	4	3	1
17	Spinners,	2	-	-	1	12	-
18	Tailloresses,	15	143	8	27	91	16
19	Wrapper makers,	-	19	3	-	7	-
20	Not given,	7	14	9	15	20	10
21	Other occupations,	136	143	41	163	185	54
22	TOTALS,	308	492	122	502	1,094	277

In the table, the applicants are classified under certain occupation heads, and are also classified with respect to native and foreign born, and by age periods. The final line of the table shows that of the applicants under 21 years of age, in all occupations, 492 were foreign born, and 308 native born, while 122 were returned under the head "birthplace not given." Of the applicants 21 years of age but under 45, 1,094 were foreign born, 502 native born, and 277 classified under "birthplace not given." Of those who were 45 years of age but under 60, 342 were foreign born, 75 native born, and 96 classed under "birthplace not given." Under the occupations specified, the

the occupations represented among the women, as will be seen hereinafter, were such as included young and untrained persons to a much greater extent than among the men.

The next table presents for the city at large the facts relative to occupations.

AGE PERIODS												
45 BUT UNDER 60			60 AND OVER			AGE UNKNOWN			TOTALS			
Native-Born	Foreign Born	Birth-place not Given	Native Born	Foreign Born	Birth-place not Given	Native Born	Foreign Born	Birth-place not Given	Native Born	Foreign Born	Birth-place not Given	
-	1	1	-	-	-	-	-	-	2	22	1	1
3	21	11	-	5	1	-	-	-	12	55	21	2
4	11	2	1	1	-	-	-	1	34	69	20	3
-	-	-	-	-	-	-	-	-	-	-	-	4
-	-	-	-	-	-	-	-	-	19	17	6	5
-	-	-	-	-	-	-	-	-	31	12	3	6
-	6	-	-	-	-	-	-	-	13	27	11	7
-	-	-	-	-	-	-	-	-	6	4	-	8
-	6	1	-	1	-	-	-	-	3	70	10	9
7	31	4	1	6	1	-	3	-	61	270	24	10
10	65	26	2	15	5	2	2	1	128	331	141	11
8	54	15	-	13	3	-	1	1	47	167	45	12
1	2	1	-	1	1	-	-	-	4	37	5	13
-	-	-	-	-	-	-	-	-	-	-	-	-
2	14	4	-	5	-	-	1	2	19	51	9	14
12	18	7	3	6	3	-	1	2	67	98	47	15
-	1	-	-	-	-	-	-	-	4	13	8	16
-	1	-	-	-	-	-	-	-	3	13	-	17
5	13	2	1	5	-	-	1	2	48	253	28	18
-	-	-	-	-	-	-	-	-	-	26	3	19
3	10	2	-	5	3	1	6	72	26	55	96	20
20	88	20	4	19	2	-	3	2	373	438	119	21
75	342	96	12	82	19	3	18	83	900	2,028	597	22

largest aggregation of numbers appears under the head of housework. In this class, there were 331 applicants of foreign birth, 128 of native birth, and 141 whose birthplace was not given. The housewives are also quite numerous, 270 foreign born persons of this occupation appearing, with 61 native born, and 24 "birthplace not given." Tailoresses also comprise a considerable number of the applicants, there being 253 foreign born, 48 native born, and 28 "birthplace not given."

Besides the special occupations classified, there were 438 foreign born applicants, 373 native born, and 119 whose birthplace was not given who were included under the head "other

occupations," including a great variety of occupations, under each of which comparatively few persons were found.

The following analysis table condenses the figures as to occupations, eliminating the classification as to place of birth :

OCCUPATIONS.	AGE PERIODS				Age Unknown	ALL AGES
	Under 21	21 but under 45	45 but under 60	60 and over		
Coat makers,	16	7	2	-	-	25
Cooks,	-	47	35	6	-	88
Dressmakers,	39	64	17	2	1	123
Employés:						
Candy factory,	36	6	-	-	-	42
Cordage factory,	32	14	-	-	-	46
Restaurant,	2	43	6	-	-	51
Rope factory,	5	5	-	-	-	10
Tailor shop,	33	42	7	1	-	83
Housewives,	9	298	42	8	3	355
Housework,	77	395	101	22	5	600
Laundry work,	6	158	77	16	2	259
Pantaloon makers,	19	21	4	2	-	46
Personal service (house cleaning, etc.),	2	49	20	5	3	79
Seamstresses,	40	120	37	12	3	212
Shirt makers,	16	8	1	-	-	25
Spinners,	2	13	1	-	-	16
Tailoresses,	166	134	20	6	3	329
Wrapper makers,	22	7	-	-	-	29
Not given,	30	45	15	8	79	177
Other occupations,	370	402	128	25	5	930
TOTALS,	922	1,873	513	113	104	3,525

The final column in this table presents the total number of applicants of all ages, under each of the occupation heads, whereby it is distinctly seen that of all the applicants, 600 were engaged in housework, 355 were housewives, 329 tailoresses, 259 engaged in laundry work, 212 were seamstresses, 123 dressmakers, the number under each of the other occupation heads being less than 100, while for 177 applicants the occupation was not given, and 930 applicants were engaged in a variety of occupations not specially classified in the table.

A consolidation of the figures showing the distribution of occupations as to ages indicates the largest proportion of young persons in the mechanical industries, including under that head the coat makers, dressmakers, and other workers upon clothing,

including seamstresses, the employés in factories of various kinds and the spinners. Of these, 426 were under 21 years of age, while 441 were 21 but under 45, only 112 being above the age of 45. Of the persons engaged in domestic and personal service, however, including under that head the cooks, housewives, persons occupied with housework, laundry work, or personal service, only 96 were under 21 years of age, while 985 were 21 but under 45, and 338 were above the age of 45.

An examination of the occupation heads, as classified in the tables, will show that, as was the case with the men who applied for work at the Court House, a large number of the applicants were either untrained in any special occupation, for instance, were engaged in housework or domestic service, such as laundry work, personal service, (house-cleaning, etc.); or were persons engaged in occupations requiring a very limited degree of skill, such as employés in the manufacture of clothing, classed as tailoresses in the table, seamstresses, etc. It was also found that where the occupation returned by the applicant indicated a certain amount of training, to one unacquainted with the circumstances surrounding the industry, for instance, operatives in certain factory industries, such as cordage factory operatives, candy factory operatives, etc., it was nevertheless true that the work performed by these operatives required a very low degree of skill; so that, in general, it may be stated, as was undoubtedly the fact with reference to the men, plainly brought out in the statistics of occupations which we have presented, that by far the larger part of the applicants among the women were possessed of a very limited degree of industrial skill.

The next table shows the occupations of applicants when given, classified under the following heads: Shop work, home work, and domestic and personal service. Under these heads it presents the amount of average weekly earnings of the applicant prior to receiving aid, the total amount of work-relief for native born and foreign born applicants, respectively, and the same items for those whose birthplace is not given, together with aggregates.

WARDS AND CLASSIFICATION.	NATIVE BORN				FOREIGN BORN		
	WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		
	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	
1	Ward 1.	16	\$3.66	14	\$10.46	12	\$5.12
2	Shop work,	7	4.00	5	11.52	6	6.67
3	Home work,	5	4.10	6	9.20	1	1.50
4	Domestic and personal service,	4	2.50	3	11.20	5	3.98
5	Not given,	-	-	-	-	-	-
6	Ward 2.	12	4.29	18	9.42	33	4.32
7	Shop work,	11	4.41	11	9.16	15	5.20
8	Home work,	-	-	1	19.20	6	2.50
9	Domestic and personal service,	1	3.00	1	2.40	12	4.13
10	Not given,	-	-	-	-	-	-
11	Ward 3.	11	3.66	13	10.89	20	3.80
12	Shop work,	9	3.97	7	11.66	6	4.50
13	Home work,	-	-	2	7.20	3	5.33
14	Domestic and personal service,	2	2.25	4	11.40	10	3.00
15	Not given,	-	-	-	-	1	3.00
16	Ward 4.	16	4.74	19	12.00	10	4.52
17	Shop work,	11	4.76	12	13.00	5	4.73
18	Home work,	2	5.00	4	13.20	-	-
19	Domestic and personal service,	3	4.50	3	6.40	5	4.30
20	Not given,	-	-	-	-	-	-
21	Ward 5.	9	3.67	10	7.68	20	4.25
22	Shop work,	5	4.10	5	9.12	6	5.17
23	Home work,	1	2.50	2	7.20	4	3.63
24	Domestic and personal service,	2	3.75	2	7.20	10	3.95
25	Not given,	1	2.50	1	2.40	-	-
26	Ward 6.	32	4.39	39	8.98	160	3.97
27	Shop work,	27	4.46	27	8.71	106	4.40
28	Home work,	-	-	3	10.40	17	2.96
29	Domestic and personal service,	5	4.00	7	9.60	21	2.86
30	Not given,	-	-	2	8.40	16	3.64
31	Ward 7.	19	4.21	20	8.64	158	4.15
32	Shop work,	11	4.77	9	10.40	95	4.36
33	Home work,	3	2.92	6	8.00	9	4.14
34	Domestic and personal service,	5	3.75	4	7.20	27	3.50
35	Not given,	-	-	1	2.40	27	4.07
36	Ward 8.	36	4.20	35	10.42	191	4.60
37	Shop work,	18	4.61	14	13.03	146	4.69
38	Home work,	2	4.63	7	12.69	14	4.36
39	Domestic and personal service,	16	3.69	14	6.69	31	4.27
40	Not given,	-	-	-	-	-	-
41	Ward 9.	26	4.44	32	9.00	25	4.64
42	Shop work,	8	4.81	10	8.40	11	4.73
43	Home work,	-	-	3	10.40	-	-

FOREIGN BORN		BIRTHPLACE NOT GIVEN				AGGREGATES				
VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		
Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	
15	\$7.52	5	\$4.20	7	\$5.14	33	\$4.27	36	\$8.20	1
7	6.51	4	4.50	3	7.20	17	5.06	15	8.32	2
8	12.00	-	-	2	3.60	6	3.67	11	8.95	3
5	6.24	1	3.00	1	4.80	10	3.29	9	7.73	4
-	-	-	-	1	2.40	-	-	1	2.40	5
41	9.66	4	3.82	8	6.30	49	4.25	62	9.17	6
16	10.20	2	3.07	3	3.20	28	4.74	30	9.12	7
14	9.43	-	-	1	14.40	6	2.50	16	10.35	8
11	9.16	2	3.98	2	10.80	15	4.03	14	8.91	9
-	-	-	-	2	2.40	-	-	2	2.40	10
25	8.93	1	3.00	2	8.40	32	3.73	40	9.54	11
6	9.20	-	-	-	-	15	4.18	13	10.52	12
10	8.40	1	3.00	2	8.40	4	4.75	14	8.23	13
8	9.60	-	-	-	-	12	2.88	12	10.20	14
1	7.20	-	-	-	-	1	3.00	1	7.20	15
11	10.26	8	3.50	7	6.86	34	4.38	37	10.51	16
5	8.16	1	5.00	1	4.80	17	4.77	18	11.20	17
3	16.00	-	-	1	14.40	2	5.00	8	14.40	18
3	8.00	7	3.29	4	6.60	16	3.87	10	6.96	19
-	-	-	-	1	2.40	-	-	1	2.40	20
31	7.59	2	5.60	4	10.80	31	4.17	45	7.89	21
7	6.17	2	5.60	1	16.80	13	4.82	13	8.12	22
11	10.47	-	-	-	-	5	3.40	13	9.97	23
12	6.20	-	-	1	19.20	12	3.92	15	7.20	24
1	2.40	-	-	2	3.60	1	2.50	4	3.00	25
171	9.29	19	3.76	21	7.09	211	4.01	231	9.04	26
98	9.80	10	4.48	6	5.20	143	4.42	131	9.36	27
32	9.90	3	2.00	4	13.20	20	2.81	39	10.28	28
20	6.84	4	3.81	5	7.20	30	3.18	32	7.50	29
21	8.34	2	2.75	6	4.80	18	3.54	29	7.61	30
179	8.50	15	4.07	22	3.71	192	4.15	221	8.04	31
72	8.30	6	4.58	7	4.46	112	4.42	88	8.21	32
42	9.49	-	-	-	-	12	3.83	48	9.30	33
30	7.44	4	2.25	7	3.09	36	3.40	41	6.67	34
35	8.64	5	4.90	8	3.60	32	4.20	44	7.58	35
249	10.10	14	5.75	33	5.38	241	4.60	317	9.65	36
138	10.33	12	5.88	15	7.04	176	4.76	167	10.26	37
66	10.87	-	-	2	9.60	16	4.39	75	11.01	38
40	8.88	2	5.25	6	4.40	49	4.12	60	7.92	39
5	3.36	-	-	10	2.64	-	-	15	2.88	40
32	8.48	5	4.40	11	6.55	56	4.53	75	8.42	41
11	9.16	1	10.00	2	6.00	20	5.03	23	8.56	42
6	6.80	2	2.38	4	12.00	2	2.38	13	9.23	43

WARDS AND CLASSIFICATION.	NATIVE BORN				FOREIGN BORN	
	WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS	
	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average
<i>Ward 9 - Con.</i>						
1 Domestic and personal service,	17	\$4.09	18	\$9.47	14	\$4.57
2 Not given,	1	7.50	1	2.40	-	-
<i>Ward 10.</i>						
3	11	4.36	8	12.00	14	4.57
4 Shop work,	6	5.08	4	12.60	5	5.60
5 Home work,	1	3.00	1	12.00	1	1.50
6 Domestic and personal service,	3	3.67	2	15.60	5	4.20
7 Not given,	1	3.50	1	2.40	3	4.50
<i>Ward 11.</i>						
8	14	4.36	21	8.23	24	4.28
9 Shop work,	4	4.38	5	6.24	1	5.00
10 Home work,	-	-	-	-	1	6.00
11 Domestic and personal service,	9	3.94	10	11.04	19	3.99
12 Not given,	1	8.00	6	5.20	3	5.33
<i>Ward 12.</i>						
13	57	4.18	66	8.25	103	3.60
14 Shop work,	32	4.21	33	8.44	32	5.36
15 Home work,	3	5.67	9	8.80	10	3.98
16 Domestic and personal service,	22	3.94	20	7.92	61	4.26
17 Not given,	-	-	4	7.20	-	-
<i>Ward 13.</i>						
18	96	4.06	116	9.14	109	4.30
19 Shop work,	72	4.31	70	9.43	32	4.48
20 Home work,	2	5.50	22	10.80	7	4.18
21 Domestic and personal service,	19	3.11	18	6.13	63	4.23
22 Not given,	3	3.17	6	8.80	7	4.30
<i>Ward 14.</i>						
23	47	4.34	63	9.26	31	3.96
24 Shop work,	29	4.66	32	10.20	15	4.42
25 Home work,	3	2.67	9	10.40	2	3.25
26 Domestic and personal service,	8	3.56	12	7.00	10	3.45
27 Not given,	7	4.61	10	7.92	4	3.88
<i>Ward 15.</i>						
28	31	4.62	37	10.12	42	3.86
29 Shop work,	19	4.93	20	11.04	15	5.21
30 Home work,	-	-	4	8.40	3	2.83
31 Domestic and personal service,	8	3.89	5	8.64	17	2.82
32 Not given,	4	4.63	8	9.60	7	3.91
<i>Ward 16.</i>						
33	42	4.10	60	9.44	109	4.35
34 Shop work,	17	4.93	18	11.33	70	4.88
35 Home work,	7	3.64	17	10.02	4	2.94
36 Domestic and personal service,	18	3.50	25	7.68	35	3.46
37 Not given,	-	-	-	-	-	-
<i>Ward 17.</i>						
38	38	4.28	35	8.98	36	4.26
39 Shop work,	20	5.12	17	10.87	8	5.00
40 Home work,	2	2.25	1	4.80	1	5.00
41 Domestic and personal service,	16	3.50	14	8.06	22	3.56
42 Not given,	-	-	3	4.00	5	6.00

FOREIGN BORN		BIRTHPLACE NOT GIVEN				AGGREGATES				
VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		
Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	
14	\$8.74	2	\$3.63	3	\$2.40	33	\$4.28	35	\$8.57	1
1	7.20	-	-	2	2.40	1	7.50	4	3.60	2
10	7.92	10	5.10	10	6.00	35	4.66	28	8.40	3
3	16.00	3	9.67	2	9.60	14	6.25	9	13.07	4
2	3.60	-	-	-	-	2	2.25	3	6.40	5
3	5.60	5	2.80	3	4.00	13	3.54	8	7.50	6
2	3.60	2	4.00	5	5.76	6	4.17	8	4.80	7
24	8.20	13	4.40	17	6.78	51	4.33	62	7.82	8
1	9.60	2	4.75	2	4.80	7	4.57	8	6.30	9
3	9.60	1	2.50	2	10.80	2	4.25	5	10.08	10
17	7.62	8	4.56	8	6.00	36	4.10	35	8.23	11
3	9.60	2	4.33	5	7.20	6	5.44	14	6.86	12
132	9.00	27	4.64	42	5.03	187	4.46	240	8.10	13
32	9.68	12	5.61	12	5.00	76	4.91	77	8.42	14
30	9.60	2	2.00	9	5.87	15	3.98	48	8.75	15
68	8.36	13	4.15	14	5.49	96	4.17	102	7.88	16
2	10.80	-	-	7	3.09	-	-	18	5.54	17
176	9.95	25	3.34	33	6.47	230	4.10	325	9.31	18
28	10.29	8	4.50	8	6.90	112	4.37	106	9.46	19
70	9.70	2	1.75	4	12.00	11	3.98	96	10.05	20
66	9.78	14	2.91	12	6.40	96	3.31	96	8.68	21
12	11.60	1	3.20	9	3.73	11	3.89	27	8.36	22
52	10.52	13	3.69	27	5.24	91	4.12	142	8.96	23
15	10.72	5	3.60	6	5.20	49	4.48	53	9.78	24
8	10.20	1	4.00	4	7.80	6	3.08	21	9.83	25
14	9.94	4	2.38	7	4.46	22	3.30	33	7.71	26
15	11.04	3	5.50	10	4.80	14	4.59	35	8.37	27
67	10.07	14	4.31	22	8.29	87	4.20	126	9.77	28
14	10.11	6	4.36	7	9.26	40	4.95	41	10.42	29
16	11.70	-	-	3	8.00	3	2.83	23	10.64	30
21	8.69	4	3.25	4	5.40	29	3.18	30	8.24	31
16	10.20	4	5.30	8	9.00	15	4.47	32	9.75	32
161	9.94	19	3.37	40	4.50	170	4.18	261	8.99	33
69	10.82	5	4.70	9	4.00	92	4.88	96	10.28	34
42	10.46	1	1.50	5	4.80	12	3.23	64	9.90	35
49	8.42	13	3.01	20	5.16	66	3.38	94	7.53	36
1	2.40	-	-	6	2.80	-	-	7	2.74	37
45	8.16	11	4.18	20	4.92	85	4.26	100	7.80	38
6	12.00	4	3.94	3	5.60	32	4.94	26	10.52	39
4	10.20	-	-	1	2.40	3	3.17	6	8.00	40
26	7.48	6	4.38	10	4.32	44	3.65	50	7.01	41
9	6.67	1	4.00	6	6.00	6	5.67	18	6.00	42

	WARDS AND CLASSIFICATION.	NATIVE BORN				FOREIGN BORN	
		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS	
		Number Reporting	Average	Number Supplied	Average	Number Reporting	Average
1	Ward 18.	19	\$4.54	23	\$10.33	20	\$5.10
2	Shop work,	9	5.08	9	10.67	8	5.63
3	Home work,	-	-	2	8.40	-	-
4	Domestic and personal service,	5	3.70	5	7.68	8	4.50
5	Not given,	5	4.50	7	12.34	4	5.25
6	Ward 19.	35	5.00	39	9.66	26	3.99
7	Shop work,	22	5.50	17	10.45	7	4.29
8	Home work,	-	-	5	12.48	1	6.00
9	Domestic and personal service,	10	3.42	11	9.82	14	3.70
10	Not given,	3	6.58	6	4.80	4	3.99
11	Ward 20.	28	4.42	35	9.12	22	4.66
12	Shop work,	19	5.20	18	10.27	12	5.17
13	Home work,	-	-	5	11.04	2	3.75
14	Domestic and personal service,	6	1.96	5	7.68	8	4.13
15	Not given,	3	4.42	7	5.83	-	-
16	Ward 21.	4	3.81	5	12.96	4	3.31
17	Shop work,	3	4.58	3	12.80	2	3.88
18	Home work,	-	-	-	-	1	3.50
19	Domestic and personal service,	1	1.50	1	24.00	1	2.00
20	Not given,	-	-	1	2.40	-	-
21	Ward 22.	9	4.50	13	11.82	13	3.77
22	Shop work,	4	4.75	3	12.00	4	3.38
23	Home work,	-	-	3	14.40	1	10.00
24	Domestic and personal service,	5	4.30	6	11.20	7	2.79
25	Not given,	-	-	1	7.20	1	6.00
26	Ward 23.	9	4.72	13	7.75	16	4.78
27	Shop work,	5	4.60	6	4.00	15	4.99
28	Home work,	1	7.00	2	12.00	-	-
29	Domestic and personal service,	3	4.17	4	9.60	1	1.63
30	Not given,	-	-	1	14.40	-	-
31	Ward 24.	5	3.35	5	9.12	5	3.20
32	Shop work,	2	2.75	1	16.80	1	5.00
33	Home work,	-	-	-	-	1	1.75
34	Domestic and personal service,	2	3.88	1	2.40	1	4.00
35	Not given,	1	3.50	3	8.80	2	2.63
36	Ward 25.	-	-	1	14.40	-	-
37	Shop work,	-	-	-	-	-	-
38	Domestic and personal service,	-	-	1	14.40	-	-
39	Ward not Specified.	-	-	-	-	3	3.83
40	Shop work,	-	-	-	-	-	-
41	Domestic and personal service,	-	-	-	-	2	3.25
42	Not given,	-	-	-	-	1	5.00

FOREIGN BORN		BIRTHPLACE NOT GIVEN				AGGREGATES				
VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		
Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	
26	\$9.78	8	\$5.75	6	\$4.40	42	\$4.89	55	\$9.43	1
8	8.40	1	5.00	1	4.80	18	5.29	18	9.33	2
3	10.40	-	-	-	-	-	-	5	9.60	3
7	6.51	2	6.18	3	4.00	15	4.45	15	6.40	4
8	13.80	-	-	2	4.80	9	4.83	17	12.14	5
48	9.10	10	5.80	14	5.31	71	4.74	101	8.79	6
6	12.40	1	5.00	1	9.60	30	5.20	24	10.90	7
11	8.95	-	-	1	7.20	1	6.00	17	9.88	8
17	7.48	6	5.00	8	5.10	30	3.87	36	7.67	9
14	9.77	3	7.67	4	4.20	10	5.87	24	7.60	10
88	8.29	6	4.17	11	5.24	56	4.49	79	8.23	11
12	6.40	1	3.00	1	7.20	32	5.12	31	8.67	12
9	11.73	1	5.00	3	7.20	3	4.17	17	10.73	13
11	7.85	3	4.17	4	4.20	17	3.37	20	7.08	14
1	4.80	1	4.50	3	4.00	4	4.44	11	5.24	15
8	8.10	1	5.50	5	2.40	9	3.78	18	7.87	16
2	4.80	1	5.50	-	-	6	4.50	5	9.60	17
2	8.40	-	-	2	2.40	1	3.50	4	5.40	18
3	8.80	-	-	1	2.40	2	1.75	5	10.56	19
1	12.00	-	-	2	2.40	-	-	4	4.80	20
29	8.69	1	4.50	3	9.60	23	4.09	45	9.65	21
3	8.80	1	4.50	1	4.80	9	4.11	7	9.60	22
12	11.00	-	-	-	-	1	10.00	15	11.68	23
10	6.96	-	-	1	14.40	12	3.42	17	8.89	24
4	6.00	-	-	1	9.60	1	6.00	6	8.16	25
21	8.57	4	5.88	6	3.20	29	4.91	40	7.50	26
15	9.28	-	-	1	4.80	20	4.90	22	7.64	27
2	7.20	2	5.25	1	2.40	3	5.83	5	8.16	28
2	6.00	1	8.00	-	-	5	4.43	6	8.40	29
2	7.20	1	5.00	4	3.00	1	5.00	7	5.83	30
8	9.90	2	5.13	5	6.24	12	3.58	18	8.67	31
1	14.40	1	6.00	1	2.40	4	4.13	3	11.20	32
3	8.80	-	-	1	12.00	1	1.75	4	9.60	33
1	2.40	-	-	2	4.80	3	3.92	4	3.60	34
3	12.00	1	4.25	1	7.20	4	3.25	7	9.94	35
2	3.60	1	3.50	-	-	1	3.50	3	7.20	36
1	2.40	-	-	-	-	-	-	1	2.40	37
1	4.80	1	3.50	-	-	1	3.50	2	9.60	38
2	2.40	4	6.25	19	3.66	7	5.21	21	3.54	39
-	-	2	6.50	-	-	2	6.50	-	-	40
1	2.40	1	6.00	5	4.80	3	4.17	6	4.40	41
1	2.40	1	6.00	14	3.26	2	5.50	15	3.20	42

RECAPITULATION.

CLASSIFICATION.	NATIVE BORN				FOREIGN BORN	
	WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS	
	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average
1 Shop work,	870	\$4.63	356	\$10.02	623	\$4.70
2 Home work,	32	3.97	114	10.42	39	3.72
3 Domestic and personal service,	190	3.60	196	8.41	409	3.84.
4 Not given,	30	4.69	69	7.44	85	4.20
5 TOTALS,	622	\$4.29	735	\$9.41	1,206	\$4.30

This table is exceedingly interesting. Let us consider first the recapitulation. The first line indicates that, in the aggregate, 1,084 applicants were engaged in shop work prior to applying for work-relief, 137 were engaged in home work, 702 were engaged in domestic and personal service, and 142 did not report their occupation. The designation "domestic and personal service" requires some explanation. It includes domestic employments and such other work as is usually performed in the home rather than in the shop, and yet which was performed by the applicant for wages. The principal occupations classified under this head are washing and other laundry work, sewing, housework, waiting upon table, nursing, and general domestic service. The applicants engaged in shop work earned, upon the average, \$4.71 before being thrown out of employment. Of this class, 1,025 persons were supplied with work and the average wages paid to them was \$9.51. The 137 persons who reported wages earned at their own homes received, upon the average, \$3.67; 570 persons of this class were supplied with work by the committee to the extent of \$9.96 upon the average; 702 persons reported themselves as occupied in domestic and personal service, and their average weekly wages were \$3.76. Of this class, 787 persons received work from the committee, the average amount of wages paid them being \$7.82. The persons whose occupation was not given, but who reported their wages prior to being thrown out of employment, numbered 142, the average wages being \$4.45. Of this class, 346 received work from the committee, the average amount of wages paid them being \$7.14.

RECAPITULATION.

FOREIGN BORN		BIRTHPLACE NOT GIVEN				AGGREGATES				
VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		
Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	
576	\$9.75	91	\$5.05	93	\$6.01	1,084	\$4.71	1,025	\$9.51	1
404	10.06	16	2.80	52	8.17	137	3.67	570	9.96	2
460	8.29	103	3.70	131	5.31	702	3.76	787	7.82	3
158	9.11	27	4.97	119	4.34	142	4.45	346	7.14	4
1,598	\$9.35	237	\$4.30	395	\$5.56	2,065	\$4.30	2,728	\$8.82	5

The first noticeable point in the figures we have cited is the uniformity in the amount of relief furnished to the different classes named in the table, the lowest average amount of work-relief being \$7.14 and the highest \$9.96. The aggregate number reporting wages was 2,065, and the average wages reported, \$4.30. In the aggregate, 2,728 persons received work, and the average value of work-relief furnished, or average amount of wages paid, was \$8.82. The second noticeable point is the fact that nearly 50 per cent of the total number of applicants supplied with work were persons engaged in home work or domestic service. Only 37.57 per cent of the total number can be definitely classed as having been engaged in shop work. Thus, although the industrial depression seriously affected all factory industries, as is plainly shown by tables elsewhere presented in this report, still, among the women who were relieved at Bedford street, more than 50 per cent were persons who were not engaged in such industries. This statement holds true with reference to both native born and foreign born among these women. The third point worthy of notice is the important fact that the amount of relief furnished in the way of wages for work done was, upon the average, so far as the aggregate number of applicants is concerned, only equivalent to slightly more than two full weeks' pay at the average wage reported to have been earned by the applicant prior to being thrown out of employment. Substantially the same statement is to be made with reference to the applicants who were previously engaged in shop work, those engaged in domestic and personal service, and those whose occupations are not given.

The average weekly earnings of native and foreign born among the applicants do not greatly differ, being \$4.29 and \$4.30, respectively, and the amount of work-relief furnished in the form of wages paid was practically the same for each class, being \$9.41 for the persons of native birth and \$9.35 for the foreign born.

If the presentation for each of the wards shown in the table be noted, it will be seen that the amount of work-relief, measured by wages paid, was remarkably uniform throughout the city. The lowest average found in any ward which is definitely specified, \$7.20, appears in ward 25, and the highest, \$10.51, in ward 4. The ratio between previous earnings and the amount of work-relief furnished is also substantially uni-

	THE CITY, AND VALUE OF WORK-RELIEF.	SHOP WORK				HOME WORK			
		Native Born	Foreign Born	Birth- place not Given	Totals	Native Born	Foreign Born	Birth- place not Given	Totals
1	THE CITY OF BOSTON.	356	576	93	1,025	114	404	52	570
2	\$2.40,	51	94	34	179	18	58	14	85
3	\$4.80,	44	78	22	144	8	50	6	64
4	\$7.20,	56	86	17	159	18	52	8	78
5	\$9.60,	46	81	7	134	21	68	6	95
6	\$12.00,	57	82	8	147	21	56	10	87
7	\$14.40,	44	67	-	111	19	55	4	78
8	\$16.80,	30	38	4	72	6	37	3	46
9	\$19.20,	21	30	1	52	5	21	1	27
10	\$21.60,	4	11	-	15	3	3	-	6
11	\$24.00,	2	8	-	10	-	2	-	2
12	\$26.40,	-	-	-	-	-	1	-	1
13	\$28.80,	1	1	-	2	-	-	-	-
14	\$31.20,	-	-	-	-	-	1	-	1

It will be understood, in considering the above table, that the applicants at Bedford street worked in shifts covering three days each, a uniform wage of 80 cents a day being paid. Persons who worked only three days, therefore, received \$2.40; those who worked six days received \$4.80; and so on, the amount of relief always being equivalent to multiples of three days' wages at 80 cents per day.

Turning to the first line of the table, it will be seen that 179 persons who had previously been engaged in shop work

form throughout the wards, the work-relief never greatly exceeding twice the amount of the weekly wage earned by the applicant prior to being thrown out of employment. The widest difference appears in the ward which received the largest amount of work-relief, namely, ward 4. In this ward, 37 applicants were supplied with work, the average wage for 34 of the applicants who reported as to this point being \$4.38, while the average amount of work-relief furnished was \$10.51.

The next table presents, for the city at large, the number of persons who received work-relief of different specified amounts, classified with respect to their previous occupation, and also with respect to nativity.

DOMESTIC AND PERSONAL SERVICE				NOT GIVEN				AGGREGATES			
Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals
196	460	181	787	69	168	119	346	785	1,598	395	2,728
45	98	55	198	22	34	72	128	131	284	175	590
35	85	37	157	11	16	25	52	98	229	90	417
26	61	18	105	13	19	10	42	113	218	53	384
25	75	10	110	7	32	4	43	99	256	27	382
28	69	2	99	3	21	3	27	109	228	23	360
21	35	7	63	6	18	3	27	90	175	14	279
6	22	1	29	5	8	2	15	47	105	10	162
5	11	1	17	1	10	-	11	32	72	3	107
4	2	-	6	1	-	-	1	12	16	-	28
1	1	-	2	-	-	-	-	3	11	-	14
-	-	-	-	-	-	-	-	-	1	-	1
-	1	-	1	-	-	-	-	1	2	-	3
-	-	-	-	-	-	-	-	-	1	-	1

received work-relief to the amount of \$2.40 each. Of these, 51 were native born, and 94 foreign born, the place of birth not being given for 34. Persons who had been employed at home numbered 85, of whom 13 were native born, 58 foreign born, and 14 of birthplace not given. These received work-relief amounting to \$2.40 each. Persons previously engaged in domestic and personal service numbered 198, of whom 45 were native born, 98 foreign born, and 55 of birthplace not given. The work-relief given these persons amounted to \$2.40 each. Of

the class whose previous occupation was not given, there were 128, of whom 22 were native born, 34 foreign born, and 72 of birthplace not given, who also received \$2.40 each.

Summarizing these figures, we find that, in the aggregate, 590 persons received work-relief amounting to \$2.40 each. Of these, 131 were native born, 284 foreign born, and 175 of birthplace not given. The number of persons who received work-relief amounting to \$2.40 each, was larger than the number receiving any other amount; 417 persons in the aggregate receiving \$4.80 each; 384, \$7.20; 382, \$9.60; 360, \$12; 279, \$14.40; while above this class the numbers grow rapidly smaller, only one person receiving aid to the amount of \$31.20, three receiving \$28.80 each, and only one, \$26.40. It will be remembered that each of the amounts specified indicates the number of days which the recipients worked, which may be found by dividing the value of work-relief by 80, the divisor representing the amount of one day's pay. Each of the classes shown in the table may be separately analyzed, but the method will be apparent from the illustration we have given.

An investigation, conducted by the sub-committee in charge of the work at Bedford street, determined whether or not the applicants for relief had previously received aid through the Associated Charities. The results of this investigation are shown in the following table:

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 1.						
<i>Native Born.</i>						
Aided by C. R. C.,*	11	10	21	8	13	21
Not aided by C. R. C.,*	9	5	14	6	8	14
	2	5	7	2	5	7
<i>Foreign Born.</i>						
Aided by C. R. C.,	11	8	19	10	9	19
Not aided by C. R. C.,	9	6	15	7	8	15
	2	2	4	3	1	4
<i>Birthplaces not Given.</i>						
Aided by C. R. C.,	5	3	8	3	5	8
Not aided by C. R. C.,	4	3	7	2	5	7
	1	-	1	1	-	1
<i>Aggregates.</i>						
Aided by C. R. C.,	27	21	48	21	27	48
Not aided by C. R. C.,	22	14	36	15	21	36
	5	7	12	6	6	12

* Citizens Relief Committee.

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITUTIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number <i>not</i> Aided	Totals
WARD 2.						
<i>Native Born.</i>	2	12	14	1	13	14
Aided by C. R. C.,*	2	11	13	1	12	13
Not aided by C. R. C.,*	-	1	1	-	1	1
<i>Foreign Born.</i>	18	32	50	14	36	50
Aided by C. R. C.,	15	26	41	11	30	41
Not aided by C. R. C.,	3	6	9	3	6	9
<i>Birthplace not Given.</i>	3	8	11	2	9	11
Aided by C. R. C.,	1	6	7	1	6	7
Not aided by C. R. C.,	2	2	4	1	3	4
<i>Aggregates.</i>	23	52	75	17	58	75
Aided by C. R. C.,	18	43	61	13	48	61
Not aided by C. R. C.,	5	9	14	4	10	14
WARD 3.						
<i>Native Born.</i>	6	11	17	5	12	17
Aided by C. R. C.,	5	10	15	4	11	15
Not aided by C. R. C.,	1	1	2	1	1	2
<i>Foreign Born.</i>	12	19	31	11	20	31
Aided by C. R. C.,	11	14	25	10	15	25
Not aided by C. R. C.,	1	5	6	1	5	6
<i>Birthplace not Given.</i>	1	2	3	1	2	3
Aided by C. R. C.,	-	2	2	-	2	2
Not aided by C. R. C.,	1	-	1	1	-	1
<i>Aggregates.</i>	19	32	51	17	34	51
Aided by C. R. C.,	16	26	42	14	28	42
Not aided by C. R. C.,	3	6	9	3	6	9
WARD 4.						
<i>Native Born.</i>	7	14	21	6	15	21
Aided by C. R. C.,	6	13	19	5	14	19
Not aided by C. R. C.,	1	1	2	1	1	2
<i>Foreign Born.</i>	4	12	16	2	14	16
Aided by C. R. C.,	1	10	11	-	11	11
Not aided by C. R. C.,	3	2	5	2	3	5
<i>Birthplace not Given.</i>	6	10	16	6	10	16
Aided by C. R. C.,	4	8	7	4	8	7
Not aided by C. R. C.,	2	7	9	2	7	9
<i>Aggregates.</i>	17	36	53	14	39	53
Aided by C. R. C.,	11	26	37	9	28	37
Not aided by C. R. C.,	6	10	16	5	11	16

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number <i>not</i> Aided	Totals
WARD 5.						
<i>Native Born.</i>	5	8	13	4	9	13
Aided by C. R. C.,*	4	6	10	3	7	10
Not aided by C. R. C.,*	1	2	3	1	2	3
<i>Foreign Born.</i>	17	18	35	11	24	35
Aided by C. R. C.,	16	15	31	10	21	31
Not aided by C. R. C.,	1	3	4	1	3	4
<i>Birthplace not Given.</i>	1	6	7	-	7	7
Aided by C. R. C.,	1	3	4	-	4	4
Not aided by C. R. C.,	-	3	3	-	3	3
<i>Aggregates.</i>	23	32	55	15	40	55
Aided by C. R. C.,	21	24	45	13	32	45
Not aided by C. R. C.,	2	8	10	2	8	10
WARD 6.						
<i>Native Born.</i>	17	25	42	13	29	42
Aided by C. R. C.,	15	24	39	11	28	39
Not aided by C. R. C.,	2	1	3	2	1	3
<i>Foreign Born.</i>	71	151	222	51	171	222
Aided by C. R. C.,	57	115	172	42	130	172
Not aided by C. R. C.,	14	36	50	9	41	50
<i>Birthplace not Given.</i>	5	26	31	5	26	31
Aided by C. R. C.,	4	17	21	4	17	21
Not aided by C. R. C.,	1	9	10	1	9	10
<i>Aggregates.</i>	93	202	295	69	226	295
Aided by C. R. C.,	76	156	232	57	175	232
Not aided by C. R. C.,	17	46	63	12	51	63
WARD 7.						
<i>Native Born.</i>	12	12	24	7	17	24
Aided by C. R. C.,	11	8	19	7	12	19
Not aided by C. R. C.,	1	4	5	-	5	5
<i>Foreign Born.</i>	61	170	231	36	195	231
Aided by C. R. C.,	49	130	179	28	151	179
Not aided by C. R. C.,	12	40	52	8	44	52
<i>Birthplace not Given.</i>	6	26	32	3	29	32
Aided by C. R. C.,	5	18	23	2	21	23
Not aided by C. R. C.,	1	8	9	1	8	9
<i>Aggregates.</i>	79	208	287	46	241	287
Aided by C. R. C.,	65	156	221	37	184	221
Not aided by C. R. C.,	14	52	66	9	57	66

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 8.						
<i>Native Born.</i>						
	24	24	48	17	31	48
Aided by C. R. C.,*	19	16	35	14	21	35
Not aided by C. R. C.,*	5	8	13	3	10	13
<i>Foreign Born.</i>						
	54	239	293	54	239	293
Aided by C. R. C.,	50	199	249	50	199	249
Not aided by C. R. C.,	4	40	44	4	40	44
<i>Birthplace not Given.</i>						
	7	43	50	5	45	50
Aided by C. R. C.,	6	27	33	5	28	33
Not aided by C. R. C.,	1	16	17	-	17	17
<i>Aggregates.</i>						
	85	306	391	76	315	391
Aided by C. R. C.,	75	242	317	69	248	317
Not aided by C. R. C.,	10	64	74	7	67	74
WARD 9.						
<i>Native Born.</i>						
	18	22	40	11	29	40
Aided by C. R. C.,	15	17	32	9	23	32
Not aided by C. R. C.,	3	5	8	2	6	8
<i>Foreign Born.</i>						
	17	21	38	12	26	38
Aided by C. R. C.,	14	18	32	9	23	32
Not aided by C. R. C.,	3	3	6	3	3	6
<i>Birthplace not Given.</i>						
	7	12	19	4	15	19
Aided by C. R. C.,	4	7	11	3	8	11
Not aided by C. R. C.,	3	5	8	1	7	8
<i>Aggregates.</i>						
	42	55	97	27	70	97
Aided by C. R. C.,	33	42	75	21	54	75
Not aided by C. R. C.,	9	13	22	6	16	22
WARD 10.						
<i>Native Born.</i>						
	3	10	13	2	11	13
Aided by C. R. C.,	2	7	9	1	8	9
Not aided by C. R. C.,	1	3	4	1	3	4
<i>Foreign Born.</i>						
	1	17	18	-	18	18
Aided by C. R. C.,	1	9	10	-	10	10
Not aided by C. R. C.,	-	8	8	-	8	8
<i>Birthplace not Given.</i>						
	6	13	19	4	15	19
Aided by C. R. C.,	3	6	9	2	7	9
Not aided by C. R. C.,	3	7	10	2	8	10
<i>Aggregates.</i>						
	10	40	50	6	44	50
Aided by C. R. C.,	6	22	28	3	25	28
Not aided by C. R. C.,	4	18	22	3	19	22

WARDS AND PLACE OF BIRTH	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number <i>not</i> Aided	Totals
WARD 11.						
<i>Native Born.</i>						
	7	19	26	6	20	26
Aided by C. R. C.,*	6	15	21	5	16	21
Not aided by C. R. C.,*	1	4	5	1	4	5
<i>Foreign Born.</i>						
	18	18	36	12	24	36
Aided by C. R. C.,	15	10	25	10	15	25
Not aided by C. R. C.,	3	8	11	2	9	11
<i>Birthplace not Given.</i>						
	10	14	24	7	17	24
Aided by C. R. C.,	10	7	17	7	10	17
Not aided by C. R. C.,	-	7	7	-	7	7
<i>Aggregates.</i>						
	35	51	86	25	61	86
Aided by C. R. C.,	31	32	63	22	41	63
Not aided by C. R. C.,	4	19	23	3	20	23
WARD 12.						
<i>Native Born.</i>						
	28	54	82	18	64	82
Aided by C. R. C.,	25	42	67	16	51	67
Not aided by C. R. C.,	3	12	15	2	13	15
<i>Foreign Born.</i>						
	93	83	176	69	107	176
Aided by C. R. C.,	73	59	132	55	77	132
Not aided by C. R. C.,	20	24	44	14	30	44
<i>Birthplace not Given.</i>						
	17	47	64	9	55	64
Aided by C. R. C.,	10	31	41	7	34	41
Not aided by C. R. C.,	7	16	23	2	21	23
<i>Aggregates.</i>						
	188	184	322	96	226	322
Aided by C. R. C.,	108	132	240	78	162	240
Not aided by C. R. C.,	30	52	82	18	64	82
WARD 13.						
<i>Native Born.</i>						
	42	91	133	34	99	133
Aided by C. R. C.,	38	80	118	31	87	118
Not aided by C. R. C.,	4	11	15	3	12	15
<i>Foreign Born.</i>						
	105	123	228	85	143	228
Aided by C. R. C.,	82	94	176	66	110	176
Not aided by C. R. C.,	23	29	52	19	33	52
<i>Birthplace not Given.</i>						
	17	40	57	12	45	57
Aided by C. R. C.,	13	20	33	10	23	33
Not aided by C. R. C.,	4	20	24	2	22	24
<i>Aggregates.</i>						
	164	254	418	131	287	418
Aided by C. R. C.,	133	194	327	107	220	327
Not aided by C. R. C.,	31	60	91	24	67	91

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 14.						
<i>Native Born.</i>						
	30	43	73	24	49	73
Aided by C. R. C.,*	26	36	62	20	42	62
Not aided by C. R. C.,*	4	7	11	4	7	11
<i>Foreign Born.</i>						
	26	32	58	20	38	58
Aided by C. R. C.,	23	31	54	17	37	54
Not aided by C. R. C.,	3	1	4	3	1	4
<i>Birthplace not Given.</i>						
	7	25	32	5	27	32
Aided by C. R. C.,	6	22	28	5	23	28
Not aided by C. R. C.,	1	3	4	-	4	4
<i>Aggregates.</i>						
	63	100	163	49	114	163
Aided by C. R. C.,	55	89	144	42	102	144
Not aided by C. R. C.,	8	11	19	7	12	19
WARD 15.						
<i>Native Born.</i>						
	10	32	42	7	35	42
Aided by C. R. C.,	10	29	39	7	32	39
Not aided by C. R. C.,	-	3	3	-	3	3
<i>Foreign Born.</i>						
	27	52	79	14	65	79
Aided by C. R. C.,	23	45	68	12	56	68
Not aided by C. R. C.,	4	7	11	2	9	11
<i>Birthplace not Given.</i>						
	7	17	24	5	19	24
Aided by C. R. C.,	6	17	23	4	19	23
Not aided by C. R. C.,	1	-	1	1	-	1
<i>Aggregates.</i>						
	44	101	145	26	119	145
Aided by C. R. C.,	39	91	130	23	107	130
Not aided by C. R. C.,	5	10	15	3	12	15
WARD 16.						
<i>Native Born.</i>						
	24	44	68	20	48	68
Aided by C. R. C.,	22	38	60	18	42	60
Not aided by C. R. C.,	2	6	8	2	6	8
<i>Foreign Born.</i>						
	65	142	207	50	157	207
Aided by C. R. C.,	54	108	162	42	120	162
Not aided by C. R. C.,	11	34	45	8	37	45
<i>Birthplace not Given.</i>						
	14	47	61	4	57	61
Aided by C. R. C.,	11	29	40	2	38	40
Not aided by C. R. C.,	3	18	21	2	19	21
<i>Aggregates.</i>						
	103	233	336	74	262	336
Aided by C. R. C.,	87	175	262	62	200	262
Not aided by C. R. C.,	16	58	74	12	62	74

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 17.						
<i>Native Born.</i>	18	40	58	13	40	53
Aided by C. R. C.,*	10	27	37	11	26	37
Not aided by C. R. C.,*	8	13	16	2	14	16
<i>Foreign Born.</i>	28	37	65	18	47	65
Aided by C. R. C.,	21	26	47	12	35	47
Not aided by C. R. C.,	7	11	18	6	12	18
<i>Birthplace not Given.</i>	8	21	29	7	22	29
Aided by C. R. C.,	4	16	20	4	16	20
Not aided by C. R. C.,	4	5	9	3	6	9
<i>Aggregates.</i>	49	98	147	38	109	147
Aided by C. R. C.,	35	69	104	27	77	104
Not aided by C. R. C.,	14	29	43	11	32	43
WARD 18.						
<i>Native Born.</i>	8	17	25	7	18	25
Aided by C. R. C.,	8	15	23	7	16	23
Not aided by C. R. C.,	-	2	2	-	2	2
<i>Foreign Born.</i>	13	22	35	12	23	35
Aided by C. R. C.,	11	16	27	10	17	27
Not aided by C. R. C.,	2	6	8	2	6	8
<i>Birthplace not Given.</i>	2	8	10	4	6	10
Aided by C. R. C.,	1	5	6	3	3	6
Not aided by C. R. C.,	1	3	4	1	3	4
<i>Aggregates.</i>	23	47	70	23	47	70
Aided by C. R. C.,	20	36	56	20	36	56
Not aided by C. R. C.,	3	11	14	3	11	14
WARD 19.						
<i>Native Born.</i>	25	30	55	22	33	55
Aided by C. R. C.,	20	19	39	18	21	39
Not aided by C. R. C.,	5	11	16	4	12	16
<i>Foreign Born.</i>	21	33	59	19	40	59
Aided by C. R. C.,	16	32	48	14	34	48
Not aided by C. R. C.,	5	6	11	5	6	11
<i>Birthplace not Given.</i>	6	17	23	4	19	23
Aided by C. R. C.,	3	11	14	1	13	14
Not aided by C. R. C.,	3	6	9	3	6	9
<i>Aggregates.</i>	52	85	137	45	92	137
Aided by C. R. C.,	39	62	101	33	68	101
Not aided by C. R. C.,	13	23	36	12	24	36

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 20.						
<i>Native Born.</i>	22	20	42	15	27	42
Aided by C. R. C.,*	20	15	35	14	21	35
Not aided by C. R. C.,*	2	5	7	1	6	7
<i>Foreign Born.</i>	21	20	41	16	25	41
Aided by C. R. C.,	17	16	33	16	18	33
Not aided by C. R. C.,	4	4	8	1	7	8
<i>Birthplace not Given.</i>	3	15	18	-	18	18
Aided by C. R. C.,	3	8	11	-	11	11
Not aided by C. R. C.,	-	7	7	-	7	7
<i>Aggregates.</i>	46	55	101	31	70	101
Aided by C. R. C.,	40	39	79	29	50	79
Not aided by C. R. C.,	6	16	22	2	20	22
WARD 21.						
<i>Native Born.</i>	3	5	8	3	5	8
Aided by C. R. C.,	3	3	6	3	3	6
Not aided by C. R. C.,	-	2	2	-	2	2
<i>Foreign Born.</i>	6	6	12	5	7	12
Aided by C. R. C.,	4	4	8	3	5	8
Not aided by C. R. C.,	2	2	4	2	2	4
<i>Birthplace not Given.</i>	1	5	6	1	5	6
Aided by C. R. C.,	-	5	5	-	5	5
Not aided by C. R. C.,	1	-	1	1	-	1
<i>Aggregates.</i>	10	16	26	9	17	26
Aided by C. R. C.,	7	12	19	6	13	19
Not aided by C. R. C.,	3	4	7	3	4	7
WARD 22.						
<i>Native Born.</i>	9	8	17	7	10	17
Aided by C. R. C.,	9	5	14	7	7	14
Not aided by C. R. C.,	-	3	3	-	3	3
<i>Foreign Born.</i>	10	26	36	8	28	36
Aided by C. R. C.,	7	22	29	6	23	29
Not aided by C. R. C.,	3	4	7	2	5	7
<i>Birthplace not Given.</i>	1	3	4	1	3	4
Aided by C. R. C.,	1	2	3	1	2	3
Not aided by C. R. C.,	-	1	1	-	1	1
<i>Aggregates.</i>	20	37	57	16	41	57
Aided by C. R. C.,	17	29	46	14	32	46
Not aided by C. R. C.,	3	8	11	2	9	11

* Citizens Relief Committee.

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD 23.						
<i>Native Born.</i>						
Aided by C. R. C.,*	2	13	15	1	14	15
Not aided by C. R. C.,*	1	12	13	1	12	13
Not aided by C. R. C.,*	1	1	2	-	2	2
<i>Foreign Born.</i>						
Aided by C. R. C.,	3	22	25	3	22	25
Not aided by C. R. C.,	2	19	21	2	19	21
Not aided by C. R. C.,	1	3	4	1	3	4
<i>Birthplace not Given.</i>						
Aided by C. R. C.,	1	8	9	-	9	9
Aided by C. R. C.,	1	5	6	-	6	6
Not aided by C. R. C.,	-	3	3	-	3	3
<i>Aggregates.</i>						
Aided by C. R. C.,	6	43	49	4	45	49
Not aided by C. R. C.,	4	36	40	3	37	40
Not aided by C. R. C.,	2	7	9	1	8	9
WARD 24.						
<i>Native Born.</i>						
Aided by C. R. C.,	3	4	7	2	5	7
Aided by C. R. C.,	3	2	5	2	3	5
Not aided by C. R. C.,	-	2	2	-	2	2
<i>Foreign Born.</i>						
Aided by C. R. C.,	5	5	10	2	8	10
Aided by C. R. C.,	5	3	8	2	6	8
Not aided by C. R. C.,	-	2	2	-	2	2
<i>Birthplace not Given.</i>						
Aided by C. R. C.,	1	7	8	1	7	8
Aided by C. R. C.,	-	5	5	-	5	5
Not aided by C. R. C.,	1	2	3	1	2	3
<i>Aggregates.</i>						
Aided by C. R. C.,	9	16	25	5	20	25
Aided by C. R. C.,	8	10	18	4	14	18
Not aided by C. R. C.,	1	6	7	1	6	7
WARD 25.						
<i>Native Born.</i>						
Aided by C. R. C.,	-	1	1	-	1	1
Aided by C. R. C.,	-	1	1	-	1	1
Not aided by C. R. C.,	-	-	-	-	-	-
<i>Foreign Born.</i>						
Aided by C. R. C.,	2	-	2	-	2	2
Aided by C. R. C.,	2	-	2	-	2	2
Not aided by C. R. C.,	-	-	-	-	-	-
<i>Birthplace not Given.</i>						
Aided by C. R. C.,	-	1	1	-	1	1
Aided by C. R. C.,	-	-	-	-	-	-
Not aided by C. R. C.,	-	1	1	-	1	1
<i>Aggregates.</i>						
Aided by C. R. C.,	2	2	4	-	4	4
Aided by C. R. C.,	2	1	3	-	3	3
Not aided by C. R. C.,	-	1	1	-	1	1

WARDS AND PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITUTIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
WARD NOT SPECIFIED.						
<i>Native Born.</i>						
Aided by C. R. C.,*	-	-	-	-	-	-
Not aided by C. R. C.,*	-	-	-	-	-	-
<i>Foreign Born.</i>						
Aided by C. R. C.,	-	6	6	-	6	6
Not aided by C. R. C.,	-	4	4	-	4	4
<i>Birthplace not Given.</i>						
Aided by C. R. C.,	1	30	31	3	28	31
Not aided by C. R. C.,	-	12	12	-	12	12
<i>Aggregates.</i>						
Aided by C. R. C.,	1	36	37	3	34	37
Not aided by C. R. C.,	-	16	16	-	16	16
THE CITY OF BOSTON.						
<i>Native Born.</i>						
Aided by C. R. C.,	331	569	900	253	647	900
Not aided by C. R. C.,	239	456	745	221	524	745
Not aided by C. R. C.,	42	113	155	32	123	155
<i>Foreign Born.</i>						
Aided by C. R. C.,	709	1,319	2,028	534	1,494	2,028
Not aided by C. R. C.,	578	1,029	1,607	433	1,174	1,607
Not aided by C. R. C.,	131	290	421	101	320	421
<i>Birthplace not Given.</i>						
Aided by C. R. C.,	143	454	597	96	501	597
Not aided by C. R. C.,	102	293	395	70	325	395
Not aided by C. R. C.,	41	161	202	26	176	202
<i>Aggregates.</i>						
Aided by C. R. C.,	1,183	2,342	3,525	883	2,642	3,525
Not aided by C. R. C.,	969	1,778	2,747	724	2,023	2,747
Not aided by C. R. C.,	214	564	778	159	619	778

* Citizens Relief Committee.

In the above table the applicants are classified with respect to whether or not they had received previous charity relief, as recorded by the Associated Charities, from associations, institutions, etc. The information is presented by wards for the native and foreign born and for those whose birthplace is not given, separately, with aggregates.

From the recapitulation, it appears that of the 3,525 applicants, the names of 1,183 were found to have been recorded upon the books of the Associated Charities, while the others, 2,342 in number, were not so recorded. Of the 3,525 persons making applications for work-relief, 883 had received aid through asso-

ciations, institutions, etc.; while 2,642 had not received such aid. This shows that 74.95 per cent of the whole number of applicants had not applied for relief of any kind until they were forced to do so by the prevailing industrial depression.

	CLASSIFIED WEEKLY EARNINGS.	SHOP WORK				HOME WORK			
		Native Born	Foreign Born	Birth- place not Given	Totals	Native Born	Foreign Born	Birth- place not Given	Totals
1	Under \$1,	-	-	-	-	2	3	-	5
2	\$1 but under \$2, . .	4	7	-	11	2	12	5	19
3	\$2 but under \$3, . .	30	35	4	69	7	18	4	29
4	\$3 but under \$4, . .	70	108	17	195	7	16	4	27
5	\$4 but under \$5, . .	95	174	25	294	4	11	1	16
6	\$5 but under \$6, . .	81	148	19	248	2	15	1	18
7	\$6 but under \$7, . .	62	108	11	176	2	10	-	12
8	\$7 but under \$8, . .	17	27	7	51	4	-	1	5
9	\$8 but under \$9, . .	7	11	6	24	1	-	-	1
10	\$9 but under \$10, . .	1	6	-	7	1	2	-	3
11	\$10 and over,	3	4	2	9	-	2	-	2
12	Piece work,	6	5	-	11	3	8	-	11
13	TOTALS,	376	628	91	1,095	35	97	16	148

Referring to the final column in the above table, we find the largest aggregations in the classes whose previous wages were from \$3 to \$6. These statistics of previous earnings are strikingly indicative of the industrial status of the applicants. It has been conclusively shown in previous reports of this Bureau, based upon returns covering all the industries in the Commonwealth, that 72.94 per cent of all females employed in the manufacturing and mechanical industries in this Commonwealth receive less than \$7 per week. The figures contained in the above table indicate that of the applicants for work-relief at the Bedford street rooms, 1,902, or 88.18 per cent, received less than \$7 per week. Of all females employed in manufacturing and mechanical industries 34.59 per cent received less than \$5 per week, while 59.71 per cent of the applicants were paid similar wages. That is to say, a much larger proportion of the applicants were of an inferior wage class than obtains in the manufacturing industries in the Commonwealth at large. This, indeed, might be expected from the fact that so large a proportion of the applicants were

The next table presents information as to the classified weekly earnings of the applicants prior to being thrown out of employment. This information is presented for the city as a whole.

DOMESTIC AND PERSONAL SERVICE				NOT GIVEN				AGGREGATES				
Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals	
6	17	1	24	-	-	-	-	8	20	1	29	1
19	32	10	61	2	6	2	10	27	57	17	101	2
31	45	14	90	4	12	2	18	72	110	24	206	3
57	125	34	216	5	22	3	30	139	271	58	468	4
36	89	22	147	5	14	8	27	140	288	56	484	5
19	37	6	62	3	10	1	14	105	210	27	342	6
11	37	9	57	8	12	7	27	83	162	27	272	7
6	11	3	20	1	5	3	9	28	43	14	85	8
2	5	3	10	1	4	-	5	11	20	9	40	9
2	3	1	6	-	-	-	-	4	11	1	16	10
1	8	-	9	1	-	1	2	5	14	3	22	11
15	42	6	63	2	3	2	7	26	58	8	92	12
205	451	109	765	32	88	29	149	648	1,264	245	2,157	13

engaged in domestic and personal service, or worked at home. If the comparison be confined to those engaged in shop work alone, we find that while, as just stated, 72.94 per cent of all females employed in the industries of Massachusetts received less than \$7 per week, and 34.59 per cent received less than \$5 per week; of the females who applied for work at Bedford street, but who had previously been engaged in shop work, 90.68 per cent received less than \$7 per week and 51.96 per cent received less than \$5 per week.

No particular difference is observable between the native and foreign born with respect to the amount of wages previously earned. Of the native born, 574, or 88.58 per cent, received less than \$7 per week, and 386, or 59.57 per cent, received less than \$5 per week; while of the foreign born, 1,118, or 88.45 per cent, received less than \$7 per week, and 746, or 59.02 per cent, received less than \$5 per week. Not only are these percentages substantially the same in each of the classes specified, but they are also substantially the same as the percentages indicating the proportions of all applicants, in the aggregate, found in the respective wage classes.

The next table presents information as to the amount of rent paid by the families to which the applicants belonged.

THE CITY, AND WARDS.	APPLICANTS				APPLICANTS REPORTING RENT PAID				AVERAGES	
	Report- ing Rent Paid	Not Report- ing Rent Paid	Board- ing	Totals	Number	Number of Per- sons	Number of Rooms	Total Monthly Rent Paid	Monthly	Persons
									Rent per Room	to a Room
THE CITY OF BOSTON.	1,983	870	672	3,525	1,983	7,340	5,086	\$17,479.14	\$3.44	1.44
Ward 1, .	33	4	11	48	33	147	107	269.44	2.52	1.37
Ward 2, .	48	18	9	75	48	220	166	422.12	2.54	1.33
Ward 3, .	30	12	9	51	30	115	86	225.02	2.62	1.34
Ward 4, .	31	11	11	53	31	135	103	279.20	2.71	1.31
Ward 5, .	38	12	5	55	38	121	100	313.65	3.14	1.21
Ward 6, .	172	48	75	295	172	672	379	1,516.51	4.00	1.77
Ward 7, .	170	46	71	287	170	708	382	1,670.88	4.37	1.85
Ward 8, .	225	74	92	391	225	747	503	2,136.63	4.25	1.49
Ward 9, .	51	27	19	97	51	186	107	461.25	4.31	1.27
Ward 10, .	27	15	8	50	27	55	31	197.17	6.36	1.77
Ward 11, .	53	26	7	86	53	129	94	456.08	4.85	1.37
Ward 12, .	178	97	47	322	178	464	328	1,509.38	4.60	1.41
Ward 13, .	244	81	93	418	244	1,022	760	1,998.47	2.63	1.34
Ward 14, .	97	36	30	163	97	476	325	780.62	2.40	1.46
Ward 15, .	83	35	27	145	83	417	308	785.92	2.55	1.35
Ward 16, .	165	116	55	336	165	523	349	1,450.82	4.16	1.51
Ward 17, .	79	49	19	147	79	237	172	651.16	3.79	1.38
Ward 18, .	40	17	13	70	40	122	91	347.59	3.82	1.34
Ward 19, .	80	38	19	137	80	298	236	732.10	3.10	1.26
Ward 20, .	55	22	24	101	55	243	176	507.79	2.89	1.38
Ward 21, .	11	9	6	26	11	46	35	98.16	2.80	1.31
Ward 22, .	33	19	5	57	33	162	117	304.78	2.60	1.38
Ward 23, .	25	12	12	49	25	85	87	232.74	2.68	0.98
Ward 24, .	12	10	3	25	12	47	40	111.08	2.78	1.18
Ward 25, .	1	3	-	4	1	1	1	6.50	6.50	1.00
Ward not spec- ified, . . .	2	83	2	87	2	7	3	14.08	4.69	2.33

The first line of the table gives the aggregates for the city. The number of applicants reporting the amount of rent paid by the families to which they belonged was 1,983; 870 not reporting any expenditure for rent, and 672 reporting themselves as boarding. The 1,983 applicants who reported rent paid represented 7,340 persons, who occupied 5,086 rooms, the total amount of monthly rent paid being \$17,479.14, or an average monthly rent of \$3.44, the average number of persons to a room being 1.44. The monthly rent per room paid by the applicants who reported themselves as paying rent,

ranges from \$2.40 in ward 14 to \$6.50 in ward 25, the last instance representing but a single case, and being considerably higher than the average monthly rent per room in other wards, except in ward 10, where a figure nearly as high appears, namely, \$6.36, an average resulting from reports made by 27 persons.

In general, the monthly rent per room does not rise above \$4.50 nor fall below \$2.50. The average number of persons to a room, represented in the families of the applicants in the wards specified, was highest in ward 7, namely, 1.85; and it was lowest in ward 23, namely, 0.98. A high average number of persons to a room (more than 1.50) appears in wards 6, 7, 10, and 16.

Complete information as to rents paid, the number of rooms to a tenement, and the number of persons to a room in each of the wards, and for the city as a whole, was presented by the Bureau in its report for 1890, in the first section of "A Tenement House Census," the title given by the Bureau to the investigation as to the condition of persons residing in rented tenements in the city, to which we have previously alluded.

For the purpose of comparing the information as to number of persons to a room and number of rooms to a tenement, in the tenements from which the applicants for work-relief came, with the average conditions obtaining in the wards and in the city, the following table is introduced:

THE CITY, AND WARDS.	APPLICANTS			TENEMENT HOUSE CENSUS		
	Number of Tenements Represented	Average Number of Rooms to a Tenement	Average Number of Persons to a Room	Average Number of Rooms to a Tenement	Average Number of Persons to a Room	Percentages of Total Population Residing in Tenements Having Number of Rooms Specified
THE CITY OF BOSTON.	*1,983	2.56	1.44	4.78	0.91	5.91 (less than 3 rooms)
Ward 1, . . .	33	3.24	1.37	5.05	0.87	12.62 (less than 4 rooms)
Ward 2, . . .	48	3.46	1.33	4.79	0.90	15.54 (less than 4 rooms)
Ward 3, . . .	30	2.53	1.34	4.91	0.85	2.27 (less than 3 rooms)
Ward 4, . . .	31	3.32	1.31	5.10	0.84	12.72 (less than 4 rooms)
Ward 5, . . .	38	2.63	1.21	4.90	0.89	2.98 (less than 3 rooms)
Ward 6, . . .	172	2.20	1.77	3.15	1.47	30.00 (less than 3 rooms)
Ward 7, . . .	170	2.25	1.85	3.49	1.38	25.87 (less than 3 rooms)
Ward 8, . . .	225	2.24	1.49	3.99	1.06	10.43 (less than 3 rooms)
Ward 9, . . .	51	2.10	1.27	4.63	0.88	13.95 (less than 3 rooms)
Ward 10, . . .	27	1.15	1.77	5.36	0.83	2.65 (less than 2 rooms)

* Includes 2 tenements, ward not specified.

THE CITY, AND WARDS.	APPLICANTS			TENEMENT HOUSE CENSUS		
	Number of Tenements Represented	Average Number of Rooms to a Tenement	Average Number of Persons to a Room	Average Number of Rooms to a Tenement	Average Number of Persons to a Room	Percentages of Total Population Residing in Tenements Having Number of Rooms Specified
THE CITY OF BOSTON — Con.						
Ward 11, . . .	53	1.77	1.37	5.96	0.74	0.45 (less than 2 rooms)
Ward 12, . . .	178	1.84	1.41	4.02	1.08	2.59 (less than 2 rooms)
Ward 13, . . .	244	3.11	1.34	4.02	1.09	31.22 (less than 4 rooms)
Ward 14, . . .	97	3.35	1.46	4.97	0.88	14.07 (less than 4 rooms)
Ward 15, . . .	83	3.71	1.35	4.71	0.97	11.35 (less than 4 rooms)
Ward 16, . . .	165	2.12	1.51	4.09	0.98	10.88 (less than 3 rooms)
Ward 17, . . .	79	2.18	1.38	4.75	0.90	8.97 (less than 3 rooms)
Ward 18, . . .	40	2.28	1.34	6.09	0.74	3.63 (less than 3 rooms)
Ward 19, . . .	80	2.95	1.26	4.35	0.99	4.48 (less than 3 rooms)
Ward 20, . . .	55	3.20	1.38	4.89	0.87	21.23 (less than 4 rooms)
Ward 21, . . .	11	3.18	1.31	5.87	0.71	6.65 (less than 4 rooms)
Ward 22, . . .	33	3.55	1.38	4.31	1.00	30.18 (less than 4 rooms)
Ward 23, . . .	25	3.48	0.98	5.47	0.81	11.34 (less than 4 rooms)
Ward 24, . . .	12	3.33	1.18	5.80	0.76	9.98 (less than 4 rooms)
Ward 25, . . .	1	1.00	1.00	5.74	0.78	0.11 (less than 2 rooms)

Referring to the first line of this table, we note that, as returned by the applicants for work-relief, 1,983 tenements are represented, the average number of rooms to each tenement being 2.56, and the average number of persons to a room 1.44. Comparing this with the results for the city, shown in the Tenement House Census, we note that the average number of rooms to a rented tenement, if all tenements in the city are considered, is 4.78, the average number of persons to a room being 0.91. It therefore at once appears that the applicants came from tenements which were much smaller than the average, and much more crowded.

The final column of the table also shows that, considering the city as a whole, only 5.91 per cent of the population was found in tenements having less than three rooms; that is to say, in tenements as small as the average tenement from which the applicants for work-relief came. Substantially the same condition as is here indicated for the city as a whole will be found without exception in each of the wards. The average number of rooms in the tenements wherein the applicants resided is uniformly less than the average number of rooms in the tenements in the different wards considered as a whole; and the average number of persons to a room in the tenements

occupied by the applicants is considerably greater than the average number of persons to a room in all tenements in the ward.

Let us consider some of the wards in which the number of applicants was greatest. In ward 6, 172 tenements were represented by the applicants, and the average number of rooms to these tenements was 2.20; while the average number of rooms to all tenements in that ward is 3.15, and only 30 per cent of the population is living in tenements containing less than three rooms. The average number of persons to a room in the tenements occupied by the applicants in this ward was 1.77, while the average number of persons to a room in the tenements considered as a whole in the ward was 1.47. In some of the other wards much more noticeable differences appear. For instance, in ward 9, 51 tenements are represented by the applicants, the average number of rooms to a tenement being 2.10, while the average number of rooms to a tenement, if all tenements in the ward be considered, is 4.63, and only 13.95 per cent of the population in this ward is living in tenements containing less than three rooms. The average number of persons to a room in the tenements represented by the applicants in ward 9 was 1.27, while the average number of persons to a room in all tenements in the ward was 0.88. In ward 13, 244 tenements were represented by applicants for work-relief, and the average number of rooms in these tenements was 3.11. In this ward the average number of rooms to a tenement, if all tenements are considered, is 4.02, while the average number of persons to a room in the tenements occupied by the applicants was 1.34, and the average number of persons to a room in all tenements in the ward is 1.09. In this ward, 31.22 per cent of the population is residing in tenements of less than four rooms.

The figures contained in this table clearly show that the applicants for work-relief came from tenements which were much more crowded than the average obtaining in the wards respectively, and also that, with the exception of a few wards, comparatively small percentages of the population are residing in tenements as small as the tenements represented by the applicants. In every case, the percentage of population residing in tenements as small as those represented by the applicants is equivalent to less than one-third of the total population of the ward.

Besides the principal room on Bedford street, four smaller work-rooms for women were opened. The statistics of work-relief at three of these, located, respectively, at the Wells Memorial Hall, on Washington street, at 117 Berkeley street, and at the Berkeley Temple, will now be presented, beginning with the Wells Memorial.

The first table shows the number of applicants and the amount of work-relief for the city, by wards, classified so as to show the native and foreign born.

THE CITY, AND WARDS.	APPLICANTS				WORK-RELIEF			Value of Work- Relief
	Native Born	Foreign Born	Birth- place not Given	Totals	Number Supplied	Number not supplied	Totals	
THE CITY OF BOSTON.	166	191	235	592	324	268	592	\$4,836.89
Ward 1,	2	-	4	6	2	4	6	24.75
Ward 2,	3	1	2	6	4	2	6	51.00
Ward 3,	2	3	-	5	5	-	5	48.00
Ward 4,	1	1	1	3	2	1	3	13.50
Ward 5,	2	3	4	9	3	6	9	39.00
Ward 6,	3	6	2	11	4	7	11	44.40
Ward 7,	1	6	9	16	4	12	16	43.50
Ward 8,	4	11	7	22	11	11	22	122.25
Ward 9,	4	4	6	14	7	7	14	105.75
Ward 10,	3	2	2	7	3	4	7	63.75
Ward 11,	11	16	12	39	28	11	39	418.90
Ward 12,	24	29	24	77	52	25	77	975.51
Ward 13,	9	12	21	42	14	28	42	227.50
Ward 14,	6	6	6	18	8	10	18	136.50
Ward 15,	8	5	3	16	12	4	16	203.03
Ward 16,	21	44	47	112	52	60	112	694.16
Ward 17,	21	19	23	63	41	22	63	601.13
Ward 18,	5	4	11	20	8	12	20	103.50
Ward 19,	7	12	12	31	20	11	31	288.25
Ward 20,	13	2	9	24	16	8	24	289.88
Ward 21,	5	3	2	10	4	6	10	112.50
Ward 22,	4	-	4	8	4	4	8	41.63
Ward 23,	5	1	4	10	8	2	10	55.50
Ward 24,	2	1	3	6	1	5	6	8.25
Ward not specified, .	-	-	17	17	11	6	17	34.75

As appears from the table, 592 applicants were registered at the Wells Memorial, of whom 324 were supplied with work, the aggregate amount of work-relief being \$4,836.89. The largest amount was disbursed to applicants from ward 12, 52 persons from this ward being supplied with work-relief to the amount of \$975.51. A like number of persons were supplied

with work from ward 16, to the amount of \$694.16, while 41 applicants from ward 17 received work to the amount of \$691.13. It will be noticed that, as shown in the tables relating to the Court House and Bedford street, the largest amount of work-relief seems to have been disbursed to applicants from the wards in which the crowded tenement conditions are found.

Of the applicants at the Wells Memorial, 166 were native born, 191 foreign born, while 235 were returned under the head of "birthplace not given."

Investigation as to ages disclosed 105 in the age period 14 to 19 years, 143 in the period 20 to 29, 97 in the period 30 to 39, 77 in the period 40 to 49, 25 in the period 50 to 59, while 11 applicants were above 60 years of age, the ages of 134 being unknown.

The occupations of the applicants, classified by age periods, are shown in the following table :

OCCUPATIONS.	AGE PERIODS				Age Unknown	ALL AGES
	Under 21	21 but under 45	45 but under 60	60 and over		
Cooks,	-	3	1	-	1	5
Dressmakers,	22	31	7	4	10	74
Employés (candy factory),	6	2	-	-	-	8
Employés (cordage factory),	4	2	-	-	-	6
Housewives,	1	52	2	-	10	65
Housework,	6	13	2	1	10	32
Laundry work,	2	6	3	-	-	11
Saleswomen,	6	4	-	-	-	10
Seamstresses,	5	27	9	3	13	57
Sewing-machine operators,	1	4	1	-	1	7
Shirt makers,	6	3	1	-	1	11
Tailloresses,	32	52	6	1	22	113
Waitresses,	1	7	-	-	-	8
Not given,	-	6	-	-	28	34
Other occupations,	84	58	19	2	38	151
TOTALS,	126	270	51	11	134	592

The largest number in any single occupation is found under the head of "tailloresses," who number 113 in the aggregate, 32 being under 21 years of age. The dressmakers numbered 74, the seamstresses 57, while 65 applicants were housewives, and 32 others were engaged in housework.

The following table classifies the occupations as shop work, home work, and domestic and personal service :

CLASSIFICATION.	NATIVE BORN				FOREIGN BORN	
	WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS	
	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average
1 Shop work,	89	\$5.34	93	\$15.69	95	\$5.41
2 Home work,	8	5.69	24	20.01	11	5.57
3 Domestic and personal service,	7	5.43	8	16.55	18	4.08
4 Not given,	5	5.80	5	10.05	8	5.97
5 TOTALS,	109	\$5.40	130	\$16.33	127	\$5.32

This table also shows the average weekly earnings under each classified occupation head, as reported by the applicants, and presents a classification with respect to each of the items included in the table under the head of native born, foreign born, and birthplace not given, with aggregates.

The average amount of work-relief furnished to the persons previously engaged in shop work was \$15.11, while those who had been engaged in work at home received \$17.05, and the persons previously engaged in domestic and personal service, \$14.69. The grand average amount of work-relief supplied to all applicants in the aggregate was \$14.93; while the grand average weekly wage previously earned by the applicants, in

CLASSIFIED VALUE OF WORK-RELIEF.	SHOP WORK				HOME WORK			
	Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals
1 Under \$2,	4	7	4	15	2	1	2	5
2 \$3 but under \$6,	9	7	2	18	2	1	2	5
3 \$6 but under \$9,	17	14	3	34	1	4	5	10
4 \$9 but under \$12,	12	13	2	27	5	6	-	11
5 \$12 but under \$15,	7	2	2	11	1	4	-	5
6 \$15 but under \$18,	12	12	-	24	-	5	-	5
7 \$18 and over,	32	30	-	62	13	21	1	35
8 TOTALS,	93	85	13	191	24	42	10	76

The persons furnished with work at the smaller work-rooms were, with few exceptions, paid a uniform rate of 75 cents per day. In general, the operatives were worked on three-day shifts. Referring to the aggregates presented in the above table, it will

FOREIGN BORN		BIRTHPLACE NOT GIVEN				AGGREGATES				
VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		WEEKLY EARNINGS		VALUE OF WORK-RELIEF		
Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	Number Reporting	Average	Number Supplied	Average	
86	\$15.81	28	\$4.87	13	\$6.29	212	\$5.31	192	\$15.11	1
41	17.81	3	6.67	10	6.88	22	5.76	75	17.05	2
14	17.21	5	4.61	5	4.65	25	4.56	27	14.69	3
6	15.44	15	4.97	19	6.17	28	5.40	30	8.67	4
147	\$16.49	51	\$4.98	47	\$6.19	287	\$5.29	324	\$14.93	5

the aggregate, was \$5.29. They therefore received an amount nearly equivalent to three weeks' wages at the rate of earnings previous to being thrown out of employment.

The proportion which the amount of work-relief furnished the different classes of workers shown in the table bears to average weekly earnings does not in most cases vary from the proportion which applies to all applicants in the aggregate. In some cases, however, it rises as high as four weeks' pay, and in others falls to about the amount previously earned in two weeks.

The next table shows the value of work-relief as classified under amounts varying from \$3 to \$18 and over.

DOMESTIC AND PERSONAL SERVICE				NOT GIVEN				AGGREGATES			
Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals
-	3	1	4	-	1	7	8	6	12	14	32
-	-	2	2	1	1	4	6	12	9	10	31
1	-	2	3	3	-	5	8	22	18	15	55
2	3	-	5	-	1	-	1	19	23	2	44
1	-	-	1	-	-	1	1	9	6	3	18
-	2	-	2	-	-	-	-	12	19	-	31
4	6	-	10	1	3	2	6	50	60	3	113
8	14	5	27	5	6	19	30	130	147	47	324

be seen that 32 persons received work-relief amounting to less than \$3; 31 others received \$3 but under \$6; 55, \$6 but under \$9; 44, \$9 but under \$12; 18, \$12 but under \$15; 31, \$15 but under \$18; while 113 persons in the aggregate received work-

relief amounting to \$18 and over. Altogether, 191 persons who had previously been engaged in shop work, received work-relief at this room; 76 others who had been employed at home were aided; while the number who had previously been engaged in domestic and personal service was 27; the previous occupations of 30 persons who were aided, not being given.

The following table shows the number of applicants who had been registered by the Associated Charities, and who had received aid, furnished by charitable associations, institutions, etc., before applying for work-relief:

PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITU- TIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
THE CITY OF BOSTON.						
<i>Native Born.</i>						
Aided by W. M.,* . . .	46	120	166	40	126	166
Not aided by W. M.,* . . .	34	97	131	30	101	131
	12	23	35	10	25	35
<i>Foreign Born.</i>						
Aided by W. M., . . .	57	134	191	45	146	191
Not aided by W. M., . . .	40	108	148	36	112	148
	17	26	43	9	34	43

* Wells Memorial.

	CLASSIFIED WEEKLY EARNINGS.	SHOP WORK				HOME WORK			
		Native Born	Foreign Born	Birth- place not Given	Totals	Native Born	Foreign Born	Birth- place not Given	Totals
1	\$1 but under \$2, . . .	1	-	1	2	-	2	-	2
2	\$2 but under \$3, . . .	4	3	2	9	2	2	-	4
3	\$3 but under \$4, . . .	17	16	6	39	1	-	-	1
4	\$4 but under \$5, . . .	15	19	3	37	-	1	-	1
5	\$5 but under \$6, . . .	10	17	4	31	2	2	-	4
6	\$6 but under \$7, . . .	18	19	3	40	-	-	-	-
7	\$7 but under \$8, . . .	12	8	5	25	1	-	2	3
8	\$8 but under \$9, . . .	9	6	-	15	-	1	-	1
9	\$9 but under \$10, . . .	2	5	-	7	-	-	-	-
10	\$10 and over, . . .	1	2	1	4	2	3	-	5
11	TOTALS, . . .	89	95	25	209	8	11	2	21

PLACE OF BIRTH.	ASSOCIATED CHARITIES			AID FURNISHED BY ASSOCIATIONS, INSTITUTIONS, ETC.		
	Record	No Record	Totals	Number Aided	Number not Aided	Totals
THE CITY OF BOSTON — Con.						
<i>Birthplace not Given.</i>	59	176	235	36	199	235
Aided by W. M.,* . . .	12	41	53	7	46	53
Not aided by W. M.,* . . .	47	135	182	29	153	182
<i>Aggregates.</i>	162	430	592	121	471	592
Aided by W. M., . . .	86	246	332	73	259	332
Not aided by W. M., . . .	76	184	260	48	212	260

* Wells Memorial.

In this table the applicants are classified with respect to place of birth. In the aggregate, 162 of the applicants are registered upon books of the Associated Charities; of these, 86 received work-relief at the Wells Memorial. The number who had received previous charity-relief was 121, and of these 73 received work-relief. By far the larger number had never received previous aid before applying for work-relief.

The classified weekly earnings of the applicants are shown in the next table, beginning on page 212.

DOMESTIC AND PERSONAL SERVICE				NOT GIVEN				AGGREGATES			
Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals	Native Born	Foreign Born	Birth-place not Given	Totals
1	-	-	1	-	-	2	2	2	2	3	7
1	5	-	6	2	-	3	5	9	10	5	24
-	2	3	5	-	1	3	4	18	19	12	49
-	2	1	3	-	-	1	1	15	22	5	42
2	2	-	4	-	3	3	6	14	24	7	45
1	-	-	1	2	1	3	6	21	20	6	47
-	1	-	1	-	1	1	2	13	10	8	31
1	-	-	1	-	2	2	4	10	9	2	21
-	1	1	2	-	-	-	-	2	6	1	9
1	-	-	1	1	-	1	2	5	5	2	12
7	13	5	25	5	8	19	32	109	127	51	287

Of the applicants in the aggregate, 122 had previously received less than \$5 per week, 87 of these applicants having been engaged in shop work.

The final table of this series relates to the subject of rent.

THE CITY, AND WARDS.	APPLICANTS				APPLICANTS REPORTING RENT PAID				AVERAGES	
	Report- ing Rent Paid	Not Report- ing Rent Paid	Board- ing	Totals	Num- ber	Num- ber of Per- sons	Num- ber of Rooms	Total Monthly Rent Paid	Monthly Rent per Room	Per- sons to a Room
THE CITY OF BOSTON.	306	209	77	592	306	1,129	833	\$3,182.48	\$3.82	1.36
Ward 1, .	-	5	1	6	-	-	-	-	-	-
Ward 2, .	2	2	2	6	2	16	10	20.42	2.04	1.60
Ward 3, .	5	-	-	5	5	23	21	60.50	2.88	1.10
Ward 4, .	-	1	2	3	-	-	-	-	-	-
Ward 5, .	4	2	3	9	4	15	9	35.25	3.92	1.67
Ward 6, .	6	4	1	11	6	39	17	70.33	4.14	2.29
Ward 7, .	7	6	3	16	7	32	18	61.00	3.39	1.78
Ward 8, .	11	4	7	22	11	50	28	142.26	5.08	1.79
Ward 9, .	7	5	2	14	7	25	19	98.42	5.18	1.82
Ward 10, .	5	1	1	7	5	11	8	54.99	6.87	1.38
Ward 11, .	20	11	8	39	20	87	55	275.67	5.01	1.58
Ward 12, .	54	18	5	77	54	136	101	467.02	4.62	1.35
Ward 13, .	24	12	6	42	24	124	83	232.67	2.80	1.49
Ward 14, .	8	7	3	18	8	30	30	69.00	2.30	1.00
Ward 15, .	9	7	-	16	9	35	35	91.83	2.62	1.00
Ward 16, .	55	46	11	112	55	188	142	570.25	4.02	1.32
Ward 17, .	32	24	7	63	32	116	77	307.34	3.99	1.51
Ward 18, .	11	6	3	20	11	23	19	89.90	4.73	1.21
Ward 19, .	19	8	4	31	19	71	57	217.15	3.81	1.25
Ward 20, .	12	8	4	24	12	52	45	144.41	3.21	1.16
Ward 21, .	5	3	2	10	5	11	17	57.66	3.39	0.65
Ward 22, .	3	4	1	8	3	17	12	30.75	2.56	1.42
Ward 23, .	5	4	1	10	5	17	18	58.66	3.26	0.94
Ward 24, .	2	4	-	6	2	11	12	27.00	2.25	0.92
Ward not spec- ified, .	-	17	-	17	-	-	-	-	-	-

This table is presented by wards, but it is not necessary to analyze it in detail, as the results shown in it are substantially in line with those previously shown for the applicants at the Bedford street work-rooms; and the conclusions stated with respect to the rents reported by the persons who applied there, apply also to the facts brought out in this table.

The next series of tables relates to the work conducted at Berkeley Temple, the first presentation showing the number of applicants and the amount of work-relief, by wards.

THE CITY, AND WARDS.	Number of Applicants	WORK-RELIEF			Value of Work-Relief
		Number Supplied	Number not Supplied	Totals	
THE CITY OF BOSTON.	274	252	22	274	\$3,427.84
Ward 1,	1	1	-	1	20.25
Ward 2,	2	1	1	2	39.75
Ward 3,	1	1	-	1	1.88
Ward 4,	1	1	-	1	17.63
Ward 5,	1	1	-	1	10.50
Ward 6,	4	3	1	4	24.75
Ward 7,	1	1	-	1	7.50
Ward 8,	3	3	-	3	33.00
Ward 9,	3	3	-	3	58.53
Ward 10,	5	5	-	5	91.89
Ward 11,	20	19	1	20	220.53
Ward 12,	12	11	1	12	185.65
Ward 13,	12	10	2	12	142.90
Ward 14,	5	5	-	5	75.76
Ward 15,	7	6	1	7	83.63
Ward 16,	59	54	5	59	814.54
Ward 17,	54	50	4	54	675.67
Ward 18,	11	11	-	11	87.77
Ward 19,	16	13	3	16	159.56
Ward 20,	6	6	-	6	66.40
Ward 21,	3	3	-	3	28.13
Ward 22,	7	7	-	7	121.54
Ward 23,	4	4	-	4	47.26
Ward 24,	1	1	-	1	10.50
Ward not specified,	35	32	3	35	402.32

As appears from the table, the number of applicants was 274, of whom 252 were supplied with work-relief amounting to \$3,427.84. As was found to be the case with respect to the other work-rooms, the largest amounts and largest number of applicants appear in connection with the crowded wards. The amount of \$814.54 was distributed to 59 applicants in ward 16. A larger proportion of the relief at this room went to applicants in ward 17 than appears at either of the other work-rooms, this being due, probably, to the location of the Berkeley Temple. The total number of applicants was 54 and they received work-relief amounting to \$675.67.

Returns as to the ages of the applicants showed that 38 were found in the period 14 to 19 years; 58 in the period 20 to 29; 50 in the period 30 to 39; 46 in the period 40 to 49; 31 in the period 50 to 59; while 5 applicants were above 60 years of age, the age of 46 applicants being unknown.

The occupations of applicants are shown in the following table, classified as to age periods :

OCCUPATIONS.	AGE PERIODS				Age Unknown	ALL AGES
	Under 21	21 but under 45	45 but under 60	60 and over		
Coat makers,	-	1	-	-	-	1
Cooks,	-	-	4	-	-	4
Dressmakers,	3	15	1	1	1	21
Employés :						
Candy factory,	1	1	-	-	-	2
Cordage factory,	6	-	-	-	-	6
Restaurant,	-	-	1	-	-	1
Housewives,	1	17	3	-	-	21
Housework,	2	10	6	-	1	19
Laundry work,	-	6	-	-	-	6
Saleswomen,	1	-	-	-	-	1
Seamstresses,	3	19	15	-	1	38
Sewing-machine operators,	-	2	1	-	-	3
Tailloresses,	1	12	5	-	-	18
Waitresses,	2	2	-	-	-	4
Not given,	2	8	4	-	38	52
No occupation,	3	6	1	-	-	10
Other occupations,	18	26	13	5	5	67
TOTALS,	43	125	54	6	46	274

The occupations of 52 applicants were not given; 10 were reported as having no occupation; seamstresses numbered 38; tailloresses, 18; dressmakers, 21; housewives, 21; and persons engaged in housework, 19. Here, as at the other rooms, the applicants are most numerous in occupations requiring a low degree of skill.

The occupations are classified in the following table, which also shows the average weekly earnings prior to being thrown out of employment, and the value of work-relief supplied :

CLASSIFICATION.	WEEKLY EARNINGS		VALUE OF WORK-RELIEF	
	Number Reporting	Average	Number Supplied	Average
Shop work,	66	\$5.67	78	\$12.60
Home work,	12	9.42	48	15.87
Domestic and personal service,	19	4.20	42	13.03
Not given,	3	7.67	84	13.52
TOTALS,	100	\$5.90	252	\$13.60

The number of applicants reporting their previous rate of wages is 100, the average wages being \$5.90, varying from \$4.20 for those engaged in domestic and personal service to \$9.42 reported as earned by those who worked at home. The average amount of work-relief supplied was \$13.60, or a sum nearly equivalent to three weeks' wages at the average rate reported. This proportion is not quite maintained in each of the classes of occupations, the persons who had previously been engaged in home work receiving work-relief to an amount less than two weeks' wages at the average rate reported.

The amount of work-relief, as classified in sums ranging from \$3 to \$18, is shown in the next table.

CLASSIFIED VALUE OF WORK-RELIEF.	Shop Work	Home Work	Domestic and Personal Service	Not Given	Totals
Under \$3	14	4	3	22	43
\$3 but under \$6,	6	4	9	9	28
\$6 but under \$9,	9	4	3	8	24
\$9 but under \$12,	12	9	4	10	35
\$12 but under \$15,	4	8	4	6	22
\$15 but under \$18,	10	2	3	7	22
\$18 and over,	23	17	16	22	78
TOTALS,	78	48	42	84	252

From the final column of this table, it is seen that 43 persons received work-relief amounting to less than \$3; 28, \$3 but under \$6; 24, \$6 but under \$9; 35, \$9 but under \$12; 22, \$12 but under \$15; 22, \$15 but under \$18; while 78 received work-relief amounting to \$18 and over.

The weekly earnings of the applicants, as classified under the system employed in the preceding tables, is shown in the following presentation :

CLASSIFIED WEEKLY EARNINGS.	Shop Work	Home Work	Domestic and Personal Service	Not Given	Totals
\$1 but under \$2,	1	1	1	-	3
\$2 but under \$3,	4	-	1	-	5
\$3 but under \$4,	8	-	6	-	14
\$4 but under \$5,	11	-	5	-	16

CLASSIFIED WEEKLY EARNINGS.	Shop Work	Home Work	Domestic and Personal Service	Not Given	Totals
\$5 but under \$6,	13	1	3	-	17
\$6 but under \$7,	12	1	1	-	14
\$7 but under \$8,	8	2	-	1	11
\$8 but under \$9,	1	3	2	2	8
\$9 but under \$10,	1	2	-	-	3
\$10 and over,	7	2	-	-	9
TOTALS,	66	12	19	3	100

Of the applicants in the aggregate, 38 reported their previous weekly earnings as less than \$5, while only 45 had received a weekly wage amounting to more than \$6.

The final series of tables relates to the work conducted at 117 Berkeley street. The first table shows the number of applicants and the amount of work-relief by wards.

THE CITY, AND WARDS.	CONJUGAL CONDITION OF APPLICANTS					WORK-RELIEF	
	Single	Married	Wid-owed	Not Given	Totals	Number Supplied	Value
THE CITY OF BOSTON.	59	32	17	67	175	175	\$1,809.23
Ward 1,	1	-	-	-	1	1	18.00
Ward 2,	1	1	-	-	2	2	24.78
Ward 3,	-	-	1	1	2	2	7.50
Ward 4,	1	1	-	-	2	2	18.00
Ward 5,	-	-	2	-	2	2	25.50
Ward 6,	-	-	-	2	2	2	38.75
Ward 7,	3	1	-	4	8	8	66.79
Ward 8,	3	-	1	2	6	6	33.75
Ward 9,	1	-	1	1	3	3	21.00
Ward 11,	4	1	-	2	7	7	81.08
Ward 12,	6	2	1	8	17	17	163.70
Ward 13,	4	6	2	3	15	15	194.79
Ward 14,	5	4	-	1	10	10	94.43
Ward 15,	2	5	-	2	9	9	74.70
Ward 16,	5	4	2	8	19	19	177.92
Ward 17,	6	1	2	7	16	16	184.90
Ward 18,	5	1	-	2	8	8	99.90
Ward 19,	4	2	-	4	10	10	128.63
Ward 20,	4	1	1	5	11	11	115.40
Ward 21,	2	-	1	-	3	3	32.65
Ward 22,	-	-	2	3	5	5	50.00
Ward 23,	-	1	1	2	4	4	52.88
Ward not specified, . . .	2	1	-	10	13	13	104.23

In this table, the applicants are classed according to conjugal condition. In the aggregate, 175 persons were supplied with work amounting to \$1,809.28. Of these, 59 were single, 32 married, 17 widowed, while the conjugal condition of 67 is not given. The largest numbers of applicants, as well as the largest amounts disbursed in work-relief, are found in wards 12, 13, 16, 17, 19, and 20.

The length of time the applicant had resided in Boston was ascertained at this work-room, and is shown in the following table :

LENGTH OF TIME IN BOSTON.	Number of Applicants	LENGTH OF TIME IN BOSTON.	Number of Applicants
5 months,	1	18 years,	2
6 months,	2	19 years,	3
7 months,	1	20 years,	2
9 months,	1	21 years,	4
15 months,	1	22 years,	3
18 months,	1	23 years,	2
1 year,	1	24 years,	2
2 years,	7	25 years,	1
3 years,	4	27 years,	2
4 years,	3	30 years,	2
5 years,	3	33 years,	1
6 years,	1	35 years,	2
7 years,	6	38 years,	2
8 years,	3	47 years,	1
9 years,	1	50 years,	1
10 years,	4	55 years,	2
12 years,	5	61 years,	1
13 years,	2	Always,	7
14 years,	2	Since childhood,	1
15 years,	3	Not given,	70
16 years,	8	TOTALS,	175
17 years,	4		

From the data presented in the above table, it will be noted that most of the applicants had resided in Boston more than one year. Only five out of 175 report a shorter term of residence. This is in line with the information secured at the Court House, and shows that the majority of the applicants were not recent accessions to the population of the city.

Of the applicants at this work-room, 34 were found in the age period 14 to 19 years, 33 in the period 20 to 29, 13 in the period

30 to 39, 18 in the period 40 to 49, 12 in the period 50 to 59, while 4 were above 60 years of age. The ages of 61 applicants were not ascertained.

The previous occupations of the applicants are shown in the following table :

OCCUPATIONS.	AGE PERIODS				Age Unknown	ALL AGES
	Under 21	21 but under 45	45 but under 60	60 and over		
Dressmakers,	1	5	-	1	2	9
Employés (candy factory),	2	1	-	-	-	3
Housewives,	-	6	-	-	3	9
Housework,	1	4	1	-	-	6
Saleswomen,	5	-	-	-	-	5
Seamstresses,	4	13	4	1	10	32
Tailloresses,	-	5	3	-	-	8
Not given,	8	10	8	1	41	68
Other occupations,	17	9	3	1	5	35
TOTALS,	38	53	19	4	61	175

The occupations of 68 applicants are not given. Of the others, 32 were reported to be seamstresses, eight tailloresses, nine dressmakers, while 15 others were housewives and those engaged in housework. The conclusion as to the low degree of skill, shown among the applicants, brought out in the tables relating to the other work-rooms, is supported here.

The first table, on page 221, shows the means of support relied upon by the applicants during their period of unemployment.

OCCUPATIONS.	APPLICANTS HAVING OTHER WAGE EARNERS IN FAMILY			
	Number of Applicants	Number of Other Wage Earners	Totals	Number of Dependents
1 Dressmakers,	5	8	13	5
2 Employés (candy factory),	3	7	10	8
3 Housewives,	5	6	11	13
4 Housework,	3	3	6	7
5 Saleswomen,	4	7	11	11
6 Seamstresses,	10	18	28	14
7 Tailloresses,	3	6	9	4
8 Not given,	6	9	15	8
9 Other occupations,	22	38	60	41
10 TOTALS,	61	102	163	111

MEANS OF SUPPORT DURING PERIOD OF UNEMPLOYMENT.	SINGLE		MARRIED		WIDOWED AND NOT GIVEN		AGGREGATES	
	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents	Number of Applicants	Number of Dependents
THE CITY OF BOSTON.	59	94	32	50	84	64	175	208
Earnings,	1	1	-	-	1	-	2	1
Earnings (brother),	3	4	-	-	-	-	3	4
Earnings (father),	2	8	-	-	-	-	2	8
Earnings (husband),	-	-	1	-	-	-	1	-
Earnings (mother),	1	1	-	-	-	-	1	1
Help (aunt),	1	-	-	-	-	-	1	-
Help (brother),	1	5	-	-	1	3	2	8
Help (friend),	2	1	2	3	-	-	4	4
Help (sister),	1	4	-	-	-	-	1	4
No assistance,	9	13	-	-	2	3	11	16
Odd jobs,	5	3	-	-	-	-	5	3
Savings,	2	5	2	1	2	-	6	6
Not given,	31	49	27	46	78	58	136	153

This table is classified so as to show the conjugal condition of the persons to whom it relates. The information, however, is not very satisfactory. In the aggregate, 136 persons out of 175 did not report their means of support during the period of unemployment. Of the others, 11 had no assistance; while those who had assistance relied in the main upon the help of relatives or the earnings of other members of the family.

The next table, beginning on page 220, shows the number of applicants, under each occupation head, who had other wage earners in the family to which they belonged, and the number who had not such wage earners, with aggregates.

APPLICANTS NOT HAVING OTHER WAGE EARNERS IN FAMILY		AGGREGATES					Total Number of Persons
Number of Applicants	Number of Dependents	Number of Applicants	Number of Other Wage Earners	Total of Applicants and Wage Earners	Number of Dependents		
4	5	9	8	17	10	27	1
-	-	3	7	10	8	18	2
4	10	9	6	15	23	38	3
3	3	6	3	9	10	19	4
1	2	5	7	12	13	25	5
22	23	32	18	50	37	87	6
5	7	8	6	14	11	25	7
62	28	68	9	77	36	113	8
13	19	35	38	73	60	133	9
114	97	175	102	277	208	485	10

Referring to the final line of the table, it will be seen that 61 applicants had other wage earners in the family, the total number of dependents upon the family earnings being 111. The applicants not having other wage earners in the family numbered 114, the number of dependents being 97 in the aggregate; and, 175 applicants being considered, the number of other wage earners in the families to which they belonged was 102, the total number of applicants and wage earners 277, and the number of dependents 208, resulting in a grand total of 485 persons who were connected with the families to which applicants for work at this work-room belonged.

The final table shows the length of time out of employment, as returned by the applicants, and whether or not they were able to obtain any work, after being thrown out of their regular employment, before applying for work-relief.

OCCUPATIONS, AND LENGTH OF TIME OUT OF EMPLOYMENT.	ODD JOBS SINCE OUT OF EMPLOYMENT		Not Stated as to Whether having had any Work since out of Regu- lar Employ- ment	Total Number of Applicants
	Number of Persons	Amount of Work-Relief		
Dressmakers,	2	\$27.00	7	9
1 month or less,	1	20.25	1	2
1½ months,	-	-	1	1
2 months,	1	6.75	1	2
2½ months,	-	-	1	1
6 months,	-	-	1	1
7 months,	-	-	1	1
Not given,	-	-	1	1
Employés (candy factory),	2	13.15	1	3
2 months,	1	6.75	-	1
5 months,	-	-	1	1
Not given,	1	6.39	-	1
Housewives,	3	44.00	6	9
Not given,	3	44.00	6	9
Housework,	2	23.90	4	6
1 month or less,	-	-	1	1
2 months,	-	-	1	1
6½ months,	1	5.90	-	1
Not given,	1	18.00	2	3
Salewomen,	1	15.75	4	5
1 month or less,	-	-	3	3
1½ months,	1	15.75	-	1
Not given,	-	-	1	1
Seamstresses,	8	95.70	24	32
1 month or less,	1	5.25	5	6
1¾ months,	-	-	1	1
3 months,	-	-	2	2

OCCUPATIONS, AND LENGTH OF TIME OUT OF EMPLOYMENT.	ODD JOBS SINCE OUT OF EMPLOYMENT		Not Stated as to Whether having had any Work since out of Regu- lar Em- ploy- ment	Total Number of Applicants
	Number of Persons	Amount of Work-Relief		
Seamstresses — Con.				
3½ months,	1	\$8.25	-	1
4 months,	1	18.75	-	1
4½ months,	-	-	1	1
5 months,	1	21.00	-	1
6 months,	-	-	1	1
7 months,	1	6.75	1	2
7½ months,	-	-	1	1
9 months,	-	-	1	1
12 months,	-	-	1	1
22 months,	-	-	1	1
Not given,	8	35.70	9	12
Tailoresses,	5	71.51	3	8
2 months,	2	12.26	-	2
3 months,	-	-	1	1
4 months,	1	16.50	1	2
5 months,	1	24.75	-	1
6 months,	1	18.00	-	1
Not given,	-	-	1	1
Not given,	-	-	68	68
1 month or less,	-	-	1	1
6 months,	-	-	1	1
Not given,	-	-	66	66
Other occupations,	8	78.85	27	35
1 month or less,	1	1.50	10	11
2 months,	-	-	1	1
3 months,	-	-	4	4
5 months,	1	1.50	2	3
6 months,	1	10.15	1	2
7 months,	1	6.40	1	2
8 months,	1	15.00	1	2
9 months,	1	26.15	-	1
12 months,	1	1.50	-	1
24 months,	-	-	1	1
Not given,	1	17.65	6	7

It is not necessary to analyze the above table in detail. Referring to the occupation in which the applicants at this work-room were most numerous, namely, seamstresses, it will be seen that eight were able to obtain odd jobs after leaving their regular employment, while 24 reported no work after being thrown out. One seamstress who had been out of regular employment one month or less, received work-relief to the amount of \$5.25; one who had been out of employment 3½ months received \$8.25, another who had been out four months

received \$18.75, another who had been out five months received \$21, while one who had been out seven months received \$6.75.

The conclusions which may be drawn from these figures apply in the main to the other occupations included in the table, and are in line with the conclusions drawn from similar information respecting the men who were given work at the Court House, which have previously been summarized; the most striking fact, of course, being the small amount of work-relief which it was possible to afford, as compared with the length of time which the applicants had been out of employment.

AGRICULTURAL LABOR IN CONNECTION WITH UNEMPLOYMENT.

In connection with the problem of unemployment in cities, it has sometimes been suggested that possibly some method could be adopted whereby the surplus labor in crowded localities might be transferred to the country, and utilized in agriculture. It has also been suggested that the opening of free registry offices in cities and large towns might be a simple and efficient means of effecting this transfer and thus enable farmers to secure the help which, in certain seasons at least, they need.

In order that the fullest information available might be obtained as to the state of the labor market in agricultural districts, and as to whether a system of free employment registries would operate in the way suggested, the Bureau has secured testimony from 1,021 employers of agricultural labor, representing all the agricultural districts and nearly every town in the Commonwealth, the cities, of course, being omitted. The employers who have replied to the inquiries of the Bureau are distributed by counties, as follows:

COUNTIES.	Employers	COUNTIES.	Employers
Barnstable,	52	Middlesex,	129
Berkshire,	122	Nantucket,	3
Bristol,	58	Norfolk,	51
Dukes,	15	Plymouth,	48
Essex,	105	Suffolk,	2
Franklin,	122	Worcester,	188
Hampden,	59	TOTALS,	1,021
Hampshire,	107		

Every town in the Commonwealth is represented except the following—Barnstable County : Harwich, Provincetown ; Berkshire County : Lanesborough, New Ashford ; Bristol County : Rehoboth ; Dukes County : Gay Head ; Essex County : Nahant, Topsfield ; Hampden County : Blandford, Chester ; Norfolk County : Dedham, Norwood, Randolph ; Plymouth County : Hull, Norwell, Bridgewater ; Suffolk County : Winthrop ; Worcester County : Ashburnham, Blackstone, North Brookfield.

The omissions, indicated in the above list, do not affect the general conclusions to be drawn from the replies, and the returns may, therefore, be accepted as reflecting the conditions existing throughout the Commonwealth ; as some of the towns from which no reports were received, are of little importance as agricultural towns, and as to the others the conditions shown in adjacent towns are sufficiently indicative.

The first question asked was the following : “ Is the demand for agricultural labor in your town apt to be in excess of the actual supply ? ” The following table summarizes the answers by counties :

COUNTIES.	AFFIRMATIVE			NEGATIVE		
	Yes	At Certain Seasons	Yes (Females only)	No	Supply Equals Demand	Unanswered
Barnstable,	18	7	1	22	4	-
Berkshire,	71	7	1	37	4	2
Bristol,	25	4	-	23	5	1
Dukes,	6	2	-	7	-	-
Essex,	46	2	-	53	2	2
Franklin,	66	4	1	47	8	1
Hampden,	28	-	4	25	2	-
Hampshire,	60	3	1	41	1	1
Middlesex,	73	9	-	46	-	1
Nantucket,	3	-	-	-	-	-
Norfolk,	31	1	-	17	-	2
Plymouth,	30	4	1	21	1	1
Suffolk,	1	-	-	1	-	-
Worcester,	69	2	2	61	1	3
TOTALS,	527	45	11	401	23	14

In analyzing this table, we may first point out that 527 replies are unqualifiedly in the affirmative ; that is, the demand for agricultural labor, as indicated by these replies, is in excess

of the supply. Of the others, 45 replied yes, at certain seasons ; and 11 replied yes, as to female labor. On the other hand, 401 replies are in the negative, indicating that the demand in the opinion of the respondents is not in excess of the supply, 23 others answer that the supply equals the demand, and 14 left the question unanswered. Referring to the counties in detail, and comparing the replies which were unqualifiedly in the affirmative or in the negative, it will be seen that in Barnstable County the negative replies are slightly more numerous than the affirmative ; in Berkshire County, the affirmative replies outnumber the negative nearly two to one ; in Bristol County, the affirmative replies are very slightly in excess ; in Dukes County, which is not largely engaged in agriculture, the replies nearly balance each other, the negative having one in excess. In Essex County the negative replies are in excess, while in Franklin County the affirmative replies lead. In Hampden County the affirmative replies are slightly in excess. In Hampshire County the affirmative replies largely outnumber the negative ; in Middlesex County, also, this is true ; in Nantucket County there are no negative replies ; in Norfolk County the affirmative replies are nearly two to one ; in Plymouth County they are about one-third more numerous than the negative replies ; in

	COUNTIES.	Spring	Summer	Autumn	Winter	Spring and Summer
1	Barnstable,	1	9	8	-	2
2	Berkshire,	1	52	2	-	12
3	Bristol,	5	18	-	-	7
4	Dukes,	1	4	-	-	1
5	Essex,	6	32	-	1	20
6	Franklin,	5	43	2	-	17
7	Hampden,	-	20	-	-	10
8	Hampshire,	4	43	-	2	15
9	Middlesex,	4	43	1	-	19
10	Nantucket,	-	-	-	-	-
11	Norfolk,	2	17	-	-	15
12	Plymouth,	-	16	2	-	12
13	Suffolk,	-	2	-	-	-
14	Worcester,	5	37	1	-	32
15	TOTALS,	34	336	16	3	162

The largest number of replies, 336, state that the dearth of labor, when it occurs, is most marked in the Summer ; 162 others

Suffolk County, which is, of course, of small account in an inquiry of this kind, one affirmative and one negative answer was received; and in Worcester County the affirmative replies numbered 69 and the negative 61.

On the basis of the statistics contained in this table, it would seem that opinion in the towns represented is about equally divided on the question; and that, while the affirmative replies are considerably in excess of the negative, still it frequently happens that if individuals are consulted in the same town, some will report no difficulty in getting the number of employes they need, while others, perhaps for the reason that they employ a larger number, or possibly because they are more critical as to the qualifications of those whom they employ, or for various other reasons, give a contrary reply. Disregarding the question of balance between the affirmative and negative answers, it is sufficiently clear that in a very large number of cases, distributed over the different counties, the demand for agricultural labor is in excess of the supply.

The second question asked was: "If the demand is in excess of the supply, in what month or months is the lack of supply most marked?" Replies to this question are tabulated as follows:

Spring and Autumn	Spring and Winter	Spring, Summer, and Autumn	Spring, Summer, and Winter	Summer and Autumn	Summer and Winter	Autumn and Winter	Spring, Summer, Autumn, and Winter	No Lack	Unanswered	TOTALS	
1	-	2	-	6	-	-	-	21	2	52	1
-	-	26	-	6	-	-	2	17	6	122	2
-	-	4	-	-	-	-	2	14	6	58	3
-	-	1	-	-	-	-	1	5	2	15	4
1	1	11	-	5	-	1	-	19	8	105	5
-	-	27	-	10	-	-	-	11	7	122	6
-	-	11	-	5	-	-	1	7	5	59	7
1	-	14	-	7	1	-	-	16	4	107	8
-	-	20	1	12	-	-	8	16	5	129	9
-	-	2	-	1	-	-	-	-	-	3	10
1	-	4	-	1	-	-	-	8	3	51	11
-	-	8	-	-	-	-	2	12	6	58	12
-	-	-	-	-	-	-	-	-	-	2	13
1	-	22	-	2	-	-	5	33	-	138	14
5	1	152	1	55	1	1	21	179	54	1,021	15

reply in the Spring and Summer; and 152 answer Spring, Summer, and Autumn. In 34 replies, Spring is indicated as the

season in which the lack of supply is most marked; while 55 indicate the Summer and Autumn. Only three report a lack of supply in the Winter, and only 16 in the Autumn. Only five replied Spring and Autumn, while there are a few which indicate the Winter in connection with some other season, and 21 report a lack during the entire year.

The conclusion drawn from the above figures is that the lack is most marked during the summer months, but that during the Spring, Summer, and Autumn months there is a considerable demand which is apt to be in excess of the supply; although it will be seen that 179 of the replies indicated no lack of supply at any season. These replies do not quite correspond with the answers to the previous question, as in some cases where no excess of demand over supply was reported, the respondent has indicated certain seasons as those in which the lack of supply is most likely to occur, if at all. Of those who responded to the inquiries of the Bureau, 54 left this particular question unanswered.

The next inquiry was: "Is the lack of supply apt to be in male labor, in female labor, or in both?" The answers are contained in the following table:

COUNTIES.	Males	Females	Both Sexes	Un-answered	No Lack	Totals
Barnstable,	10	6	17	2	17	52
Berkshire,	17	23	67	6	9	122
Bristol,	8	12	18	3	17	58
Dukes,	2	-	6	2	5	15
Essex,	27	16	43	3	16	105
Franklin,	8	27	72	3	12	122
Hampden,	11	10	29	1	8	59
Hampshire,	21	22	55	1	8	107
Middlesex,	27	11	71	1	19	129
Nantucket,	1	-	2	-	-	3
Norfolk,	10	3	27	2	9	51
Plymouth,	13	3	25	5	12	58
Suffolk,	2	-	-	-	-	2
Worcester,	14	30	68	3	23	138
TOTALS,	171	163	500	32	155	1,021

Referring to the line of totals, it will be seen that out of the 1,021 replies, 171 reported a lack of supply in male labor, 163 in female labor, while 500 indicate no difference as to the sexes

in this respect. The inquiry was left unanswered by 32 respondents, while 155 reported no lack of supply.

It may be concluded, therefore, that, as a rule, there is not much difference between the demand for male or female labor, although this is not universally true, as the conditions in the different counties are dissimilar in this respect. In every county, however, the number of replies indicating no difference in the lack of supply between the sexes is in excess of the number indicating such a difference.

The fourth question, the replies to which are presented in the following table, related to the number of males and females employed by the respondents :

COUNTIES.	NUMBER OF EMPLOYES			NUMBER DIFFICULT TO OBTAIN		
	Males	Females	Totals	Males	Females	Totals
Barnstable,	427	357	784	68	46	114
Berkshire,	755	296	1,051	173	77	250
Bristol,	388	137	525	43	29	72
Dukes,	30	7	37	7	4	11
Essex,	602	125	727	91	18	109
Franklin,	705	236	941	192	82	274
Hampden,	463	123	586	97	29	126
Hampshire,	460	95	555	134	54	188
Middlesex,	1,084	186	1,270	175	55	230
Nantucket,	10	1	11	4	1	5
Norfolk,	271	38	309	53	11	64
Plymouth,	378	126	504	57	13	70
Suffolk,	37	16	53	6	-	6
Worcester,	625	195	820	139	70	209
TOTALS,	6,225	1,938	8,173	1,239	489	1,728

The total number of persons employed by those who replied to the questions of the Bureau was 8,173; 6,235 being males and 1,938 females. The number of each sex which the employers found it difficult to obtain is said to be, with respect to the males, 1,239, and with respect to the females, 489, or 1,728 persons out of the grand total. These figures indicate the representative character of the replies to the questions, as they evidently cover the conditions surrounding a considerable number of employes; and they also indicate, so far as it can be done statistically, the excess of demand over supply. This is shown by counties. For instance, referring to total figures only, the respondents employed 784 persons in Barnstable

County, of whom they found it difficult to obtain 114. In Berkshire County 1,051 persons were employed, 250 being difficult to obtain.

Without referring in detail to the other counties, we present the following analysis table of percentages, showing clearly the ratio between the total number of employés and the number difficult to obtain in each of the counties :

COUNTIES.	Total Number of Employés	Number Difficult to Obtain	Percentages of Number Difficult to Obtain of Total Number Employed
Barnstable,	784	114	14.54
Berkshire,	1,051	250	23.79
Bristol,	625	72	13.71
Dukes,	37	11	29.73
Essex,	727	109	14.99
Franklin,	941	274	29.12
Hampden,	586	126	21.50
Hampshire,	555	188	33.87
Middlesex,	1,270	230	18.11
Nantucket,	11	5	45.45
Norfolk,	309	64	20.71
Plymouth,	604	70	13.89
Suffolk,	53	6	11.32
Worcester,	820	209	25.49
TOTALS,	8,178	1,728	21.14

The percentage of number difficult to obtain of total number employed in the State at large is 21.14. In seven counties, we find a percentage indicating the proportion difficult to obtain of total number employed smaller than this percentage for the State at large, these counties being as follows, the percentages difficult to obtain being annexed in each case: Barnstable, 14.54; Bristol, 13.71; Essex, 14.99; Middlesex, 18.11; Norfolk, 20.71; Plymouth, 13.89; and Suffolk, 11.32. These counties are all in the eastern part of the State and include the most populous districts. On the other hand, seven counties, including all the remote and sparsely populated districts, report a percentage difficult to obtain larger than the percentage for the State. These counties, with the percentages annexed, are: Berkshire, 23.79; Dukes, 29.73; Franklin, 29.12; Hampden, 21.50; Hampshire, 33.87; Nantucket, 45.45; and Worcester, 25.49. Of these last named counties Nantucket and Dukes

County are not important in agriculture, and may be disregarded. The others include most of the distinctively rural parts of the State.

Accepting the percentages as indicative, it would seem that the difficulty of obtaining agricultural labor increases in proportion to the remoteness and distinctively agricultural character of the locality. In Berkshire County, for instance, the percentage indicates that it is difficult to obtain nearly one-fourth of the total number required, in Franklin County the proportion rises to nearly one-third, and in Hampshire County slightly exceeds one-third. On the other hand, in Worcester County the proportion is in excess of one-fourth, while in Essex County, which contains prosperous farming districts but also many populous towns and cities, the proportion of help difficult to obtain drops to 14.99 per cent. In Middlesex County, where somewhat similar conditions are found, the proportion is but 18.11, while in Barnstable, Bristol, and Plymouth counties, also, small percentages appear.

The respondents were also asked the following question: "What are the wages per month in your locality for agricultural labor?" The replies indicated a considerable variation in wages which, however, have been brought under classification in the following series of tables, the first of which relates to the monthly wages, without board, for males:

COUNTIES.	NUMBER OF TOWNS REPORTING SPECIFIED MONTHLY WAGES (WITHOUT BOARD) FOR MALES					Totals
	\$10 but under \$20	\$20 but under \$30	\$30 but under \$40	\$40 but under \$50	Over \$50	
Barnstable,	-	-	6	7	-	13
Berkshire,	-	8	14	2	-	24
Bristol,	-	-	13	5	-	18
Dukes,	-	4	2	1	-	7
Essex,	1	1	13	9	1	25
Franklin,	-	2	16	3	-	21
Hampden,	-	3	9	5	-	17
Hampshire,	-	1	15	8	2	26
Middlesex,	-	1	22	8	3	34
Nantucket,	-	-	2	-	-	2
Norfolk,	-	-	9	8	1	18
Plymouth,	-	1	11	7	1	20
Suffolk,	-	-	-	-	-	-
Worcester,	-	4	31	9	1	45
TOTALS,	1	25	163	72	9	270

Referring simply to the final line of the table, the largest aggregation of towns will be found to be those wherein wages are reported as \$30 but under \$40 per month, without board; the total number reported in this class was 163. Taking the next most numerous classes, we find 25 towns wherein wages are reported as \$20 but under \$30, and 72 towns in which wages are \$40 but under \$50. In only nine instances are wages over \$50 reported. This, of course, is a very high wage for agricultural labor, and probably covers the services of foremen or specially skilled persons. At the other extremity of the scale, we find wages less than \$20 a month reported from only one town.

The next table presents the monthly wages, with board, for males.

COUNTIES.	NUMBER OF TOWNS REPORTING SPECIFIED MONTHLY WAGES (WITH BOARD) FOR MALES					Totals
	\$10 but under \$20	\$20 but under \$30	\$30 but under \$40	\$40 but under \$50	Over \$50	
Barnstable,	5	4	3	-	-	12
Berkshire,	16	12	2	-	-	30
Bristol,	8	5	2	1	-	16
Dukes,	5	1	-	-	-	6
Essex,	4	21	2	-	-	27
Franklin,	10	10	3	2	-	25
Hampden,	8	9	-	-	-	17
Hampshire,	5	14	1	2	-	22
Middlesex,	18	23	3	-	-	44
Nantucket,	-	-	1	-	-	1
Norfolk,	4	16	1	-	-	21
Plymouth,	10	12	1	1	-	24
Suffolk,	-	1	-	-	-	1
Worcester,	20	27	4	-	-	51
TOTALS,	113	155	23	6	-	297

In this class, the largest aggregation of towns is found to be those wherein wages are \$20 but under \$30, with board, 155 such towns being reported. Of the others, 113 are reported in which wages are \$10 but under \$20; while in 23 towns the rate reported is \$30 but under \$40; and in six, \$40 but under \$50. This includes the entire number of towns from which wages, with board for males, were reported.

The next table presents the monthly wages for females, without board.

COUNTIES.	NUMBER OF TOWNS REPORTING SPECIFIED MONTHLY WAGES (WITHOUT BOARD) FOR FEMALES					
	\$10 but under \$20	\$20 but under \$30	\$30 but under \$40	\$40 but under \$50	Over \$50	Totals
Barnstable,	-	8	1	-	-	9
Berkshire,	8	13	3	-	-	19
Bristol,	3	3	8	-	-	9
Dukes,	-	2	-	-	-	2
Essex,	-	4	7	-	-	11
Franklin,	2	11	1	-	-	14
Hampden,	1	6	2	-	-	9
Hampshire,	2	11	1	-	-	14
Middlesex,	1	17	2	-	-	20
Nantucket,	-	1	-	-	-	1
Norfolk,	-	3	2	-	-	5
Plymouth,	2	5	5	-	-	12
Suffolk,	-	1	-	-	-	1
Worcester,	-	11	6	-	-	17
TOTALS,	14	96	33	-	-	143

The rate of wages of females, without board, is reported from but 143 towns. Of these, in 96 the rate is over \$20 but under \$30; in 14, \$10 but under \$20; while in 33 the reported rate is \$30 but under \$40.

The next table presents the monthly wages for females, with board.

COUNTIES.	NUMBER OF TOWNS REPORTING SPECIFIED MONTHLY WAGES (WITH BOARD) FOR FEMALES						Totals
	Under \$10	\$10 but under \$20	\$20 but under \$30	\$30 but under \$40	\$40 but under \$50	Over \$50	
Barnstable,	-	9	1	-	-	-	10
Berkshire,	1	24	2	-	-	-	27
Bristol,	-	14	-	-	-	-	14
Dukes,	-	5	-	-	-	-	5
Essex,	-	24	-	-	-	-	24
Franklin,	-	23	1	-	-	-	24
Hampden,	1	15	-	-	-	-	16
Hampshire,	-	22	-	-	-	-	22
Middlesex,	1	32	1	-	-	-	34
Nantucket,	-	1	-	-	-	-	1
Norfolk,	-	16	1	-	-	-	17
Plymouth,	-	14	1	-	-	-	15
Suffolk,	-	-	-	-	-	-	-
Worcester,	1	46	-	-	-	-	47
TOTALS,	4	245	7	-	-	-	256

The number of towns reporting monthly wages for females, with board, is 256. In 245, or nearly the entire number, the reported rate is \$10 but under \$20; in four others less than \$10, while in the remaining seven the rate is \$20 but under \$30.

Summarizing the returns as to wages contained in these tables, it is sufficiently indicated that \$30 but under \$40 may be considered a standard wage for males without board; while for females without board \$20 but under \$30 is a representative figure. For males with board, a wage varying from \$10 to \$30 per month appears to be representative. Of the number of towns from which this rate is reported slightly more than one-half report a wage in excess of \$20 but under \$30. For females with board, \$10 but under \$20 is a standard wage.

The respondents were asked, also, to reply to the following: "In case there is a lack of agricultural labor in your town, what means do you adopt to secure help from elsewhere?" The replies to this question are presented in the following table:

COUNTIES.	No Lack of Em-ployés	Intelli-gence Offices	Adver-tise-ments	Intelli-gence Offices and Adver-tise-ments	Intelli-gence Offices and from Maine and Nova Scotia	Agents for Foreign Help	Personal Efforts and Efforts of Friends	Reply Indefi-nite	Unan-swered	Totals
Barnstable, .	22	9	1	-	-	1	5	4	10	52
Berkshire, .	31	12	14	-	-	22	16	13	14	122
Bristol, . .	16	20	3	1	1	6	6	2	3	58
Dukes, . . .	3	5	-	-	-	5	-	-	2	15
Essex, . . .	18	46	6	-	-	6	14	4	11	105
Franklin, .	11	14	8	-	-	55	16	3	15	122
Hampden, .	9	16	-	2	-	13	8	4	7	59
Hampshire, .	10	26	6	-	-	44	9	3	9	107
Middlesex, .	16	85	1	-	-	4	11	6	6	129
Nantucket, .	1	-	-	-	-	2	-	-	-	3
Norfolk, . .	6	29	3	1	-	1	3	2	6	51
Plymouth, .	9	34	-	-	-	3	5	3	4	58
Suffolk, . .	-	2	-	-	-	-	-	-	-	2
Worcester, .	34	56	3	4	1	9	14	6	11	138
TOTALS, . .	186	354	45	8	2	171	107	50	98	1,021

Of the respondents, 354 rely upon intelligence offices alone to secure help when it cannot be found in their immediate locality, and 45 advertise, presumably, in the newspapers. Others numbering 171 answer that they apply to agents who

furnish foreign help,* 107 rely on their personal efforts and the efforts of friends, a few rely on intelligence offices in connection with advertising, while 98 respondents allowed the question to remain unanswered, and 50 others gave an indefinite reply, which in effect left the question unanswered. Clearly, then, the intelligence office is the chief reliance of the farmer in case his demand for help is in excess of the local supply.

The final question related to the establishment of free employment registries for agricultural labor, and the respondent was asked to state whether, in his opinion, such a registry would be of use in supplying agricultural help when needed. The succeeding table indicates the character of the replies.

COUNTIES.	Yes (no qualifi- cation)	No (no qualifi- cation)	Yes (qualified)	No (qualified)	Not Stated	Totals
Barnstable, . . .	18	11	5	6	12	52
Berkshire, . . .	56	11	18	18	19	122
Bristol,	34	2	8	5	9	58
Dukes,	7	-	-	4	4	15
Essex,	52	6	21	11	15	105
Franklin,	58	15	20	12	17	122
Hampden,	34	6	9	3	7	59
Hampshire,	56	6	22	11	12	107
Middlesex,	76	11	20	12	10	129
Nantucket,	2	-	-	1	-	3
Norfolk,	29	4	8	6	4	51
Plymouth,	27	2	19	5	5	58
Suffolk,	1	-	-	1	-	2
Worcester,	64	10	21	18	25	138
TOTALS,	514	84	171	113	139	1,021

Of the 1,021 respondents, 514 replied yes, without qualification, while 171 replied yes, qualifying their answer in various ways, most of the qualifications implying that they believed such a registry might be useful if it was properly managed; or indicating that they considered that the question of management, including also the care exercised in securing competent help, and in fulfilling other conditions which may properly be summarized under the single head of "good management,"

* Agencies of this kind exist in Boston and New York, and possibly in other cities, supplying Polish and Russian Hebrews, especially religious refugees, for agricultural labor or other service. There are also agents who supply Italian laborers in gangs to contractors and others.

would have much to do with the success or non-success of the registry. On the other hand, 84 replied no, without qualification, while 113 replied no, but slightly qualified their answers, and 139 gave no answer to the inquiry.

It would appear to be the opinion of the majority of the respondents, as indicated by these figures, that an employment registry would be of use to them, and this majority might be considerably enlarged by the addition of those who replied in the affirmative, qualifying their reply by the condition that the registry must be properly managed. Probably those who replied unqualifiedly in the affirmative believe that such a registry would be of no value if improperly managed; so that if we are to consider that a registry, if established at all, must, of course, if successful, be properly managed, then we may include 685 answers out of 1,021 as practically in the affirmative, while only a small number were unqualifiedly in the negative.

The respondents, in replying to the questions contained on the schedule, frequently accompanied their answers by remarks. It is impossible to condense these remarks in tabular form, or, indeed, to present a full synopsis of them in text within the space of this report. Some of the more important may, however, be given.

In Barnstable County, where the cultivation of cranberries is an important branch of agriculture, a respondent says: "During the cranberry harvest there are several hundred pickers who come to this town and the Port of Plymouth. Cranberry meadows are generally made by Swedes and Finns." Another replies: "On account of the lack of help, and the difficulty of getting it, I let my land lie, and with agricultural machinery do the best I can to secure the hay crops. There ought to be a bureau, or registry, for laborers, and then farmers could go to the city and obtain help." Referring particularly to the cranberry harvest, another respondent from this County says: "In the early part of the picking season, pickers are hard to secure; towards the end of the season there is little difficulty." Still another respondent says: "In the cranberry season (September and October) there is a scarcity of

help of both sexes, but the berries have always been picked, although it is difficult to get the work done at exactly the time we wish;" while another, doubtless more favorably situated, says: "Can get all the men we want for 15 cents per hour, and at cranberry harvest can get all we want of both sexes by the piece at one-half a cent per quart." Other respondents, from nearly every county, speak of high wages as a bar to the employment of help, rates being higher than the farmer can afford. Others speak of the poor quality of help secured through intelligence offices; as, in many cases, the proprietors of such offices, in the opinion of the respondents, desire to work off into the country help which they know to be poor, and which they cannot place in the city.

In general, in the western counties, the remote towns experience a difficulty in obtaining help which is not so great in the farming towns near more populous centres. This has indeed been shown statistically. One respondent in Berkshire County says: "There has been so much trouble in getting help, and the wages for help are so high, that many of the small farmers have hired but little, getting along as best they could." Another says: "Help from the city will not work in the country on a farm," according to his experience. Another farmer of long experience says: "I find that both men and women for good service must be brought up as boys and girls on the farm."

In general, the respondents complain of the disproportionate rate of wages demanded by inefficient labor, of the general inexperience of the employés obtained from the city, and of the disinclination of persons who live in the city to come into the remote farm districts. Others allude to the seasonal nature of the employment as a bar to securing competent help, and indicate that there would be less trouble in securing help if the employment were continuous during the entire year. It appears to be true that in many localities the persons who are willing to accept employment on the farms are either of small industrial capacity, or are unsteady, either with respect to disinclination to remain long with the same employer or in one locality, or in regard to their habits, intemperance being frequently mentioned by the respondents. The quiet

life in agricultural districts, and the lack of social opportunities, such as may be found even in the most crowded districts of the cities, also interferes with the supply of farm labor.

Some of the respondents allude to the fact that employment on the roads by the town, at wages higher than the farmer can afford to pay, has increased the difficulty of obtaining agricultural labor. One respondent says: "Agriculture, especially near cities, requires much help at certain seasons of the year; and I would set 12 acres to strawberries if I could be sure of enough good pickers in the busiest season." It will be seen, of course, that employment of this kind would be distinctly seasonal and not of long duration. A respondent in Bristol County states: "Some of our berry men employed a large amount of help during the berry season from the mills of Fall River and Taunton." The business depression during the last year has apparently enlarged the available supply of the farm labor in the vicinity of the industrial centres, but not to a great extent in the remoter counties.

The competition between employment in the larger towns and cities and employment on the farm is generally noted by the respondents. Numerous remarks upon this head may be sufficiently indicated by the following statement from one respondent: "The tendency is to seek employment in the cities from eight to 10 hours per day, with good pay and little work." Of course, the phrase "little work" means little work as compared with the continuous toil during long hours on the farm. Another respondent summarizes the matter as follows: "It has become so difficult to obtain efficient, reliable help, men that care for anything but to pass the time away, and get their pay, that many of our farmers employ but a few persons, doing what they can themselves, and letting the rest go. I could keep a considerable number at work for some time, but what might be done is neglected, and I am running along as best I can."

While the competition between the industrial town or city and the farm tends, in many cases, to draw help away, yet the replies sufficiently indicate that, in some cases at least, where the employment is temporary or seasonal, and the location of the farm or market garden is near a city or large town,

a sufficient amount of temporary help can be drawn from the city to supply the need. Such help is, however, largely foreign, and of a low degree of industrial efficiency. As a rule, very little confidence is put in city help by the farmer, and many respondents allude to the utter inefficiency and untrustworthiness of so-called tramp help. In many localities recent immigrants are almost the sole reliance of those who desire agricultural help, such employes being placed by agents dealing exclusively with foreign help.

The replies in general reflect the great disinclination on the part of native born persons to remain on the farm. One respondent summarizes this disinclination as follows: "The fact is, men will not work on a farm if they can get anything else to do, and when we get one that is good, it is only a makeshift until he can get something more desirable." Another gives his opinion as to the disinclination of women to work in the country as follows: "They are much averse to living out of the city or a large village; they think they must have company of their own class."

While so-called green foreign help is, in many localities, the chief reliance of the farmer; yet, the general opinion as to such help is summarized as follows by one respondent: "Green foreign help is not very profitable for the farmer for the first season or two; it takes too much time teaching the help what to do; it is up-hill work with such help. When the help has been educated, it will not remain upon the farm." Another respondent puts it thus: "This section, at present, is fairly well supplied with labor, mostly Poles. Some of them are honest and faithful; others are ignorant and nearly worthless. When we get one so that he can understand our ways and language, he will strike for more wages than most farmers can afford to pay. A place where farmers could get honest and faithful help on reasonable terms would, I think, be a great boon." Another states: "The simple fact is, there is help enough if it was good for anything." Another, alluding to the prevailing difficulty of getting men from the factory towns and cities says: "I think the farmers have paid a higher wage than the mill owners, but the men seem to think that it is a disgrace to work on a farm, and would starve in the city rather than do

it. The men who come out are usually hard customers." In the same line, also, another respondent replies: "It is almost impossible to get a woman to leave the city to do housework. This is one of the hill towns, 25 miles from Springfield and 12 from Northampton, and many men also object as there is no place in which to spend the evening socially."

The general impression gained from the replies is that, in many localities, there is no dearth of labor of an inefficient and uneconomical kind; that in other localities assistance of any sort is hard to obtain; and that, as a rule, the chief difficulty encountered by the farmer arises from the greater social advantages, generally higher wages, less arduous toil, and more uniform employment afforded in the cities and large towns as against employment upon the farm.

CONCLUDING SUMMARY.

This report was projected, and the collection of material begun, as part of the regular work of the Bureau, before the agitation which resulted in the creation by the Legislature, during its recent session, of a special Board on the Subject of the Unemployed. This explanation is necessary in order that this volume may not appear to conflict with the work upon which that Board is now engaged, or to anticipate its conclusions. The subject is one upon which it is not possible to acquire too much knowledge, and any contribution towards the solution of the problem may be helpful. We shall, however, refrain from recommendations which might be considered out of place prior to the completion of the investigations of the Board, confining this summary to a brief statement of conclusions, with such obvious suggestions as rest upon them.

Normal unemployment of course bears no comparison with unemployment due to business depressions, which may occur at any time, from financial disturbances, such as the contraction of credit, or on account of uncertainty as to the basis upon which business is to be conducted; to the wholesale displacement of large numbers of men due to the shifting of industries from one locality to another, such as sometimes takes place; or to the reorganization of labor due to a change in methods or the introduction of improved machinery. Such depressions and displacements inevitably cause much suffering, and tend to further displacement or enforced idleness by crippling the consuming power of the market.

The lower stratum of the population, in every industrial community, consists of those who for various reasons, such as personal incapacity, evil habits, misfortune of condition, etc., are constantly in danger of lapsing into pauperism, and who are frequently in need of temporary assistance. When business is good, these persons in our Commonwealth are not very numerous. But as the income of the head of the family, or the aggregate income of all the workers in the family in this stratum, is frequently only adequate to the family support, business depression or the failure to obtain continuous employment increases the number.

Omitting suggestions for the reduction of hours of labor, which must be of gradual adoption, but which, according to the claims that are forcibly made by those who favor such reduction, will tend to absorb a considerable number of the unemployed, proposed methods of dealing with the problem fall under one of the following general heads :

1. Farm colonies.
2. Municipal workshops.
3. Industrial colonies or communities.
4. Public works of utility, undertaken either wholly or partly at the public expense and municipal supervision.
5. Public labor bureaus or exchanges, intended to act as clearing houses, for the purpose of equalizing supply and demand, and to bring workers into relation with employers.
6. Training institutions to develop skill on the part of the lower grades of the unemployed, for the purpose of enabling them to become self-supporting and efficient members of the industrial force.

The first three plans, namely, farm colonies, municipal workshops, and industrial communities may be considered together. A co-operative community upon a somewhat novel basis has recently been suggested. Its projector explains the scheme as follows: "Let us say that there are 1,000 or 10,000 unemployed, able-bodied persons who desire work. Out of this number, a certain proportion can make shoes, others can spin or weave, others can make garments, others can build houses and do blacksmithing, and others can farm and take care of live stock, while many more without trades are capable of common labor of any sort. All they need in order to be fed, clothed, and sheltered is to be set at work to support one another." This is the central feature of the plan. The members of the community are to support one another. They are to consume one another's products. "Their products are not to be sold or to go into the general market at all to compete with wage-produced goods or with private employers, but to be consumed wholly within the group of previously employed workers."

This is probably the most extensive plan of industrial colonization of the workless that has ever been proposed. That those

most in need of help are at all adequate to become effective members of such a colony, is open to serious question. It may be doubted if the ordinary self-respecting workingman would care to become a member of such a colony, except upon compulsion. There are difficulties of superintendence to overcome, which seem almost insuperable, to say nothing of the superabundance of untrained labor and the lack of sufficient diversity of skilled and unskilled to be brought within such a colony, to render the group self-supporting. The projector of the scheme, however, thinks that "while the state works would be intended, at the outset, to attract only the needy unemployed, it is probable that the advantages resulting from security of employment, and the steady rise of maintenance which would follow the increasing efficiency of the system, would suffice not only to retain all who once entered this co-operative service, but to raise the condition of labor generally by compelling private employers to bid against the fair and humane system of employment."

The labor colony in general has peculiar attractions for theorists who, for the first time, are brought face to face with the problem. But, on the whole, the labor colony system, so far as yet tried, does not appear to have been successful in aiding the unemployed workman who has not suffered physical or moral collapse, or who is not subject to some physical or moral defect. That they have done something in the way of providing for the tramp and beggar, and for those who through moral lapses find it impossible to acquire honest employment, is certain. It is equally certain that very little has so far been accomplished through them in the way of reformation of those who resort to them.*

The great obstacle to their success, apart from the fact that, in Germany, especially, they make no attempt to discriminate between the different classes of the unemployed, is, that like all such expedients, they are out of key with society as now organized. No matter how successful they may be in providing for a limited number of peculiarly envired cases, they do not

* The perception of this fact is now leading toward a further development of the German system, proposed by Dr. Berthold, which shall operate to exclude from the free colonies those who have been frequently imprisoned or who have become chronic colonists, and subject them to police treatment; or to a plan proposed by Pastor Cronmeyer involving the establishment of so-called "improvement colonies" for chronic cases, in which compulsory residence forms an element.

aim to absorb the unemployed into the regular industrial channels. They are *institutional* rather than social. The colonists are a class apart. They are, in a sense, "non-effectives." And it is one of the difficult features of the problem, that if it were otherwise, and such colonies exercised a regenerative effect upon their members, who when raised in skill or efficiency, were graduated to become competitive factors in the labor market, it would require great skill of administration to prevent interference with the ordinary course of industry, in spite of the best intentions on the part of the managers. Nevertheless, as has been said, industrial colonies, or similar methods, are urged by many, as remedial agencies.

On the other hand, Mr. John Burns, who may be regarded as representing the controlling opinion upon the question in England, has no faith whatever in labor colonies, considering them but the revival in another form "of the hated casual ward, with all its physical and moral iniquities." In one sentence he disposes of schemes like that just outlined: "The argument that the produce of labor colonies should be used and consumed inside, and should not be sold to people outside, is absurd, and presupposes that the colony is sufficiently large to include the numerous trades that are required to supply the wants of a working class population, and that the organization should be such as could only be arrived at after years of experiment."

Mr. Burns, as is well known, is a socialist, and would entirely reorganize the industrial system, but, as palliatives of existing evils pending reorganization, he makes several suggestions that are clear, practical, and so far as they go, worthy of careful attention. They fall under the fourth and fifth heads which have been stated, namely: Public works of general utility, and the establishment of labor exchanges or employment offices.

As to the province of these offices he says:

There should be established in every district council, parish, or vestry area, a completely equipped Labor Bureau, situated in the Town Hall. There the unemployed should be able to register themselves. . . . The bureau should be the medium of communication between the men seeking work and the employers, and at the same

time eliminate the loafer, to whom little consideration should be shown. . . . Telephonic or other communication between district and district should be arranged . . . ascertaining and exchanging the varying local industrial needs.

As to the provision of work itself, in periods of exceptional distress, he would have private and public relief disbursed by committees composed of representatives of different social organizations, *i. e.* trade unions, charity organizations, supplemented by representatives of the municipal authorities. Among the applicants for relief, the workers should be rigidly differentiated from the loafers, and relief in money or food should only be given to those who through inability to work or illness are entitled to such relief and who through temporary distress are not proper subjects for the workhouse. Upon this point it is worth while to present his ideas in detail.

The ordinary cases of distress should be left to the existing authorities, and should in no way be interfered with by the committee, except in the case of providing work for the able-bodied willing to take it. The advantages of this representative committee (upon which all classes are represented) would be the amalgamation of all sorts of sympathies, and the furnishing of such a sufficient conflict of interests and opinions as would secure an impartial distribution of relief, and prevent the overlapping of various agencies and imposture—advantages not always attaching to relief committees of one political, social, or religious view. If money is subscribed for the relief of the able-bodied, it should be handed over to the local authorities responsible for the cleansing, sanitation, and making of such public works as roads, streets, parks, and sewers. The surveyor or engineer (or superintendent) should be the responsible authority for the expenditure of this money, and so far as is possible the conditions of hours and wages current at the time should be rigidly observed. The men could be employed at fewer hours per day, or fewer days per week, than ordinarily, so that the aggregate wage earned should be no inducement either to malingering or refuse work elsewhere under ordinary conditions. If the amount of money is sufficient, then the work should proceed as if in that district no exceptional distress existed. The Poor Law Guardians (Overseers of the Poor) should act in conjunction with this committee, and should hand over to the local authority that amount of money to be spent in useful work or non-pauperising relief that would have been

spent in other directions if no such public works had been instituted. At Paddington in 1886 a public committee co-operated with the local authorities and jointly subscribed money for work for 350 men, and gave employment to 133 women on needle-work. The advantage of this course is that you distribute over all the men employed, without pauperising them, that amount of money which all people in the parish subscribe through the rates, and you make the support of the unemployed a collective compulsory charge on the district that profits by the work they performed.

Work should be of public utility, not necessarily of immediate demand, but prospectively required.

The work should be such as would give simple employment to the class which is mainly influenced by depression—the unskilled. Ground work on roads, sewers, and recreation grounds is the best, as the bulk of the cost of these works goes in wages for manual labor. Each locality to be responsible for its own unemployed, unless the extent of the works permit otherwise, and equitable arrangements are made with other districts.

Mr. Burns also suggests other and more theoretical methods of equalizing employment throughout the year, thus avoiding seasonal displacements, and for shortening working time, the abolition of over-time (which indeed is now generally demanded by the English Trade Unions) and other expedients intended to diminish the number of periodically unemployed persons.

The suggestions which have been quoted seem to be sane and practical methods of dealing with such cases as occur in seasons of exceptional business depression. What public relief work may become when maladministered is sufficiently indicated by the results under the old English Poor Law which we have outlined.* That it is liable to as grave abuses as any other form of relief seems clear. When well administered, however, quite other results appear. The most conspicuous instance of this kind is perhaps the Cotton Famine relief work, undertaken in the cotton districts of England.†

Most theorists who have proposed palliatives or solutions of the problem have been very vague as to methods for aiding the unemployed woman. There have been few if any extended efforts for her relief, but this phase of the problem is likely to be most important in times of depression in every large city. Nearly all plans of municipal or quasi-municipal employment

* pp. 10-14, *ante*.

† pp. 14-22, *ante*.

upon public work leave her out of account. Mr. Burns, definite as he is on methods of employment for men, becomes far less so in relation to women, and is disposed to rely upon factory legislation, reduction of hours of labor, and the gradual elimination of married women from factory employments. He says: "It is very difficult to suggest remedies that will at once affect workless women. Relief works suitable for men are not possible for them, although there is much work that each family in its own way could do to help those immediately around them."

It is well settled that temporary workshops for women, unless very carefully managed, are neither received with favor by the self-respecting girl or woman out of employment nor are they entirely satisfactory in their effect upon the workers who are employed.

It has been suggested that the unemployed woman might be placed in workshops running under private control, guaranteeing the proprietor against any possible loss through production in excess of the market. This presupposes, of course, funds in the hands of a committee which are to be expended not in equipping a new workshop, which must be carried on more or less uneconomically, but simply to extend production through its ordinary channels, utilizing unemployed labor under its usual and normal conditions, and for a fair wage. Such labor if utilized in excess of what would be otherwise employed would not be competitive, that is, would not displace other labor, its product would have economic value, and the wage thus earned would strengthen the market; while, better than all, the recipient of such assistance would be continued as one of the regular industrial army, and would not feel in any way subjected to stigma. Whether such a plan could be put in operation or not, would depend upon the co-operation of the employers; but it is not improbable that under it places could be found for at least as many as could be provided for in a temporary workshop.

Municipal employment of the unemployed, if undertaken in large cities, or under political management anywhere, subject to the abuses that not infrequently attach themselves to such management, has very obvious dangers. As to the principle underlying such employment under exceptional circumstances, and considered as a measure of relief, there can be no question.

Without considering the limitations which are at present placed upon the taxing power and borrowing capacity of cities, which of themselves are a sufficient bar to extensive municipal employment, it is plain that until the present industrial organization is materially changed efforts in this direction will be full of difficulty. We are not referring to direct employment on certain public works of utility or necessity, which may be undertaken in times of depression, but to the general provision of employment. The same causes which at any particular time limit production under private management will prevent economic production under municipal direction as long as the conditions controlling industrial operations in general continue as at present. Cities have no power to create work or to materially enlarge opportunities for employment, apart from the forces that control production, unless it is expected that work of no utility is to be undertaken for the sake of providing employment.

Indiscriminate relief whether of money or work harms more than it helps, and the relying upon the municipality to do those things which may be accomplished through persistent individual effort tends to become chronic, weakens character, and might easily be carried so far as to cause serious social evils.

Whatever may be the need of furnishing relief in cases of emergency, or the necessity for prompt action in junctures like that of last winter, it must be frankly said that the dissemination of a temporary fund is not the way to solve the problem of unemployment. No fund that is likely to be raised is at all adequate for the purpose, and even as a source of charity-relief, is of questionable value, apart from its tendency to destroy the stamina of those who rely upon it.

The experience in Boston is sufficient to support this statement. Those who received relief were principally unskilled or of little skill, and the amount of relief afforded was no more than equal to two weeks' pay per individual on the average. This was at a time of unusual depression, but the same sort of applicants might be expected to appear in any year, although possibly in less numbers, if a fund of equal amount were provided. These remarks do not involve criticism of the committee which administered the fund, nor do they reflect upon the generosity or motives of those who subscribed to it, nor is it intended to criticise harshly those who applied, and

who received work. Their condition was, in many instances, perhaps in most instances, such as to excite pity and entitle them to relief. We are merely speaking of the inadequacy of this method of removing the evil of unemployment. The meagre amount of the relief afforded through such channels must of itself discourage the skilled workman from applying, and it inevitably operated to create ill-feeling, because so little was forthcoming where much had been expected. Much ought not to have been expected, it is true, if one reflects that to have carried the 50,000 persons, who in the manufacturing industries alone were out of employment in Massachusetts during the last half of 1893, through the winter, at wages only half as large as they had previously earned upon the average, would have required a fund of nearly \$6,000,000; but this fact was neither known to, nor appreciated by, those who were most likely to complain of the small amount of work which it was possible for the relief committee to furnish.

The unemployed in general, under normal conditions, are of at least four classes :

1. Casual workers who engage for short periods and upon odd jobs; and among these may be included all without regular trades. These are relatively few in number in Massachusetts or in Boston. On the contrary, they are very numerous in London.

2. Those workers in trades which have alternating busy and dull seasons, or which are subject to weather conditions for their successful prosecution. In Massachusetts, Boots and Shoes, Building, and Straw and Palm Leaf Goods are prominent examples. But in these industries the periods of unemployment are of regular recurrence, are foreseen, and generally compensated for by the savings or foresight of the workers. In Boots and Shoes and Building, especially, earnings range much higher than in most other industries, especially, those included in the textile group, in which employment is more regular.

3. Superfluous workers in all trades. That is, workers in excess of the normal demand. This class except in times of peculiar depression has never been numerous in the United States.

4. Workers of low efficiency, untrained and relatively unskilled, who, at the recurrence of the dull season, or in times of depression, are the first to be thrown out. These are found in all trades.

The mere enumeration of these classes indicates the magnitude of the problem with which society, in certain junctures, must deal. In cases of actual want almost the sole reliance, at present, is relief under the Poor Law or by private charity, and this carries with it a stigma, not always deserved, but, unfortunately, nearly always felt.]

While we may say that the ordinary form of charity-relief by dole is rapidly becoming discredited, it is not yet clear what shall take its place. Just as there is great danger of chronic pauperism under the old forms of relief, so there is equal danger of absolute reliance on public aid rather than on personal effort. The problem is doubtless not insoluble, but at present we have not reached a satisfactory solution. Any panacea which is advocated for immediate adoption, no matter how strenuously, as likely to be permanently remedial, must be received with extreme caution. A warm heart without knowledge, equally with wide knowledge without sympathy, may carry one far astray on this subject as on many others.

Methods of dealing with the problem must be at once far-reaching and permanent. The subject is complicated by confusing those who are inefficient, or of low morale, with those who are willing and able to work, but who are unable to obtain employment. We should recognize that besides the divisions of the unemployed which have been given, they are of two general classes which include all others: the honest and the dishonest, — the worthy and the unworthy.

It is not necessary to inquire whether or not society is itself responsible for the morally weak, or to fix the exact point where individual responsibility ceases and society becomes culpable. One may theorize as he pleases upon these points. But, no matter what improvements may be desirable or possible in the future in the social organization, we must at present take things as they are. Into one or the other of these classes, all men fall, and the unemployed are not unlike other men in the qualities that belong to human nature. This is, indeed, disputed by

some, and many good men and women hold that the mere provision of opportunities for work is all that is needed to prevent pauperism, and do away with the unemployed. But we may take the testimony of Mr. Burns, himself a radical, a man who is identified with workingmen, and who certainly cannot be biased against the class with which he has been always associated and which he thoroughly knows and understands. He says :

In spite of what some advocates of work for the unemployed may say, I contend, as a socialist, basing my belief on an unequalled experience of the largest meetings of unemployed that have ever been held, and as spokesman on every occasion for deputations on this subject to Government departments in the past ten years, that until the differentiation of the laborer from the loafer takes place, the unemployed question can never be properly discussed and dealt with. Till the tramp, thief, and ne'er-do-well, however pitiable he may be, is dealt with distinctly from the genuine worker, no permanent benefit will result to any of them. The gentleman who gets up to look for work at mid-day, and prays that he may not find it, is undeserving of pity. I have seen the most genuine and honest men at meetings mixed up with the laziest and most drunken scoundrels.

Any method of dealing with unemployment which is likely to succeed must rigidly discriminate between these two classes. The careful study of the various methods outlined in this report leads inevitably to this conclusion. The two classes do not readily unite, and no attempt should be made to join them in any scheme for dealing with the evil. One class should be restrained and disciplined, the other aided upon some plan which should not involve stigma nor be demoralizing in its tendency, and which should possess the following essential elements :

1. It should not be inharmonious with the present industrial organization.
2. It should aim to fit the unemployed to enter the industrial body, and should contemplate their absorption therein at the earliest possible opportunity.
3. It should aim to render production more uniform, preventing, so far as possible, seasonal depressions, and it should also aim to carry production farther than at present.

The first step ought to be one of separation, and, fortunately, this is the step that may be most safely taken. With the first class, the evils to be combated are industrial inefficiency and moral defect, rather than unemployment. As concerns this class, the problem is primarily one of reformation and industrial training.]

So far as the problem touches the subject of industrial training, it includes the sixth class of proposed remedies mentioned on page 242. This field is a broad one, and it is not possible to do more than enter upon it here.] The lack of industrial capacity disclosed by those who were aided in Boston, and which has been shown wherever measures of relief have been introduced during the last winter, the remarks from the farmers who have given testimony in response to our inquiries, the experience of the European labor colonies, and other foreign agencies for dealing with the unemployed, point to the importance of a much more extended and thorough industrial training than the community now offers. Such training should include agriculture as well as shop work. Is it not significant that while thousands of persons with training were out of employment during the last winter, very few were applicants for municipal relief? It does not, of course, follow that the trained workman is never in need. The workman is, however, raised in capacity by training, he earns a higher wage, which usually enables him to tide over temporary or seasonal depressions, he is the last to be dropped, and if dropped can turn his hand to other employment than that usually followed, and his self-reliance leads him to seek other employment; all of which advantages tend to keep him out of the ranks of the permanently unemployed, and render him less likely to need or to ask for public aid.]

If the colony system is to be adopted here, the experience abroad should afford help in two directions. It should teach what to avoid, and should prepare us for certain necessary modifications in the general scheme. The results of the German system seem to teach the absolute necessity of discrimination as to those who are permitted to enter such colonies, and to suggest the need of a broader and more intelligent grasp of the end toward which the whole scheme should definitely tend.

The cost of maintaining a colony here would undoubtedly be much greater than abroad, as the regimen would necessarily be much more liberal. There are no penal institutions in this country that are maintained upon so meagre a dietary as is common in the German colonies, and it cannot be expected that the inmates of an industrial colony here would contentedly accept it. As to the administration of the colony, it would seem that, presuming that we are to deal at first with the industrially inefficient and morally weak class, the penal colonies of Holland and Belgium are most likely to afford valuable hints.* In any event, the scheme should embody :

1. Rigid discrimination as to character and capacity of inmates.
2. Compulsory residence and disciplinary treatment within the colony.
3. Industrial training as the prime end, regardless of whether the colony is self-supporting or not.
4. Graduation from the colony at the moment the colonists become industrially efficient.

Professor Mavor, to whose account of the continental colonies we have been much indebted, in considering the advisability of adopting the labor colony system in England, has clearly indicated some of the difficulties which will inevitably arise in endeavoring to establish such colonies here. He says :

It would appear then, as one of the main lessons to be derived from the experience of labor colonies on the Continent, that if the labor colony system is adopted, one system of colonies should be established first, for the discharged prisoner, the vagrant and the loafer, on the 'open' principle, and another for the worthy unemployed on the principle of 'selection' or at least 'investigation.'

But here there arise many difficulties both as regards administration and economic influence. No system which involves investigation prior to relief can give immediate relief. No system which involves admission into a colony on individual subsistence wage for individual

* For instance, Hoogstraeten and Merxplas. See pp. 46, 47, *ante*. See also La Chalmelle, pp. 48, 49, *ante*.

work can deal with the unemployed workman who has a family to support. No system by which the support of the family as well as of the individual is guaranteed, and dealing with existing material in the lower grade of labor, can result otherwise than in rapid increase in the population for whom support is required. . . . An industrial and farm colony which could offer to each man who applied the opportunity of working at the trade to which he had been trained, would be quite impracticable. The range of industries which it has been found possible to carry on in the colonies is very limited, partly owing to the difficulty of disposing of varied produce, and partly owing to the administrative necessity of concentrating attention upon a few specific and generally rudimentary industries. Were any other plan adopted, it is probable that the waste of material would bring the schemes to grief.

That the labor colony is a means of employing the discharged prisoner and the vagrant with advantage to society, and, on the whole, with advantage to the colonists themselves, there can be little doubt. The advantages outweigh the disadvantages. But for the workman who has been accustomed to regular employment, and who is suddenly thrown out, or, indeed for the intermittently employed low-grade workmen, the labor colony is a very questionable resort.

Firstly. From the point of view of the probable colonist. If he have a house, and a family, he will be unwilling to break up these for the purpose of entering a colony; and it would be inexpedient to attempt to induce him to do so. Whether he have a family or not, he may be so habituated to town life that the stillness of the country would be insufferably wearisome to him. He would become restless, and would speedily leave the colony. The more self-reliant he is the more he would be inclined to do this. If he has been trained to a specific industry he will, especially if he is a mature man, find great difficulty in adapting himself to a new trade, however rudimentary that trade may be.

Secondly. From the point of view of the administration of the colony. While the alert and skilful artisan from the town would undoubtedly make the best colonist, both in a disciplinary and in an industrial sense, he would be likely to remain for so short a time as to tend to make the class of superior men a positive source of loss to the colony.

There remains, however, the consideration that by a series of comparatively small colonies efficiently managed, single men who tend to drift into the ranks of general labor and thus to suffer themselves to be dragged down into the lower social grades, might recover in fresh country air and in healthy conditions the spring they had lost

in the town. As a sanatorium for the discouraged single workman the labor colony might thus serve a useful function. The case of the married workman is much more difficult.

The unemployed married workman cannot be transplanted so easily as the unemployed single workman, and to transplant him to a colony may not be the best mode of dealing with him. If he be a town handicraftsman he may not be willing to go back to the land, and if he will not, what is to be done with him? Excepting to the extent indicated, the continental labor colony system in its present condition does not seem to offer the solution of the problem of dealing with the evils of the want of employment of this class.

It remains to consider the institutions known as public labor bureaus or exchanges, sometimes termed municipal employment bureaus, intended to act as clearing houses for the purpose of equalizing supply and demand and to bring workers into relation with employers. This Bureau was instructed by a resolve passed by the Legislature, approved on March 29, to investigate this branch of the subject with a view to determining the expediency of establishing such offices in Massachusetts. The resolve, as originally reported by the committee, was subsequently amended so as to require a report thereon by the Bureau before the first day of May in the present year. Practically, therefore, but 30 days were available for investigation, including the preparation of a bill if the report were favorable.

In making its report as directed, the Bureau stated that it was impossible, within the limit of time fixed by the resolve, to secure full returns from the various sources of information upon which the Bureau relied, or to analyze carefully the information which had been obtained. It was also pointed out that, after the resolve was approved, the Legislature had established a Board to consider the Subject of the Unemployed. By the provisions of the act under which this Board was established, it was to "inquire into the methods adopted upon private or public initiative in this Commonwealth, and in other states and countries, for dealing with the question of the unemployed, their general results, and how far such methods would be applicable in this Commonwealth." The Board was also invested with authority to co-operate with the local authorities, public trades, or private organizations for the purpose of devising "measures

for securing a uniform system of registration and investigation of the qualifications of persons applying for employment." As the report of this Board was to be submitted to the Legislature before the second Wednesday in March in the year 1895, together with such bills as it might embody in its report, the Bureau suggested that action upon the particular branch of the subject covered in the resolve relating to Public Employment Bureaus, be held in abeyance until the report of the commission on the unemployed was received, as it would be unwise to anticipate such general measures as that Board might recommend, by legislation on a particular phase of the subject. It was also stated that if action were deferred, all the information which the Bureau might be able to collect on the subject would also be in hand, properly analyzed and reported to the Legislature.

The information as to the operation of these bureaus has been quite fully presented herein upon pages 81 to 113. Such offices in this country have been confined to the State of Ohio, although employment bureaus or registry offices, wholly or partly under state, municipal, or parish support, exist in France and elsewhere upon the European continent, in New Zealand, and, to a limited extent, in England. The German bureaus act in connection with the system of colonies, relief stations, and lodging houses;* in Austria, also, they are connected with relief stations.† The institutions in France were to a certain extent relied upon as precedents in establishing the offices in Ohio. While the expediency of establishing such offices may, upon theoretical grounds, be plausibly advocated, yet their success is largely dependent upon the personal character of the management; upon their freedom from political or industrial complications; and upon the extent to which they are able to command the confidence and support of the two classes to which they directly appeal, namely, persons seeking employment and those who desire to employ.

The conditions under which they have been established elsewhere are not quite identical with those which exist in Massachusetts. For instance, in Ohio they were established mainly

* p. 41, *ante*.

† p. 49, *ante*.

as a protest against the abuses which grew up under the system of private intelligence offices, which had not been subjected to effective supervision on the part of the State or by the cities wherein they existed. In Cleveland and Cincinnati, the proprietors of such offices are required to obtain a license, for which a fee is charged, but no other restrictions have ever been placed upon them. As has been shown in this report on page 106, intelligence offices in this Commonwealth have always been conducted under the provisions of a special statute, and in Boston and Cambridge have been limited as to fees, while the provisions of recent legislation render them practically free, unless employment is furnished; that is, there can be no legal collection of a fee without furnishing employment. The contrary practice has always been alleged as one of the most frequent abuses growing out of the intelligence office system when not controlled by law.

The free employment offices in Ohio have led to a reduction in the number of private offices, and it is expected, according to the statement of the Commissioner of Labor, that private offices will finally be entirely driven out of existence. In France, however, where both private and free public offices exist, the volume of business in the private offices is greatly in excess, as will be seen by the statement on page 75. The private offices are, of course, strictly regulated.

We have presented the statement of the Commissioner of Labor of Ohio* as to the success of the public offices in that State, but in order to obtain evidence from a witness who had no official connection with their management, the Bureau requested information from a correspondent who, from his experience, was entirely competent to give an opinion. His reply indicates that, so far as his observation extends, the offices are mainly utilized by women seeking positions in domestic service or by men who desire places as coachmen, gardeners, hostlers, and employment which may be properly classed under the head of domestic or personal service. He does not think the system accomplishes all that was expected, but believes the free offices have had a good effect in competing out of business unscrupulous private offices. Speaking particularly of the office in the city of Cin-

* Page 77 *et seq.*

cinnati, he states that it has helped several thousands of unskilled persons to employment, mostly of a temporary nature, and he believes the free offices to be beneficial chiefly to the unskilled resident and non-resident laborers, and suggests the need of more active and progressive steps than have thus far been taken. During the recent business depression, with thousands unemployed, the offices were entirely passive agents and took no action or progressive steps. Such steps, indeed, could hardly be expected from their organization, as they are not intended to provide work but simply to act as mediums through which persons desiring employment and intending employers may be brought into communication with one another.

The expenses of maintaining the offices in Ohio for the six months ending December, 1893, as reported to this Bureau by the Commissioner of Labor, were as follows: Cincinnati: rent, \$180; all other expenses, \$111.10; Cleveland: rent, \$150; all other expenses, \$79.25; Columbus: rent, \$96; all other expenses, \$81.25; Toledo: rent, \$75; all other expenses, \$75.82; Dayton: rent, \$90; all other expenses, \$63.47. These expenses do not include salaries, but merely cover office rental, stationery, and incidentals; these items being paid for by the State, while salaries are paid by the cities in which the offices exist. The office at Columbus during the fortnight ending April 14, 1894, to take a single typical period, filled situations for 66 persons; the number of situations filled since the office was opened in September, 1890, being 7,548. An inspection of the reports from this office shows a variety of occupations among those who were registered for employment, the list being similar to what might be found in any city intelligence office.

The following table shows the number of males and the number of females registered at Columbus from April 6 to April 13, 1894, with the number of persons applying for employés of the specified classes, and the number of positions secured:

OCCUPATIONS.	Situ- ations Wanted	Help Wanted	Posi- tions Se- cured	OCCUPATIONS.	Situ- ations Wanted	Help Wanted	Posi- tions Se- cured
<i>Males.</i>				<i>Males — Con.</i>			
Millwright,	126	16	15	Employment for man (together with wife),			
Wheel maker,	3	3	3	Moulder,	1	-	-
Tinner,	1	-	-	Printer,	3	-	-
Tailor,	1	-	-	Press feeder,	1	-	-
Teamster,	5	-	-	Porter,	1	1	1
Cook,	1	-	-	Packer,	1	-	-
Drug clerk,	1	-	-	Office work,	1	-	-
Private family,	7	-	-	Salesman,	1	-	-
Barber,	1	-	-	Bell boy,	-	1	-
Agent,	1	1	2	<i>Females.</i>			
Store work,	4	-	-	Factory work,	87	55	46
Light work,	7	-	-	General housework,	8	1	-
Hotel clerk,	1	-	-	Cook,	26	24	20
Engineer,	3	-	-	Assistant (housework),	6	8	6
Clerk,	5	-	-	Nurse,	5	3	3
Shop work,	9	-	-	Second work,	4	-	-
Laborer,	20	1	1	Stenographer,	2	-	-
Carpenter,	4	1	1	Chambermaid,	2	6	5
Solicitor,	1	-	-	Dishwasher,	2	2	2
Blacksmith,	2	-	-	Laundress,	2	1	2
Factory work,	7	2	2	Day work,	7	1	1
Hostler,	8	-	-	Agent,	-	-	1
Farm hand,	3	1	1	Dining-room girl,	1	4	2
Shipping clerk,	1	-	-	Housekeeper,	3	1	1
Watchman,	2	-	-	Restaurant work,	2	-	-
Driver,	2	1	-	Upstairs work,	-	2	1
Drill press,	1	-	-	Pastry cook,	1	1	1
Coachman,	1	-	-	Clerk,	3	-	-
Houseman,	1	1	1	Kitchen work,	1	-	-
House boy,	2	-	-	Light work,	2	-	-
Electrician,	1	-	-	Store work,	1	-	-
Apprentice,	1	-	-	Talloress,	1	-	-
Collector,	1	-	-	Solicitor,	1	-	-
General work,	-	2	2	Washerwoman,	2	-	-
Hotel work,	2	-	-	Skirt hands,	3	-	-
Cabinet maker,	1	-	-	Housemaid,	-	1	1
Machinist,	4	1	1				

The offices in Ohio do not appear to have encountered any opposition due to interference in industrial disputes, although nothing in the law under which they are established seems to restrict such interference, nor do they seem to have met with difficulty on account of the investigation of the character or references of those who apply for situations. It has been conclusively shown by the experience of the offices in England, that unless careful inquiry is made as to the antecedents and

capacity of those who wish work, employers are likely to ignore them. In order to secure their support, the office must be able to satisfy them that the persons sent to them for employment are competent and trustworthy. On the other hand, if such inquiry is made, the office is apt to encounter opposition from the working people on the ground that such inquiry practically introduces the so-called "character note," and enables employers, by withholding recommendations, to prevent the employé from registering at a public office; in fact, makes the public office a factor in the system of black-listing. In a Commonwealth distinctly industrial like our own, all these difficulties would possibly be encountered and should be guarded against. In summarizing the conclusions derived from the investigation by the English Department of Labor, the report on "Agencies and Methods for Dealing with the Unemployed" remarks:

To treat the degree of success which they have achieved as the measure of the possibilities of this kind of industrial institution would be in the highest degree unfair. Nevertheless, the variety of experiment has been sufficient to enable a few provisional conclusions to be arrived at, which, though not to be regarded as absolute or final, may at least be of some use in pointing out the directions in which success is most and least likely to be attained.

With these reservations, it may be said in the first place that one essential condition of success appears to be selection of applicants. Without such selection employers will not as a rule use the bureaus. In a large centre the selection can only be made by adequate inquiry, and this would seem necessarily to involve something of the nature of the 'character note' to which some workmen object. Without going into the question of the reasonableness of their objection, it may be said that without this condition a labor bureau is unlikely to be of much material service to the trade to which the objectors belong. While inquiry appears necessary in large centres, it may be safely replaced by the far more effective guarantee of personal knowledge in the case of registries in small country districts where the great bulk of applicants, both workpeople and employers, are known to the superintendent. This would seem to support the view held by some persons of experience, that labor bureaus are more likely to succeed in small and medium sized towns than in the largest centres.

Secondly, and for much the same reasons, it appears not to be desirable to mix up the functions of a labor exchange with those of a

relief-agency. The supply of efficient labor to employers and the rescue of the 'submerged' are essentially different problems.

Thirdly, it would appear desirable, where practicable, for a bureau to steer quite clear of trade disputes, by declining either to supply men to a workshop where there is a strike, or to register the names of workmen on strike. The superintendent cannot, of course, always inform himself as to all the strikes which may occur, but it might, perhaps, be possible for the trade society or employer, as the case might be, to send a notification of the fact of a dispute to the local labor bureau. In any case the interference of a labor bureau in a trade dispute would tend to impair its usefulness, and to make it unpopular. Cases illustrating this danger have already occurred in some districts.

Fourthly, whatever scheme be adopted the success of a labor bureau will depend mainly on the energy, tact, and judgment of the manager, and the degree to which he can gain the confidence of employers and workmen.

With the best of conditions, labor bureaus can hardly be expected ever to become the sole or principal means of bringing together employers and unemployed. The bulk of the work of hiring labor and seeking employment will in most trades continue to be done directly between workmen and employers, as is the case even in countries where, as in France, the system of bureaus has been carried much further than in the United Kingdom. Nor as regards the organized trades can labor bureaus as a rule compare in utility, so far as workmen are concerned, with the work of a well-managed trade society, such as some of those described in a previous section. The chief field of usefulness of labor bureaus is likely, therefore, to be found for some time to come in the less highly organized trades.

Without attempting to forestall the conclusions which the Board on the Subject of the Unemployed may reach, it may be suggested that a registration office, to be of the greatest practical value in Massachusetts, might well cover very much more ground than is usually covered by offices of this class. If it is to be restricted to the work ordinarily performed by an intelligence office, its expediency may be doubted. It is abundantly shown by the statistics contained in this report as to the number of applications and the number of situations filled, both by the intelligence offices and by the philanthropic agencies which cover practically the same field, that the number of applications is far in excess of the places which it is possible

to secure. It is extremely doubtful if a public office would be able to do much better. Indeed, the statistics from the offices in England, published month by month, show substantially similar results, as will be seen from the following table :

MONTHS IN 1894.	NUMBER OF WORKPEOPLE ON REGISTER.		NUMBER OF APPLICATIONS DURING MONTH			Number of Work-people Placed in Situations During Month
	At Beginning of Month	At End of Month	WORKPEOPLE		Em- ployers	
			New Ap- plications	Renewals		
February,	2,834	2,409	2,378	1,005	347	471
March,	2,409	2,053	1,607	1,082	362	350
April,	*2,287	2,364	1,921	2,086	434	503
May,	2,364	2,236	1,844	2,124	413	517
June,	†2,187	2,080	1,663	2,087	372	501
TOTALS,	12,081	11,142	9,413	8,384	1,928	2,342

It will be seen, that out of a grand total of 9,413 applicants, there were but 2,342 situations filled.† Manifestly, such offices cannot initiate employment. It would be futile to expect too much from them, or to anticipate results that are not likely to be fulfilled. If their establishment is taken to mean that merely by registration work is to be obtained, much disappointment will inevitably follow.

The Bureau has collected testimony from representatives of organized labor and from employers respecting the advisability of establishing free employment offices, and the opinions upon either side may be easily summarized. It may be said that those who are competent to speak for organized labor are inclined to favor them, while qualifying their replies by the condition that if established, they shall be held entirely neutral in labor disputes. That is to say, in the event of strikes they should not be permitted to furnish men to fill the places of strikers, and in case of disputes as to wages, they should not attempt to provide employés at a lower rate of wage than that for which contention was being made.

* Includes two bureaus not included in preceding month.

† Not including one bureau included in preceding month.

‡ See also the experience at Columbus, pp. 258 and 259, *ante*. In France, the free registry offices received 24,805 applications in a single year, but only 13,292 offers of places, actually filling but 10,856 situations, p. 71, *ante*.

As to whether the skilled and well-organized trades would use such bureaus, there seems to be some doubt on the part of their representatives, and probably experience here would be the same as elsewhere, the offices being, for the present at least, used principally by unorganized labor, and by workmen either unskilled or possessing little skill. Employers, on the other hand, so far as their opinion is reflected in the replies to the Bureau, do not generally believe that such offices would be of any value to them or to the working classes. They do not think they would be likely to use them personally. It ought to be said, however, that opinions upon either side are apparently largely based upon feeling rather than upon actual knowledge.

The opinions of the farmers who have replied to the questions of the Bureau as to the expediency of such offices will be seen from the statements which are summarized on pages 235 and 236; but these opinions, like the others, are mainly impressions.

So far, we have considered public employment offices which are practically ordinary intelligence offices under State or municipal control. It is conceivable that a registration office upon a much broader basis might be established in every industrial centre and especially in such towns as are likely to contain a considerable number of unemployed persons, the plan combining the functions of the usual employment registry with a system of tests intended to separate those who actually desire work from those who do not, and that such offices might be of great value in connection with a scheme for restraining the tramp, transferring surplus workers from one locality to another, and perhaps aiding a movement from the crowded city districts to the country.* It need not be said that political influences and political methods should have no part in such an office. One such office in the city of Boston might possibly settle the question whether any considerable number of persons in the cities of Massachusetts are willing to go upon the land and accept such conditions as are attached to agricultural labor; whether if such persons exist in numbers they are competent to undertake the work, either physically or industrially, or, if not competent, whether they are ready to undertake the training necessary to make them so. These questions can probably never be

* See, along this line, the suggestions of Mr. Burns, pages 244 to 246, *ante*.

definitely settled until an opportunity is provided for placing such persons, if they exist. Inquiry as to their existence and theories about them, will never be conclusive until the question is brought to the definite basis of available opportunity and settled by a practical working experiment. This, however, is one of the subjects with which the special Board on the Unemployed is to deal, and for that reason will not be considered here at greater length.

This Bureau, with its present experience and facilities, might easily collect and publish monthly, for public circulation, a bulletin giving the facts as to the state of employment in each industrial centre, and such other information as would be timely and of value. This would, of course, require legislative sanction and an appropriation, which need not be very large. The bulletin might be similar in size and general form to the Crop Report now issued by the Secretary of the Board of Agriculture. Similar information is issued monthly by the English Department of Labor and by the Department of Labor in New Zealand, and the plan involves simply an extension of the work legitimately within the province of Bureaus of Statistics of Labor, with provision for frequent publication and circulation. If local registry offices are established they might be required to report monthly to the Bureau, and the reports, condensed and summarized, could be given general circulation and exchanged between the different offices by means of such monthly bulletins. Similar reports are provided for in the Ohio Law.

It is not, of course, necessary that the management of the registry offices be connected with the Bureau as in Ohio, or indeed subjected to State management at all. On the other hand, they might be left entirely to the local authorities. This question of management should be determined principally by the scope of the offices and their place in any general scheme that might be adopted. Whether registry offices are established or not, a monthly bulletin to be issued by this department is entirely feasible, and could be readily prepared and circulated, if the requisite legislation is enacted. Besides containing information as to the state of employment, other timely statistical data relating to the condition of our industries could be incorporated, which would increase the interest and efficiency of the bulletin.