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ESTABLISHMENT OF NATIONAL EMPLOYMENT SERVICES IN DEVELOPING COUNTRIES

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Foreword

This is a handbook for the use of consultants or experts who undertake assignments to assist underdeveloped countries establish or improve their employment services. It is not a "manual" containing instructions or procedures prescribing the dotting of "i's" or the crossing of "t's." It might be considered in the light of a set of helpful hints, friendly advice and the provision of technical material and references designed to make the consultant's work easier. For this reason it is quite informal in style and is organized with the intention of maximizing its usefulness to an individual actually at work on such a project in a foreign government. (Part I has been prepared in a more formal manner suitable for consumption by host-country officials and may be removed from the handbook for this use.)

The handbook recognizes that the situation in no two countries will be exactly alike, and the pattern of steps involved in setting up an Employment Service will often be different from country to country, affected as they will be by a wide variety of circumstances and influences. However, it would be as impossible to prepare a handbook reflecting all possible variations, as it would have been unrealistic to prepare a "manual" embodying only a single set of inflexible instructions for proceeding.

The handbook has attempted to resolve this problem by laying out, in logical sequence, the principal steps which would be involved in starting an Employment Service from the ground up. It recognizes that the sequence of the steps or elements in any given country might be different from the sequence used in this treatment (or that some of the steps may have taken place prior to the consultant's arrival on the scene). It is believed, however, that in whatever order circumstances cause them to occur they are all steps which are essential to the creation of a full-functioning effective National Employment Service. As the handbook points out, there are certain basic characteristics of the world of work and the employment process which are common to all labor market activities in the market sectors of all countries. Because of this there are basic and common similarities in the techniques, organization and methods which have been devised to treat with them wherever they are found. One of the purposes of this handbook is to assure that these are all given proper weight and consideration in establishing the service. The handbook takes cognizance of the fact that there may be situations in which Placement Service is not required but where other employment "services" may be. It suggests that these may be provided in other ways than in opening costly local employment offices to accomplish the purpose.

It will be evident in reading the text that the underlying purpose of the Employment Service in underdeveloped countries is to forward the

economic development of such countries through its effect on manpower programs. It is strongly oriented to this objective on the very valid premise that such apparatus is needed only in a country where significant economic development is imminent or in process. Few static underdeveloped economies need such an institution.

A technical appendix will be found in Part IV of this handbook. It contains examples of simplified technical material, training material, etc., intended to help the consultant and to reduce the drain on his time, as he attempts to do the several dozen tasks which always seem to be awaiting him. All of this material has had actual use in foreign installations. No BES manual material, reference, or training material has been included in the appendix. References have been made wherever appropriate to the exact part and chapter (or unit number, etc.) of the Employment Security Manual or other printed Bureau of Employment Security documents. There is too much of this material to make it a part of this handbook. It is recommended, however, that the consultant obtain a set of this reference material from the Bureau before leaving the country. Inquiry may be made to the Division of International Manpower Assistance, U.S. Employment Service, Bureau of Employment Security. That office can also help in securing certain basic ILO and UN publications mentioned in the handbook.

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PART I

Purposes of a National Employment Service

- A. The Role of A National Employment Service
in the
Manpower Phases of Economic Development

- B. A Brief Examination of the Objectives,
Policies and Major Functions of a
National Employment Service

I. Purposes of a National Employment Service

A. The Role of a National Employment Service in the Manpower Phases of Economic Development

Nations which have embarked upon programs of economic development often run into unsuspected barriers which threaten, and often halt the desperately needed growth of the economy. Industrialization falters, productivity fails to respond and the Nation's goals of a rising standard of living for its people are frustrated.

The most common and the most formidable of these barriers is the lack of skilled and trained people, ready and able when needed to build and man the planned systems of road and transport, power plants, mines and smelters, refineries and laboratories, mills and factories. These and other manpower shortages are often more serious and crippling to a program of economic development than the better recognized problems of capital accumulation.

A great deal has been said and written about the necessity for manpower planning as an integral part of any program of economic development. It is indeed a valid and central element in a successful development program. Considerably less attention has been focused upon the instruments of action through which manpower planning is made effective. Manpower programs cannot be carried out in a vacuum. There has to be a focal point in the economy to provide the driving force and continuity in the development, dissemination and application of the techniques and methods for effective manpower utilization and the organization of the labor market. A National Employment Service fills most of these needs. It provides machinery to get things done both in terms of furnishing much of the information needed in planning as well as to take many of the vital actions necessary.

Once established, a National Employment Service provides a permanent administrative organization, with operating offices in every important community in the country. These offices are staffed with personnel trained in all facets of occupational technology and placement processes and equipped with a detailed knowledge of the labor markets served by each office. In addition to the internal organization of the local labor market areas served by the individual offices, the Service has the facilities and capacity for moving workers across country from localities of labor surplus to those where labor is short. It can be used to manage and direct the movement of migratory agricultural workers to the right crop areas, at the right time and in the right numbers. Recruitment, selection and placement of workers for a wide variety of public works and other public

enterprises is a common task of the Employment Service in many countries. It is a key control agency in the event of defense mobilization and provides an operating foundation for future programs of social security such as Unemployment Insurance.

Because its office network covers the major employment centers the Service is capable of making a wide variety of special studies on particular labor matters of interest to the overall manpower or economic planning agency. This is in addition to producing regular recurring information reflecting labor market conditions and trends, together with information on occupational shortages (and surpluses) which is essential to the vocational training programs of the country as well as the vital task of identifying needs for higher level skills.

B. A Brief Examination of the Objectives, Policies and Major Functions of a National Employment Service

1. Introduction

While there are differences as among National Employment Services throughout the world the similarities are more impressive. The differences tend to be found in administrative usage and nomenclature, in methods of financing and in their situation within the structure of government. Underneath the surface differences however, the basic elements of the employment process, organization of the labor market and the provision of meaningful labor market information are essentially similar wherever there is sufficient employment and economic complexity in the labor market to warrant the establishment of a National Employment Service at all.

The occupations and industries may vary from land to land. The labor force may be highly developed or relatively untrained. The jobs handled by the Service may be composed of different combinations of tasks and performance requirements, and may involve different materials in different parts of the world. Nevertheless, the basic structure of jobs, methods of analyzing them, steps in interviewing, classification and selection do not vary fundamentally although they may appear to a layman to do so. In short, the world of work is much the same in its essentials everywhere.

The Employment Services in most, if not all, of the economically advanced countries appear to pursue the same general objectives, follow similar policies, and perform essentially the same basic functions. The common features

which characterize most National Employment Services are examined here with full appreciation that some additional assignments are carried in some countries.*

2. Objectives

Stated in its broadest terms the ultimate objective of an employment service is to facilitate the employment process and thus the optimum utilization of the work force in the national economy. The employment process is a far more comprehensive thing than the act of hiring, including as it does the proper vocational preparation of the work force, an assessment of its aptitudes and abilities, the proper direction of it to the jobs to which it is best suited. The employment process extends far beyond the point of hiring and embraces in-plant job classification and assignment, up-grading and promotion, horizontal transfer, job evaluation for increased productivity and equitable rate setting, and in-plant training purposes et al.

The term "facilitate" is used advisedly in this statement of objectives. Quite obviously, from the context, the employment service does not "conduct" the employment process per se. No one agency or person or institution does. It is a composite, complex and extensive process in which workers, employers, the government, schools and many private institutions are involved. Nevertheless, a sound employment service is fundamental to the successful and effective operation of this process. It fulfills this requirement in several ways. It participates directly in

* In some nations responsibility for administering vocational training has been placed on the Employment Service. In another country the Service may have the additional duties of providing vocational rehabilitation. At least one country operates a series of "workers' hotels" or shelters for indigent male workers, in connection with their local offices. In time of war some national Employment Services become focal instruments in the administration of rationing. Circumstances and urgencies differ from country to country, and the Employment Service is occasionally assigned additional and sometimes what appear to be unrelated tasks. One of the virtues of this organization is its flexibility and its general usefulness and adaptability in a time of economic change. No attempt is made however in this Handbook to try to anticipate all of the possible peripheral tasks different national Services might conceivably be called upon to perform. Instead attention is focused on the basic and common functions which comprise by far the major portion of the staff time and energy of Employment Service organizations around the world.

the employment process by organizing the labor market and providing through that market a central exchange through which any employer can obtain quickly (from all available workers) those best qualified for his particular jobs, and through which any worker can obtain employment counsel and advice and be directed to the job best suited to his abilities and interests. The employment service participates indirectly in the employment process (but with great force and effect) by acting as the major agency of the nation in the development and dissemination of the techniques, methods and vocational job information through which the employment process is brought to a more scientific and effective basis throughout the whole economy.

3. Policies

The facilities and services of the employment service are made available to all workers and all employers and are made without fee or charge. They are rendered fully and adequately as a matter of right and entitlement.

Serving as it does both workers and employers, the employment service observes a position of neutrality in labor disputes. It does not refer workers to positions left vacant because the regular occupant is on strike or is locked out in the course of a labor dispute. It does not take public position supporting or opposing either party to dispute. The employment service selects and refers workers to job vacancies listed with it by employers, solely on the basis of the workers' qualifications for the jobs in question. It does not consider political or religious affiliations, personal connections or the need of the applicant in its selections (except as it may be required by law to observe need as a qualification in employment on legally specified public works initiated for work-relief purposes.)

The employment service does not knowingly devote its resources and energies in filling job vacancies which are clearly sub-standard from the standpoint of wages, hours, or working conditions,

The employment service, of course, takes no actions in violation of the laws of the State and conversely is scrupulous in observing all laws bearing on its activities.

4. Functions

a. Placement

This is probably the best known and most familiar of the functions of an employment service. It is more or less the keystone, and the effectiveness of other functions and services performed depends to a substantial degree upon the technical strength of the placement function and upon the extent to which it is accepted and used by employers and workers. Described in broad terms, the placement function sounds relatively simple. It consists of forming a central exchange in the labor market through which employers can obtain (from all of the labor available at any point in time) the particular workers best qualified to meet their (the employers') job requirements. Conversely, it provides the same central facility through which workers may have access to and be considered for all jobs for which they may be qualified. In short, it brings together the right man for the right job. It not only effects great savings in time and effort to both employer and worker, but effects the even greater savings which derive from the proper matching of man and job and eliminates or reduces the serious economic loss which occurs when the worker takes employment for which he has no aptitude or when the employer engages workers who lack the abilities to carry out his work satisfactorily.

While the essential description of this function sounds simple, the actual provision of an effective, widely accepted placement service is a complex and difficult administrative achievement.

It involves among other things:

- (1) The development and application of a precise employment interviewing technique for determining the occupational qualifications and aptitudes of work seekers and the exact job performance requirements of employers requesting workers;
- (2) Development within the employment service organization of expert knowledge of all of the occupations and industrial processes which are found in the economy (to aid in this process the offices must be organized to facilitate this specialization, and there must be undertaken the development and use of a wide body of occupational reference material, job descriptions, occupational

classifications and codes, oral trade tests, aptitude tests and proficiency tests - see the occupational analysis function below);

- (3) Maintenance of close contact and good working relationships with management and hiring officials in all employing establishments of any significance, for the purpose of achieving an understanding of their employment problems and to bring them to use the facilities of the employment service in solving these problems;
- (4) Maintenance of similar contact and relationships with leaders of workers' organizations to assure their understanding of the service and to encourage the use of the service by the workers;
- (5) Development of special apparatus and methods for the clearance or transfer of workers from one city or section of the country to another as dictated by the changing needs of industry and agriculture (this problem is particularly acute and complex in the large commercial agriculture crops which require a heavy volume of outside labor during relatively short harvest peaks);
- (6) The administrative tasks of selecting the proper personnel to carry out this work, training it to perform expertly, developing internal procedure and organization to achieve results most effectively and economically and providing proper supervision and direction of such staff located in widely separated offices throughout the nation

b. Occupational Analysis

This function is primarily one of research, and its purpose is to develop the wide range of occupational tools and reference materials which are used by the employment service itself in its placement and employment counseling functions and which are furnished by the employment service to industry for its use in scientific personnel management and improved utilization of its manpower. These products are also furnished to the schools and other educational institutions in the vocational guidance and occupational preparation functions which are preformed therein.

The occupational analysis function has two major phases: Job analysis, which is the scientific study

of occupations, involves preparing definitive descriptions of the occupations in the economy, preparing a rational classification and coding structure for these occupations which will make clear their relationships and industrial attachments, and publishing such information in a form most usable for all consumers of it. This phase also includes the preparation of explanatory and instructional material with respect to the techniques of job analysis itself and its many uses in industrial and personnel management.

Worker analysis, which is the scientific study of worker characteristics, abilities, and aptitudes, involves the preparation of methods and tools for their assessment. Characteristic products of these studies are oral trade tests, interviewing aids, aptitude and proficiency tests.

c. Industrial Services

This function is primarily one of aiding employers in identifying hiring and employment problems within the plant and training or familiarizing the plant management in the appropriate techniques which will aid in solving such problems and advance the firm's ability to utilize its work force more effectively. In performing this function the employment services may utilize any or all of the techniques developed by its occupational analysis and placement programs as well as pertinent data from its labor market information program. Modern manpower management pretty much rests on these fundamental techniques, particularly those of job analysis. All of the following activities are dependent to a great degree upon it:

- (1) Job Classification
- (2) Worker Selection
- (3) Job Training
- (4) Organization and Simplification of Work
- (5) Labor Relations (is heavily dependent upon clear-cut definitions of duties and responsibilities as the basis for rational negotiation and collective bargaining)
- (6) Personnel Efficiency Rating

(7) Development of Health and Safety Programs

(8) Job Evaluation and Rate Setting

d. Labor Market Information Program

The employment service develops techniques for collection and analysis of employment information (employment levels in total and by industry category, in employment estimates, employment trends and forecasts) for all of the significant labor market areas in the country. It also prepares nationwide summaries of such information. This information is gathered, analyzed and published on a regular periodic basis. The service also makes longer range studies of trends in employment (growth or decline) and other characteristics of selected industries and occupations which are of importance in the economy. All of this information is used by the employment service itself in the planning and conduct of its various activities, and it is also provided to other agencies of government for their use in economic planning and action (for example to aid in the location of industries or public works). It is provided to schools and other educational institutions where it is used to stimulate or modify courses of vocational training or in vocational guidance conducted by the schools. Private employers and their trade associations and union organizations also are furnished and use this type of information.

The Employment Service specializes in area analysis, industry and occupational labor market information. It normally depends on other agencies of the government for periodic labor force data giving national totals on unemployment and employment. In general, the technical difficulties presented by this latter type of data and the large statistical organizations necessary for its collection and analysis make it impracticable for the employment service to undertake this work. It is usually done by the National Census Bureau or the Central Statistical Agency of the government, which compile the long-range benchmark studies, such as the decennial census.

e. Employment Counseling

This function involves the development of techniques and methods (and the collection of a substantial body of organized vocational information) which are designed to assist individuals in arriving at a

vocational choice, or in solving other problems which affect the individual's ability to undertake or hold employment (such as the presence of a physical handicap). For its effective performance this function relies heavily upon the basic interviewing technique discussed under "Placement," the occupational information and references produced through job and worker analysis and the information with respect to the location and number of job opportunities which results from an active placement program and a sound labor market information program.

The employment counseling services are provided directly to persons in the active labor market who require them and young persons entering the labor market, by specialized staff in the field offices of the employment service. In addition, and of equal importance, the employment service makes its techniques, tests and organized occupational information available to the nation's schools and where necessary trains school personnel in their use. Two purposes are served through this. It enables the vocational counseling process to begin at its most effective time, some years before school-leaving age. In addition, the advice and information provided to the schools with regard to current and prospective vocational needs in industry is a powerful influence in shaping the nature and content of the training offered through the schools, tending to make it more realistic and relating it closely to the needs of the national economy.

PART II

Criteria For Establishment
of
A National Employment Service

II. Criteria for Establishment of a National Employment Service

The national employment services or labor exchanges are institutions of relatively recent origin even in economically advanced countries. They came into being to meet the need for effecting some organization of the complex and dynamic industrial labor markets which emerged following the industrial revolution. The primary service offered was, and still is, that of placement; i.e. bringing together in an organized way the buyers and sellers of labor. This "market" function obviously serves no useful purpose where the structures of local labor markets are so simple, or their tempos so static and traditional in operation that employer and worker require no organizing middleman to bring them together.

As national employment services matured, corollary and highly useful related activities or services were added to strengthen and make more effective the basic function of placement. As might be expected, the national employment services were pioneers in the development of occupational analysis and the classification and codification of jobs, first as a means of doing a more effective job of placement and later as an "export" to other sectors of the economy needing this technology. In the same way labor market analysis and information services emerged and for much the same reasons, as did also the placement-related services of employment counseling and aptitude testing.

However, the function of organizing the local labor markets through the operation of the placement activity remains a dominant service rendered by all national employment services in the developed countries and the majority of their staff resources is devoted to this purpose. This in no way minimizes the value of the corollary functions,*/ but like the placement function itself, they are ordinarily needed only in those labor markets sufficiently large and complex as to require governmental organizing machinery of this kind in order to make those markets operate more efficiently. In general, therefore, where a country's various local labor market areas are not of a size or complexity as to require a placement service (and where no prospect of growth is evident) there will ordinarily be but limited need for the corollary services and consequently little need for a National Employment Service organization as such.

* In fact during the early days of a National Service in an underdeveloped country the labor market information function, for example, may well exert a prior claim on the energies of the staff both as a necessary means of establishing the placement service itself and to begin the flow of information urgently needed by officials engaged in manpower planning phases of the economic development program.

Under certain circumstances, however, a country may feel the need for one or more of the other "employment services" where it does not require a placement service. For example the country may wish to develop an effective occupational technology to improve the administration of State enterprises as well as helping the management of the private sector. This is essentially a research activity and can be set up as an adjunct to a government monopolies ministry or in any of the major State enterprises. The same situation occasionally obtains with respect to labor market analysis and information services. If such a service is desired, in circumstances which do not justify placement service, it can be provided effectively through a slight expansion and adjustment of an existing census or central statistical agency. In the same way, if the only needed service appears to be the direction of a seasonal agricultural migratory movement, this guidance can be provided through temporary service points set up by the Ministry of Agriculture. Pertinent sections of this handbook may be used for guidance of the consultant in such situations.

It cannot be emphasized too strongly that it is unnecessary and unwise to burden an under-developed country with the costly physical plant and staff of a National Employment Service network of full time permanent local offices where no need for a placement service exists. The country can ill afford the unnecessary financial burden and the diversion of scarce administrative talent for one thing, and for another it is unfair, and can even be cruel, to open offices to the public for work registration implying that bona fide placement services are to be offered when in fact no real possibility of such service exists. It can also be somewhat dangerous, as the example in a Near Eastern country demonstrated. Local employment offices established with no prospect to perform placement service were stoned and wrecked by applicants, bitter at the failure of the offices to help them in any degree. This experience materially affected later American technical efforts to establish offices in that part of the world where service was needed and justified. Legitimate needs for occupational analysis, labor market information et al. can be met effectively and much more economically by other means in the absence of a need for a placement service.

The determination of the need for basic placement service in an underdeveloped country is by no means a simple task. It not only involves a careful examination of the size and complexity of the local labor markets in the nation, but also an informed judgement as to the effect of the prospective course of economic development on those markets. In addition judgements must be formed as to the stability and capacity of the host government to benefit from such technical assistance as might be provided and to carry on the enterprise successfully when assistance terminates.

In order to assist American personnel who may be involved in discussions with host government officials regarding the desirability

of establishing a National Employment Service, this Handbook contains criteria to determine the need for a Service and a Guide for applying them. These will be found in Part IV, Appendix 2 of this Handbook. It is urged that all of the points in the guide be covered as carefully as possible, and assurance established that a real need for such a service exists prior to requesting any technical assistance. A National Employment Service is invaluable to an under-developed country where a valid need for the service exists. On the other hand the establishment of this relatively sophisticated social service where it is not needed can backfire badly to the detriment of American relationships with the host country. In addition to all other reasons, there is an acute scarcity of available competent technical assistance staff in this field either through American sources or the international agencies. It should be conserved carefully and used only when a valid need exists.

PART III

Major Steps in Establishing
A Sound
National Employment Service

(A Guide for the Technical Consultant)

III. Major Steps in Establishing a Sound National Employment Service

A. The Role of the Technical Consultant

No manual could hope to predict the vast range of relationships, personalities, and situations which consultants are likely to encounter. Some common and useful assumptions can be made however. The host country wants help, or the consultant would not be there. The consultant has the technical qualifications to give that help or he would not have been selected. He wanted to help or he would not have taken the assignment. At least the framework within which the task is to be done may normally be assumed to be a favorable one.

It is important that the consultant keep clearly in mind that he is an advisor to a sovereign government. He is not responsible for the conduct or administration of that part of the government which uses his services. It is his responsibility and duty to advise as soundly as he is capable and to press his advice as strongly as he can, supporting it with reason and logic. He must accept however, the fact that the final decision is not his. He is nobody's boss, and his only authority is that which derives from his advanced technical competence. He is coach, trainer, guide and friendly mentor. He remains in the background insofar as any publicity is concerned affecting the Service or its administrators. In the anxiety to get the job done consultants sometimes lose sight of this fact when met by frustrations and obstacles in the course of their work. Host country officials are often subject to political, economic or bureaucratic pressures of their own (of which the consultant is frequently unaware) which may lead them to undue haste, unfortunate delays, or to unwise priorities of action which complicate an already difficult task. These problems are a part of the consulting job and must be met calmly and philosophically. It may help to recall that similar difficulties are by no means unknown at home.

There is one feature of the working arrangements established in the host country which merits special attention here because it is vital to the success of the consulting process. The best obtainable interpreter and translator services are absolutely essential to the project and no effort should be spared by the consultant, the USOM and the host government to see that they are obtained. There will be relatively few host countries where a sufficient number of the officials and staff to be trained will have the grasp of English necessary for thorough comprehension of this technical subject. There will be even fewer consultants able to handle the host country language well enough to be effective in it. The ablest consultant alive and the most intelligent and eager host country staff will achieve nothing of value if the consultant cannot communicate his special

knowledge nor grasp or gauge the response of his hosts. In addition the accurate translation of much of the technical materials, classification systems et al. is of the highest importance in providing the base both for training and the continuing permanent operation.

B. Legislative and Financial Provisions for a National Employment Service

In most cases the consultant will probably arrive after basic legislation has been enacted. However, there will be occasions when this is not the case and he will be asked to advise on the framing of the organic act. The following broad guide-lines are furnished for use in such situations.

The Employment Service should be established by specific legislation. Such legislation should clearly authorize the principal functions to be performed (see Section I). It should provide a formal financial basis (through authorizing appropriations by the legislature or by special tax arrangements or other regular specified means of providing funds). The law should assign the organization a specific place in the government structure (see "C." below), and should provide that the Service enjoys at least equal or similar status to those prevailing in the other standard departments of government with respect to merit status, salaries and job protection. All of these foregoing elements are needed in order to provide a stable and continuing Service possessing the elements necessary to recruit and retain able career staff. Unless there are compelling national reasons of the greatest urgency the Employment Service should be assigned no "policing" functions or duties involving mandatory regulations (with the possible exception of fee charging employment agencies). To require the service to enforce labor laws, make factory inspection et al. would be seriously disadvantageous to its primary mission.

The legislation should also establish a National Advisory Council, composed of representatives of employers, workers organizations and the public for the purpose of formulating policies, discussing problems relating to employment and in assuring impartiality, neutrality, and freedom from political influence in the solution of such problems.

C. Organizational Position of the National Employment Service in the Structure of Government

As in the case of legislation (above) this problem will normally have been resolved before the arrival of the Consultant. There will be situations, however, in which the Consultant's advice may be sought, in relation to drafting of legislation or in considering changes at a later date.

Actually there is no hard and fast principle which can be applied to this problem. The structure of governments vary widely, as do the effectiveness of their various ministries or departments. Probably the most logical place is in a Ministry of Labor if one exists and if its stature in the Government is reasonably high. If there is no Labor Ministry, and an Office of Manpower Resources and Planning or an Economic Development Agency exist these would provide a good framework of organization. Establishment of National Employment services as independent agencies of government (or as a government corporation) has proved satisfactory in some countries.

Unless a deep rooted and strong governmental tradition of provincial or State administration exists,*/ the Employment Service should be an instrument of the national government and administered directly by it. The vast amount of work to be done in getting the Employment Service under way (compressing into a few years the development that took decades in the "western" countries); the essentially national character of planned economic development, and the urgencies and pressures which accompany such effort make a province-by-province beginning, under a Federal-Province or Federal-State cooperation scheme relatively impractical.

Wherever the National Employment Service is established it is essential that close administrative linkage and liaison is provided with whatever overhead Manpower Planning Agency exists as well as the principal agency or agencies involved in the country's program of economic development.

D. Where to Begin? [The Formative Period, or First Two to Three Years]

General

Because of the wide variations in conditions and circumstances which will be encountered in different countries it is unlikely that any two projects will follow exactly the same steps or experience precisely the same chronological sequence of actions in establishing a National Employment Service.

One reasonably logical progression of steps is presented here as a useful frame of reference. In order to provide the fullest treatment in this handbook, the assumption is made that no employment service exists in the host country prior to

*/ Or in a few cases where language, custom and tradition vary so widely within a country from province to province that central administration may be impractical. However, there are relatively few such countries.

the beginning of the project.*/ It also assumes that the information from the exploratory survey made prior to the decisions to establish a National Employment Service (see Part II "Criteria") has been studied by the consultant together with any other pertinent facts on the economy, and that he has carefully examined the legislation establishing the Employment Service. It is also assumed that the consultant will, at an early date, familiarize himself with other agencies which have functions in the manpower field with the objectives of developing sound working liaison (e.g. vocational education, central statistics, ILO facilities if any). The consultant must familiarize himself early in the game with the basic labor laws of the country.

Viewed from almost any perspective the beginning portion of the consultant's assignment is the most trying and difficult. The problem of "where to begin" looms large. Establishment of a National Employment Service with its wide range of functions and services is an extremely complex exercise. In most cases little or nothing exists (except perhaps the enabling legislation) at the time of the consultant's arrival. Personnel, organization, the full range of techniques, methods, tools, training material, office premises, management and supervisory methods, controls, budget construction and a host of other factors all clamor for his attention with apparently equal frequency.

In addition to the stresses of becoming oriented to the conditions and personalities of the host country, the average consultant finds himself subject to the strain of facing a strange and unfamiliar task. While versed in the operation of the American employment service as a going concern, few consultants have at this late date, had the experience of establishing an employment service from scratch. This latter is, in many important ways, quite a different and more demanding process than filling a given niche, however important, in a long established and going operation at home. It is important to recognize this and to understand that in most circumstances the consultant will have to be a "Jack of all Trades" insofar as the many technical subject areas which are usually handled

*/ Actually a number of under-developed countries do have limited Employment Services in various stages of development. The first step for consultants assigned to such countries is to make a careful appraisal of the status and degree of development of such organizations before proceeding. This appraisal is essential in order to avoid needless expenditure of time retracing steps already adequately accomplished by the host country itself and to identify problem areas or misconceptions which must be resolved before proceeding with advances in development.

by different staff specialists at home. This will be true ordinarily during much if not all of the formative period.

A series of steps are suggested in the sections treated below. They are designed to cover the "formative period" of the new organization which is estimated to cover the first two to three years up to and including the establishment of the "first tier" of local offices. All of the steps contribute in some significant way to the creation of a sound national employment service. As indicated earlier, the steps may not always occur in this order, and circumstances may bring about many modifications. However, there is one over-riding objective which the consultant must pursue without deviation if the project is to be successful. He must, as rapidly as he can and as effectively as he can, bring into being a sound central administrative organization aware of its mission and trained to perform it. The creation of this central administrative machinery is the prior condition to all other steps and the key to the entire venture. The consultant himself cannot administer and direct the host country's employment service system, even in its infancy, and it is a mistake for him to try. His job is to press for the appointment of and to advise and train those who will have the necessary authority and status, and whose responsibility it is to carry out this national objective.

1. Orientation of the Director: Planning the Central Office Administrative and Field Organization

The consultant works with the new E. S. Director explaining the objectives, functions and principal administrative processes of a National Employment Service, with particular emphasis of the things which it can do in forwarding the country's economic development. This discussion should also include the major steps envisaged in creating a central administrative headquarters organization; planning the field organization; training the staff and establishing the first tier of local offices. See points 2 through 11 below.

[Note: As aids in preparing for these orientation discussions the consultant is referred to section I of this handbook covering the "Objectives, Functions, Policies, and Programs of a National Employment Service" and to Part IV Appendix 1, "Guide to Establishment of a Central Office Organization and the Framework of the Field Organization." The latter is a simplified treatment of the essential central office functions and responsibilities together with some of the possible organizational combinations].

These discussions should include the selection of the city for the pilot office which will be used for the initial

on-the-job training (see Point 5 below). Selection should also be made of the other cities where the first group or "tier" of offices should be opened during the formative period.

It is urged that the first group or "tier" of offices to be opened (after the pilot office) during the "formative period" be limited to a very few, situated in only the largest and most important population centers. A limited number of good, strong offices well established will provide a far better base for the solid establishment and growth of a national system than a large number opened too soon. The administrative resources at hand will be more than occupied during the formative period even with a limited number of offices.

Unless unusual circumstances exist, the capital city, in which the central administrative office normally will be located is the most convenient location to select for the pilot office. As a rough rule of thumb, the number of the "first tier" offices should ordinarily be restricted to no more than one-third of the cities which might ultimately justify full functioning local offices once the system moves beyond the formative period. [See Part IV Appendix 2.a, for guides which may be useful in gauging the needs of different sized labor market areas for full time employment service offices].

As a final phase of this orientation period with the Director it is recommended that the consultant and the Director crystallize their discussions by preparing a preliminary, but specific plan for the initial steps of organization and the other steps through the remainder of the Formative Period. This should include decisions as to the organization structure, central office staffing pattern, (including the major elements of a position classification pattern or job structure for establishing tentative salary levels. See Part IV Appendix 3 for a rough template of relative salary relationships which may be helpful in this respect); a description of central office functions, identification of the pilot and the first tier offices and the administrative territories; and the approximate estimated time phases for achieving the plan. This should then be translated into approximate annual budget terms. [As a rough rule of thumb the consultant can estimate that the central headquarters staff performing the functions outlined in Part IV Appendix 1 will amount to a number approximately 20% of the total staff ultimately planned for the local offices. As an equally rough rule of thumb in planning the number of local office staff for the formative period, the following table can be used as an approximation

until local experience provides a better basis.] Refinement of work measurement and budget estimating should be undertaken toward the end of the formative period.

<u>Population of City</u>	<u>Total Staff (20% to 25% in</u>
1,000,000	80 Clerical Grades)
500,000	40
250,000	20
100,000	12
60,000	6

No full functioning offices below this level should be opened in the formative period.

(It should be recognized that host country financial resources may not permit even these relatively moderate levels of staffing in all cities of the size indicated above. As a general principle the adaptation to this situation is to scale down the number of offices originally planned and to utilize the limited resources operating adequately staffed operations in fewer cities, presumably in order of their importance and complexity. It is a serious mistake to spread an inadequate number of staff so thin among offices that it becomes ineffective. By concentrating the staff in adequate numbers, the chances of making a success of the few such offices is enhanced, which in the long run may well win fiscal support for further expansion. A large number of too sparsely staffed and hence ineffective offices may lead to abandonment of the whole scheme).

There are several important purposes served by preparing such a plan. It provides a workable and specific base and guide for future action. It reduces much of the theoretical discussion to practical terms and aids in clarifying concepts. Last but not least such a plan, and tentative budget are necessary in most situations in order to provide the basis for discussion with higher authority (e.g. cabinet minister or undersecretary); to secure the necessary understanding at that level as to what is involved, and to obtain clear-cut authorization to proceed.

This step provides an early opportunity to test or gauge the priority which the host government assigns to this endeavor. While there is ample room for adjustment and compromise (depending on prevailing fiscal conditions in the government) within which approval of such a plan can be negotiated and approved, failure to secure any definite or clearcut approval for proceeding at some reasonable level should be a definite danger sign to the consultant. Instances are not unknown where host governments have undergone shifts in policies, intent or priorities after the

initial decision to undertake projects of this kind. In the absence of some early working plan these shifts may not be made clear to the USOM or the Consultant until far too much time has been wasted. For this reason, if for no other, a specific plan should be prepared promptly at the end of the orientation period. A specific host government authorization at this point (and this is usually forthcoming) provides a definite ratification of a clear-cut course of action. Failure of approval to be forthcoming will make it possible for the consultant to bring the matter to his Mission Chief who can take steps to resolve the problem with the host government.

This process of planning and scheduling mutually agreed upon courses of action should be consistently employed by the consultant for each significant phase of the work within the broader plan. Each subsidiary phase should be prepared within a reasonable period prior to the need for action. It is a highly useful administrative method, provides a specific and always available "frame of reference" which helps keep the staff and the consultant on the ball and moving in a forward direction.

2. Recruitment of the First Cadre

At this stage recruitment and final selection should be made of the individuals who will head up the staff sections in the Central Office plus one line (field) supervisor for every three (of the first tier) offices to be opened during the formative period. In addition the managers of the "first tier" offices should be selected. These people will comprise the first cadre to be trained, and the nucleus for the prospective National Employment Service. It is advisable to keep this cadre compact and limited in number. The training of this particular group must be especially intensive, and this is increasingly difficult to achieve as each additional trainee is added. Fifteen to 16 are about as many as can be handled effectively in one training run. If the rough formula suggested above results in more than this, the number of prospective managers to be trained with the initial cadre should be reduced.

The plan for the Formative Period (see D,1 above) contained descriptions of all the major functions and also descriptions of all of the professional positions. It is important that the consultant stress with the Employment Security Director the importance of using the descriptions as a framework for recruitment and selection, and that the comparable salary levels previously decided on are generally adhered to. If the host country has a going Civil Service

or merit system for public employment the Employment Service will, of course, be fitted into it and no serious problems should present themselves. However, this is not likely to be the case in a great many under-developed countries. The concepts of orderly personnel management often have not been well established or understood with the result that people are often hired without either employer or worker having a specific understanding of the duties or responsibilities involved. In other cases people hired to do substantially the same kinds of work may be paid considerably different rates of pay, depending on their bargaining position at the time of hiring.

There are, of course, limits to the consultant's influence on these matters. But they are important and he should stress their importance to the Director and explain why they are, and how the observance of sound personnel practices contributes to effective administration.

Most consultants find that about as much (and often, more) of their total efforts are expended in inculcating the fundamentals of orderly administration (in all of its facets, as well as personnel) as they spend in dealing with the technical specialties involved in the employment service itself. This should be regarded as an opportunity and not as a chore or frustration, as this is a by-product of great value which accrues to technical assistance effectively rendered.

No attempt is made here to outline specific recruitment sources or methods because of the wide variance in conditions as among different countries. Needless to say, individuals experienced in placement, personnel management, occupational research or labor market information will be nonexistent or extremely rare. Individuals with educational backgrounds in economics, business administration or statistics, combined with some practical experiences probably offer the best prospects. However, there really is no demonstrable correlation between any particular background pattern of education or work experience and success in this field. Innate ability, intelligence, personality and interest in the manpower field are probably the basic qualities sought regardless of background or previous experience.

3. Training of the Original Cadre (Formal Training)

Training of the group should proceed in two principal phases. The first of these is a period of formal training consisting of classroom presentation, discussion and practice-work exercises. The second phase is a "learning by doing" project which involves establishing, opening and

operating a pilot office in which all members of the cadre perform local office functions for a substantial period of time. This is described in section 4 below.

Prior to the formal training the consultant will find it useful to prepare the training material he will need, including preliminary forms such as application cards et al. Part IV of this handbook contains an appendix of technical materials which are intended to be of assistance to the Consultant in this respect. In most cases it will be necessary to review the material carefully and adapt it to meet local conditions. The operating forms to be used in the training of the original cadre and in the operation of the pilot office can be pretty direct translations of the American material. After the experience gained in the pilot office much more extensive adaptation should be undertaken based on the local experience. Time should also be allowed to permit translation and reproduction of sufficient copies to meet the needs of the class and the pilot operation following.

The basic elements for a formal training program are suggested below. Consultants should bear in mind that each topic will take at least twice as long to handle as he is accustomed at home, owing to the time required for translation. In order to aid the consultant, approximate time ranges are indicated, based on experience in several countries.

a. Orientation

In general this will cover the same ground which the consultant went over with the Director (see D. above), including the objectives, functions, administrative framework and general modus operandi of a National Employment Service. A careful review of the plan for the central office and field organization developed with the Director (and approved by his superiors) should also be included in the orientation portion of the training. Care should be taken not to hurry this portion of the training, and every effort should be made to obtain the fullest possible discussion by the group. Presentation of this portion should be handled by the Director, with participation by the consultant when needed to answer questions, defend concepts or give background and reasons for the propositions advanced.

This part of the training will take from 4 to 6 working days depending on the number in the class and the amount of discussion elicited.

b. Training in the Basic Interviewing Technique and the Structure of Jobs

An understanding and possession of a working command of the technique of determining and describing the structure of jobs is the fundamental skill underlying the placement process (application interviewing, order interviewing, classification and selection) as well as the process of preparing occupational reference material or providing industrial services to employers.

The training given at this stage is aimed at showing the staff how to identify and describe the structure of jobs through a simplified job analysis method. It then demonstrates how this method (which involves seeing the job) can be used to develop essentially the same kind of job information in an interviewing situation in the local office with an applicant, or an employer over the phone.

Part IV, Appendix No. 4 contains a training unit on the Basic Interviewing Technique. It is essentially a stripped down and simpler version of the U. S. Employment Service's Training Unit #18. The consultant may wish to modify the unit in the appendix for his use or he may prefer to construct his own from USES Unit #18 or other sources. In any event it is absolutely essential that this training be provided, as the skills imparted are fundamental to the operation of a National Employment Service. It must not only be provided the original cadre, but must be made a permanent part of all future induction training for all staff above the clerical grades.

This training unit requires between 6 and 8 working days. It involves a number of practice exercises plus actual job analysis work in employers' establishments. The trainees' job descriptions and other exercises almost always are written by them in the host-country language and must be translated so the consultant may review them. His corrections or comments must again be translated. Since this is done pretty much on an individual trainee basis, it requires considerable time.

This unit is not designed to produce fully trained job analysts, but uses job analysis methods to establish effective interviewing practice. A more extensive training course in job analysis is suggested after the "first tier" of offices are established and the Central Office Occupational Analysis Section begins checking the I.L.O. occupational definitions (see d. below)

against host country jobs (thus creating a true National Occupational Dictionary). This additional job analysis training will also be needed prior to developing and launching a program of Industrial Services. For this training use of USES "Training and Reference Manual for Job Analysis" and the analysis workbook "Guide for Analyzing Jobs," is recommended. Both can be obtained from the U.S. Government Printing Office, and a small supply is available in the Bureau of Employment Security in Washington.

c. Training in the Placement Process (Methods and Procedures)

The trainees need thorough indoctrination in the operation of the placement process which occupies such a central role in the local employment office. Familiar as the principal steps are to the Consultant, they will be quite strange to the trainees.

If time pressures have not been too extreme, this stage of the training will be greatly aided by the preparation of a brief and uncomplicated preliminary placement manual section giving the main features of the process and specific instructions for filling out the main forms involved. It should also contain the structure of the application file. The consultant may find it helpful to use Part II of the E. S. Manual as a guide in extracting the essentials for this purpose. This preliminary manual section can also be used in operating the pilot office. A revised, permanent section reflecting pilot office experience under local conditions should be prepared prior to opening the "first tier" offices after the pilot operation. (The training can be given without preparing a preliminary manual section but it will be more difficult and throw a greater burden on the instructor for explanation and description. In any event basic instructions should be prepared covering the application form, the employer order form and the occupational structure of the application file.)

A training unit should also be prepared covering the placement process. A manual section simply states "what" is to be done and "how." The training unit provides explanation of the "whys and wherefores," case examples and, ideally, some practice exercises. An example of such a training unit prepared by a consultant will be found in Part IV, Appendix No. 5. The reading assignment references contained in the example should be changed to correspond to the preliminary Manual section (above) prepared by the Consultant to fit his particular host-country situation.

Visual Aids can also be useful in this training situation. An example of such a visual "package" will be found in Part IV Appendix No. 6. This set of 12 cards (20" x 30" in their original form) proved quite useful and effective in one country. They were used to open the Placement Process training session, providing an over-all picture of the 12 main points in the placement process, from Reception to the point where the statistical record is taken off and the application and order forms go to the inactive and closed files. Each picture card provides the opportunity for a brief explanation and discussion of the step illustrated and its relationship with prior and succeeding steps. It enables the trainer to give his class a quick sketch of the complete process, which greatly aids understanding of the training unit and the preliminary placement Manual Section which follows.

Estimated time for this portion of the training 3 to 4 days.

d. Training in the Use of the I.L.O. Standard Classification of Occupations (1958)

The use of the International Labour Office Standard Classification of Occupations is strongly recommended as against the American Dictionary of Occupational Titles. There are two main reasons for this. The ILO system provides a much better, and much easier base for the establishment of a National Occupational Dictionary in an underdeveloped country. It was, in fact conceived and shaped to a large extent with this in mind. The American D.O.T. is too complex, too detailed, too bulky and reflects an economy too highly specialized for it to be a practical instrument for this purpose.

In addition it is highly desirable for the host country to adopt an occupational classification system which will be international in character, providing statistical data which can be compared with other countries (without a laborious, and often inaccurate conversion process). It also provides a common and useful tool in handling problems of international migration, recruitment and placement.

The ILO produced and published late in 1958 a complete standard classification of occupations volume which contains full, five-digit occupational definitions. There are basic descriptions of almost all jobs (and a great many more) likely to be found in any underdeveloped country. The process of establishing a National

Dictionary by modifying these basic descriptions to fit the specific variations which may exist in the jobs of the host country will be described in a later section (D 7 d(1) below). At this point the problem is to produce a tool which can be used as the basis for occupational classification of applications and orders, and an application file structure during the training period and the operation of the pilot office.

Ideally this task would be easiest if it were possible to have the ILO volume translated into the host-country language as it is, and reproduced in mimeograph form at the time the initial cadre training begins. It would be accurate and serviceable enough to satisfy all training and operating purposes until the Central Office Occupational Analysis Division was able to do the necessary verifying and modification and produce a final and accurate national product. (Which will normally take several years.)

The consultant should explore this possibility with the host country Director during his orientation discussions with him (section D.1 above). If it is at all possible to get a decent translation done in time it should by all means be undertaken as it will save a great deal of work and make the training much simpler and understandable. In any event the translation and reproduction of the ILO book should be started as early as possible. (It should be noted that this volume is available in English, French and Spanish which will eliminate this problem in Latin America, or former Colonial territories where any of these three languages are in common use).

The translation of the ILO volume however is a sizable task, and it may not be possible to complete it in time for the initial formal training and the on-the-job training involved in the operation of the pilot office. While no solution short of the complete translation is a really satisfactory substitute, there are several interim make-shifts (pending completion of the full translation) which are considerably better than nothing at this stage. One of them, and probably the best, still involves a fair amount of work in translation, but it is within the realm of the possible in a tight schedule and requires far less time than the complete volume. A useable tool for training and pilot office use can be constructed by extracting, translating, and reproducing in mimeograph form the major group descriptions and the minor and unit descriptions; but using only the job code and title for the specific

five-digit occupations themselves. It is the specific job descriptions which comprise over 75% of the lineage in the volume. For example Major Group 6 through Minor Group 6-0 would be condensed to:

Major Group 6

Workers in Transport and Communication Occupations
A three-line description of the jobs in the overall group appears here.

6.0 Deck Officers, Engineer Officers and Pilots, Ship

A five-line description of the jobs in this minor group follows:

6.01 Deck Officers and Pilots, Ship

A short paragraph describes the type of jobs in this unit. Under this would be listed the titles and codes (only) of the specific jobs which comprise this unit

6-01.15 Ships Captain, Sea

6-01.20 Ships Captain (inland Waterways, Estuaries, and Ports)

6-01.30 Navigating Officer (Sea)

6-01.40 Navigating Officer (inland Waterways)

6-01.50 Pilot (ship)

6-01.90 Deck Officers and Pilots (ship) other

6-02 Engineer Officers, Ship

A short paragraph describes the jobs included in this unit. This would be followed by the title, and codes of the specific jobs which comprise the unit.

6-02.15 Chief Engineer, Ship

6-02.20 Marine Engineer, Ship

6-02.30 Marine Engineer, Superintendent

While this would not, as suggested above, be wholly satisfactory for either training or pilot operations purposes, it does provide a classification structure and group definitions as descriptions for relatively small

related job cluster units. It is a lot better than nothing and is considerably more than the U. S. Employment Service had during the first 6 or 7 years of its existence.

Another interim make-shift would be to select only those occupational categories believed to predominate in the host country economy, and translate the specific 5-digit occupational descriptions. These would be accompanied by a table of the Major, Minor, and Unit Group titles (page 19 et seq. of the ILO volume) to provide an understanding of the total structure. This alternative is probably less useful than the other, if for no other reason than that information on the occupations believed to exist in the economy is likely to be fairly unreliable.

The principles of occupational classification as such will have been presented in the training sessions on the Basic Interviewing Technique and The Placement Process and do not need to be repeated here. The purpose of this portion is to be sure everyone understands the classification and coding structure thoroughly, the logic behind it, and how to use the International Standard Classification of Occupations in each of the Employment Service processes and programs where it applies.

Estimated time for this portion of the training is from 1 to 2 days.

(Shorter if complete ILO translation is not available.)

e. Training in the Use of United Nations' International Standard Industrial Classification of all Economic Activities

Most of the underdeveloped countries are familiar with this UN classification tool since it is used in reporting to the UN and its agencies. The Census or Central Statistical Agencies of most countries also use it for their internal statistics. For this reason its use is recommended as opposed to the U. S. "Standard Industrial Classification" (Bureau of the Budget Office of Statistical Standards). Copies for his own use should be obtained by the consultant through the Division of International Manpower Assistance, U. S. Employment Service, Bureau of Employment Security, U. S. Department of Labor. Because of its widespread use, translated copies in the host country language can usually be secured from the local Statistical Agency. Where this is not the case translations will have to be made.

The consultant should review the Industrial Classification structure carefully with the trainees, pointing out specifically how it is used for employer orders and employer records. A brief practice exercise can be helpful at this point. Discussion of the particulars involved in using the classification in preparing the local office activity reports should be postponed until taking up that subject (see Section i below).

Estimated time: one-half to one day.

f. Training in Employer Relations

No elaborate training in "salesmanship" or "promotion" is recommended at this point. This portion of the training should concern itself with:

- (1) Market analysis and the identification of firms (and governmental enterprises) possessing sufficient apparent potential to justify regular field visits by the Employment Service staff.
- (2) Defining the information which will be needed from each employer to enable the office to serve him effectively (occupational pattern, processes, and departments, employment policies, hiring sources, seasonality of production, etc.) and any additional information needed as the basis for the office's labor market information program such as employment levels, new hires, occupational shortages, et al. (The LMI program is treated in detail in Section E 4 below)
- (3) A review with the trainees of a few simple methods for approaching employers, diagnosing their employment problems and explaining what the employment services can do to help solve them.

The USES Manual (Part I, Chapter 7000 and Part II, Chapter 7000 - 7999) contains considerable source material of use to the consultant in preparing this portion of the training. A preliminary Employer Record card should also be discussed at this session.

In handling the subject of employer relations with the initial cadre it is recommended that the consultant impress upon this group (composed, as it is, largely of the top officers of the new National Employment Service) their own particular and unique responsibilities for establishing successful working relationships with the country's key employers (private or governmental).

In most underdeveloped countries the private employment sector (non-ag) is ordinarily dominated by a relatively few families or a relatively small number of individuals, at any rate. In addition, the government tends to own and operate a heavy share of the total "industrial" portion of the economy (natural resources, utilities, transportation, communications and often, considerable manufacturing). The key policy and administrative posts in government and government enterprise also tend to be occupied by members of the same small well-educated and influential groups or circles which are influential in the private sector.

Many of the top officials drawn in to establish the National Employment Service will be members of or have free access to these dominant or controlling elements in the country's economy and government. The ES Director should canvass and record such connections systematically, his own as well as those of each member of his staff. Once trained, and having brought the first tier of offices to the point where they are capable of providing satisfactory service these top E.S. Central Office staff members can be extraordinarily effective through these channels in establishing productive working relationships with most important employing establishments in the country.

This step should not be hurried. It must be selective and carefully planned so that the top ES officer responsible is thoroughly briefed on the enterprise assigned, its problems and its prospects, and is prepared with specific proposals as to the services his organization can provide which will be of value to the enterprise. If this effort is carried out astutely and on a sustained basis over a period of time by appropriate members of the central office staff it will greatly accelerate the development and significance of the Service. It will accomplish this far faster and more effectively than years of ordinary employer contacts by local office staff.

Estimated time 2 to 3 days.

g. Training in Local Office Organization

The consultant must be prepared to play this to a great extent "by ear." Hiring practices, social patterns or caste prejudice vary widely from country to country and may often have a marked effect on the way in which the work of the local office must be organized. It should be pointed out that while some of these

factors are very real, others may be false assumptions advanced in discussions of this problem by the members of the initial training cadre. Often these individuals will have had no first-hand knowledge of the employment process or local hiring practices. None of them will have had first-hand experience in manual work.

A typical problem which arises is the contention that women applicants must be served by a separate organization within the office from that serving men. In some places custom is such that this is a real and valid factor in determining the office organization (albeit an awkward one). In other places this may simply be an assumption made by men unfamiliar with the realities of modern hiring practices in the country. One fairly simple way to test the validity of such assumptions is to arrange visits to some of the larger employing establishments in the city where the training is being conducted. There the consultant and the trainees can readily determine what the actual hiring methods are and plan their own office organizations accordingly.

The opening sections of Part I, chapter 5000 of the E.S. Manual may be utilized by the consultant in reviewing the general principles of employment office organization with the trainees. Later sections describe a number of alternative organizational arrangements. Generally the simplest, most flexible and effective structures are built around a number of compact employer service units, each servicing specific industries and the occupations common to those industries. Each unit performs application taking, placement and employer relations functions for applicants in the assigned occupations and employers in the assigned industries. This arrangement also provides the decided management advantages of clear-cut accountability and incentive for results. Part IV Appendix 8 contains an example of such an organization developed in a large office in a Middle - East country (adapted of course to the industries and occupations of that particular city).

As a final exercise the group might develop a tentative organization for the pilot office. This can be adjusted after the office is opened and additional information has been gathered with respect to the structure of the local labor market.

Estimated time two to three days.

h. Training in Local Office Management

It is recommended that no attempt be made at this stage of the Service's development to give training in a complete management "program" as such. There are several reasons for this. A number of the elements involved in the management of an office require experience in and knowledge of the operation of an office, which the trainees have not yet had. In addition there is the limiting factor of mental absorption rates, and the trainees will be fairly well packed by the time this point is reached.

It would be useful for the consultant to discuss the principles of management and describe briefly the main features of a complete program of local office management in which intensive training will be given at a later time. He should be careful to point out that they will be "doing" many management functions nonetheless, and have already been trained in them without, perhaps, recognizing them as such. For example:

The orderly organization of a local office is an important act of management.

The establishment of an employer relations program involves significant elements of analysis and planning which are management functions.

The basic local office activity reports (below) are themselves key management controls.

The training in the basic interviewing method and the placement process has given them the necessary knowledge to enable them to perform such management activities as appraising the quality of the applications and employer orders taken, as well as checking the adequacy of the action taken to fill the orders and make placements. The later introduction of a formal management program will simply provide them with more systematic methods (forms and controls) for accomplishing these things.

Estimated time for this subject (1 to 1-1/2 days).

i. Training in Local Office Activity Reporting

The consultant should stress the importance of accurate statistical reporting of local office activities,

both as a major management control and as an important foundation-stone for the program of Labor Market Information.

A brief review of the purpose and uses of industrial classification and coding and occupational classification and coding in Employment Service Statistical Reporting should be made. Then two basic activity reports should be taken up. The first of these is the Monthly Report of Local Office Activity (the ES-209 is such a report). The other is the Monthly Placement Analysis Report (similar to the ES-212). The purpose of each report is discussed, together with the definitions of the activities involved and the local office procedures recommended for compiling these reports.

As an aid to the consultant, Part IV, Appendix No. 9 contains a copy of a manual section adapted for fairly simple and easy treatment of these points. This has been used effectively in two technical assistance projects in slightly varying form. While the material follows the general lines of the familiar E.S. reports, it has been modified to fit a particular country. For example, it contains no provision for veteran activity since this was a subject of no interest in either host country.

Estimated time - 2 days.

4. Establishing the Pilot Office [On-the-Job Training of First Cadre]

This is an integral and indispensable part of the training of the first cadre. People generally learn best by "doing" and this part of the training is designed to provide that opportunity, to "set" and drive home the class-room training and to provide opportunity for further learning and development in an operating situation. In this process the cadre will become the actual working staff of the pilot office filling all the positions and doing all the work. In most situations it is believed that the members of the first cadre, although slated to be the top line and staff men of the new Service, will readily understand the value of this phase of the training and welcome the opportunity.

There are host country environments, however, where the "image" held of higher government executives may lead members of the first cadre to resist or shy away from the performance-level tasks which are involved in the work of operating the pilot office. In such cases the consultant

will be called upon to exert salesmanship and persuasion of a high order to convince the cadre that they will be unable to create and lead the new National Service effectively if they have not had the practical experience which this opportunity provides. Normally the key to this will be the Director himself. If he is a sound man and his relationship with the consultant is a constructive one based on mutual respect, he will set the tone for the group once the logic has been made clear to him.

a. Space and Equipment

Since the establishment of the National Employment Service normally precedes any program of Unemployment Insurance by a considerable time, the space required for the Employment Service functions alone will be considerably less than those suggested in the Bureau of Employment Security Manual (Part I, Chapter 9000). A minimum, however, of around 125 square feet per permanent staff member is suggested. This often strikes host country officials as much too large when they compare it with allowances for ordinary desk work in other government departments. The need for making space allowance for the heavy applicant traffic peculiar to and characteristic of public employment offices should be stressed. Location of the office should be near the city's principal transportation and traffic center so as to be easily accessible to applicants, such as in the United States.

The basic layout, counter arrangements, et al. with which the consultant is familiar in the United States tend to work reasonably well most places. Adaptations can always be made where an unusual need arises. Office furniture and other equipment normally present no great problem. It is always well to check to be sure that the file cabinets and drawers requisitioned are the right size for the standard operating forms used in Employment Service work.

Special attention should be devoted to assuring that adequate telephone service is provided. The need for this is often overlooked in under-developed countries where such service is often quite expensive and much less used than in more economically advanced areas. It may be necessary to stress the unique dependence of the Employment Service for adequate telephone channels to carry almost the entire load of incoming employer orders. A minimum of one line and instrument to every two placement people is considered essential.

Because telephone service is normally out of the reach of most applicants this presents special problems in securing satisfactory file selection and call-in action. Since file selection is essential to sound placement in most occupations above the casual level, some solution is necessary. A solution is equally necessary if the office is not to be choked to a halt by huge numbers of previously registered applicants visiting the office daily in person. Several workable solutions have been found by consultants. One involves the hiring of one, or several, office messengers who are equipped with a bicycle. The cost of this kind of labor is usually very moderate. Another solution has involved the office making arrangement with the government communications office. (The government usually operates telegraph, and telephone services as well as the post office, and usually in the same or adjacent quarters. One or the other of these government services can often provide a messenger service at a low per message cost.)

b. The Dry Run

There are a number of things to be done before the office doors are opened to the public. As the group moves in to set up the pilot office it comes equipped (following the formal sessions) with most of the reference and operating material it will need to conduct business. It will have:

A tentative organization structure developed in class (D,3,g)

The Training Unit and examples in the Basic Interviewing Method for reference (D,3,b)

A Preliminary Manual of Placement Methods and Procedures (D,3,c)

Supplies of Printed Operating Forms (in preliminary design) for Application Taking, Employer Order Taking and Employer Records

The ILO Standard Classification of Occupations, or a workable summary (D,3,d). (If available in complete form it will provide a valuable aid and reference for application and order taking as well as occupational classification and coding.)

The UN "Standard Industrial Classification of all Economic Activities"

A Preliminary Manual for Local Office Activity Reporting, together with forms for the two basic local office statistical reports, and instructions for preparing them.

The Dry Run involves getting these tools ready for use in a specific office prior to opening the doors for service to the public. With the Director in the role of local office Manager, the other trainees should be assigned to the positions in the planned organization chart. (Provision should be made for rotation at a later date so that all persons acquire experience in each of the different kinds of jobs.) Rough flow charts should be prepared so that everyone understands how the work will move, and where he fits in the process.

A period spent on local labor market research at this point is a good investment. Identification should be made of the principal private and governmental employers (from tax or licensing records, directories or other sources). Visits should be made to such firms to obtain the employment and other information needed for the employer record and to acquaint these firms with the prospective establishment of the Employment Service locally. Information so obtained may also be used as the basis for any final adjustments in the organization structure of the office.

This period should also be used to prepare for the public relations and informational steps to accompany the official opening of the office to the public.

c. The Public Opening

Because of widely varying conditions, few specific recommendations are appropriate here, except to stress that unless very unusual circumstances exist the opening should be marked with the best and widest publicity obtainable before, during, and following the opening. This event marks the opening of the first office of the new National Employment Service and as such has great news value. It is an excellent opportunity to acquaint the public with the values of such a service. The highest ranking official of the government available, cabinet rank or higher if at all possible, should be the guest of honor. The National Advisory Council (see III-B) should be in attendance, as well as the city fathers and key people from the city's industrial and commercial ranks and from recognized worker's organizations.

d. Operation of the Pilot Office

The purpose of establishing and operating a pilot office is to give practical, on-the-job training to the cadre on whom will fall the task of establishing and administering an entire National Employment Service system. It is important that it be regarded in this light and full advantage taken of it. It should not be rushed. The consultant should be constantly available for advice, suggestions, individual guidance, and review of performance. Frequent individual discussions and group round tables should be held to go over problems encountered; new ideas; modification of procedure, method or forms based on the growing body of experience. This is the time during which the consolidation of the formal training must take place. Also it provides an additional opportunity for the consultant to encourage and develop the questioning, pragmatic, analytical and constructive approach to administration which is often more needed and of greater value to the host country than most specific technical matters.

There are no set time limits for the operation of the first office as a pilot-training device for the initial cadre.*/ As a general proposition, it should continue until the consultant believes the staff is sufficiently trained to enter on their new responsibilities. As a very rough guide, a period of at least three months is believed to be the minimum required under optimum conditions.

5. Disengagement of the Central Headquarters Staff From the Pilot Office

At the point at which the consultant is able to see ahead to the satisfactory conclusion of the on-the-job training of the central staff in the pilot office, plans must be made for their disengagement from that office.

*/ As indicated previously (section D "General") consultants will find in some under-developed countries an existing system of local employment offices. These are usually in a rudimentary stage of development. Normally this will present no great problem, or substantial departure from the establishment of a pilot-training office as discussed here. Usually the existing offices are sparsely staffed and the introduction of the training cadre can easily be accommodated. Except for the "Public Opening" step (c, above) much the same approach as outlined in section D-4 may be employed.

This involves the formal training of the permanent staff for that office, bringing them in to the pilot office, and freeing up the initial central office cadre so that it can proceed, in its capacity as the headquarters staff, with the work of establishing the rest of the first tier of offices planned for the National System.

Circumstances may dictate the accomplishment of this rather tricky turn in a number of different ways. It is important to assure, whatever method is employed, that the continuity of the first (pilot) office is uninterrupted and the shift made with as little impairment as possible in the quality of service as a result of the change over.*/

For the guidance of the consultant one possible series of steps in this process is suggested here:

- a. Recruit and train a number of new employees equal to about one-half the staff planned for the regular operation of the office which served as pilot. This task will fall to the consultant since the central office cadre will still be operating the pilot office full time, approaching the end of their on-the-job training period. The training time for this performance staff can be shorter than that provided for the Senior officers composing the initial cadre. It is estimated that the time for the same courses of formal training (see D,3) can be reduced to about 15-17 working days.
- b. Pull out one-half of the initial cadre and assign the newly recruited and trained staff to the permanent local office positions planned for them. They will work under the close supervision of and be guided by the remaining members of the initial cadre until fully qualified to perform.
- c. The group of central office staff pulled out should engage in two main activities during this period:
 - (1) Put all Manuals, procedures, operating records and instructions in final form, reflecting all modifications or changes to meet host country conditions, based on the experience gained in the

*/ It is important to bear in mind that located in the Capital City as this office normally will be, and representing a sort of "show case" operation, it will likely be subject to unusually close scrutiny by influential sections of the government and the public.

operation of the pilot office. (Part IV, Appendix No. 7 contains a workable manual structure outline suitable for a new Employment Service.)

- (2) Undertake the recruitment of the remaining half of the permanent staff for the office which served as pilot, and provide the formal training to these new staff members (aided as necessary by the consultant).
- d. The remaining half of the central headquarters staff is disengaged from the pilot office (the local manager trained with the central office cadre, of course remains). The newly trained staff is assigned and breaks in with the assistance of the permanent group previously assigned.

All of the central headquarters staff should be available at this point to proceed with the establishment of the first tier of offices provided in the original master plan approved by the host government (see D,1).

6. Establishment of the First Tier of Local Offices

The basic plan, originally worked out with the Director, and approved by the host government (D, 1) provided for bringing the local office network of the National Employment Service into being in three stages. The pilot office constituted stage one. It was designed primarily to provide training and experience to the new administrators of the Employment Service.

The next step planned was the opening of a limited number of offices situated in the larger cities (and in no case in cities having a population of less than 60,000 and preferably none under 100,000). This first tier of offices (of which the pilot office becomes a part after its initial purpose has been served) is intended to constitute a strong central core of offices located in the urban centers of greatest need and greatest manpower potential. It should provide a firm base on which the remainder of the system can be built after the new agency has gotten its sea legs. There is good cause to believe that the energies of the administrators of the newly established Service can be concentrated and utilized in this way more productively and with far better results than in attempting to open, at one time, offices in all of the cities of the country which might ultimately justify such facilities.

In entering this phase of the establishment of the National Employment Service, the consultant may, and in

fact should, shift the major burden for setting up the local offices, and the training involved, to the newly trained central headquarters staff. The pattern of formal training et al. has been established and should serve as a workable template for the establishment of each of the offices in the first tier. The only significant variation lies in the fact that the lengthy pilot office phase created for the initial cadre can be replaced by a thorough but much shorter "dry run" in each office plus abundant guidance and supervision during the "break-in" period from the fully trained headquarters staff. In order that there will be enough headquarters people to work in each office as it gets under way, to provide the abundance of guidance, supervision and on-the-job training required during this period, it is recommended that only one or two of the first tier offices be opened at any one time.

7. Period of Consolidation

As the establishment of the first tier of offices nears completion, a period of consolidation and absorption is advised, particularly insofar as the operations of the local offices are concerned. They will all need time to assimilate fully the wide range of program techniques and methods to which they have been exposed and in which they have been trained. In addition time must be allowed for the offices to become "established" and to begin to be accepted in the labor market areas in which they are located. It is believed that a minimum of at least a year should be provided for this purpose, during which no new programs or procedures of any significance are introduced as local office responsibilities. This is not true, however, for certain of the headquarters technical staff units. These units have developmental functions, and this period of consolidation in the local offices provides a good opportunity for the staff units to proceed with such activity, thus preparing the ground for the next forward movement. In fact there are a number of useful things which need to be undertaken at this time under the guidance of the consultant. They include:

- a. Development of a simple clearance system and preparation for its installation (Placement Methods and Procedures Section).

- b. Initiating studies and obtaining information to determine the need for an agricultural labor service^{*/} and to develop plans for such a service, if needed. Part IV, Appendix No. 10 contains an outline for such a study which may be of use to the consultant.
- c. Development of some beginning elements of a program of labor market information. Exploration should be initiated of steps leading to a quarterly (or semi-annual) area report covering nonagricultural employment in total and by industry, current and forecast. This report would also identify occupational shortages and roughly gauge their dimensions. Since the original pilot office considerably antedated the others of the first tier, its facilities might be available for experimentation before the end of the "period of consolidation" for the rest of the first tier offices. The pilot offices' major market and employer records would provide a good point of departure for this experiment.

In the early phases of the experiment the complexity and amount of work might be reduced substantially by confining the coverage of the report to manufacturing, utilities or other industries known to be directly affected by economic development plans and excluding such industries as trade, service, finance etc.

Tests could be made of the utility of establishment reports (mail) as contrasted with information gathered by visit. (Experience may turn out to be quite different in underdeveloped countries from the United States' experience in this area.) (The Consultant may wish to refer to the ES Manual Part III Chapter 4000-4199.)

Design of a simple form and development of instructions (for later introduction) calling for preparation, for each labor market served by an office, of a basic "framework table" (to be revised annually). This would show total population, labor force, estimated unemployment and employment ag. and nonag. (with the latter by major industry group.) BES Handbook on: Development of

^{*/} A service designed to meet the needs of substantial commercial crops having sharp seasonal peaks for harvest (or other phases) and which require large migratory movements of farm workers to the crops from areas of labor supply. Year-round permanent agricultural employment (which is heavily weighted with subsistence farms) in under-developed countries does not give rise to any serious need for public employment service facilities.

Basic Labor Market Information for Small Areas will be helpful to the Consultant in this matter. It may be secured from the BES source mentioned in the foreword to this document. A more elaborate labor market information program should be undertaken later (see section E below) with Specialist assistance or out-country training for the staff.

- d. Providing additional training in job analysis to the headquarters occupational analysis staff in order to:
 - (1) Make it possible to convert ILO's International Standard Classification of Occupations (1958) and produce a volume of national occupational definitions (a national occupational dictionary). This is done by modifying the international definitions so that they describe the work as performed in the host country and fitting the definition into the International Classification Structure. This is needed for more accurate employment service operations and will fill a great need in other parts of the economy.
 - (2) Lay the groundwork for later establishment of a program of industrial services. The national system of occupational classification and job definitions (above) will be one of the cornerstones of this program.

In most cases the consultant (through reference to and study of BES' Training and Reference Manual for Job Analysis and the Guide for Analyzing Jobs (Analysts' Workbook) can provide this training. Occasionally it will be possible to find one of the host country enterprises or a foreign management consulting firm operating in the country which has some job analysts who would provide such training. This latter is preferable if the facilities exist, as this training constitutes a heavy drain on the consultant's relatively limited time.

- e. Working with the field supervisors to improve their methods and techniques of evaluating local office operations, and in assisting the local manager and his staff in better planning and in improving operations. A formal program for field supervision should normally await the development and introduction of a formal system of local office management in the next major phase of the agency's growth (see section E, below). For reference at this point the consultant may find useful a simplified and condensed document covering the elements of field supervision and the job of the supervisor.

It was used successfully by an ICA Consultant several years ago. See Part IV, Appendix No. 11. (The detailed field supervisors guide prepared by that Consultant is not included in the exhibit, the nature of the guide will vary a great deal depending on the kind of a local office management system which is developed and adopted. See below, section E.)

- f. Establishing working relationships at the national level with the principal institutions of higher learning and the national administrative agencies concerned with primary, secondary and vocational education and training. The Director spearheads this effort. The objective is to establish a base for future provision of the kinds of labor market information needed for gearing the country's training facilities to the manpower requirements of economic development. It is assumed that close relationships exist between the headquarters people of the National Employment Service and any agencies responsible for over-all manpower planning and economic development. If they do not, no effort should be spared to establish close working arrangements.
- g. Initiate studies of labor market areas, in addition to those in which the first tier of offices were established, in order to identify those which are sufficiently large and complex, and offer sufficient potential to justify the establishment of permanent local offices. (Refer to Part IV, Appendix No. 2a for suggested standards.) No action to open such offices should be taken until after the period of consolidation.

E. Steps After the End of the Formative Period, to Bring the National Employment Service to Full Maturity

1. General

Firm estimates on the duration of the formative period are most difficult to make with any degree of assurance. For the purposes of this Handbook a period of about three years is estimated from initiation of technical assistance, and including the period of consolidation (a minimum of one year). In less specific terms it might be described as the amount of time necessary: to appraise the need for a National Employment Service; to orient and train the administrators and top technicians in the basic functions of the service; and to establish the foundation of a going Service in terms of a competent headquarters staff and a foundation-group of local offices (trained in and capable of providing the basic function of placement, including

the necessary level of labor market information skills and the occupational techniques required to support and sustain a growing placement program).

At the time that the basic structure is competent to do these things satisfactorily, the formative period may be regarded as having ended. Steps must then be taken to expand the local office network to its full size and to extend the functions carried on by the Employment Service to include all of those characteristically provided by a mature, fully developed Service. The subsequent time required to bring the service to full maturity is probably even harder to estimate accurately than the formative period. Continuation of top-level government interest, the national budget and the ability of the basic ES organization to produce results will all have their affect. The pace at which the country's program for economic development progresses will probably exercise a dominant influence. If a good sustained tempo is maintained, the resulting economic development will generate a strong demand for more and more labor market information, occupational research and industrial services, employment counseling and aptitude testing as well as greatly expanded placement service. If the pace becomes halting or stagnant need for and support of the additional employment services will also lag. Under reasonably favorable conditions, however, the period from the end of the formative period to full maturity is estimated at about 3 years.

It can be seen that the total lapsed time from the beginning of a Service until it has reached full maturity (in terms of the number of offices and the total functions) will extend over a period of about 6 years. Under these circumstances it will be unusual for the original consultant to remain with the project much past the formative period, if that. Ideally a (successor) consultant who is an employment service "generalist" should be associated with the project until the Service reaches full maturity, in order to maintain continuity, help plan and install the additional specialized programs, fitting them into the basic operation. Depending on his own background, the individual may be able to handle the installation of one or more of the programs treated below. In addition, his efforts will need to be augmented by "Specialist" training of one of two kinds:

- a. Addition of one or more program specialists to the project in the host country for the limited period of time required to install the particular program and get it under way.

- b. Sending the host country headquarters individual, who will carry responsibility for the program, abroad to the United States or other countries to observe and receive training in the technical speciality in that way.

There are advantages and disadvantages associated with either approach. A combination will work best but is not always possible to arrange (i.e., an observation tour abroad for the host country technician after he has been trained in his own country by a foreign expert and has had time to accumulate some experience in the special technical problems involved).

As a general rule host country individuals should not be sent abroad for observation and training unless and until they have received basic training in the home country, and have been seasoned by some reasonable amount of responsible experience in the fundamental operations of their own National Employment Service. Out-country observation and training is a post-graduate step and is of value only to those who are able to understand what they see and relate it to meaningful experience in handling and solving related operating and technical problems in their own particular environments. If this foundation is present out-country trips can be valuable and rewarding. If it is not, very little of tangible value results. (There is one additional hazard or obstacle inherent in out-country training. The problem of language-communication is quite formidable. Interpreter service is rarely made available in the second country or the United States for single visitors or very small groups. Unless the technician happens to be really fluent in an appropriate second language his ability to benefit from out-country training will be very limited.)

2. Introduction of a Formal Program of Local Office Management and Budgeting

The administration of the Service will be strengthened if, at this point, a more formal program of local office management is introduced. This should present no serious problem since the underlying structure for one already exists in the local offices by this time. The program outlined in the HES's ES Manual, part I, chapter 7000-8999 is suggested as the resource for developing a simpler adapted version for the National Service. This should stress the basic quality controls, the quantity controls and the use made of them by the local management to evaluate the status of the office regularly and to provide the basis for realistic planning on a periodic basis (e.g., each 6 months or 12 months).

In addition it will be necessary to introduce some basic concepts of workload budgeting involving the translation of specific local office plans for service into the staff and other requirements necessary to carry them out for the planned period. It is believed that rough approximations may be used for quite a few years, rather than attempting to burden the Service with an elaborate and complex time study system during a period when there are so many more urgent things to do. The approximations, it is believed will provide a useful point of departure. The resulting staffing pattern may be modified on the basis of careful observation and the application of common sense by the central office and the local management. Even under highly complex systems of time measurement and workload budgeting, the best that can be expected in dealing with the intangible employment services is a general but useable approximation. Nevertheless any process estimating staff needed to carry out a program must rest on some concepts of work to be performed, time required to perform it and the product of the two which establishes the staff needed.

A set of such approximations is provided, for the consultant's assistance, in Part IV, Appendix No. 12. These are based on American experience, but represent insofar as the direct workloads are concerned, a measurement of about the same combination of tasks and steps that are characteristic of these employment service functions whenever performed. They are particularly useful in that they differentiate between different categories or kinds of placements requiring widely different amounts of time to perform. Appendix 12 also contains a very approximate conversion of the American placement workload categories (in the USES D.O.T. codes) to comparable code groups in the ILO International Standard Classification of Occupations (1958).

3. Completion of the Program of Field Supervision

The establishment of the local office management program must precede the completion of a formal program of Field Supervision (some elements of field supervision received attention during the period of consolidation, see D 7 e). With the establishment of systematic controls for quality and quantity, and the evaluation and periodic planning based upon them, it becomes possible to integrate or synchronize the work of the field supervisor and the local office managers in such a way that headquarters direction is greatly strengthened and its assistance to the local offices made much more effective. Establishment of a field supervisor's guide is undertaken at this time, as it is the specific instrument around which the program is constructed. An adaptation of the one contained in the ES Manual, part I,

chapter 4700 is recommended, since it ties the field supervisor's appraisal of the progress of the office to the same controls and the same plans which the local manager uses for any specific planned period.

No additional "Specialist" assistance should be required for either the managerial or field supervision programs. The "generalist" consultant is best equipped in these fields.

4. Establishment of a Full Program of Labor Market Analysis and Information

The direction and emphasis of all phases of a program of labor market information in an under-developed country must of course be directly oriented to the kinds of data needed for the manpower planning which is essential to the success of a full program of labor market analysis and information.

The best general description of the three major kinds of analysis involved in such a program is provided in BES' OPRA Handbook on Labor Market Research Methods - Nature of the Labor Market.

"Area Labor Market Analysis: Area labor market analysis deals with the evaluation and measurement of the economic and social forces as they relate to the employment process in a local labor market. Area analysis concerns itself with the quantitative and qualitative aspects of labor demand in all industries and occupations within the geographic boundaries of a local area. It also considers the number and characteristics of the total labor supply and evaluates the factors which affect the demand-supply relationships in the area.

"Area analysis is generally based on two fundamental principles. The first recognizes that workers usually are not completely geographically mobile; their freedom of choice in accepting employment opportunities without undue hardship or dislocation of customary social habits or living standards is usually limited to a reasonable commuting distance. The second and subordinate principle acknowledges the practice of employers to recruit most workers from within a reasonable commuting distance from the place of employment. However, there are certain instances where these principles do not fully apply, as, for occupations, large-scale construction projects, and in agricultural activities where it is necessary to use migratory or foreign workers.

"Because of the intimate relationships of the numerous variables in a labor market, the measurement and evaluation of any one factor cannot be made without full consideration of the other forces which have a bearing on it. Thus, for example, the number and characteristics of workers who will come into the labor market in search of employment depends on the extent and type of employment opportunities in the area and on such considerations as the period of the year when non-workers are free to enter the labor force (school graduation or summer vacation), the extent to which potential labor reserves have already been utilized, the extent of shifting between agricultural and nonagricultural employment, and the availability of adequate community facilities.

"An analysis of total area labor demand and supply must evaluate employer specifications regarding wages, hours of work, age, sex, skill, experience, and union affiliation. Other considerations include competing labor demands, and the location of plants in relation to transportation and community facilities. The size and characteristics of the labor force and its two major components, employed and unemployed, in addition to being important indicators of current economic conditions in the area are important for an understanding of other labor market trends. For example, the size and characteristics of the labor force in relation to total area population and its characteristics are indicative of the extent to which additional workers can be recruited to expand the labor supply. An evaluation of area employment trends, on the other hand, will indicate the changing character of the area labor market. Such analyses also provide the framework for analyzing labor market outlook data obtained from employers and other sources."

[Note: In operating practice Area Labor Market Analysis involves two separate types of analysis and reports:

(a) Basic Analysis and Report

The basic analysis is designed to provide a comprehensive picture of the human resources of the area, and to show how they are deployed and what geographical, economic and social factors influence or characterize their activities in the labor market. This analysis needs to be made only at fairly long intervals. Its purpose is to provide a comprehensive frame of reference

to serve both as a starting point and as a background for Continuing Studies of the current and future relationship between the supply and demand for labor. It serves the purpose too of enabling changes that are occurring in the market to be placed in proper perspective with the whole population and labor force.

(b) Continuing Analyses and Reports

The purpose of the continuing analyses is to keep under detailed review the current and short-term relationships between the demand and supply for labor by area, industry and occupation, to identify the factors that are causing variations and lack of balance and to draw conclusions as to the courses of action that seem desirable. It may be regarded as a technique by which long-term plans for fuller employment can be trimmed to local and short-term variations in economic conditions.

The frequency with which these continuing analyses are made depends upon how effectively they can be acted upon in the period between reports, and whether significant changes calling for action are likely to occur in these periods. The problems associated with the collection, collation and analysis of data will also influence the frequency. Desirable objectives are analyses of the current and short-term situation in each area at least once a quarter. In the United States the ES-219 (bi-monthly) is the "Continuing Report."]

"Industry Labor Market Analysis: Industry labor market analysis deals with labor market factors which affect a given industry or group of similar industries. Such an analysis can be prepared on an area, State, or regional basis or for the Nation as a whole. Generally, an analysis of an industry will deal with (1) past trends of employment; (2) required future employment; (3) labor turnover; (4) working conditions; (5) hours of work; (6) earnings; (7) wage rates; (8) technological development, and (9) changes in skills needed.

"Analysis of past trends of employment for the industry should compare and analyze current levels with those of recent years and with significant benchmarks, should give reasons for changes in employment covering such items as changes in demand for products (domestic consumption or

exports), financial difficulties, government regulations, industrial disputes, shortages of materials, etc. Geographic distribution of employment and by size of establishment also provides meaningful data and helps to identify problem areas for the industry. Attention must also be given to the sources from which workers are recruited to accomplish employment expansion and to indicate the adequacy of supply to meet the present and future needs.

"Evaluation of short and long-range future employment outlook for the industry is the focus of industry labor market analysis. The volume of required future employment in relation to current and past employment levels must be indicated and reasons for expected changes must be included in the analysis. If employment in the industry is expanding, the sources of labor supply and the skills of the workers needed, the timing, the hiring specifications, and the hiring channels are all significant to the understanding of employment conditions in an industry and for the development of manpower programs where needed. Similarly, if the industry expects reduction in employment, information is needed on how such a change will be accomplished (by layoff or normal turnover), the timing, the occupations to be affected, and possible employment opportunities for laid-off workers.

"Information on and analysis of labor turnover for an industry provide a management tool for employment security operations, especially at the local level, as well as necessary data for economic analysis. Abnormal turnover rates (accessions or separations) can be used to identify plants which have employment problems. New hires data, particularly, are essential to the management and supervision of the local office.

"Analysis of an industry should also contain evaluation of in-plant and community conditions that affect recruitment or retention of workers. A comparison of data on hours of work, wage rates and earnings by industry provides information on the industry's competitive position for workers in the labor market.

"Occupational Labor Market Analysis: Occupational labor market analysis concerns itself with factors which affect worker-job relationship in a particular occupation or group of closely related occupations. It evaluates the occupational job opportunities in relation to available labor supply. This evaluation includes a study of the relation between the number and characteristics of anticipated labor supply and occupational labor demand expressed in terms of job requirements, employer specifications, hiring and promotional opportunities, and legal restrictions affecting

employment. Basic to occupational labor market information is a clear definition of the occupations or occupational groups to be studied. Depending upon the occupations studied and the need for the information, occupational labor market information can be developed for an area, a State, a region, or for the Nation as a whole.

"Since most workers seek employment in specific occupations and employers usually hire workers with specific skills, occupational labor market information is of great importance to understanding of the functioning of the labor market. The need for occupational labor market information is widespread. It is needed by the Employment Service for effective local office operations; by training officials to plan suitable programs; by employers to assure themselves of an adequate workforce with appropriate skills; and by workers to make appropriate vocational choices. To meet these needs, an appraisal of the local occupational labor market is necessary. We live in a dynamic society with some industries expanding and others declining. In any one area, the occupational needs may change markedly as old industries decline and new activities develop. Depending upon the needs, the development of occupational labor market information may take a variety of forms. Several of these are outlined below. Within each of these, variations of approach are possible, and some examples of these variations are noted.

"One type of data collection and analysis in the area (area skill survey) will yield information by occupation on manpower requirements and resources in specific occupations. Although the entire nonagricultural labor force may come within the scope of these analyses, in many areas (particularly larger ones) emphasis may be directed to occupations requiring considerable training time--perhaps 1 year or more. It may be necessary, for practical purposes, to limit the coverage to certain types of occupations, such as metal working, or occupations in selected industries only.

"In area skill surveys, information would be collected and analyzed regarding occupational composition of current employment, by sex, and by broad age intervals (to permit estimating deaths and retirements); employment requirements, by occupation for some future date (perhaps 2 and 5 years hence); information on training programs and number of workers in training. Such information, much of which can be obtained from employers, provides the basis for estimating community manpower requirements by occupation and the basis for determining needed training programs. The data on current employment by occupation will also provide an occupational profile for the area.

"Another important type of research in the field of occupational labor market analysis involves the development of occupational guides. Such guides may cover individual occupations or groups of closely related occupations, occupations in important industries or they may encompass a number of occupations of interest to particular groups, such as youth, older workers, and agricultural workers. They give information on the job content and economic factors associated with the occupation. The guide includes information on topics such as (1) description of the job; (2) significance of the occupation in the community, the State, or the Nation; (3) current and expected employment opportunities; (4) training and experience requirements; (5) availability of training facilities; (6) methods of entry and opportunities for advancement; (7) working conditions; (8) hours; and (9) earnings.

"The selection of occupations or occupational groups for which information is needed is governed generally by the following factors: (1) importance of the occupation--there are always job opportunities resulting from turnover, deaths, and retirements in large occupations; (2) rapidly growing occupations; (3) current or expected shortage situation; and (4) worker interests and needs."

"Specialist" training will ordinarily be required for establishing this phase of the Employment Service program.

5. Establishment of Local Offices in Communities Outside the First Tier

During the period of consolidation (III-D-7) it was recommended that studies be made to identify the additional communities which would justify the establishment of permanent service local offices at such time as the Service approached maturity. Work should be initiated at this point to implement the decisions reached as a result of the recommended study. Priority in opening the offices should be governed by the importance of each community in the economic development program of the country. Openings should be scheduled so as to avoid over-extending the headquarters personnel and to make possible thorough training of all local staff prior to attempting to provide service to the public.

Additional offices (i.e., more than one) should not ordinarily be established in a metropolitan area unless the growth of the Service creates problems of space, traffic accommodation or management that make a split-up of the original office absolutely necessary. When such situations arise, a very limited split-off on a broad occupational-industrial basis is strongly recommended. For example, depending on the circumstances the first split-off might be to establish a separate office for white collar workers and

employers, leaving the original office as an Industrial-Service office. With continued growth the next split might be a separate Service office and a separate Industrial office. Three such special offices is probably as far as any National Service will need to go for decades to come (i.e., a white collar or "Commercial" office, an Industrial office, and a Service-Domestic office). More than this produces a system of offices which will be too costly and too difficult to manage and coordinate effectively.

6. Inaugurate Program for Migratory Agricultural Labor

Studies were recommended during the consolidation period designed to identify any agricultural labor problems (crops) involving large peak demands for labor in excess of the local supply; and to determine if these "markets" needed government guidance. In those instances where the studies revealed a sufficient need for such guidance in peak-season crop situation, apparatus should (once the additional offices are opened--see 5, above) be installed to handle the problems which have been identified.

Except in unusual circumstances it is unwise to attempt to take on the management of any significant agricultural migratory labor movement until a solid base of permanent local offices has been established and staffed with trained personnel. From this kind of operating base, the problem can be met with good chances of success. If agricultural action is attempted before the operating base is prepared the results can be very disappointing or even disastrous. Ordinarily the "generalist" consultant can handle this installation.

7. Establishment of an Employment Counseling Program

To a large extent employment counseling simply involves the application of other employment service techniques and data to achieve somewhat different objectives than those for which they were originally created. The majority of all employment counseling is concerned with the problem of vocational choice. This involves skilled assistance from an interviewer, who has mastered the basic interviewing technique, using that technique in helping an applicant review and understand his abilities, experience, potentials and in some cases his real interests. It involves also making available to the applicant the necessary information about jobs in the economy, their industrial and geographic locations, requirements, rewards and outlook. This kind of information derives from the labor market information program supplemented by the techniques of job analysis.

This establishment of a sound counseling program must await the development of these other basic employment service techniques and bodies of information. It will also be strengthened by the development of aptitude tests (see 8, below). However, a valuable counseling program can be established prior to test development (which is a long-range job), and it should be, since counseling is a valuable aid in making most effective utilization of the labor supply which in turn is essential in achieving economic development. (Because of the popular appeal of counseling, however, there will probably be pressures to start a program before the service is prepared for it. This should be opposed by the consultant with logic and firmness.)

The basic counseling program of the BES will be useful as a framework and guide in installing the program in the National Employment Service when it is ready. It is strongly urged that the concentration of effort be on the basic counseling program. Neither the staff nor the public should be confused with the proliferation of "special" counseling "programs" for older workers, youth, handicapped et al., which has occurred in the American Service. There are a few different or additional steps and information involved in the treatment of individuals differently situated in relation to the labor market. These differences can easily be accommodated in the treatment of the basic program and do not constitute programs in themselves.

8. Development of Aptitude Tests

Tests are not a program. They are tools designed to serve the needs of both the placement and counseling programs. In determining the fields and occupations to be covered first in developing tests, the needs of the country's economic development should furnish a clear guide. The placement program will be aimed at the expanding occupations. In counseling, the selection of practical occupational goals also must of necessity be largely within this framework for a long time to come.

The development and validation of aptitude tests is a highly technical and complex process and it will require several years to launch it successfully. It will require the services of a competent consultant to train the test development staff. It should ordinarily not be attempted by the "Generalist" consultant except where, by chance, his background includes this training and experience. The section chief of the headquarters staff who will receive the training should have a degree in psychology, preferably with some specialization in tests and measurements. If this is not possible, degrees or training in Business Administration

with specialization in Industrial Relations or Personnel Management should be sought.

9. Establishment of a Program of Industrial Services

Most of the same tools, techniques and methods which the National Employment Service develops and masters in order to do its own job properly also have wide applicability in the employing establishments of the country (whether private or government owned enterprise). They are particularly valuable to the developing section of the economy. These enterprises badly need methods for job description and classification which derive from occupational analysis. Without them effective management of the employment process, (i.e., personnel management), cannot be achieved.

The principle personnel management activities made possible through the techniques of job analysis are:

Worker Selection

Job Evaluation and Rate Setting

Labor Relations (dependent upon a clear-cut definition of duties and responsibilities as the basis for rational negotiation and collective bargaining).

Personnel Efficiency Rating

Organization and Simplification of Work

Development of Health and Safety Programs

Job Training and Job Classification

The basic interviewing technique of the Employment Service is needed with equal urgency by employers for accurate selection and hiring.

In most under-developed countries the employment process and personnel management in all economic enterprises are seriously defective and much of the inadequacy is owing to the lack of these modern tools and techniques. The National Employment Service is ordinarily the only point in the economy with the resources for the systematic development of these things. Having developed them, it requires a specific and directed effort to acquaint the significant hiring establishments of the country with the value of these techniques and tools, and in training these firms in how to use them

in securing maximum utilization of labor and increased production. Such a specific and directed effort is called, for want of a better term, a "Program of Industrial Services."

The basic training in job analysis and the other tools can be achieved by the appropriate individuals on the headquarters staff. From this base a good deal of help can be given employers, in imparting training in job analysis, and in assisting them in defining and classifying their plant jobs et al. However, it is recommended that out-country training, preferably to the United States, should be provided for the key individual(s) involved. This training should be arranged in selected American enterprises with advanced manpower utilization and personnel management programs.

F. Conclusion

With the completion of the preceding steps the National Employment Service should be able to function effectively without further technical assistance. It should be stressed strongly that the energies and skills of the new National Employment Service should be directed primarily to achievement of the Nation's goals for economic development. It carries a major responsibility for the manpower development and utilization which is essential to the realization of the national economic aims. In discharging this responsibility it must establish and maintain the closest liaison and working relationships with agencies of government responsible for over-all manpower planning, education and training and for all programs relating to economic development.

All of the major functions usually carried out by a mature employment service in more economically advanced countries have been treated in prior sections of this handbook. These cover wide functional areas and are capable of meeting a wide range of needs in any program of economic development. It is important to stress, however, that the new Service must remain flexible in its approach to emerging problems. It may be called upon to make special studies or to perform functions peculiar to its time and place. To the fullest extent of its capabilities it should endeavor to meet these needs^{*/}, for it must be borne in mind that it will be the principal operating agency in the nation's manpower program.

^{*/} Assuming, of course, that such tasks will bear some relationship to the Employment Service's broadly conceived mission and its general field of competence.

Appendix No. 1

Guide to the Establishment
of A
Central Office Organization
and the
Framework of a Field Organization

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Portions of the Guide treat with standard central office functions and have general applicability anywhere. Other portions treat with particular situations in a particular country (where it was last used). Thus the portions dealing with the number of staff members in total or by organizational unit, or the combination of functions into administrative sections are intended to be illustrative only. Generally the smaller the organization, the more functions will be consolidated into a given unit. Also the existence of a Chief of Staff Services will, of course, depend on the size of the headquarters organization and the span of control represented by the number of different staff sections. Similarly a position of chief of local office operations may be required if the number of field supervisors exceeds four (which was not the case in this illustration). Treatment of line supervision of a major metropolitan area occurs in this illustration, but may not be a problem in some countries.

A. Basic Responsibilities of the Central Office

1. The Central Office establishes the policies which will govern the operation and conduct of the Employment Service.
2. The Central Office develops the necessary methods and procedures, technical material, tools, forms and reference documents; the standards of performance which are required in the local offices to carry out the Employment Service job. It issues all necessary instructions to local offices.
3. The Central Office shows the local office staffs how to use properly each new method, procedure, technical material, tool or reference document which is issued by the Central Office.
4. The Central Office provides constructive inspection and supervision of the operations of the respective local offices. In discharging this responsibility, the Central Office places prime emphasis upon assisting the local office in overcoming deficiencies which may be revealed in the course of inspection and evaluation. Inspection and supervision are made on the basis of objective standards of quality and quantity. The local office staff is informed of these standards and fully trained with regard to their use and application.
5. The Central Office directly performs certain work which cannot be done effectively by any single local office by itself. The best example of this is the Central Office's direction of labor clearance functions between local offices. Another example is the national summaries of labor market information and statistics which must be prepared in the Central Office from individual local area reports; another is the negotiations and agree-

ments which the Central Office may wish to make with other government agencies (e.g., the Education Department on counseling and vocational training, etc.).

B. Division of Responsibilities in the Central Office

The Director General of the Employment Service bears final responsibility for all acts of the Employment Service, whether carried on in the local offices or in the Central Office; he possesses the ultimate authority within the Employment Service and is charged with the task of making it as effective as possible in all of its activities. Under the Director General, the staff of the Central Office engages in two broad categories of activity - Staff Services and Line Supervision over the local offices.

1. Organization for Staff Service Sections

All of the staff service sections (which are discussed in the following paragraphs) share certain common responsibilities among those listed above. They carry the principal responsibility for item A - 1 (developing necessary policies and proposing them for the final approval of the Director General). They carry the entire workload involved in item A - 2, although receiving advice and consultation from the line supervisors and of course, final decision and approval from the Director General. They share responsibility for item A - 3 with the line supervisors, performing training services upon the supervisors' request. The staff service sections perform the kind of work indicated in item A - 5. Each staff service section is responsible for the preparation and maintenance of the sections of The Manual of Operations which relates to the subject matter assigned to that section.

Because of the wide range of subject matter, the heavy workload and the somewhat diverse skills required, staff services are most effectively performed through specialization. The degree of specialization is directly related to the total size of the Employment Service (total personnel; total number of offices; total number of programs actively being carried on). I have tried to take these factors into account in these recommendations.

The following organizational sections in the Central Office are recommended for the purpose of carrying out the staff service responsibilities:

a. Placement Methods and Procedures Section

Under a Section Chief, (who will be a working foreman and not an armchair executive) this section will be responsible for:

- (1) The development and maintenance of basic interviewing methods for application and order-taking.
- (2) Development and continued improvement of the forms for application-taking, order-taking, and all other forms directly related to the mechanics of placement.
- (3) Development and continued improvement of selection methods; file structure and maintenance (of application and order files); call-in methods; reception, screening and routing of applicant traffic; recruitment methods and all other methods and procedures directly related to the placement function.
- (4) Determination of the occupational analysis products, references and technical aids which are required in order to best carry out the placement process (arranging with the Occupational Analysis Section for the production of these materials).

No internal specialization within this Section is recommended.

b. Occupational Analysis Section

Under a Section Chief (who will be a working foreman) this section will be responsible for:

(1) Job Analysis

Performing the necessary research and development of the job references and aids which are determined to be needed to carry out the placement, counseling and industrial services programs.

(2) Worker Analysis

Performs all necessary research, development and validation on reference materials and aids designed to better assess applicants' abilities and aptitudes (oral trade questions, aptitude tests, test batteries, proficiency tests, etc.).

(3) Industrial Services

Development of a program of industrial services. This involves establishment of methods for identifying manpower problems in employing establishments, and ways of applying the techniques and products of job analysis, worker analysis and the techniques of the placement process in their solution.

Internal specialization should be established within this section by the creation of two units - one for job analysis; one for worker analysis. One of the working technicians in each

unit should be designated as lead man or the senior technician for organizational purposes and for fixing responsibility. No unit is recommended for industrial services as this will involve the joint efforts of all the staff of the section and collaboration with other sections. The Section Chief will carry direct responsibility for the formation of this program. Individual members of the staff ultimately will be available to give direct technical services to industrial establishments. They will be available on request from the local offices throughout the country to give job analysis help to specific plants in their immediate localities.

c. Employment Counseling Section

Under a Section Chief, (who will be a working foreman), this section will be responsible for:

- (1) Development, maintenance and continued improvement of basic counseling methods and techniques.
- (2) Determination of the occupational reference material and aids needed to best carry out the counseling process (arranging with the Occupational Analysis Section and the Labor Market Information Section for the preparation of these materials).
- (3) Establishing, conducting and maintaining the necessary liaison and working relationships with the educational authorities of the government at the national level.

No internal specialization within this section is recommended.

d. Organization, Management and Employer Relations Section

Under a Section Chief (who will be a working foreman) this section will be responsible for:

- (1) Development, maintenance and continual improvement of basic methods of local office planning, evaluation and control. This will include the design of measures of achievement and of control over quality and quantity of work performed in the local offices and prescribe the use of these controls for purposes of local office management and field supervision.
- (2) Development of basic principles for the organization of employment office personnel best suited to the objectives of the Service and prescribe the application of these principles to the specific operating problems of the local office. Conduct special studies for the resolution of unique or unusual organizational problems as they arise.

- (3) Developing, maintaining and continuing to improve methods, procedures, planning, and records necessary for local offices in effectively promoting the use of the Employment Service by individual hiring establishments.
- (4) Establishing, conducting and maintaining liaison and working relationships with the central offices of government industries, corporations, monopolies, etc., for the purposes of obtaining their full understanding and use of the facilities of the Employment Service's local offices. While responsibility for this function is clearly fixed in this section, assistance and participation in this activity may be requested of any or all of the Central Office staff on occasion. For example, the services of the Director General will be needed in many cases to handle the original entree because of his high rank and prestige; in other cases, an occupational analyst may be called upon because of the nature of a specific problem which has arisen, etc.

No internal specialization within this section is recommended.

e. Reports and Analysis Section

Under a Section Chief (who will be a working foreman) this section will be responsible for:

- (1) Development, maintenance and continued improvement of systems and methods for local office activity reporting designed to meet the needs of Central Office and local office administration and management. (Activity reporting is a record of the internal workloads and efforts expended by the local offices. It includes such things as the number of new applications taken, openings received, placements by occupational category - by industrial category, the number of people sent to jobs, etc.)
- (2) Development of a basic method for area labor market analysis and a similar method for the preparation of area labor market development reports based on such analysis. These methods are to be furnished for the guidance of the local offices where the reports will originate.
- (3) Review, edit, and process the area labor market reports and the activity reports received from the local offices preparing such tabulations and analysis of this material to meet the administrative needs of the Central Office; publish or distribute studies based on this material which will meet some of the major needs of government, industry and labor for employment information.

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- (4) Establish and maintain liaison and working relations with other government agencies, trade and union associations, universities and research institutions which collect or use data relating to employment. This is done for the purpose of developing outside sources of data, exchanging information on data and to bring about adoption of common coding systems (occupational and industrial), definitions, and terminology for the treatment and interpretation of labor market data throughout the _____ economy.

Internal specialization should be established within this section by the creation of two units; one to deal with local office activity reporting and its administrative products; the other to deal with labor market analysis and development reports. Both units will engage in the liaison function (4), but the major portion of this will fall on the labor market analysis unit and upon the Section Chief himself. One of the working technicians in each unit respectively should be designated as senior technician for the organizational purpose of fixing responsibility.

f. Labor Clearance Section

Under a Section Chief (who will be a working foreman) this section will be responsible for:

- (1) Maintenance and continued improvement of the system and methods for the effective direction and transfer of agricultural workers as necessary from one area to another to meet the seasonal labor needs of the various commercial crops. (By the time this unit is established in the permanent organization, the necessary basic studies of agricultural needs and sources and routes of migratory workers will have been completed and the mechanics and field organization for it set up.)
- (2) Performing the necessary planning and operating functions assigned to the Central Office under the system adopted for the special handling of migratory farm labor.
- (3) Development of methods, procedures and standards for handling the clearance of nonagricultural labor between local office jurisdictions. Performs the operating functions assigned to the Central Office under the procedures developed.

Until more is known about the nature of the agricultural problem and programs for meeting it, no recommendation can be made with regard to possible specialization within this section.

g. Staff Training and Information Services Section

This section deals in the techniques and methods of getting ideas, concepts, instructions or information transmitted effectively. Because these techniques are fundamental to both staff training and provision of information to the users of the service and the general public, these functions have been brought together in one section. It is recommended that the work of this section be performed by one staff officer of the rank and grade of Section Chief. This individual will be responsible for:

- (1) Providing technical assistance to the other staff sections in the preparation of training material, its format, arrangement and training methods to be applied. Training units are to be prepared by this section in conjunction with each chapter of the Manual of Operations and are used in training the local office personnel who will be engaged in performing that function.
- (2) Developing a planned program of information service directed to all potential users of the Employment Service and the general public. Providing regular information with regard to the facilities and activities of the Employment Service is an important obligation of the organization and is necessary to assume the ever-increasing acceptance and understanding which is essential to its effective role in the economy. The Information Service program will include planning and preparation of press releases from the Central Office, model stories and articles for adaptation and use by the local offices with their local press, radio scripts and spot announcements, classified advertising standards and format, preparation of pamphlets and brochures, direct mail letters for promotional purposes, posters and other visual aids.

In order to provide for the direct supervision, planning, and coordination of the work of these seven staff sections, the position of Chief of Staff Services is recommended at the grade and rank of Assistant Director. He is held responsible by the Director General for the program development work of the Employment Service and is delegated the necessary authority by the Director General to enable him to discharge the responsibility. The Section Chiefs report directly to him and he reports directly to the Director General.

2. Assignment of Personnel to the Staff Services Section

It is difficult to be exact in recommending the specific number of people who will be required for the various staff sections. The extent of the programs planned and conducted, the tempo of administration, and the personal capacities of the people selected will all have a great effect on the number of people required. I

have, however, used my best judgment and have made specific recommendations for the staffing of each section for the permanent organization. If I have been wrong, subsequent experience will provide a guide for adjustment. I believe, however, if I have erred at all, it has been on the conservative side tending to recommend a minimum rather than a possible maximum.

It is strongly recommended that to the fullest extent possible, individuals assigned to these Central Office posts be recruited from among personnel within the organization by promotion or transfer. Only through providing opportunity for advancement and promoting qualified personnel can the Service hope to obtain the morale and esprit de corps essential to its success. In addition, the firsthand experience with the operation of the Service and its problems make such personnel of greater value to the Central Office and provide a sounder basis for its operations. This same recommendation applies to the assignment of field supervisors, which will be discussed in detail in the following paragraphs. (Note: Item C on page 236 of the ILO Report of 1950 makes this same point.)

Staff for the various sections is recommended as follows (the figures do not include clerks and typists - they denote professional staff only):

Placement Methods & Procedures Section	3
Occupational Analysis Section	6
Employment Counseling Section	2
Organization, Management & Employer Relations Section	2
Reports and Analysis Section	5
Staff Training and Information Services Section	1
Labor Clearance Section	1*/
Chief of Staff Services (Assistant Director)	<u>1</u>

Section Totals 21

3. Organization for Line Supervision of Local Offices (Field Supervision)

Field Supervision involves the inspection, control and direction by the Central Office of all local office operations. These functions are accomplished through "field supervisors" each of whom has line authority over a group of local offices. These individuals have the power to direct and instruct the local offices under their supervision to take action on operating matters within the scope of established policies. The field supervisors are an integral part of the Central Office staff through which the Central Office carries out responsibilities specified in "A," paragraph 4. They provide the connecting link in the chain of command from the Central Office to the local office managers. They

*/Until the nature of the problem has been determined and the methods for handling agricultural labor movements established, I am unable to provide any realistic estimate here. I have indicated one position since it is certain that at least this number will be necessary.

constitute the eyes and ears and the good right arm of the Director General. Each office in the system is assigned directly to a specific field supervisor and there is no other administrative officer between the local office manager and the field supervisor to whom he is assigned. The field supervisor is held responsible by the Director General for the continuing improvement of the local offices assigned and particularly for the training of strong, competent office managers.

A more detailed listing of the functions of a field supervisor is as follows (Excerpts from the United States Manual of Operations):

*The Field Supervisor has certain definite responsibilities both to the Central Office and to the offices assigned to him. In respect to the Central Office he is responsible for:

*Advising the Director and Staff Services of findings of his evaluation or inspection surveys of local office operations, action taken, unresolved problems, and making recommendations relative to the solution of such problems and the improvement of operations.

*Reporting to the Director and the Staff Services the significant developments, conditions and needs in the local offices.

*Participating (with the Staff Services Sections) in the appraisal of program needs and assisting in the developing and evaluation of proposed policies, programs, and methods affecting local offices.

*In respect to the local offices in his jurisdiction the Field Supervisor is responsible for:

*Assisting in the planning, installation and revision of local office procedures, organization, methods and programs of service in the community.

*Reviewing and advising with the local office manager in the preparation or revision of workload estimates and field office budgets.

*Providing for uniform interpretation of policies, programs and procedures in local offices.

"Evaluating operations and accomplishments of local offices and directing the manager to take appropriate action.

"Recognizing deficiencies in local office operations which require Central Office staff services and arranging such assistance.

"Recognizing the training needs of local offices and conducting or arranging for necessary training programs."

a. Relationship of the Field Supervisors and the Staff Services Sections

Close cooperation is necessary between the field supervisors and the staff service sections. Responsibility for establishing and maintaining this coordination and cooperation is one of the major responsibilities of the Director General. He achieves this coordination through various methods. He holds regularly scheduled staff meetings attended by both the staff sections personnel and the field supervisors; he makes available to staff services sections all reports of findings and recommendations made by the local offices; he advises staff services sections of areas of administration in which their assistance is needed to develop standards of performance, policy or procedures; he requests assistance from staff services for the local offices in specific phases of operations which need special help (such as, conducting special studies of selected phases of local office operations; conducting detailed training which cannot be adequately handled by the local office manager or field supervisor because of time or other limitations).

b. Recommendations for the Establishment of Field Supervisory Positions over the Local Offices

Some discussion of the definition of "local offices" is necessary in order that the field supervisory structure may be clearly established and clearly understood.

The "local office" is the basic operating unit of the Employment Service. It is a permanent office located in a city (or organized community) which is sufficiently large and complex in its employment structure to require a full-time placement service or labor exchange. The great bulk of the work of the office is devoted to providing this placement service and all the other services offered by the Employment Service to meet the needs of the city within which it is located. Thus, the basic permanent local office is a "full-functioning" office by definition in that it offers all of the services (placement, counseling, labor and industrial market information, clearance services) in a permanent location and makes these services available all day on every scheduled business day of the year.

Each full-functioning local office is assigned an administrative territory surrounding but outside of the city in which it is located. This territory may be quite extensive and may have in it a number of small towns, villages, and a scattered rural population. While the local office devotes most of its time and resources to the large community within which it is located (because the requirements of that city demand it) the office is also responsible for serving on a limited part-time basis the smaller and more irregular requirements that may exist in the simpler communities which lie within its administrative area.

It may do this in a number of ways. Frequently, all that is necessary is to make known the existence, location, and services available in the permanent local Employment Service office to the workers and employers throughout the administrative territory. Those who have need of services may then call at the office on the occasion of their next visit to the city.

In larger administrative territories where the villages or smaller towns are too distant for this to be practicable, the permanent local office may send a representative to the more central and important of the towns which need a limited amount of service. This is called "itinerant service." It is usually conducted on a regular schedule according to the needs of the territory. Visits may be for one day every two weeks, or one day a month. Office space for these visits is provided by the town or village authorities. Because of their small size and simple economic structures, such communities do not require any internal placement service (i.e., bringing local workers and local jobs together). The itinerant service makes it possible to register local people who wish to seek work in other cities (through clearance) or to take orders from employers who cannot find local workers with the skills needed. In addition, counseling services and industrial services may be provided (or arrangements made to bring in a technician from the permanent local or the Central Office).

Occasionally the demand for service in outlying parts of the administrative territory may be so heavy during certain periods that it may be necessary to establish a temporary Employment Service office to meet the need for that period. This situation usually occurs only with regard to agricultural harvest seasons, although it may arise in connection with the establishment of a new industrial plant or a large construction project in the outlying area. Such offices, in addition to being temporary, are limited in their functions to the special purpose for which they are established. The recognition of the need for such a temporary office is normally the responsibility of the permanent local office in whose administrative territory it arises. Permission to open it is secured from the field supervisor and the Central Office. The permanent

local office will detail its own staff for the temporary office in most instances. However, if the need is great or for other reasons it finds it cannot spare its own staff, the field supervisor arranges temporary loans of personnel from other offices. During its existence, the temporary office is considered simply an extension of the permanent local office and the manager of the local office is responsible for its operations.

The administrative territories assigned to the permanent local offices are so arranged in the _____ Employment Service that all of the country is covered and no "open land" exists. Some office in the Employment Service must be responsible for every hectare in _____, no matter where it is.

The permanent local office, as the basic operating unit of the system, is independent administratively of all other offices. It reports in line of authority directly to a specific field supervisor of the Central Office. Its written reports and statistics are sent directly to the Central Office. It is responsible for studying the needs of the administrative territory assigned to it, making necessary plans to meet these needs through itinerant service, temporary offices, or by other means (subject to approval of the field supervisor). All permanent local offices offer the complete range of employment services. Because of the widely varying size of permanent offices and differing workloads, it is customary for grade and salary purposes to classify them according to size or importance. For example, Class I offices would be the largest on the basis of staff assigned or the size of the city in which they are located; Class II would be those of intermediate size; and Class III, small offices. The salary of the managers and the staffing patterns (types of classified positions) allowed would vary according to the class of office.

(The preceding discussion excludes the problem of Istanbul. Because of the peculiar problems which exist in cities of metropolitan rank with a population of 1,000,000 or more, separate treatment is given to this problem in section d below.)

c. Recommendation for Field Supervisors

Considering the present size of the local offices (which are small in terms of staff assigned) and considering the present number of offices, three field supervisors are recommended. This will provide an average load of from seven to eight offices per man which in view of the small average staff per office, is relatively a light load.

Since it is the purpose of this Appendix to provide the basis for administrative decisions with regard to the permanent structure of the Central Office, and since decision on this

structure must precede initiation of early action in the interim organization, I have not undertaken the detailed studies necessary to finally fix the exact offices and territory boundaries for each field supervisor recommended. I have prepared and attached an illustrative schedule of office assignments, which provides a reasonable balance among offices assigned to each supervisor, both as to size and number. After a decision is reached with regard to the Central Office organization proposed in this Appendix, work can be initiated on making a final selection of offices for each supervisor which will establish the boundaries of the supervisory territories for each local office and their administrative territories. This is quite a job and should, to the extent possible, be done by the men selected as field supervisors, under direction, of course.

It will be noted on examining the attached schedule that only the recognized offices are listed (Subasi and Ajanlik). Representatives and their locations are not listed. They do not appear to meet the criteria for permanent local offices, and from the discussions I have had with the Director General on the subject, it seems clear that they were not so intended. To a great extent, they appear to have been created to meet some of the needs which would be served by an itinerant service and some of those which a temporary office might be expected to meet. I think the device of the representative should be carefully re-examined, particularly as we develop factual data on the farm labor problem. Until further study, I have chosen to regard them as limited functioning stations established to meet a seasonal farm need or to serve in lieu of an itinerant service apparatus. As such, as soon as the administrative territories for the permanent local offices have been established, these men should be attached for administrative purposes to the local office responsible for serving the territory in which they happen to be located. Their subsequent disposal or continuance should be related to the local office's plans for providing service within its administrative territory.

The three field supervisors should be stationed in the Central Office in Ankara, each visiting the offices in his assigned territory on a regular schedule as instructed by the Director General.

d. Recommendations for the Supervisor of the Istanbul Labor Market Area

Wherever one single labor market area is encountered which approaches "metropolitan" size (population of 1,000,000 or over), special problems will also be encountered with respect to providing effective supervision for employment service operations in the area. Istanbul is such an area.

In essence, a large labor market area is the same in its basic characteristics as a small labor market area. They are both centers of economic activity within which it is possible for workers to seek and take employment anywhere in the area without the necessity for changing their place of residence or without necessarily changing their area of employment.

Nevertheless, the vast difference in size and economic structure of a metropolitan center like Istanbul, as compared to smaller and simpler areas such as Eskisehir or even Izmir does create special problems in organization and supervision. For example, while both cities are served by a permanent local office, it may not be possible in a metropolitan labor market to house all of the sections of the office in the same building. This difference may be due to one of two factors. It may not be possible, because of the size of the staff or the large traffic load of applicants, to secure adequate suitable space in one building and/or it may be discovered upon analysis, that the major employment concentrations for broad occupational or industrial segments of the market have centers which are some distance apart; i.e., the center of employment for white collar and commercial workers may be located near the center of the city's business district, whereas the center for industrial employment may be a mile or two distant.

In either such case (limitation of space available or separation of the centers for major types of employment) it may be necessary to locate one or more sections of the local office in separate space. When such separation is necessary (and it should not be done unless it is absolutely necessary), the separation is made along industrial-occupational lines. Regardless of any separations, however, it must be remembered that they are integral parts of a single office serving the city; the section managers are directly responsible to a single top local office manager for the city whether they are located in different portions of one large building or whether they are located in different portions of the city.

Because of the importance of the metropolitan area and the very large portion of total Employment Service staff of the nation which is located there to serve it, the position of local office manager for the metropolitan area of Istanbul is an extremely important one. The salary and rank which is assigned the manager must be commensurate with the importance of his responsibilities. He is usually designated the title of Metropolitan Director or Manager and his rank and grade are at least those of a field supervisor and may be as high as an assistant director. Because of his grade and rank, it is usually not possible to interpose a field supervisor over him and between him and the Director General. He, therefore, reports directly to the Director General as do the field supervisors, although in most respects the nature of his job is actually that of a local office manager.

This creates one peculiar administrative problem, and that is how does the Director General of the Employment Service achieve inspection and supervision over the Metropolitan Director and the operations under him? In the case of non-metropolitan offices, this is accomplished by the field supervisor, as the Director General's immediate representative, who is in a position to review the local operation objectively, give orders for remedial action, and report to the Director General upon the condition of the office. The Metropolitan Director, after all, is a human being and as such is not wholly capable of viewing his own efforts and accomplishments objectively. Regardless of his high rank, it is too much to expect him to supervise himself and to be objectively critical of his own work. Therefore, the Director General personally assumes this responsibility for direct supervision of the Metropolitan Director, and the size and importance of the metropolitan operation fully justifies these claims on his direct time and attention. In order to aid himself in this, he may and does utilize the services of the staff services sections of the Central Office in making special studies of the metropolitan operation and many of the details of performance which he himself may not have the time to perform. Based on these staff services reports, and upon his own inspection of the major phases of the metropolitan operation, he issues the necessary orders and provides the necessary direction and supervision to the Metropolitan Director. The staff services do not issue orders directly to the Metropolitan Director.

Therefore, it is recommended that the position of a resident Metropolitan Director be established over the operation of the Employment Service in Istanbul and that the Director General perform the functions of Field Supervisor with respect to and over this local office.

It is further recommended that a study of the structure of the Istanbul labor market be undertaken in order to determine the nature of the organization of the office or offices needed to serve this area adequately.

It will be noted in the attached schedule that there has been a small violation of principles in assigning Edirne to the Metropolitan Director of Istanbul. It is normally not a good practice for one permanent local office manager to be supervised by another. Also, the administrative territory of a metropolitan office is usually best restricted to the boundaries of the labor market area (the boundaries of the "economic city"). In this case, however, because of the small size of the Edirne operation and its distance from Anatolia, it seems more practical to assign it to Istanbul than to attach it to some field supervisory territory and require the long trips through and past Istanbul on supervisory visits. Therefore, the boundary of the administrative

territory would begin in the eastern limit of the Istanbul labor market area and extend west to Edirne and include Turkish Thrace.

e. Summary of Recommendations for Line Supervisors

Establishment of three field supervisors is recommended to provide direct line supervision over all permanent local office managers outside of the territory assigned to Istanbul. These field supervisors have their permanent stations in the Central Office at Ankara and report directly to the Director General.

Establishment of a metropolitan director is recommended to perform the functions of local office manager for the Istanbul labor market area. It is recommended that the Director General perform the functions of field supervisor with respect to the Istanbul Metropolitan Director. The Istanbul Metropolitan Director is recommended to be stationed in Istanbul.

Appendix No. 2

Suggested Criteria for Establishment of
National Employment Services
in
Under-developed Countries

Suggested Criteria for Establishment of
National Employment Services
in
Under-developed Countries

- I. No commitments for technical assistance should be made unless a thorough exploratory and diagnostic study is made first in the country for which assistance is being considered. The amount, kind and sequence of any technical assistance which is provided should follow the recommendations of this study.
- II. The diagnostic study should provide information sufficient to answer the following questions and permit the application of the related criteria.

A. Determining Need for Manpower Apparatus

1. Current Status of the Economy

a. Extent of Industrialization

Approximately what percent of the civilian labor force is employed (in total) in the following industrial groups (either private or public enterprise) Manufacturing, Transportation, Communications and Public Utilities, Mining and Construction? If the percentage is less than 25% and no tangible plans (or prospective circumstances) exist which would lead to an expansion of this proportion the need for any type of manpower assistance is probably not an urgent one.

b. Complexity of the Urban Labor Markets

In those countries which meet the criterion regarding the minimum degree of industrialization, the number and complexity of the urban labor markets is an important additional consideration in determining the need for a public employment service.

(1) Size of Cities

The country should have at least one urban center with employment of at least 85,000 wage and salary workers (or a population of over 250,000). If the largest city is over 250,000 but less than 500,000 population (85,000 to 170,000 employment) there should be at least two other urban centers having employment of 15,000 or over (i.e., around 50,000 population). (If a decision is made on the basis of the minimum criteria to establish a National Employment Service, consideration should be given eventually to establish offices in all cities with 20,000 or more employment provided they meet the other criteria on average size of firm, etc. See Appendix No. 2a.)

If the largest city has between 225,000 and 330,000 employment (i.e., around 750,000 to 1,000,000 population) this alone should be sufficient, even though the Employment Service might not eventually extend beyond the one metropolitan area. Cities of this size will almost always meet the other criteria suggested below.

(2) Average Employment per Employing Establishment

For the cities identified under (1) above information should be secured with respect to the total wage and salaried employment and the total number of employing establishments employing one or more workers. The average employment per establishment should be no less than 7 workers.

(3) Number of Firms (complexity of market)

There should be at least 100 firms in each city under consideration having at least 25 or more employees per firm.

(4) Industrial Composition

Each city under consideration should also meet the 25% criterion mentioned under II A, 1, a above (at least 25% of the total employment should be, in the aggregate, in the following industrial categories: Construction, Mining, Manufacturing, Transportation, Communications and Public Utilities).

c. Existence of a Migratory Agricultural Labor Movement

Year-round permanent agricultural employment in under-developed countries does not contribute substantially to a need for manpower assistance including establishment of employment service facilities.

Existence of substantial crops having sharp seasonal peaks for harvest and which require large migratory movements of farm workers to the crop from areas of labor supply, very often does suggest a real need for manpower machinery and technical assistance.

See Appendix No. 10 for study outline.

2. Prospects for Future Industrialization: Economic Planning

Where a country's current economy is insufficient to meet the criteria suggested under 1 (above) a careful examination should be made of its future prospects, particularly for the near term (approximately 10 years).

Where valid evidence exists that the economy will expand and industrialization will increase substantially during this period whether for reasons of development by private capital, unaided aggressive national planning toward achievement of specific economic and social goals or a similar effort largely supported by foreign aid, these facts should be considered in relation to provision of manpower technical assistance. In other words, where it can be demonstrated that there is a real possibility that the near-term expansion of the economy will result in the country reaching or closely approaching the criteria (A 1 above) at some time within or even toward the end of the next ten years, the criteria should be regarded as having been met.

3. Administrative Feasibility

Countries which do meet the criteria outlined in section A above should be examined carefully from one additional but highly important standpoint before final commitments are made to provide technical assistance in the manpower field. It will be necessary to form conclusions as to the country's administrative ability to utilize technical assistance with some reasonable degree of effectiveness and to sustain an operating program after the termination of the technical assistance period.

Valid conclusions in this area will not be too easy to reach and will involve a higher number of subjective judgments than will be involved in applying the criteria in the foregoing section A. The individual making the diagnostic study will have to rely heavily on other people for information and advice in this area. These will include Embassy staff, resident technicians in other fields, ICA mission (USOM) officers, staff of the UN and other international agencies or private foundations, et. al.

Answers to questions of the following type can be of help in arriving at final conclusions on this phase of the diagnostic study:

1. How many changes in the government have there been in the past five years? If the top executive has been in office most of this period, what has been the turnover among the cabinet? This is a matter of record in most places and can provide some useful clues with respect to the potential stability of the country. Continuous changes at the policy making level (cabinet) suggest very limited prospects for effective use of technical assistance in the manpower field.
2. Determine what manpower activities, if any, the country now carries on or has attempted to carry on in the past (e.g., labor statistics, apprentice training, occupational research, labor standards, placement activities of any kind, etc.). What has been the administrative history of these efforts and what do they suggest?

3. Where technical assistance projects in other fields such as agriculture, health, transportation, communications, et. al. have been initiated, what problems have they encountered and how successful have they been? Has the country been successful in carrying on such work on its own after the period of outside assistance has ended?
4. If no public employment service exists (some countries have small primitive services, established usually under very sound laws, but too small to be useful or effective) what assurances can be obtained that an organic law can be passed to provide for the establishment of such machinery where the need warrants it (prior to or coincident with the provision of technical assistance)? Similarly, the problems of financing such operations should be carefully explored. Information obtained on items 2 and 3 above should provide clues here.
5. Where no administrative organization or source of funds has been authorized by law, but all other facts point to the probable success of technical assistance, a favorable recommendation should be made if the government will agree to designate a full-time qualified individual or small cadre of individuals to work with whatever technical personnel may be sent to get the program under way. Such individuals would form the administrative nucleus of whatever agency was later created by law to carry out the manpower program.

Appendix No. 2a

Suggested Criteria for Opening and
Maintaining Full-Functioning Local
Employment Service Offices to Serve
Small Communities

Suggested Criteria for Opening and Maintaining
Full-Functioning Local Employment Service Offices
to Serve Small Communities

The very brief criteria below are for use in determining the need for opening and maintaining local employment offices in small communities which have fewer than 20,000 wage and salaried workers employed on nonagricultural activities (excluding household domestic).

These criteria are to be applied only where it has been previously determined that the establishment of a national employment service system, itself, is warranted, based on the criteria established in Appendix No. 2.

The usefulness of these criteria is mostly in marginal situations, i.e., to aid in arriving at decisions as to whether to open offices in communities situated close to the 20,000 employment level indicated above. Owing to unusual labor market activity some communities below that level may justify the establishment of an office, whereas some communities above this level may have relatively static employment markets, and present no pressing need for an office

Seasonal agricultural needs involving substantial numbers of migratory workers has not been used in these criteria for opening permanent full-time offices since with few exceptions the peak seasons are of such short duration that temporary facilities will meet the need.

These criteria are relatively simple and are based upon the estimated volume of hiring and the complexity of the community labor market; in short, upon the need for year-round placement service. As indicated in the text of this handbook, this is the only basic justification for opening a local employment office to the public. If the placement need does not exist, provision of the collateral services, normally carried on by a full-functioning local office such as labor market information, job analysis et al. can be provided much more economically by other means.

Opening a full-functioning office to the heavy public traffic which it inevitably attracts, the taking and filing of work applications with the implied promise of consideration for employment which this involves, should never be undertaken unless there is a reasonable prospect that there is an underlying need for placement service. There is not only the heavy cost involved, which is incurred in throwing open the doors to the public and purporting to offer job finding service, but also the danger of bitter adverse public reaction exists when the promise does not materialize. Such reaction can have unfortunate political results which may reduce government support of the rest of the system.

1. Recommended Criteria for a Full-Time, Full-Functioning, Year-round Office

A minimum monthly net placement potential (new hires) of 600 for each of nine or more months and, a minimum of 100 principal employers (defined as nonagricultural establishments employing 25 or more workers).

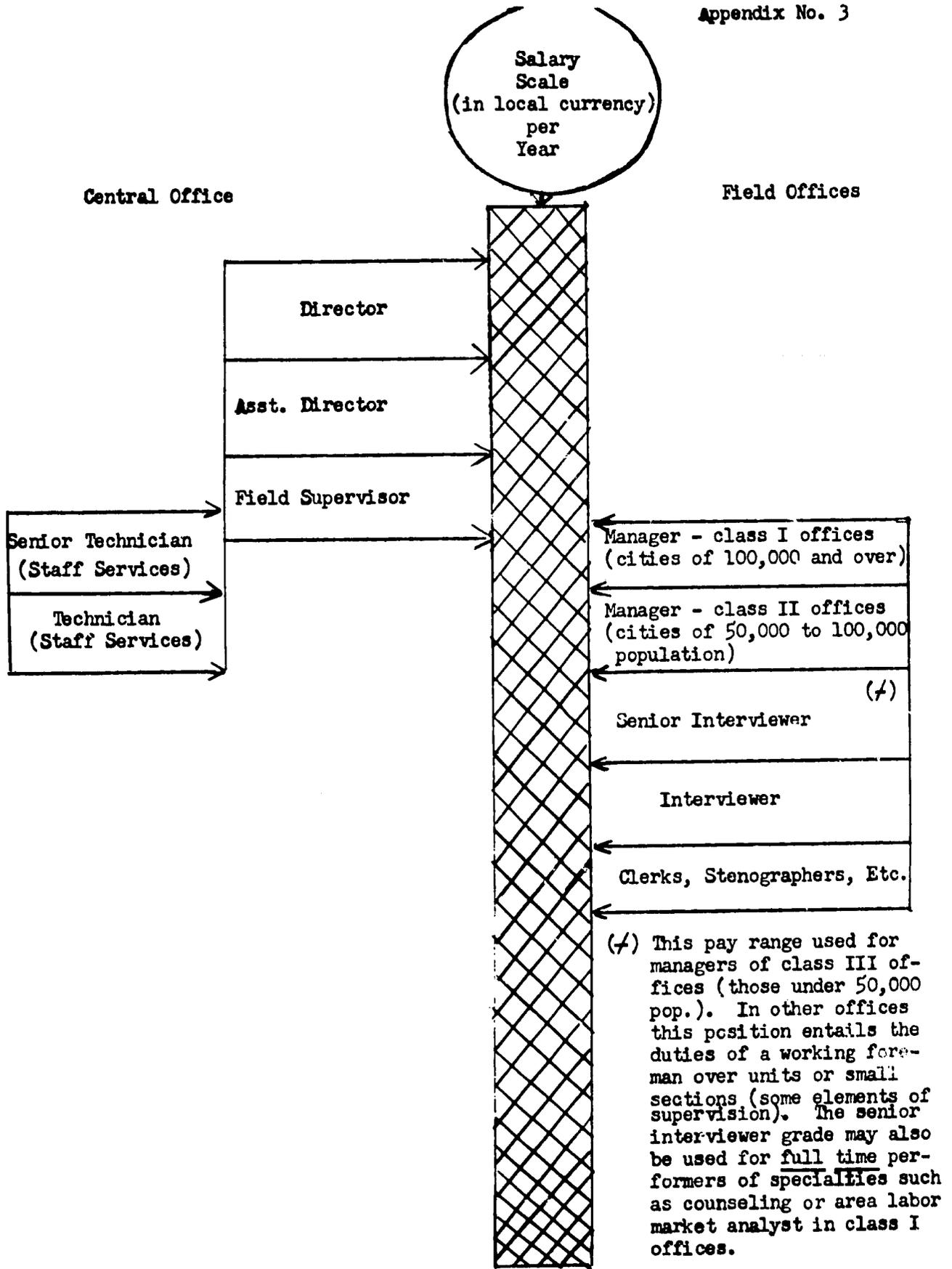
Offices should not be established in communities which do not meet the above minima.

For rough comparative purposes as to what this would involve consider that 20,000 wage and salary employment (excluding household domestics) might have, conservatively, approximately a 3% per month new hire rate or about 600 hirings per month for at least 9 months. Assuming a monthly penetration rate of around 10% which would be fairly normal for this size community this would yield the office 60 nonagricultural, non-domestic placements per month (or about 15 per week) during 9 months of the year or around 500 to 600 total for the year. It is difficult to defend the expenditure of the desperately needed resources of an under-developed country on permanent local offices with any lesser possibilities than this. Even if a penetration rate of 25% is assumed in each of 9 months of the year the total yield will not be much over 100 to 120 placements per month.

In applying the criteria (1, above) it is essential that only the placement potential of the employing establishments within a given labor market area is to be considered. Otherwise the criteria would be meaningless if it were possible to gerrymander or add together any group or series of towns until the criteria were met. Part I, section 4210 of the BES Manual contains a formula and a detailed procedure for the "Delineation of a Labor Market Area for Placement Service." If time does not permit the use of this more thorough method, a fairly useful rule of thumb can be employed; i.e., the boundary of the labor market area may be considered to include the area 3 miles beyond the city limits of the community in question but no farther. In an under-developed country, with only foot travel or other non-mechanical means, this distance will catch most of the peripheral settlements and the "commuting" to and fro.

Appendix No. 3

Salary Scale
(in local currency)
Per Year



Template

For use as an aid in setting approximate relationships of Central Office and local office position categories.

Appendix No. 4

Training Unit No. 1
"Basic Interviewing Technique"

BASIC INTERVIEWING TECHNIQUE: (Training Unit No. 1)

I. Introduction

Understanding and acquiring this basic interviewing technique is absolutely necessary for every member of the Employment Service who deals with job seekers wanting work and employers who want workers. Mastery of this technique is also essential for the staff members who manage or supervise the field offices of the Employment Service, or who prepare instructions or occupational reference material for the use of local office staff.

- II. The basic technique is applied with minor variations to application taking, taking orders (or requests) from employers needing workers and for preparing job descriptions for the occupational dictionary. All of these activities, to be performed properly, require a thorough understanding of job structure. This grasp of job structure is the foundation and framework of the Basic Interviewing Technique.

Since the application taking process is of great importance, and in terms of time sequence, is ordinarily the first major activity performed in field office operations, this training course will use application-taking as its vehicle for introducing you to the basic interviewing technique. At the end of the course it will be clear to you how the technique also applies to order-taking and preparing job descriptions.

1. Matching Worker Qualifications with Job Requirements

All employers want the best qualified workers possible; to save time and effort in training new workers; to save money which would otherwise be lost in wasted time, wasted materials, and wear and tear on valuable machinery and equipment.

Looking at it from the standpoint of the worker, if he is hired for a job he already knows how to do, he can make more money in most occupations than he can if he has to start at the bottom of a new one and work up. He will be able to progress faster and, what is more important, he will already know that he likes and can do the work, so he is self-confident instead of feeling nervous and inadequate.

Thus the matching of worker qualifications with requirements of the job is of paramount importance to both employers and employees. If the Employment Service has a place in the nation's economic system, it is primarily as a facilitating service in this matching process.

Determining the workers' qualifications, then is one of the three corner stone operations of the agency, determining the requirements of the job and the matching process are the other two.

(Draw three pillars supporting a roof - on class blackboard.)

2. The Application Card--A Word Picture of the Applicant

When an applicant comes into the local office, we could determine his qualifications in an oral interview and then look to see if we have any job orders on hand which he could fill. But orders and applicants who can fill them seldom arrive at the local office simultaneously. When an applicant comes in to make application for employment, we may not be able to find an order for which he is qualified.

We could ask all applicants to report every day to be on hand in case a job order comes in--or we can make records of their qualifications and file them in such a manner that the worker with the desired qualifications can be located quickly when a job opening occurs. The latter method has long been recognized as being the most efficient. It is the one used in the Employment Service.

The application card is the record of the applicant's qualifications. It represents the worker in the office and provides a word picture of those things about him which must be known in order to refer him to a job opening.

Obtaining a good application card is one of the most technical and difficult operations performed by our service. If this job isn't done right, the application files will not be adequate for selection purposes.

When we accept an application from a worker, we are in effect promising him that he will be considered for all jobs which come in for which he has the necessary qualifications.

3. Quality Application Card--(What do we need to know about an applicant?)

One of the best ways to illustrate the kind of information which is needed about an applicant (in order to do a good placement job) is to look at a typical employer's order.

You have all been handed a copy of a hypothetical order from the Yildiz Metals Company for an all around or combination welder. While the physical form of this order is not familiar to you, you will note that it is arranged so as to provide room for all of the necessary information about the job for which the Yildiz Company wants a worker. (The field offices will be furnished forms like this for order-taking in the near future.)

Examine this order carefully. In the space left blank here, list the qualifications that the worker must have in order to fill the job. (Stop 15 minutes while class makes list.)

EMPLOYER'S NAME YILDIZ METAL COMPANY		IN QUANTITY 1	NO. TO ORDER 3	OCCUPATIONAL TITLE WELDER, GAUGE READER	DATE 7-56-10																				
ADDRESS 192 DEAIR ST		EMPLOYER'S TYPE PERM.	EMPLOYER'S TITLE "ALL AROUND WELDER"		ORDER NO. ---																				
TELEPHONE 12663	WORKS TO APPLY TO MRS. GAW	TIME LEFT TO FILL 3 DAYS	RATE OF PAY 46 LIRA PER DAY		---																				
FAXES TO BE SENT TO MR AKOAG		EMPLOYER'S CODE 399	HOURS OF WORK MON-FRI 8⁰⁰ 16:00 SAT 9-12		---																				
INDUSTRY ARMED AND DANGEROUS		---																							
REQUIREMENTS OF JOB (SEE FEDERAL GOVERNMENT EMPLOYMENT SERVICE, DC)		SEX M	AGE Under 50	MARITAL STATUS ---	RESIDENCE ---																				
To operate machinery and equipment used in OPERATING IN REPAIRING ALL KINDS OF MACHINERY		OTHER PHYSICAL REQUIREMENTS NONE SPECIFIED																							
AND METAL PARTS. WORK PERFORMED EITHER IN YILDIZ SHOP OR CUSTOMER'S PLANT. ABLE		EXPERIENCE REQUIREMENTS 2 YEARS RECENT JAWADIMAN EXPERIENCE																							
TO WORK ON SHEET METAL, ALLOYS AND METAL PIPES. MUST BE ABLE TO WELD IN		EDUCATION AND TRAINING REQUIREMENTS 18 MONTHS AS TRAINEE OR APPRENTICE																							
OVERHEAD POSITION.		MANY LANGUAGE REQUIREMENTS OWN KIT OF SMALL TOOLS TO REPAIR																							
WELDING ANALYSIS ABLE TO WORK ALONE, WITHOUT ALIEN SUPERVISION.		AND MAINTAIN WELDING																							
READ BLUE PRINTS AND LAYOUT HIS OWN WORK.		EQUIPMENT																							
ABLE TO ESTIMATE MAN HOURS OF WELDING		DATE OF ORDER 9/20/50																							
AND TO GIVE JOB		INTERVIEWER ALI DINCER																							
A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	W	X	Y	Z

Let's go around the group and list on the blackboard the qualifications you have written down. Compare this list with the list printed on the reverse side of this page. All of these items are things or qualifications an applicant must have in order to fill the Yildiz job.

Assuming that the local employment office has on file some cards of available welders, do you think you will find this kind of information on the application cards?

Is it clear why such information is needed on the application cards?

Qualifications Required by the Yildiz Job:

1. Male Sex
2. Under 50 years of age
3. At least two years of recent experience as a combination welder (excluding training or apprenticeship time)
4. Able to do overhead welding
5. Able to weld sheet metal, alloy and metal pipe.
6. Able to read blueprints and lay out his work from them
7. Able to estimate man-hours of welding on a given job
8. Must own kit of small tools to repair and maintain the welding equipment
9. Able to work alone and without close supervision

Of course some of the Yildiz requirements are more important than others. For example, if no welders could be found who owned their own tools for repair of the welding machines, the employer would probably be willing to furnish them. If the only men available who met the other requirements were 51, 52, and 54 years old, the employer, on being consulted by the local office, would probably modify this requirement and accept them. But on the rest of the requirements, he will undoubtedly insist that the office refer only workers who can meet them.

Now let's look at the application card of Hassan Güven who registered with our Ankara office two weeks ago. Take the qualifications we listed for the Yildiz job. Take the items one by one and see if you can find the information on Hassan's application which shows whether or not he possesses the qualifications to fill this order.

(allow 15 minutes here)

Qualification Required
(blackboard list p 3)

What items on Güven's card
match? (List)

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.

Let's go around the group and write on the blackboard the qualifications Güven possesses which match Yildiz' requirements that you have identified and written down.

1. Soyadı GÜVEN		Adı HASAN		Orta adı		Mesleği		Kodu	
2. Adres 322. SELAMİK CADDESİ				4. Telefon numarası		WELDER, GAS AND ELECTRIC		7-56.10	
3. Şehir YENİPAZAR, ANKARA						MECHANIC-REPAIRMAN (MOTOR VEH.)		7-53.75	
						SHEET METAL WORKER (MOTOR VEHICLES)		7-54.02	
5. Doğum tarihi 3 7 1940		6. <input checked="" type="checkbox"/> Evli <input type="checkbox"/> Bekâr <input type="checkbox"/> Dul <input type="checkbox"/> Boşanmış		7. Boy 180		8. Kilo 100			
Gün ay yıl				sanimetre		kilogram			
9. Azaletlik görevi									
Başlangıç tarihi 1 1 38			Terkis tarihi 31 12 40			Memaran, unvanı, rütbesi 100576 - MACHINIST'S MATE - NAVY			
Gün ay yıl			Gün ay yıl						
10. İşin gerektirdiği alet ve ekipman			Alet <input checked="" type="checkbox"/> evet <input type="checkbox"/> hayır Ehliyet <input type="checkbox"/> evet <input type="checkbox"/> hayır			11. Bir işçi sendikasında üye ise sendikasının ismi NEER			
12. En son bulunduğu okulda tamamladığı sınıf, Vezika veya diplomaları									
İhtisabî		Ortaokul		Teknik okul veya Lise		Üniversite			
1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5				
nuruşedi mesleğe hazırlanmış olan okul ve kursların adı (sakerik dahil). Kursların devam müddeti ve kaç saatlik kurslar olduğu.									
KAKILARDA TEKNİKAL SCHOOL 5 YRS						İntihab sonucu			
ELECTRIC AND GAS WELDING + BRASSING									
BLUE PRINT READING AND LAYOUT									
AUTOMOBILE EXHAUST REPAIR									
Başka hiçbir gitmeye razımı <input checked="" type="checkbox"/> evet <input type="checkbox"/> hayır İşyerinde yatıp kalkmaya razımı <input type="checkbox"/> evet <input checked="" type="checkbox"/> hayır									

13. İşverenin adı
METCALPE, Hamilton & Sons

İşverenin adresi
Adana

İşverenin işinin mahiyeti
AIRFIELD CONSTRUCTION

İşçinin o işte ne kadar kaldığı	İşin çıktığı tarih	aldığı ücret
12 MO	FEBRUARY	17 TL (40)

15. İşverenin adı
Socony Vacuum Oil Co

İşverenin adresi
ISTANBUL

İşverenin işinin mahiyeti
OIL STORAGE, PACKAGING, DISTRIBUTION

İşçinin o işte ne kadar kaldığı	İşin çıktığı tarih	aldığı ücret
5 YR	JAN 1951	12 TL DAY

17. İşverenin adı
SELF EMPLOYED

İşverenin adresi
İZMİR

İşverenin işinin mahiyeti
AUTO REPAIR AND CONTRACT WELDING SHOP

İşçinin o işte ne kadar kaldığı	İşin çıktığı tarih	aldığı ücret
6 YRS	JAN 1946	500 TL PER MONTH (US DOLLAR)

19. İşverenin adı

İşverenin adresi

İşverenin işinin mahiyeti

İşçinin o işte ne kadar kaldığı	İşin çıktığı tarih	aldığı ücret
---------------------------------	--------------------	--------------

14. Evvelki işinin adı ve neier yaptığı **ELECTRIC WELDER - USING ELECTRIC**

Welding Machine, WELDED HEAVY STEEL BEAMS, ANGLE I BEAMS AND RAILS FORMING THE FRAMEWORK OF LARGE HANGARS. HIGH WORK OR SCAFFOLDING REQUIRED WELDING IN VERTICAL AND OVERHEAD POSITIONS. DURING BAD WEATHER, WELDED REPAIR PARTS IN MAINTENANCE SHOP, INCLUDING MOLYBDENUM AND HIGH CHROME STEELS

16. Evvelki işinin adı ve neier yaptığı **WELDER FOREMAN, REPAIR SHOP.**

SUPERVISED TWO OTHER WELDERS DOING ACETYLENE AND ELECTRIC WELDING REQUIRED FOR THE REPAIR OF TANKS, OIL CANNING MACHINERY, HOISTS, DOCK CRANES AND MACHINERY. LAYED OUT THE WORK FOR HIS MEN AND WELDED ON THE MOST DIFFICULT JOBS HIMSELF.

18. Evvelki işinin adı ve neier yaptığı **OWNER AND OPERATED SMALL AUTOMOBILE**

REPAIR SHOP. RECEIVED AUTO MOTORS, BODY AND FENDER REPAIR WELDING FRAMES, MOTOR BLOCKS AND FLOORS AS NECESSARY. TOOK IN OCCASIONAL WELDING JOBS FROM OTHER SHOPS AND SMALL FACTORIES ON A CONTRACT BASIS (THIS TYPE OF WORK ACCOUNTED FOR ABOUT 25% OF HIS BUSINESS). EMPLOYED TWO HELPERS. (SHOP BURNED JAN 1946 AND PROPERTY WAS NOT INSURED)

20. Evvelki işinin adı ve neier yaptığı

21. Daha önceki işlerde beklenmeyen notlardır. Kısa yazınız **1937-1940 WORKED AS A JOURNEY MAN**

COMBINATION WELDER FOR A NUMBER OF CONTRACTORS AND REPAIR SHOPS IN KENYA, REYAN, ISMIR AND ISTANBUL. ALL IN A RELATIVELY SHORT QUANTUM (225 MONTHS

22. Detaylar **VARYING RATES OF PAY FROM 6 TO 15 TL PER DAY.**

Check your list and the one on the blackboard against the list printed on the reverse side of this page.

While Hassan Güven is almost too good to be true, this example illustrates the major classes of information needed about an applicant to match him and refer him to a job opening

- identifying data and personal characteristics
- detailed information about his significant work experience (jobs he has held)
- specific information regarding his education and training.

It also shows that the application card is so designed that, when correctly filled out, it provides the various kinds of information needed.

4. Classification of Application Cards for Ease in Locating in File

Some method is necessary to enable us to find the application cards of applicants who are most likely to meet the requirements of specific job orders. That method is called occupational classification. Occupational classification is a device by which we summarize and label the applicant's qualifications for employment. The files of application cards are arranged and set up so as to bring together in one place in the file the cards of all persons having the same occupation.

Since this training course is concerned primarily with providing an understanding of the basic interviewing technique, we will not go into the details of occupational classification and coding system at this time. There will be a separate course on the new _____ system and its use. (To be based on ILO's International Standard Classification of Occupations. See main text of this handbook.)

5. Application-Taking is Not an Easy Process

There are several factors which make certain phases of application-taking a very technical operation. For example:

- a. The applicants will have experience in many different occupations. You will have to be able to obtain and evaluate qualifications for these occupations.
- b. Jobs in the same occupation with the same name may vary from industry to industry and from employer to employer.

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Item

1. He is male.
2. He is under 50 years of age.
3. He has at least 2 years recent experience (outside school).
4. He is able to do overhead welding (Metcalf job).
5. He is able to weld sheet metal (auto fenders and bodies, gives evidence of this); he can weld alloys (Molybdenum and high-chrome steel on Metcalf job). He can weld pipe (Socony job).
6. He can read blue-prints and lay out work (his technical schooling gives evidence of this, as well as his Socony job and his own shop).
7. While it is nowhere stated specifically, the kinds of jobs he has held clearly imply that he can estimate the man hours required for a given job. The job of foreman (Socony) usually requires this, and, since he priced his own work in his own shop, he would have to have estimated the man-hours which it would take. For absolute safety, the interviewer would check this point with Güven when he called him for referral.
8. He does own a kit of tools (and since he had his own welding machines for 6 years it can be assumed he knew how to maintain and repair them).
9. From his experience as foreman (Socony) and his self-employment, it is clear he is able to work alone and without close supervision.

- c. Many applicants will have difficulty describing their jobs adequately, and it will be up to you to "draw out" the necessary information.
- d. The human element cannot be disregarded. Some applicants may have emotional reactions to the interview, to the experiences they are describing, and even to you.
- e. You will be expected to have the magic touch which can make the application "come alive" if it is to take the place of the applicant in the office.

The training which follows is designed to show you how to meet all these problems by the use of the Basic Interviewing Technique.

III. Application Card Standards

1. The Work History Sections

For the applicant who has had work experience, the items or work history constitute by far the most important part of the application card.

The work history serves three purposes:

- a. It shows that the applicant possesses skills and abilities which are marketable to other employers.
 - b. It provides the basis for the occupational classification and code which will be assigned.
 - c. By providing a specific and detailed record of the jobs held and the skills and abilities acquired, it enables the placement interviewer to make a sound and accurate selection (or match) against the requirements of employers' orders.
2. A Knowledge of Jobs and an Understanding of Job Structure is Necessary

If every interviewer had first-hand, complete knowledge of all jobs in the economy we would have little difficulty in getting a work-history record on every application card which would perfectly reflect the things the worker can do.

Unfortunately the personal and direct knowledge each of us possesses about different jobs is quite limited. In order to illustrate this, write on the back of this page a list of the occupations you really know well from first-hand experience (ones you feel you know well enough to give, if asked, all of the duties,

How many have listed more than 5? More than 10? More than 20?

(The Instructor may wish to have several members of the class write their lists on the blackboard for discussion. Ask how each came by his knowledge.)

While no comprehensive listing of all of the occupations in _____ has yet been made, a very conservative estimate would set the total at between 2500 and 4000 different occupations or jobs.

You can readily see that the jobs about which the normal individual has direct personal knowledge falls far short of the number which we must deal with as interviewers, or technicians, or managers in the Employment Service.

Nevertheless, we must be able to obtain from each applicant a description of all important elements in his jobs and record them on his application card.

It is perfectly possible to do this even though we may know nothing about a particular job. This is accomplished by securing a thorough understanding of Basic Job Structure

- a. Every Job in the World is Composed of One or More Tasks which Result in the Production of Goods or Services.
- b. A task is performed
 - (1) by means of equipment, method or material (How?)
 - (2) for a specific purpose, or for the purpose of the job as a whole (Why?)
 - (3) and may involve a measurable amount of speed, accuracy, volume or frequency or conformance to a certain guide or specification. (What is involved?)

These two statements make up what we call Basic Job Structure because they summarize the content of every job, no matter how simple or complex.

(Instructor -- Write this on the blackboard and leave it for rest of this training unit. If blackboard space inadequate have it put on a big card and post it near the board.)

It is the objective of the Interviewing Technique to identify each task of a given job; to determine the purpose of each task; to determine how each task is performed and, where pertinent, to determine what is involved in the way of speed or volume of production, accuracy or other standards.

(Also pose on the blackboard or card and leave up.)

In order to achieve this objective, the Basic Interviewing Technique involves asking Four Fundamental Questions about each job, and Securing Accurate Answers to these four questions.

The First Question is:

What does the worker do? (The answer to this will identify the task or combination of tasks which made up the job the worker held).

For each task so identified three additional questions are asked:

Why does he do this task? (What purpose does the task serve in producing the product or service with which the job is concerned?)

How does he do the task? (What method, equipment or material does he use in performing the task?)

What is involved in doing the task? (This refers to any measurable amount of speed, accuracy, volume, frequency or other standards under which the task is performed.)

The Set of Four Questions is called the Job Analysis Formula. The Basic Interviewing Technique consists of posing and securing the answers to these four questions in interviewing applicants or securing information with regard to employer's requirements on job orders.

In job analysis work and preparing job descriptions for the job dictionary answers to these same four questions are obtained by actual observation of the job in the place of work, and the analyst records the answers he obtains through observation. On the surface the Basic Interviewing Technique, built upon the job analysis formula of

What?
Why.
How?
and
What is Involved?

seems quite simple and easy. Unfortunately, it is not quite as

easy as it looks as we will discover when we try to apply it. It takes a great deal of practice and time. But on the other hand it is not terribly difficult to learn to use successfully if one will concentrate on it and keep working at it until proficiency comes. Once acquired, it is undoubtedly the one most useful skill in the Employment Service.

The best way of beginning our practice on this, I think, is to examine a statement describing a typical job:

"Bricklayer: Lays brick for residence housing with hand trowel and mortar, averaging 400 bricks per day. Checks vertical and horizontal alignment with a plumb bob and level to keep walls true. Finishes mortar between bricks with point of trowel to remove excess mortar and to smooth the joints."

What did the worker do? Name the first task in this job summary.

(Answer) Lays Brick

Why did he do it?

(Answer) For residence housing

How did he do it?

(Answer) With hand trowel and mortar

What was involved in performing this task?

(Answer) Averaging 400 bricks per day

What was the Second Task performed on this job?

(Answer) Checks the vertical and horizontal alignment

Why did he do it?

(Answer) To keep walls true

How did he do it?

(Answer) With plumb bob and level

What was involved? (In this task there is no measurable amount of speed, accuracy, volume or frequency or other standard which has to be maintained or followed, so this question does not apply.)

What was the Third Task performed on this job?

(Answer) Finishes mortar between bricks.

Why did he do it?

(Answer) To remove excess mortar and smooth joints

How did he do it?

(Answer) With the point of the trowel

What was involved?

(Answer) The question does not apply for the reasons stated above in connection with the Second Task.

In this example of a Bricklayer Job we can get answers to what? why? and how? for every task involved.

In many jobs, however, the "why?" of some of the tasks is so obvious that to state it in words would be superfluous. For example, a tree cutter or logger chops the trunk of a tree. The "why?" is fairly obvious (i.e., to fell the tree).

Occasionally a "how?" statement is obvious or superfluous in making a record of the interview. On many simple machine jobs a worker may "start the machine" but whether he does it by pushing a button or pulling a lever is immaterial for our purposes. Another example would be a hotel chambermaid who has among her tasks "making the beds." It would be unnecessary to record that she did this "by using her hands and arranging the covers."

Nevertheless, the fact remains that each task ("what?") does have a "why?" and a "how?" Until you gain complete proficiency in the Basic Interviewing Method it is always best, in case of any doubt, to carefully enter down the "why?" and the "how?"

You will remember that we could not answer the question "what is involved?" for tasks 2 and 3 in the Bricklayer Job. This question cannot be applied to all tasks. It is applicable only when the work has been done according to some standard. Examples of standards are measurable degrees of accuracy, speed, frequency and volume or conformance to some specification or guide such as a blue-print or template. If the job you are dealing with is completely unfamiliar to you it will be necessary to question the applicant on this point, by asking, for example, our Bricklayer: "In the case of your use of the plumb bob and level, did you have to use them on every meter of wall, or at regular periods and frequencies?" His answer would be: "No, according to my own judgment, I used them to check the accuracy of my work." However, if Bricklaying practice demanded (which it doesn't) that the level be applied to each meter of wall as a new course of bricks were laid, or that the plumb bob be used every 15 minutes, then we would record under "what was involved?"

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under Task 2 "applying the plumb bob device every 15 minutes and applying the level once for each meter per course of brick laid."

Job Variables

In applying the four fundamental questions which form the basis of all employment interviewing techniques, the interviewer must always be alert to the possibility of Job Variables.

These job variables are differences that may exist in jobs which have the same name. For example, take our welder, Hassan Güven. You can easily see that there were certain important job variables in the three places he worked, even though he performed the job of "welder" in all three places.

In the Metcalf job we see an important variable in the "how" element. In this job his welding was done by means of electric welding equipment. If this had been the only experience Hassan had, he would not have been qualified for the Yildiz job, where the welder had to be expert in welding by gas (acetylene) equipment, as well as electric.

Another important variable, illustrated in Güven's different jobs as a welder, is the variable materials he worked on. In the job of welder these are very significant. In his Metcalf job he welded high chrome and Molybdenum steels (alloys). A welder who had worked only on mild carbon steels and iron would not be qualified to handle alloys without additional training--or a period of learning time on the job.

In his Metcalf job he also had an important variable in method, in that he did welding in an overhead position which is much more difficult than horizontal welding. The fact that he could weld pipe is also a variable. All welding jobs do not require it, and it is quite difficult.

In our Bricklayer example, this particular job of Bricklayer has several variables.

The job described involved only work on residence housing. A Bricklayer from the Karabuk Steel Mills who had, of course, laid brick, but only fire brick in the lining of furnaces, would not be suitable for the job described in our example until he had additional experience or training in residence work, which is a more finished and decorative operation.

There are variations in measurements, or the degree of accuracy and precision required between different jobs which have the same name. For example, certain machinist jobs require an extremely high degree of precision in the measurements of the metal objects produced (die making, certain types of ordnance work, etc.). Some times the weight and size of the objects worked on are significant variables. A machinist who has worked only in small shops on small sized work might be questionable to fill a machinist's job at Karabuk, or in the Railway Repair Shops where very large metal objects are machined.

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There are even variables in the type or kind of employer for whom the job is performed. For example, the man who prepares food in a Lokanta upon the hill near the market place in Ankara, and the man who prepares the food at the Ankara Palas are both cooks. Because of the more elaborate class and style of cuisine at the Ankara Palas, the cook whose only jobs had been in lower class, cheap restaurants could not qualify for the job at the Palas, without much additional training and experience.

While this discussion of job variables may at first only seem to make this problem of interviewing method extra complicated, it isn't actually too hard in actual practice.

Many of these variables will be identified and secured by the interviewer as by-products of the four fundamental questions which he applies in order to develop the basic job structure. For example, the interviewer who asked Hassan Güven "what" he did on his first task probably got this answer, which contained information on several of the variables; "Welded heavy steel beams, angle irons and rods forming large airplane hangars."

This provided information of value about one variable (materials). If Hassan failed to volunteer the information, the interviewer asked at this point; "What kind of welding apparatus did you do it with?" And got the information; "Electric," which is another variable in this job (equipment), or a "how" variable.

There is no hard and fast rule on this. The applicant will usually be able to tell the interviewer the major tasks he performed in any job, and in this process will provide unconsciously information on some of the variables. For the rest of the possible variables, the interviewer must draw on his own resources and ingenuity. This is not too difficult and will come with practice. For example, when the applicant mentions one material, as Hassan did (steel beams, etc.), the intelligent interviewer asks; "What other kinds of things (materials) did you weld?" If the applicant describes a task whose material suggests that a machine, or tools or equipment might be required, but fails to mention any, the interviewer asks; "Did you do that with a machine?" or "What tools did you have to use to do that?"

There are other things which will be of help to interviewers in acquiring this skill. To begin with, they will probably know something about some jobs. Then, in larger offices we use organization as a tool to help. That is, we make it possible for interviewers to specialize in application taking and placement for certain occupations and industries. We may set up a unit in the local office, for example, which specializes in handling applicants and orders for metal working occupations and industries. Thus, these interviewers have to deal with fewer types of occupations; and in time become fully familiar with metal trades jobs including all of the possible variables. They become fully expert in handling this particular group of jobs and orders. In small offices, where not much organizational specialization is possible, the range of jobs encountered will naturally be fairly limited, too, since in smaller towns there is not as great a diversification of industries and jobs as exists in large cities. The interviewer in the smaller offices, with fewer kinds of jobs to worry about, can be expected to become expert in the relatively smaller number of jobs which does exist in their town.

As the Central Office begins to furnish local office interviewers with job descriptions (The _____ Occupational Dictionary) this whole process will also become much easier and faster for the interviewers. With the Dictionary at hand, the interviewer can quickly determine the major tasks which exist in the job which the applicant says he performed. The interviewer can then simply verify that the applicant did perform these major tasks of the occupation and devote the major portion of the time of the interview to identifying the variables in the job or jobs the applicant has held. Even the recording of the information on the application card can then be reduced to the Job Title only and a listing of the variables.

Practice Exercises

Unfortunately, the learning process is not an easy one. To discuss the Basic Interviewing Technique comfortably in our office is good to establish an understanding; but to tighten our grip on this technique we must actually try out and practice what we have discussed. We will not, to be sure, immediately become expert even with our few practice exercises, but it will give us a good start.

We are going to do two kinds of practice exercises. First, we are going to go out and observe some actual jobs. Each person will be assigned two occupations and arrangements will be made with the employer for you to observe the job, talk to and question the worker and also his supervisor (or the employer himself). You will prepare a description for each of these jobs and we will discuss them individually when you have finished.

Second, we will arrange with the () District Manager for each of you to take three applications on three different workers, who have performed jobs involving some degree of skill and training. We will review these cards in our discussion group when you are finished. (The practice application taking can be done only if there is an existing office. Otherwise have them take applications on each other or upon service workers in the Ministry.)

In doing this practice exercise, bear in mind what we have learned:

1. Every job in the world is composed of one or more tasks which result in the production of goods or services.
2. Each task is performed
 - a. by means of equipment, method, or material (how?)
 - b. for a specific purpose, or for the purpose of the job as a whole (why?)
 - c. and may involve a measurable amount of speed, accuracy, volume or frequency or conformance to a certain guide or specification, such as in blueprints, templates, etc. (What is involved?)

This is Basic Job Structure.

We can secure the information we need to describe any specific job by securing answers to the Four Fundamental Questions listed below. The answers are obtained either by observation of the job itself, or by questioning the worker who has held such a job (as in the case of an application interview), or by questioning the employer who has such a job he wants filled (as in the case of employer order taking).

1. What does the worker do? (The answer to this will identify the task or series of tasks which make up the job.)

For each task so identified three additional questions must be answered.

2. Why does he do this task? (What purpose does the task serve in producing the product or service with which the job is concerned?)
3. How does he do this task? (What method, equipment or material does he use in performing this task?)
4. What is involved in doing this task? (This refers to any measurable amount of speed, accuracy, volume, frequency, or other standards under which the task is performed.)

In the first of the two practice exercises--where you go out and actually observe the job you can secure the answers necessary to preparing your job description by both personally observing the work and also questioning the worker and his employer. You may not understand the purpose of a particular task on the job. Ask! It is also important to question the worker, because there may be tasks in the job which are not performed while you are watching it. For example, one of the worker's tasks may be to repair or adjust the machine he uses, but only finds this necessary once a week, etc.

In the second of the two practice exercises you will be furnished with a different kind of application form than the one now in use in the local office. This is because the form they now use does not provide sufficient space for the information which is needed for effective selection and placement work. You will find certain spaces on this new card which we have not discussed in this training session. Most of these are relatively simple and we will discuss them before you go to the local office. (Vary this paragraph according to whether an Employment Service already exists or not.)

At this point assignments are given for the first of the two practice exercises, allowing as much time as needed to observe, question, and prepare the job description. Each person is assigned a specific job and works by himself.

Note to Instructor: Select primarily skilled manual jobs (see attached suggested list) since these will provide better practice. You will find that your students will generally begin this exercise with the feeling that all manual jobs are fairly simple and can be done by anyone. In the course of their in-plant job observation they will begin to appreciate the complexity and skills involved. Drive this point home, as this appreciation and understanding is important.

This is a time consuming exercise since, unless all the class is proficient in English (which is unlikely) the description brought back must be translated so the instructor can evaluate and comment on them. He makes suggestions and points out omissions using the ILO description of the job as a guide. The instructor's comments then of course must be translated into the host country language. The instructor gives individual discussion and also comments in writing for each student. The same process is followed on the application taking exercise.

POSSIBLE OCCUPATIONS FOR PRACTICE EXERCISES
Training Unit No. 1

<u>OCCUPATIONS</u>	<u>ESTABLISHMENT</u>
Electric Meter Repairman	Municipal Electric & Gas Co.
Otobus Mechanic (Repariman)	Municipal Bus Co.
Key Punch Operator, Clerical (for IBM type tabulating machine)	Central Statistical Bureau Department of Agriculture or one of the Government Departments
Plumber (const.)	Local Contractor
Bulldozer Operator	Local Contractor
Painter (const.)	Local Contractor
Concrete Mixer Operator	Local Contractor
Switchman (RR <u>yard</u>)	Local Railroad Yards
Blacksmith	Local Railroad Shops
Dry Cleaner	Etilen Company
Presser, Machine	Etilen Company
Candy Maker	Osman Nuri or Haci Bekiiz
Buttermaker (Dairy Products)	Orman Giftiligi Dairy
Linotype Operator (printing and publishing)	Ulus or Zafer Daily Newspapers
or Monotype Operator (depending on the local equipment)	Ulus or Zafer Daily Newspapers
Photoengraver (printing or publishing)	Ulus or Zafer Daily Newspapers
Weaver (machine loom operator textile)	Ipekis T.A.S. Ankara Fabrikasi Silk Textile Manufacturing
Loom Fixer (textile-machine loom)	Ipekis T.A.S. Ankara Fabrikasi Silk Textile Manufacturing
Ticket Agent (air)	Devlet Havas Yolari (Government Airlines)
Aircraft Engine Mechanic	Devlet Havas Yolari (Government Airlines)

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<u>OCCUPATIONS</u>	<u>ESTABLISHMENT</u>
Instrument Repairman (aircraft)	Devlet Havas Yolari (Government Airlines)
Bartender	Karpic (top quality restaurant)
Baker (bread)	Local bakery
Motion Picture Projector Operator	Büyük - Ulus - Yeni (6 movie houses)
Automobile Service Station Attendant	Mobiloil - or other local benzine stations

Appendix No. 5

The Placement Process
(Training Unit No. 2)

THE PLACEMENT PROCESS (TRAINING UNIT NO. 2)
(This document is used by the Instructor for conducting discussion, making points on the blackboard and giving exercises. The class is furnished with copies of the preliminary Manual section on placement - see part III, section D, 3, c of the main text of this handbook.)

I. Introduction

The establishment of facilities through which employers and workers are brought together for the dual purpose of filling the employer's job openings with occupationally qualified workers and of locating for the workers employment which is suited to their skills and abilities is a major objective of the employment service program.

Such a (placement) service is accomplished by a series of activities known collectively as the placement process.

The placement process is composed of the following principal activities:

- A. Taking applications for employment
- B. Taking employer orders for workers
- C. Filling employer orders

II. Taking Applications for Employment

A. General

Training Unit No. 1 dealt with the Basic Interviewing Technique which is fundamental to both application taking and order taking (A and B above). Since we used application taking for most of our examples and illustrations in Training Unit No. 1, we will not have to deal so extensively with application taking here.

However, there are a few things which we should discuss here with regard to recording the information (obtained by the Basic Interviewing Technique) on the application form. The application form is so designed as to provide adequate space and information for recording the essential facts as to the worker's occupational qualifications. Nevertheless, it is obvious that the interviewer must be selective in the information which he writes on the card. This is most important on the work history section, items 13 to 20.

Applicants are apt to be quite talkative. In addition, the interviewer may find it necessary to ask many questions in order to secure clear, definite information on the nature of the work the applicant has performed. In recording this information on the

application card, the interviewer must select only that part of the information which is occupationally significant (i.e., the "what," "why," "how" and "what is involved" which were treated in Training Unit No. 1). In actual operating practice in application taking, it is possible to adopt short cuts in certain interviewing situations. These short cuts in no way eliminate any essential information needed for the occupational classification of the application card nor do they eliminate any of the information essential to selection.

There are three general situations in which it will be possible to use these short cuts and reduce the excessive amount of writing in the work history section of the card which would otherwise be necessary:

1. Laborers who have performed no tasks (in any of the jobs they have held) which have involved any skill or training or the use of any tools outside of shovels, pickaxes or wheelbarrows. The interviewer must, through careful questioning, be absolutely sure that such an applicant has acquired no skills. In those cases where he has made certain that the applicant indeed is without skill or training, it is not necessary to write a detailed description (around the "what," "why," "how" formula) for each job the applicant has held since he began to work. The interviewer enters in item 13 the name, address, business, rate of pay of the last employer and in item 14 describes briefly the kind of labor work the man did - for example, "Laborer, dug ditches and shoveled sand for concrete," or "Track laborer, helped set railroad ties and cover them with ballast."

In the remaining blank space of item 14 (and using extra space in item 16 if needed) the interviewer lists the names, dates and city location of any employers (and the nature of their business for whom the applicant worked for any significant length of time - one year or more). For example:

ABC Company - Iron foundry - Izmir - Yard labor - 1948/1951

XYZ Company - Construction - Adana - Carried brick -
1946/1948

Yenigun Company - Wholesale grocer - Ankara - Warehouse labor
1944/1946

If the worker has had no relatively permanent jobs, but has followed only casual employment in jobs of short durations - a month here and a week there, - the information on the last employer is entered in items 13 and 14 as described above. The remaining time in his work history may be summarized under item 21, Summary of Other Work Experience, in the following manner - "Various short time jobs as hamal, cotton picker, construction labor, Sivas, Konya, Adana 1938/1952."

The interviewer enters sufficient information in the situation indicated above to account for a reasonable portion of the applicant's total work history. The applicant's work history is the period from the time he started to work (or left school) until the present time.

It must be stressed again that in his questions the interviewer must follow the Basic Interviewing Technique - until he is sure that the worker actually has no skill above that of laborer. This caution is repeated because there is a tendency on the part of many educated people (such as employment service interviewers) to disregard or underestimate the skills and abilities required in manual occupations. Too often, unless care is taken, there is a real tendency to assume that an applicant in old work clothes is an unskilled person or a "laborer." Very frequently this is not the case and only the use of the Basic Interviewing Technique will reveal information clearly indicating that some degree of skill and ability has been demonstrated by the applicant in the jobs he has held. Failure to apply the interviewing technique conscientiously may result in applicants being improperly classified as laborer, when in fact they possess experience or skill which would help the office find them a job (and which would meet the needs of employers for whom the office is trying to find the right workers).

2. Skilled or semi-skilled workers who have held several jobs having the same (or very similar) content in more than one establishment in the same industry. In such cases item 13 is filled in for the establishment in which he held his last regular job and the nature and complete description of the job is entered in item 14. Following the description information is entered regarding the name, business and location of the other firms in the same industry where the worker performed, together with the years included in the employment. For example, "Also performed the same job of cloth weaver, machine loom for Sumerbank plant cotton textile - Adana 1948/1951; Colortex Company, cotton textiles, Istanbul 1940/1948."

The interviewer must, by use of the Basic Interviewing Technique, be certain that the jobs performed in the different plants were in fact essentially the same before he uses this short cut method of recording the information on the application card. If any significant differences are found, a separate description must be entered for each different job. For example, if in one plant the weaver also did loom fixing, this would call for a complete separate entry in items 15 and 16.

This short cut is particularly useful for craftsmen in the construction industry who perform essentially the same jobs in the same trades for a large number of different employers year after year.

3. For all occupations great assistance can be obtained through referring to the International Standard Classification of Occupations (when it has been completely adapted to host country jobs it will - as a national job dictionary - be a more precise and useful tool for this purpose but it can be used in its international form until then).

It is possible through the use of this tool to shorten substantially the description on the application form of any and all of the significant jobs the applicant has held. Locating the definition of the job or jobs the applicant claims to have performed, the interviewer uses the book definition as a guide in developing questions for the interview, with three objectives in mind:

1. To verify that the applicant had experience in the occupation(s) claimed.
2. To be sure that the right job title has been selected.
3. To draw out information from the applicant regarding the job variables in the job described.

If the interviewer is satisfied on the first two points, it will be necessary to write in the work history section of the application card only the job title given in the book (instead of the task-by-task description we learned in Training Unit No. 1 when we were gaining an understanding of basic job structure). To the job title, only the significant job variables (if any) need be added.

B. Discussion of the Items on the Application Card other than the Work History Items

Most of our attention in Training Unit No. 1 and in this unit so far has been directed to the Work History Section, items 13 - 21 inclusive. This section (together with the occupational title and code which is derived from it) is the most important, as well as the most difficult part of the application form. However, it is important to be sure that we all understand the other items on the card. At this point in the training session the class recesses for about 30 minutes to read the placement Manual sections (in whatever kind or version of manual the consultant has prepared including adaptations of the ES Manual) covering the items on the application card concerned with identifying information, possession of licenses, tools, education, training etc. Following the recess the instructor conducts a discussion on the items and answers questions, assuring that all have an understanding of the Manual material and their use of the information on the card.

Discussion, Questions and Answers. Also explanation of importance of giving information to the applicant with regard to how the office operates and his responsibilities in keeping his card active and responding to call-in.

III. Taking Employer Orders for Workers

A. General

The essential principle to remember about order taking is that we must obtain from the employer complete information about the job he wants filled and in sufficient detail so that this information can all be compared with the details of the jobs recorded on the application cards. In this way - and in this way only - is it possible to match the requirements of the job with the qualifications of the applicants and select the best qualified workers for the employer.

In order to secure the information which we need on the order, we apply the same techniques in talking with the employer as we use in interviewing the applicant to determine his work qualifications. This is the same Basic Interviewing Technique we learned about in Training Unit No. 1. This information is recorded on an order form (Form _____). You can see that this form has ample space on it to record the description of the job for which the employer wants a worker. It also has spaces for other necessary information much like those provided on the application card (Form _____).

While we apply the same Basic Interviewing Technique in obtaining from the employer a description of the job he wants filled, the order taking process is somewhat more difficult than application taking in many instances. This arises from the fact that the employer is likely to be more impatient than work-seeking applicants when subjected to a number of questions regarding the nature of the job. He often feels that he is doing the office a favor in allowing it to handle his needs (which as a matter of fact he is). He occupies the role of a customer in relation to the office, and customers often tend to be a bit impatient or temperamental. It is important to understand this in dealing with him.

However, unless the order is clearly for a very simple job (i.e., unskilled labor) or unless the interviewer taking the order is completely familiar with the occupation from past dealings with the same employer, a certain amount of questioning is unavoidable. The employer's understanding and cooperation can readily be secured in most cases, if the interviewer will take the trouble to explain that the information requested is needed in order to make it possible to select the best possible workers for the job which the employer wants to fill.

B. Practice Exercise in Order Taking

"Role-playing" exercises can be quite effective training devices, both from the standpoint of getting the subject across, and of arousing the interest and participation of the class. The one suggested for use at this point is taken from BES Employment Office Training Unit # 3 "Order-taking and Order-filling." A fact sheet is used as the basis for the "employer's" dialogue and is given to the interviewer playing his role. The instructor retains the "pony," or correct copy, of the order for his own use in checking the work of the class.

Prior to the training session, the instructor will have designated two trainees to participate in the role-playing telephone interview between an order-taking interviewer and an employer. At this point, explain to the class that one trainee will play the part of the employer, Mr. John Smith, and the other trainee the part of an interviewer who is taking Mr. Smith's telephone order for the worker. The fact sheet (below) may be used by the trainee playing the part of the employer. Some data may be left out purposely and the "interviewer" may ask some questions of the employer, but for later discussion, some pertinent information should be withheld.

Each of you has a blank order form. You are to listen to the conversation between the employer and the interviewer, and record the information as given. When the conversation is concluded we shall discuss the order forms you have completed.

*** Allow trainees sufficient time for completing the order form and referring to occupational information materials as necessary. Review results by discussing the information they recorded on the order form for:

Identifying information

Job content

Performance requirements

Hiring requirements

Contract requirements

Referral instructions

FACT SHEET
for
Recording Information
on the
Order Card

BLANK MANUFACTURING CO.

This is John Smith, general foreman for the Blank Manufacturing Company. We operate a job shop. Much of our work is repair and replacement of worn-out or broken machine parts, particularly gears. We have an opening for an all-round machinist. The job requires at least 3 or 4 years of journeyman experience. Generally, he will work from blueprints or written specifications, but he may have to draw his own sketches and develop specifications from the worn-out or broken parts brought in for repair or replacement. Parts are manufactured primarily from bronze, steel, and cast iron, and much of the work is exacting to .001" tolerance. While all shop machines are used, this position requires the regular use of the Brown and Sharpe Gear-Cutting Machine. This special experience is preferable, but not required. There are occasions when he will have to assign some of his work to machine operators. In such instances, it is expected that he will give them any needed instruction in the production of the parts. Also, he will be expected to supervise the work of apprentices when they are assigned to him. Good promotional opportunity for man with foreman abilities--can work into shop foreman. We pay the going rate of \$2.25 per hour. The regular work week is 40 hours, plus 4 hours overtime at time-and-one-half. Our hours are 8 to 4:30 on week days, 8 to 12 on Saturday. Our shop is I.A.M.--local 30. New men are allowed up to 30 days to join. The initiation fee is \$10, and monthly dues are \$3. Each machinist must furnish his own hand tools, and we require a physical examination. Applicants should report to me at 210 Fourteenth Street any weekday, except Saturday, between the hours of 8 and 5. We can use him now. I can be reached by phone at the shop--Jackson 2040.

EMPLOYER'S NAME Blank Manufacturing Company		NO. OPENINGS 1	NO. TO REFER —	OCCUPATIONAL TITLE Fitter-Machinist	CODE 7-50.10
ADDRESS 210 - 14th St., Middletown		DURATION Perm	EMPLOYER'S JOB TITLE All-round machinist		ORDER NO. 2698
TELEPHONE Jackson 2020	WHEN TO APPLY 8-5 Mon-Fri	TIME LIMIT TO FILL Immed.	RATE OF PAY \$2.25 p/h - automatic increase		PRIORITY
PERSON TO SEE—HOW TO REACH John Smith, General Foreman		INDUSTRIAL CODE 3599	HOURS OF WORK 44 hr wk. - 1½ O.T. for over 40 hrs.		
at above address		INDUSTRY Mach Shops	UNION IAM	SEE JOB SPEC.	

SUMMARY OF JOB (TYPE POSITION, EMPLOYER OPERATOR, BUSINESS CHANGES, ETC.) Makes repairs or replacement of machine parts particularly gears. Works from blueprints and written specifications. May have to make own sketches and develop specifications from worn-out or broken parts. Works with bronze, steel, and cast iron. May assign some work to machine operators, and instruct them as necessary. Will be expected to supervise apprentices who may be assigned to him.				SEX —	AGE RANGE —	MARITAL STATUS —	CITIZENSHIP —
OTHER PHYSICAL REQUIREMENTS Physical Examination							
EXPERIENCE REQUIREMENTS Three or four yrs. as journeyman machinist. Experience on Brown & Sharpe Gear-Cutting machine desirable.							
EDUCATION AND TRAINING REQUIREMENTS							
MISCELLANEOUS REQUIREMENTS Furnish own hand tools (Good opportunity for promotion to foreman for right man.)							

DATE AND TIME 2-13-53					INTERVIEWER A.B.																									
A	B	C	D	E	F	G	H	I	J	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21

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Front
 ORDER FORM
 for
 Blank Manufacturing Company

C. Details of the Order Taking Activity

The class will adjourn for one hour for a reading assignment in the Manual of Operations. After reading the following sections in part II, we will reconvene to discuss these items. Make a careful note of any questions you may wish to ask at that time.

<u>Section</u>	<u>Subject</u>
(Insert the appropriate <u>Manual</u> section numbers for the subjects listed)	Scope of Order Taking
	Definition of the Order Taking Interview
	General Method of Conducting the Order Taking Interview
	Summary of Information Obtained from the Employer
	Obtaining Identifying Data
	Obtaining Information about the Content of the Job
	Drawing Conclusions as to Performance Requirements
	Obtaining Data on Hiring Requirements
	Obtaining Information about the Employment Contract
	Obtaining Referral Instructions
	Giving the Employer Information Summary of Information Provided the Employer
	Information on the Limitations in the Actions to be Taken
	Information Relative to Selection and Reference
	Orders in Violation of Law
	Orders Predesignating the Applicants to be Referred
Substandard Orders	
Occupational Classification Of Orders	

SectionSubject

Instructions for Preparing Order Form
(Form _____)

Use of Master Order and Closed Order File
in Order Taking

IV. Filling Employer OrdersA. General

In discussing this activity we will deal with a number of procedures and different methods. These are all useful and necessary. The guiding principle behind these procedures and methods is very simple but extremely important; much more important in fact than any individual method or procedure which is involved. The principle is this. Once an order is obtained, it must be filled and filled properly. Until the order is successfully filled, it represents the most urgent responsibility facing the local office staff. All of the energy, ingenuity and resources of the local staff will be committed to the extent necessary to the successful filling of each and every legitimate order obtained. This activity will, when a choice is necessary, take precedence and priority over all other work in the office.

The importance of this activity cannot be stressed too strongly. This is the pay-off. It is at this point that we fulfil the two basic obligations placed upon us by law; bringing the worker to proper employment and bringing to the employer the most effective and qualified worker for his needs.

If, through failure to realize the importance of this phase of the office's activity, the staff does not take strong, intelligent and sustained action on the filling of the orders it gets, all the rest of the work of the office (application taking, soliciting employers for job openings, etc.) will be wasted.

Failure to fill an order not only means the loss of that one specific piece of business, but may also result in the loss of many other future orders. When an employer fails to receive good service on an order which he gives to the office, the result is a loss of confidence on his part in the ability of the employment service to meet his needs. In the future he will use other means for obtaining the workers he wants. Then, too, there is the good probability that in his conversations with other employers in the community he will mention the bad service he received from the government employment service. This will cause these other employers in turn to form a poor opinion of the office and to look to other channels when they need workers. Fortunately, this type of chain-reaction works both ways. Efficient service in filling an order properly encourages further use of the office by the employer and the possibility of additional business from other employers who hear from him about the good service he has obtained. The best possible propaganda for the local office

is a satisfied user. Satisfied employers recommend our office to other employers. Workers well placed tell their friends who in turn come to the office for service, thus increasing the supply of labor of different kinds which the office can make available to employer users.

There is another general consideration with regard to filling employer orders which merits some discussion at this point.

In placement practices a tendency often develops to regard the speed of filling the order as the main consideration in the transaction. Of course, speed, or promptness, is desirable in filling the employer's needs. Nevertheless, speed is of secondary importance to the overriding consideration of finding the best qualified applicant for the employer's job requirements.

The normal employer wants the best worker he can get for his job and the money he is offering. Quite naturally he would like to have such a person within a few minutes after he places his order with the employment service. Quite often he had little understanding as to how the service operates, and he may even be under the impression that every unemployed man in town is sitting and waiting all day every day in the local office available for immediate referral. Therefore, when an employer places an order which requires any degree of selectivity, it is essential that the interviewer inform him, briefly, on how the office operates and about how long it will take for the office to select, call-in and refer the best qualified applicants. Employers, on the whole, are reasonable businessmen. Once they understand that they will get a better qualified worker by allowing the office enough time to fill the order properly, they are usually more than willing to do so.

It is most important to keep this in mind. Too often interviewers fail to handle the employer in a businesslike way and through nervousness or timidity promise immediate referral on a job which requires careful file search or even outside recruitment. Having made this error, the interviewer has lost control of the transaction and is then compelled to try to find some applicant in the walk-in traffic (persons who just happen to make a voluntary appearance at the office that day) who in some way resembles what is needed on the order. Instead of a fully qualified applicant (who could be found by file search) the interviewer feels forced to refer the chance walk-in applicant. Unless he is phenomenally lucky, the result is that the applicant he refers in this manner will be only partially qualified, or even unqualified for the employer's job. The result is one lost customer and the loss of a chance for placement for the fully qualified applicants represented by cards in the application file.

There are some kinds of jobs where immediate referral is not only possible but necessary. These are easy to identify and are always jobs which require no skill or experience. Casual labor or domestic daywork jobs of this kind often must be filled immediately if they are to be filled at all, and immediate availability of an applicant

who is ready to go to work at once is the principal requirement of the order. On all other kinds of orders, however, care must be taken to allow enough time to select workers who have the qualifications needed.

B. Details of the Order Filling Activity

The class will adjourn for one and one-half hours for a reading assignment in the Manual of Operations. After reading the following sections in part II of the Manual, we will reconvene to discuss these items. Make a careful note of any questions you may wish to ask at that time.

Manual Section Numbers

Subject

<p>(Consultant: Insert below the appropriate section numbers in the Placement Manual you have prepared.)</p>	<p>Summary of Activities Involved in Filling the Employer Order</p> <p>Keeping the Employer Informed when no Referrals are made</p> <p>Definition of Selection</p> <p>Planning Selection</p> <p>Sources of Applicant Selection</p> <p>Use of Application File - Selection from Occupational Classification</p> <p>Call-in of Applicants Represented in Application File</p> <p>Use of Current Intake in Selection</p> <p>Choosing the Applicant for Referral Comparison of Requirements and Qualifications</p> <p>Use of Supplementary Information as an Aid in Selection</p> <p>Consideration of Factors Influencing Applicant Acceptance of Referral</p> <p>Comparison of Applicants</p> <p>The Pre-referral Interview (Selection Interview)</p> <p>Cooperation with the Employer during Selection</p> <p>Procedure for Cooperation</p> <p>Recruitment of Applicants</p> <p>Summary of Procedure</p>
--	--

Manual Section Numbers

Subject

Using Sources within the Community
Methods for Using Sources

Organized Sources

Unorganized Sources

The Use of Advertising for Recruitment

Types of Newspaper Advertising

Radio Advertising

Other Advertising

Use of Intensive Recruitment (for unusually large campaigns)

Methods for Conducting Intensive Recruitment

Special Intensive Recruitment Procedures

Referral

Definition of Referral

Procedures for Referral

Reviewing with the Employer the Applicant's Qualifications

Preparing the applicant for Interview (with Employer)

Providing an Introduction

Instructions for Preparing the Introduction Card

Recording Referral and Placement Information

Completing Local Office Referral and Placement Records (Summary)

Instructions for Completing Referral and Placement Record Section of the Application Card

Instructions for Completing Referral and Placement Record Section of Order Form

Verification

Definition of Verification

Manual Section Numbers

Subject

	Activities Involved in Verification
Order Follow-up	
	Scope of Order Follow-up
	Cancelled Orders which may be Reinstated
	Selected Orders Closed by Placement

Read also the Definitions contained in the following paragraphs - (V. Definitions page 25) of this Training Unit.

C. Practice Exercise in the Selection of Applicants to Fill an Order

This exercise is designed to sharpen the trainees understanding of this vitally important part of the placement process and to provide some actual practice and familiarity with this phase prior to attempting it in the pilot office. This exercise is borrowed from BES' Employment Office Training Unit No. 3 "Order Taking and Order Filling." The practice order and application cards have been skillfully constructed to provide effective training selection. The job titles and codes have been converted to the International Standard Classification of Occupations and Codes. (ILO 1958).

Discussion Material for Instructor

Now let's go to the first source, our active file, to select applicants to fill the order for a machinist for the Blank Manufacturing Company.

(On the following pages the Instructor will find data representing a typical active file of machinists, code No. 7-50.10. These should be reproduced locally and a set provided to each trainee.)

??? From this active file, which applicant or applicants would you select and call in for consideration for referral to the Blank Manufacturing Company?

*** While trainees are reviewing cards:

- BB
1. Who is the first to be considered?
 2. Who is one of the first?
 3. Who is called in?

IMPORTANT CIVILIAN AND MILITARY EXPERIENCE

DESCRIBE YOUR LONGEST AND MOST IMPORTANT JOBS. BEGIN WITH YOUR MOST RECENT JOB

15. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Royal Gun Factory			19. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT Machinist - Laid out parts of ordnance, constructed and repaired parts from cast iron forgings
16. ADDRESS			
17. EMPLOYER'S BUSINESS Government Service			23. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT Machine Operator - Constructed and fitted machine parts according to blueprints and printed instruction using various hand and machine tools
18. LENGTH OF JOB 7	DATE ENDED 1953	PAY \$2.10	
20. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Blank Co.			
21. ADDRESS Bethesda, Maryland			24. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT All-round machinist lathe work - started as an apprentice
22. EMPLOYER'S BUSINESS Instruments			
23. LENGTH OF JOB 2	DATE ENDED 1946	PAY \$1.40	25. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
25. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE American Inst. Co.			
26. ADDRESS			26. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
27. EMPLOYER'S BUSINESS			
28. LENGTH OF JOB 12	DATE ENDED 1944	PAY \$1.10	28. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
29. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			
30. ADDRESS			29. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
31. EMPLOYER'S BUSINESS			
32. LENGTH OF JOB	DATE ENDED	PAY	32. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
33. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			
34. ADDRESS			33. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
35. EMPLOYER'S BUSINESS			
36. LENGTH OF JOB	DATE ENDED	PAY	36. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
37. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			
38. ADDRESS			37. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
39. EMPLOYER'S BUSINESS			
40. LENGTH OF JOB	DATE ENDED	PAY	40. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
41. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			
42. ADDRESS			41. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
43. EMPLOYER'S BUSINESS			

Application Form for Applicant M

Inside

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A B C D E F G H I J 1 2 3 4 5 6 7 8 9										DO NOT WRITE BELOW THIS LINE																								
1. FIRST LAST NAME FIRST MIDDLE										8. SOCIAL SEC. NO.					TITLES					CODES														
2. NUMBER AND STREET ADDRESS, R. D. OR P. O. BOX NO. 12 King St.										3. CITY PORTAL ZONE STATE Middletown					Fitter-Machinist					7-50.10														
6. DATE OF BIRTH 2 23 00 (MO.) (DAY) (YEAR)										7. <input checked="" type="checkbox"/> MARRIED <input type="checkbox"/> DIVORCED <input type="checkbox"/> SINGLE <input type="checkbox"/> SEPARATED <input type="checkbox"/> WIDOWED					9. HEIGHT 5 4 (FT.) (IN.)					10. WEIGHT 155 (POUNDS)					SKILLS, KNOWLEDGE, ABILITIES					DATES				
11. IF VETERAN, ENTER YOUR LAST MILITARY SERVICE										ENTRY ON ACTIVE SERVICE					RELEASE FROM ACTIVE SERVICE					SERIAL NO.					Mile Boring Mill					9-1-53				
12. IF NEEDED FOR WORK, DO YOU HAVE										TOOLS <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO LICENSE <input type="checkbox"/> YES <input type="checkbox"/> NO					AUTOMOBILE <input type="checkbox"/> YES <input type="checkbox"/> NO TRUCK <input type="checkbox"/> YES <input type="checkbox"/> NO					36" Table to .005" tolerance														
13. IF UNION MEMBER, GIVE NUMBER, NAME AND AFFILIATION OF LOCAL										IAM										TEST RESULTS														
14. CIRCLE HIGHEST YEAR OF EDUCATION COMPLETED AND GIVE DEGREES RECEIVED										GRADE SCHOOL 1 2 3 4 5 6 7 (6)					HIGH SCHOOL 1 2 3 4					COLLEGE 1 2 3 4 5 6 7					DEGREES									
NAME SCHOOL AND LIST COURSES OR TRAINING (INCLUDING MILITARY) WHICH PREPARED YOU FOR WORK. GIVE LENGTH AND DATES ENDED.										Citizen, but born in England where he finished elementary school																								
TURN TO INSIDE OF CARD										WILLING TO LEAVE CITY <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO					WILLING TO LIVE AT WORK <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO																			

Application Form for Applicant B

Front

IMPORTANT CIVILIAN AND MILITARY EXPERIENCE

DESCRIBE YOUR LONGEST AND MOST IMPORTANT JOBS. BEGIN WITH YOUR MOST RECENT JOB

15. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Engineering Co.	19. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT All-round machinist. Performed all machine and hand tasks required in shaping, finishing, fitting and assembling machine parts. Where necessary forged metal to proper shape.
16. ADDRESS Philadelphia	20. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE N. Y. Central R.R.
17. EMPLOYER'S BUSINESS Gen'l. Machine Work	21. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT All-round shop machinist - primarily finished new and old cylinders, pistons and piston rods by honing, lapping or ironing to high degree of smoothness using various hand and machine tools.
18. LENGTH OF JOB 15 yrs.	22. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE R. R. Trans.
DATE ENDED 1953	23. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT (Empty)
PAY \$2.80	24. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
25. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)	26. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
26. ADDRESS (Empty)	27. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
27. EMPLOYER'S BUSINESS (Empty)	28. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
28. LENGTH OF JOB (Empty)	29. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
DATE ENDED (Empty)	30. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
PAY (Empty)	31. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
32. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)	32. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
33. ADDRESS (Empty)	33. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
34. EMPLOYER'S BUSINESS (Empty)	34. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
35. LENGTH OF JOB (Empty)	35. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
DATE ENDED (Empty)	36. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
PAY (Empty)	36. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
37. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)	37. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
38. ADDRESS (Empty)	38. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
39. EMPLOYER'S BUSINESS (Empty)	39. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
40. LENGTH OF JOB (Empty)	40. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
DATE ENDED (Empty)	41. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)
PAY (Empty)	41. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE (Empty)

Inside
 Application Form for
 Applicant B

SALMON

IMPORTANT CIVILIAN AND MILITARY EXPERIENCE

DESCRIBE YOUR LONGEST AND MOST IMPORTANT JOBS. BEGIN WITH YOUR MOST RECENT JOB

15. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Esakol Const. Co.			19. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT Part of military service spent in machine shop -		
16. ADDRESS New York			drafting - experimental machinery-gearing; attended		
17. EMPLOYER'S BUSINESS Construction			various schools.		
18. LENGTH OF JOB 2 1/2	DATE ENDED 1952	PAY \$2.50			
20. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Navy			24. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT		
21. ADDRESS			Heavy duty engine overhaul. All types of con-		
22. EMPLOYER'S BUSINESS			struction equipment adjusted and repaired.		
23. LENGTH OF JOB 6	DATE ENDED 1948	PAY	Repair, rebuild and remake broken parts.		
25. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Blank Steam Turbine Co.			29. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT		
26. ADDRESS New Jersey			Toolmaking, assembled-engine parts, made jigs and		
27. EMPLOYER'S BUSINESS Mrs.			fixtures, used hand and machine tools as necessary.		
28. LENGTH OF JOB 3 1/2	DATE ENDED 1942	PAY \$1.25 hr.			
30. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE U. S. Air Force			34. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT		
31. ADDRESS			Air Craft engine and shop mechanic, overhaul and		
32. EMPLOYER'S BUSINESS			repair.		
35. LENGTH OF JOB 3	DATE ENDED 1938	PAY \$2.25			
36. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			38. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT		
36. ADDRESS					
37. EMPLOYER'S BUSINESS					
39. LENGTH OF JOB	DATE ENDED	PAY			

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Application Form for
Applicant X

Inside

302734 O - 54 - 5

DO NOT WRITE BELOW THIS LINE

A B C D E F G H I J 1 2 3 4 5 6 7 8 9										DO NOT WRITE BELOW THIS LINE					
1. PRINT LAST NAME L					FIRST MIDDLE					5. SOCIAL SEC. NO.		TITLES Fitter-Machinist		CODES 7-50.10	
2. NUMBER AND STREET ADDRESS, R. D. OR P. O. BOX NO. 136 Damen								4. TELEPHONE NO. Jo-3-6483							
3. CITY Middletown			POSTAL ZONE			STATE									
6. DATE OF BIRTH 6 26 18		7. <input checked="" type="checkbox"/> MARRIED <input type="checkbox"/> DIVORCED <input type="checkbox"/> SINGLE <input type="checkbox"/> SEPARATED <input type="checkbox"/> WIDOWED		8. HEIGHT 6		9. WEIGHT				SKILLS, KNOWLEDGE, ABILITIES Shaper, gear cutter, milling machine, lathe, and boring mill principal machine tools used on last job.		DATES 9-1-53			
11. IF VETERAN, ENTER YOUR LAST MILITARY SERVICE															
ENTRY ON ACTIVE SERVICE			RELEASE FROM ACTIVE SERVICE			SERIAL NO.									
(NO.) (DAY) (YEAR)		(NO.) (DAY) (YEAR)													
12. IF NEEDED FOR WORK, DO YOU HAVE		TOOLS <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO		AUTOMOBILE <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO		LICENSE <input type="checkbox"/> YES <input type="checkbox"/> NO		TRUCK <input type="checkbox"/> YES <input type="checkbox"/> NO							
13. IF UNION MEMBER, GIVE NUMBER, NAME AND AFFILIATION OF LOCAL Machinists (Calif.)										TEST RESULTS					
14. CIRCLE HIGHEST YEAR OF EDUCATION COMPLETED AND GIVE DEGREES RECEIVED															
GRADE SCHOOL 1 2 3 4 5 6 7 8		HIGH SCHOOL 1 2 3 (4)		COLLEGE 1 2 3 4 5 6 7		DEGREES									
NAME SCHOOL AND LIST COURSES OR TRAINING (INCLUDING MILITARY) WHICH PREPARED YOU FOR WORK. GIVE LENGTH AND DATES ENDED. 4-year apprenticeship.															
TURN TO INSIDE OF CARD										WILLING TO LEAVE CITY <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO		WILLING TO LIVE AT WORK <input type="checkbox"/> YES <input checked="" type="checkbox"/> NO			

Application Form for Applicant I

Front

IMPORTANT CIVILIAN AND MILITARY EXPERIENCE

DESCRIBE YOUR LONGEST AND MOST IMPORTANT JOBS. BEGIN WITH YOUR MOST RECENT JOB

15. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Blank Aircraft Company			19. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT Cut, shaped and finished steel, aluminum, brass &
16. ADDRESS California			magnesium-alloy aircraft parts to close tolerances
17. EMPLOYER'S BUSINESS Aircraft Manufacturing			as indicated on blue prints. Use hand and machine
18. LENGTH OF JOB 7	DATE ENDED 1953	PAY \$2.60	tools. Death in family
20. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE Blank Ship & Boat Builders			24. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT Dismantled, repaired and reassembled movable parts
21. ADDRESS Baltimore			of steamboat to place them in serviceable con-
22. EMPLOYER'S BUSINESS Ship & Boat Building & Repairing			dition—used a wide variety of hand and portable
23. LENGTH OF JOB 8	DATE ENDED 1946	PAY \$1.50	machine tools. Began as apprentice.
25. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			29. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
26. ADDRESS			
27. EMPLOYER'S BUSINESS			
28. LENGTH OF JOB	DATE ENDED	PAY	
30. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			34. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
31. ADDRESS			
32. EMPLOYER'S BUSINESS			
33. LENGTH OF JOB	DATE ENDED	PAY	
35. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE			38. NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT
36. ADDRESS			
37. EMPLOYER'S BUSINESS			
39. LENGTH OF JOB	DATE ENDED	PAY	

Application Form for Applicant I

Inside

******** Discuss here the reasons for selecting applicants "I" and "L" for call-in. Point out that this action represents the "intermediate" step in the selection process. Discussion should be based upon the following:

Applicant "B"

While the card of applicant "B" does not specifically indicate whether he meets many of the requirements of the opening, we can see from the degree of accuracy to which he is accustomed to work that he does not meet the tolerance requirement of the order. "B" would not be called in.

Applicant "L"

Applicant "L" has 15 years' machinist experience, including operation of a gear cutter and work with a variety of metals. A review of his experience shows his entire work history is in shipyards and aircraft plants which are normally production jobs with a considerable degree of job breakdown. Also, we are unable to determine from his application the accuracy of work or his ability to make sketches and develop specifications. "L" should be called in to determine his ability to do the setting up and adjusting of machines required in the Elank Company job shop, as well as tolerances worked and ability to draw sketches and develop specifications.

Applicant "M"

The experience of applicant "M" prior to his last job appears to have been primarily as a machine operator rather than an all-round machinist. His experience as a machinist with the Naval Gun Factory has not provided him the required experience in the working properties of various metals.

By recording of call-in we mean making the required entries regarding the call-in action. On the application card, in the referral and placement record section, you would enter the date and method of call-in, name of employer, and job title involved on job order. On the order form, in the "Action Summary" section, you would enter a brief statement of the action taken to locate and call in applicants.

At the time of the pre-referral interview, the applicant is chosen whose qualifications and interest match the employer's requirements and who, therefore, merits the employer's consideration. The interviewer makes a point-by-point comparison of similar elements in the work history and training of the applicant with the performance and hiring requirements of the job opening to determine whether or not they match sufficiently to merit referral of the applicant to the employer. The critical point is that not only should there be positive matching, but the interviewer's decision must also reflect consideration of the applicant in terms of his availability, his preferences, and the suitability of the job for him.

Appendix No. 5

It is in this final stage of selection that the pre-referral interview occurs and the follow-up conferences with the employer may take place. In some instances it is possible to make the final selection from the information on the application card and to refer the worker by telephone to the job openings. If it is necessary to call the applicant into the office, the interviewer reviews areas of information concerning evidence of his qualifications as reflected on the application card and determines what information to add or expand. This permits him to direct the interview quickly and objectively toward obtaining the significant information upon which to base his decision.

The discussion with the applicant should cover such pertinent items as:

1. Job duties, stated in terms of the significant tasks and variables of the occupation involved.
2. Factors influencing applicant acceptance, such as (a) wages, (b) hours, and (c) working conditions.
3. Duration of employment.
4. Promotion possibilities.
5. General location of the place of employment.
6. Conditions of employment to be met, such as (a) possession of tools, (b) union membership, and (c) licenses.

At this point, the final selection becomes a two-way responsibility, since applicant acceptance is a vital part of it. Many of the points of consideration which we have just mentioned can be determined only by the applicant. We shall have to assume at this point that the applicants who were called in reported, and additional information was obtained.

Prior to the actual referral of the applicant to the employer, the placement interviewer may verify that the job is still open and that the performance and hiring requirements used as a basis in selection represent the employer's current specifications. Simultaneously, the placement interviewer may prepare the employer for the interview with the applicant by identifying the applicant, giving a statement of his qualifications as they relate to the job, and explaining any special problem in such a way as to facilitate favorable consideration of the applicant.

V. Definitions

The following definitions relating to the major activities in the placement process are brought together here for ease of reference. They will be found also in the various sections of part II and part III (Reports and Analysis) of the Manual of Operations.

A. Definition of a Placement

A placement is defined as an acceptance by an employer of a person for a job as a direct result of the completion by the employment service office of all of the following four steps:

1. The receipt of an employer order prior to the referral of an applicant;
2. The selection of the person to be referred without designation by the employer of any particular individual or group of individuals;
3. The referral of the person selected;
4. Verification from a reliable source, preferably the employer, that the person referred has been hired.

B. New Application

A new application is an instance in which:

1. An applicant applies for work and
2. No previously prepared application card is in the "Active" or "Inactive" files of the local office, and
3. Information sufficient to support a primary occupational classification and to serve the needs of selection is recorded on Application Form _____ by a member of the local office staff in an interview with the applicant.

C. Employer Order

An employer order is a single recorded request (on Order Form _____) from an employer for the selection and referral of one or more applicants to fill a specified number of job openings in a single occupational classification; (when an employer needs workers at the same time in several different occupations, a separate order is prepared for each occupation).

D. An Opening

An opening is a single job in an employer's establishment for which the local office has on file a request to select and refer one or more applicants. An order (see C above) may represent one opening or a number of openings in a single occupational classification.

E. Selection or Call-in Notice

A selection notice is a message sent to an applicant requesting him to report to the local office for a selection interview and possible referral to a specific job opening, which is available in the local

office. A selection notice is sent only to an applicant who has a previously prepared application card on file in the local office and whose card has been selected from the file for the purpose of filling a specific job opening held by the local office. The selection notice message may be either oral or written and may be transmitted by mail, telephone, messenger or other means.

F. A Selection Interview

A selection interview is an interview in which:

1. The qualifications of the applicant are reviewed in relation to specific job openings which are available in the local office and for which there is reason to believe the applicant may be qualified, and
2. The interview is conducted by the local office staff member who has the authority to decide whether to send the applicant to the job (to refer him) or to reject him as not having the qualifications required by the job or jobs discussed.

G. A Referral

A referral is the act of sending the selected applicant to the employer for whose job opening the interviewer has selected the applicant. Referral usually involves giving the applicant a card of introduction to the employer (Form _____) and specific directions as to how to reach the employer's establishment as well as the time he should arrive there.

H. A Short-time Placement (Nonagricultural)

A short-time, nonagricultural placement is a placement in a job which the employer expects to involve work lasting seven days or less.

I. Group Agricultural Placements

These are agricultural placements made through an intermediary who acts as leader and spokesman for a group of seasonal agricultural workers. The transaction is governed by the same definition as other placements (see A above) except that the office's selection and referral dealings are with a single individual whose decision to accept referral is binding on a group of workers in addition to himself. If the referral is successful (i.e., the employer engages the group), agricultural placements, group type, are counted equal to the number of able workers in the group.

Appendix No. 6

Visual Aid Material
for
Placement Process Training Unit

(Materials of Turkish Employment Served Used as Examples)



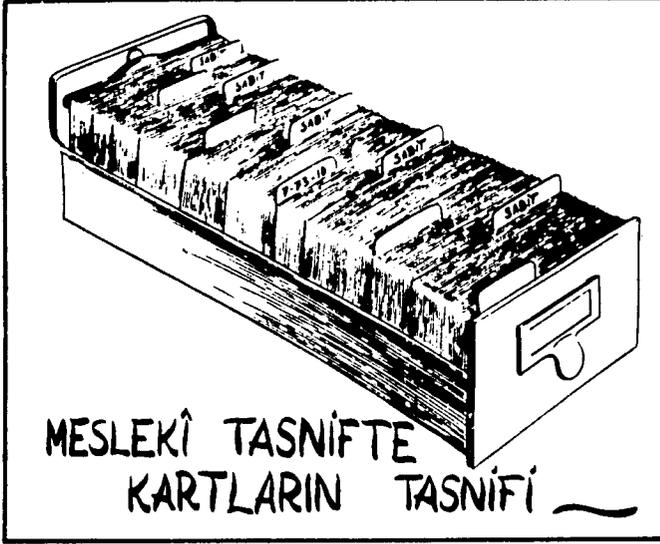
1. Hasan, an Unemployed Welder, contacts the E. S. Receptionist.



2. An E. S. Interviewer takes Hasan's Job Application.



3. Hasan's Application Card is given an Occupational Classification and Code.



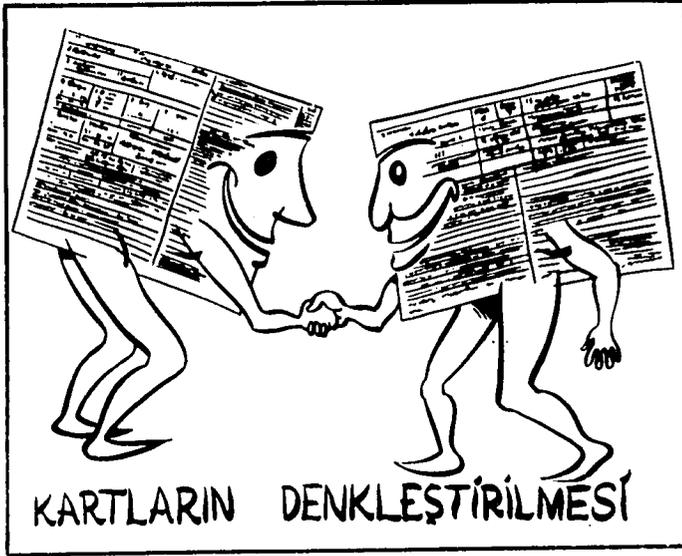
4. Hasan's Card is Filed in the Welder's Section of the Application File.



5. Order Taking Interview- Mr. Yıldız, an Employer Phones Order for a Welder.



6. The Employer's Job Order is given an Occupational Classification and Code.



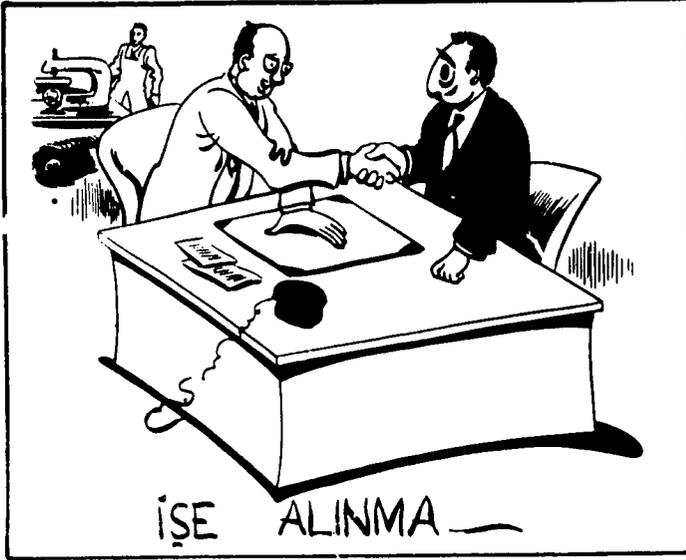
7. The Selection Process: The Job Application is matched with the Job Order.



8. Selection Notice is sent Hasan by Messenger, Telephone or Mail.



9. Pre-selection interview: Hasan responds to Notice. Job is discussed.



10. The Employment Interview at the Plant. Hasan is Hired.



11. E. S. Interviewer verifies Placement by calling Employer.



12. Transaction Reported Statistically: Application sent to Inactive File and Order to Closed File.

Appendix No. 7

Outline for a Structure
of a
Manual of Operations

**OUTLINE FOR THE STRUCTURE
OF A
MANUAL OF OPERATIONS**

Preface

General Table of Contents	
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Glossary	
Introduction to the Manual	0001-0999

Part I - Organization and Management

Organization and Management of the Central Office	0001-3999
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Local Office Management	6000-7999
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Part II - Employment Service Programs and Procedures

Objectives, Rules and Regulations, and Policies	0001-0999
Placement Process	1000-1999
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Public Information (propaganda) Program	8000-8999
Union Relations	9000-9999
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**Part III - Reports and Analysis (Labor Market Activity)
and Operating Statistical Reports**

Introduction	0001-0999
Monthly Local Office Activity Report	1000-1999
Monthly Placement Analysis Report	2000-2999
Local Office Statistical Procedure	3000-3499

Part IV - Personnel, Fiscal & Business Management

Appendix No. 8

Example of Employer Service Sections
in a
Large Office

Showing
The Specific Industries and Occupations
Assigned to Each Such Section

Note: All occupations and all industries must be assigned. Each section is responsible for promoting business and filling the orders from all firms in the assigned industries. The assignments are of course governed by the industrial composition of the area and are designed to fix responsibility for service to each industry. The occupational assignments make it possible to assign the majority of the occupations characteristic of the industry to the section having the industry. Some economy-wide occupations are handled on an accommodation basis between sections. For example, section 4, metal working industries' orders for stenographers are filled by section No. 1.

The Central Office in Istanbul for which this was designed, was budgeted for between 30 to 40 Employment Service staff.

The occupational code groups shown are ILO's old system "International Classification of Occupations for Migration and Employment Placement" (1952). Since this appendix is intended only as an illustration (every office should be engineered on a custom basis) no effort was expended to convert these to the 1958 ILO "International Standard Classification of Occupations."7

TABLE II

Appendix No. 8

ASSIGNMENT OF INDUSTRIES & MAJOR MARKET FIRMS

To

PROPOSED EMPLOYER SERVICE SECTIONS

-

TOPHANE LOCAL OFFICE (Istanbul)

<u>Proposed Employer Service Section and Assigned Industries</u>	<u>EMPLOYERS</u>	
	<u>No. of Firms</u>	<u>Employ- ment</u>
Professional and Commercial		
Wholesale & Retail Trade	42	3,062
Banks	18	1,602
Insurance & Real Estate	9	875
Government Services	--	--
Total	<u>69</u>	<u>5,539</u>
Service		
Recreation Services	6	329
Restaurants & Hotels	16	989
Other Personal Services	--	--
Community & Business Services	<u>20</u>	<u>1,297</u>
Total	42	2,615
Textile, Footwear & Apparel		
Textile	68	4,828
Footwear & Apparel	5	680
Rubber	<u>11</u>	<u>726</u>
Total	84	6,234
Metal Working		
Basic Metals	4	168
Metal Products	14	780
Machinery (exc. Electric)	7	372
Electrical Machinery	1	27
Transportation Equipment	<u>11</u>	<u>5,926</u>
Total	37	7,309

-continued-

TABLE II
-continued-

<u>Proposed Employer, Service Section and Assigned Industries</u>	<u>Major Market Employers</u>	
	<u>No. of Firms</u>	<u>Employ- ment</u>
Food, Beverages, Tobacco & Other Mfg.		
Food	46	3,375
Beverages	3	778
Tobacco	8	3,775
Wood Products	2	77
Furniture & Fixtures	--	--
Paper & Paper Products	1	946
Printing & Publishing	30	1,635
Leather Products	1	35
Chemicals	16	1,042
Petroleum & Coal	--	--
Stone, Clay & Glass	3	128
Miscellaneous Mfg. Ind.	--	--
Total	110	11,791
Construction, Transport, & Utilities		
Mining & Quarrying	--	--
Agriculture, Forestry & Fishing	--	--
Construction	3	2,230
Electricity & Gas	3	3,744
Water & Sanitation Services	3	990
Transport	9	6,871
Communication	1	238
Total	19	14,073
OFFICE TOTAL	<u>361</u>	<u>47,581</u>

TABLE III
ASSIGNMENT OF OCCUPATIONS
to the
PROPOSED EMPLOYER SERVICE SECTIONS

<u>No.</u>	<u>Employer Service Section</u>	<u>Occupations</u>	
1.	Professional & Commercial	All in Major Groups	1, 2, 3
		All in Job Family (Electronic Equipment Operators)	7.85
		Air Traffic Controllers	8.70.10
		Air Traffic Despatchers	8.70.15
2.	Service Industries	All in Major Group	9.
		All in Job Family (Dry Cleaners & Launderers)	8.71
3.	Textile, Footwear & Apparel	All in Minor Groups:	
		Textile Making	7.0
		Textile Finishing	7.1
		Garment & Leather Products	7.2
		All in Job Family (Rubber Products)	8.72
4.	Metal Working Industries	All in Minor Groups:	
		Metal Making & Treating	7.5
		Metal Machining, fitting and assembly	7.6
		All in Job Families:	
		Welders & Related Workers	7.73
		Electroplaters & Hot Dip Platers	7.74
		Electricians, Electrical Assemblers	7.80
		Electronic Equipment Fitters	7.82
		Auto Sheet Metal Workers	7.70.50
		Aircraft Sheet Metal Workers	7.70.60
		Sheet Metal Working Operatives	7.70.90
		Shipwrights, Metal	7.72.30
		Ship, Metal Beam & frame erectors & fitters	7.72.35
		Ship Platers	7.72.36
		Plate & Profile Benders, Steel	7.72.40
		Boilermakers	7.72.50
Riveters, Structural Steel	7.72.55		

<u>No.</u>	<u>Employer Service Section</u>	<u>Occupations</u>	
4.	Metal Working Industries (continued)	All in Job Families: (continued)	
		Riveters, Structural Metal	7.72.60
		Riggers, Ship	8.14.40
		Riggers, Aircraft	8.14.60
		Steel Cable Squeezers & Spinners	8.14.70
		Steel Cable Splicers	8.14.80
5.	Food, Beverage, Tobacco & Other Manufacturing	All in Minor Groups:	
		Basketry, Broom & Brush- making	7.3
		Woodworking, except -	7.4
		Carpenters & Joiners	7.41
		Printing, Bookbinding & Paper Products	8.2
		Ceramic & Related Products	8.3
		Chemicals & Related Products	8.4
		Pelt & Hide Treating	8.5
		Food & Tobacco Processing	8.6
		All in Job Families:	
		Plastic Products Makers	8.73
		Machine Setters, Misc.	8.74
		Furnace, Stove, Oven & Kiln Operators	8.75
		Photographic Darkroom Workers	8.76
		Miscellaneous Crafts	8.79
6.	Construction, Transport & Utilities	All in Major Groups	4, 5, 6
		All in Minor Groups:	
		Metal Working, Misc. except those assigned to section 4	7.7
		Construction Workers	(7.9 (8.0
		Stationary Engine & Construc- tion Equipment Operators - exc.	8.1
		those assigned to section 4	
		All in Job Families:	
		Carpenters & Joiners	7.41
		Electrical Power Station Oper.	7.81
		Telephone & Telegraph Fitters	7.83
		Lineman & Cable Splicers	7.84
		Traffic Controllers, Misc., exc. those assigned to section 1	8.70

Workers classified in labor occupations related to the industries or occupations assigned to each employer service section are also the responsibility of that section.

Appendix No. 9

Local Office Reporting Instructions

A Simplified Manual Section
Designed as an Aid to the Consultant

Note: This facsimile manual section essentially follows the American Reports and Analysis provisions for the two basic local office reports--the ES-209 and the ES-212 (converted to international coding system). It contains, in addition, a simple explanatory chapter of the reasons for these reports and a simple chapter on local office procedure for preparing them. The two forms, themselves, as described, are not reproduced, since the consultant may wish to introduce variations to meet local conditions. The forms as described here can, however, be easily constructed by the consultant, if he wishes, simply by following the column and line instructions.

**EMPLOYMENT SERVICE MANUAL
REPORTS AND ANALYSIS**

Part III
0001-0999

Introduction

0001 Scope of Part III of the Employment Service Manual

Part III of the manual contains samples of all required statistical report forms and instructions for the preparation of each report. In addition, this part of the manual contains a brief explanation of the purpose and use of both industrial and occupational classification and coding.

0002-0005 The Purpose and Uses of Industrial Classification and Coding and of Occupational Classification and Coding in the Employment Service

0002 GENERAL

Most of the interest and work of the Employment Service is concerned with two main things: (1) Occupations (jobs); and (2) the places where jobs are performed. These places where jobs are performed are usually called "employing establishments." The employing establishment is the individual factory, workshop, mine, farm, store, commercial office, or other such place where economic activity (the production of goods or services) is performed by people engaged in occupations.

All people who perform the same kind of tasks in their work are said to be engaged in the same occupation. All employing establishments producing the same general kind of product or service are said to be engaged in the same industry. For example, all people who drive trucks for a living are engaged in the occupation known as Truck Driver. All employing establishments which manufacture cloth are engaged in the Textile Industry.

In order to provide an organized and standard method for dealing with occupations (jobs) and for dealing with employing establishments, the Employment Service uses:

- (1) An occupational classification and coding system, which provides a standard name (classification) and code number for each different kind of job in the economy; and
- (2) An industrial classification and coding system, which provides a standard name (classification) and code number for each different kind of economic activity ("industry") in the economy.

0003

The Occupational Classification and Coding System

The National Employment Service has adapted the "International Standard Classification of Occupations" as the basis for its occupational classification and coding system. This system was devised by the International Labor Office of the United Nations and forms the basis of the National Occupational Dictionary which is in the process of being built up from this I.L.O. structure.

When the National Occupational Dictionary is completed*/ it will contain a summary description of each different occupation of any significance in (). Each different description will be assigned a specific job title (or classification) and code number. Each time an application is taken in a local employment office the interviewer will obtain from the worker a description of the tasks performed in his past job or jobs. The interviewer will compare these tasks with the occupations described in the Occupational Dictionary. He will then assign to the application card the name of the job (classification) in the Dictionary which is composed of the same tasks which the applicant has described. He will also place on the application card the code number for that job. The interviewer goes through this same process of classification each time he takes an order from an employer, since he must secure a description of the job the employer wants filled.

In this manner it can be made certain that every interviewer in every office will be using the same names (and codes) for the same jobs at all times and in all places. This is very important for placement work. It would be easy to see the problems which would arise without this kind of classification system. In the same office one interviewer might call a machinist an "Iron Worker," another interviewer might label him a "lathe man," or "mechanic," or "machine operator." Machinists interviewed by different people might, therefore, be given as many as four or six or ten different job titles. Since employers also often use different names for what are essentially the same jobs, the orders taken in such an office (one without an occupational classification system) for a machinist's job might also be given different job names by different interviewers. Under these conditions, matching the right man with the right job becomes almost impossible. Under such conditions, clearance (or transfer) placements between different offices are even more difficult to handle properly.

The occupational classification and coding system makes it possible to establish an application file which is effective and useable for selection and placement purposes. With the use of a standard occupational classification system, all the application cards of persons classified

*/ In the meantime the Occupational Titles and Codes in the 1958 International Edition of I.L.O.'s "International Standard Classification of Occupations" may be used.

and coded in the same occupation are filed together in one place in the application file. (For example, all truck drivers are filed together.) When an employer's order is taken properly and classified according to the same system, the interviewer is then able to find, in one place in the file, all the application cards which have the same occupational classification as the job called for on the order. Selection of the best qualified applicants for the job under these conditions can be done effectively and with precision.

0004

The Industrial Classification and Coding System

The National Employment Service has adopted the "International Standard Industrial Classification of All Economic Activities" as the basis of its industrial classification and coding system. This system was devised by the Statistical Office of the United Nations and is also used by the Central Statistical Directorate of () as the basis for its industrial classification work on the census and other projects.

The Industrial Classification and Coding System has been completed and issued in a mimeographed booklet to all offices. It contains the name of each different kind of economic activity (or industry) and a brief description or definition of each. There is an industrial code number for each specific individual industry and these individual industries are arranged into broad groups on the basis of general relationships. This is done in order to make it easier to use the system and quickly locate the information needed. The occupational classification system follows this same general principle.

The proper use of the industrial classification and coding system is important to the management and supervision of the work of the local office, and is necessary for planning and for the proper operation of the Employer Relations Program (see Part II, 6000-6999).

As indicated in the Employer Relations Section of the Manual, the local office should have a separate record folder for each employer (in the city in which the office is located) who employs ten or more workers plus any firms of 50 or more anywhere in the administrative territory outside the city. It should have a simple card record on as many employers of under 10 workers as it is able to find out about. Each of these records should contain a brief description of the nature of the employer's business.

With the introduction of the National Industrial Classification Booklet the local office should compare the information about the nature of the business which is contained on the employer record with the information in the booklet. Each employer record should then have entered upon it, the appropriate Industry Name and Code from the industrial classification booklet. If there is no information, or insufficient information

on the employer record to permit the accurate assignment of the proper industry classification and code, steps should be taken to secure the needed information. This is the permanent record in the office for either placement operations reference or statistical reference with respect to the industry name and code assigned to each employer.

The Employer Record File is to be established on the same basis as the industrial classification and coding system. In this way the employer record file is so arranged that the cards of all employers engaged in the same kind of business (industry) are all filed together in the file. The total number of employers in each industry, and the total number of workers in the industry is always readily available, the industrial composition of the city is graphically apparent and the whole arrangement is well adapted for management analysis and planning.

Each employer order taken (see definition, Part III, 1072 and description of order taking, Part II, 1000-1999) has entered on it, in the boxes provided for this purpose on the order form, the name of the industry and the code which has been assigned to that employer (from the employer record).

0005

Relationship of the New Classification and Coding Systems to Statistical Reporting

In addition to their most important operating uses in placement, employer relations, management and supervision, the introduction of standard systems for occupational classification and industrial classification and coding are essential for valid and meaningful statistical reporting and provide the basis for accurate labor market information. The need for these systems for statistical reporting will be particularly apparent in the preparation of the Monthly Placement Analysis report. In addition, there are other statistical needs for standard terminology. The Employment Service will be exchanging occupational and industrial data and information with other Government agencies in (). It will also be exchanging the same type of data with other countries and with international organizations like I.L.O. and the UN. It will be called upon to make special studies from time to time on labor conditions and employment for use in economic planning. For all of these things it is necessary to have standard terminology and to have corresponding coding systems through which data can be treated statistically.

This introduction section 0001-0005 was not intended to provide the actual training in the use of either the occupational or industrial classification and coding systems. Separate and detailed training will be given to the staff concerned in the use of both of these systems as they are introduced into the local office. This section was designed only to give a brief description and understanding of both systems in order to assure a better grasp of the reporting instructions which follow in this part (III) of the manual.

0006-0007 Action to be Taken with Regard to Statistical Reports

0006 The Central Office will issue specific instructions with regard to the dates on which the use of the Occupational and Industrial Classification Systems are to be put into effect in the local office. Ample time will be allowed for the conversion of records (application cards and employer records and active orders) to the new classification and coding systems. On the effective date, as announced by the Central Office, the two basic monthly reports (Monthly Local Office Activity Report, Form--: Part III, 1000-1999; and the Monthly Placement Analysis, Form--: Part III, 2000-2999) will be initiated.

MANUAL OF OPERATIONS
REPORTS AND ANALYSIS

Part III

1000-1999

Monthly Local Office Activity Report Form, _____

- 1001 Purpose of the Report. Form _____ is an individual local office report designed to provide information on the major activities of each local office. This information is necessary to the Central Office in order that it may have organized data with regard to the quantitative volume of work being done by each office, each month. The information is useful to both the Central and the local office for the review of past activities, planning of future operations, assignment of personnel, etc. In those cities where the local office participation in the hiring process is significant, the information on this report will provide useful indications of labor market conditions and trends.
- 1002 Due Dates and Number of Copies
- A. A report on Form _____ is to be prepared at the close of each calendar month by each local office to which personnel have been assigned permanently and which provides service each of the working days of the week. Activities at itinerant points are to be included in all totals in Sections A-B-C-D and E of the form. Selected information on itinerant activity is also repeated separately in Section G.
- B. All local offices will submit the original and _____ copies of each report directly to the Central Office not later than the _____ day following the last workday in the month to which the report relates.
- 1003 Heading of the Form. The following information is to be entered in the appropriate spaces at the top of the form:
- A. Date Period Ended. Enter the ending date (day, month, year) of the period covered by the report (for example, 31 December, 1952).
- B. Number of Work Days This Month. Enter the number of days during the month during which the office was officially open for business. (Count Saturday mornings or any other part-days as whole days.)
- C. Number of Man-hours Worked This Month. Enter the total hours worked by staff assigned to the office during the month. This information can be obtained from the attendance report. Secure from this source the hours worked during the month by each local office employee. Add all of these together. This is the total man-hours worked. Do not include any time taken off for illness, vacation, or other reasons.
- D. Office. Enter here the name of the city in which the local office is located.

1004 Explanation of Column Headings

- A. Column I (Item). The word "Total" after an item listed in Column I indicates that the item is the total for the item designated and includes the figures shown for any sub items which follow it. For example, Item 14 (line 20) is the total of all placements made during the month and includes the figures shown for the sub item 14(a)(1) and 14(a)(2).
- B. Column II (Line Number) is included to facilitate references made to material in the report and to facilitate adding machine processing in the Central Office.
- C. Columns III, IV, and V
- Column III, Total, represents the total for each of the respective items (on the same line) listed in Column I.
- Column IV represents that part of the total reported in Column III which relates to males.
- Column V represents that part of the total reported in Column III which relates to females.
- D. Column VI is provided for reporting any additional detail which may be specially requested occasionally by the Central Office. No entries are to be made in this column unless such a special request is made by the Central Office.

1010-1015 Section A. New Applications and Renewed Applications

1010 Item 1. New Applications

- A. Definition for the purpose of this report, a new application is an instance in which:
1. An individual applies for work, and
 2. No previously prepared application record (card) is in the "active" or "inactive" files of the local office, and
 3. Information sufficient to support a primary occupational classification and to serve the needs of selection is recorded on Form _____ by a member of the local office staff in an interview with the applicant.
- B. Enter in Item 1, Column III, the number of new applications which were taken during the month covered by the report. Entries are also required in Columns IV and V.

1011 Item 2. Renewed Applications

- A. Definition. A renewed application is a previously prepared application card which was in the "inactive" file at the beginning of the month, and which was moved to the "active" file as the result of the appearance of the applicant in the local office (or a letter or phone call) during the month (indicating that he is available for and seeking work). When this occurs the card is pulled from the inactive file, any additional information or address change is entered, the current date is entered on the card and it is placed in the "active" file.
- B. Enter in Item 2, Column III, the total number of such transactions which occurred during the month. Entries are also required in Columns IV and V.

.012 Item 3. Active Applications on File

- A. Definition. For purposes of this report, an active application on file is a filed primary application card of a person who has indicated to the local office his availability for work during the established validity period (i.e., his application card will bear a date-entry within _____ days prior to the last day of the month for which the report is prepared.
- B. Enter in Item 3, Column III, the total number of active applications on file at the end of the month covered by the report. Entries are required in Columns IV and V. Because of the work this involves in offices with large active files, entries for Item 3 (Cols. IV and V) may be estimated on the basis of a sample tally in any office having more than 2,000 active applications on file. Sample tallies should meet the following size criteria:

<u>Size of File</u>	<u>Tally</u>
2,000 to 4,000 cards	Every second card
4,000 to 6,000 cards	Every fourth card
6,000 to 10,000 cards	Every sixth card
10,000 and over	Every eighth card

1020-1039 Section B. Counseling and Testing

1020 This Section B is reserved for reporting counseling and testing activities. No entries are to be made in this section of the report until instructions are received from the Central Office. These instructions will be preceded by manual material on counseling and testing (part II of the Manual of Operations) and training of local office staff in these functions.

1040-1059 Section C. Selection Actions

1040 Item 9. Selection Interviews, Total

- A. Definition. For the purposes of this report a selection interview is an interview in which:
1. The qualifications of an applicant are reviewed in relation to specific job openings which are available in the local office and for which there is some reason to believe the applicant may be qualified, and
 2. The interview is conducted by the local office staff member who has the authority to decide whether to send the applicant to the job (to refer him) or to reject him as not meeting the qualifications of the job or jobs discussed.

An interview with an individual selected from the file for possible referral to a specific job opening is always a selection interview. A selection interview (which meets the criteria of the definition above) is counted for purposes of the report regardless of whether the interview results in sending the man to the job (referral) or not. An interview with a group leader or intermediary, for the purpose of selecting a group of workers for referral should be considered as one selection interview.

- B. For purposes of this report, selection interviews should be classified as nonagricultural (item 9(a)) if the opening discussed is non-agricultural and agricultural (item 9(b)) if the opening discussed is agricultural.
- C. Enter in item 9, Column III, the total selection interviews held during the month covered by the report. Entries are required in Columns IV and V. Enter in item 9(a) that portion of the total selection interviews which were nonagricultural and enter in item 9(b) that portion which were agricultural. Entries are required in Columns IV and V for both item 9(a) and 9(b).

1044 Item 10. Selection (call-in) Notices Issued

- A. Definition. A selection notice is a message sent to an applicant requesting him to report to the local office for a selection interview and possible referral to a specific job opening which is available, in the local office. A selection notice is sent only to an applicant who has a previously prepared application card on file in the local office, and whose card was selected from the file for the purpose of filling a specific job opening held by the local office. The selection notice message may be either oral or written and may be transmitted by mail, telephone, messenger, or other means.

- B. Enter in item 10, Column III, the total number of selection notices issued during the month covered by the report. Entries are required in Columns IV and V.

1045 Item 11. Number of Individuals Responding to Selection Notices

- A. Enter in item 11, Column III, the total number of individuals responding to selection notices. Entries are required in Columns IV and V. Any response by the applicant to a given selection notice is counted, regardless of whether the response is in the form of a visit to the office by the applicant or a telephone call or a letter or an oral message delivered to the office by a friend. When a response occurs, it is counted in item 11 regardless of whether it leads to a selection interview or a referral or not. (For example, the applicant may phone the office, after receiving a selection notice, to say that he is now employed and not interested in the notice. This action would be counted in item 11.)

1060-1069 Section D. Referrals and Placements

1060 Items 12 and 13. Referrals

- A. Definition. For the purpose of the report a referral is the act of sending the selected applicant to the employer for whose job opening the interviewer selected the applicant. Referral usually includes giving the applicant a card of introduction to the employer (Form _____) and specific directions as to how to reach the employer's establishment and the time he is to arrive there for the interview with the employer (which will result in his being hired or rejected for the job in question).
- B. Enter in item 12, Column III, the total number of referrals made to nonagricultural job openings during the month covered by the report. Entries are required in Columns IV and V.
- Enter in item 12(a) that portion of the total in item 12 which represents local referrals (i.e., the referral of any applicant residing in the administrative territory covered by the local office to any employer located within the same territory).
- Enter in item 12(b) that portion of the total in item 12 which represents clearance referrals--(local applicants referred to another local office which has issued a clearance order requesting workers from outside its own territory).
- C. Enter in item 13, Column III, the total number of referrals made to agricultural job openings during the month covered by the report. Entries are required in Columns IV and V.

1. Enter in item 13(a) that portion of the total in item 13 which represents local agricultural referrals.
2. Enter in item 13(b) that portion of the total in item 13 which represents clearance referrals of agricultural workers.

1065

Item 14. Placements, Total

- A. Definition. For purposes of this report, a placement is an employer's acceptance of a person for a job involving each of the following local office activities.
1. Receipt of an order to fill a job opening prior to referral, and
 2. Selection of the person to be referred, without designation by the employer of any particular individual or group of individuals, and
 3. Referral, and
 4. Verification that the person has been hired by the employer.

Placements "on a group basis" normally occur only in agriculture during the migratory labor peak seasons. These are agricultural placements which are made through an intermediary. In these situations the office deals with one person (the intermediary) who speaks for a group of workers. While only one selection interview is reported in such transactions, (the one which took place with the intermediary) a referral and a placement are recorded for each worker in the group represented by the intermediary. The information on the number and sex of the workers in the group can be secured at the time of interview from the intermediary and it is not normally necessary to take each individual's application card or to issue individual referral (introduction) cards for each worker in the group. When the office has verified that the intermediary and his group have been hired, placements are recorded and reported for the total number of workers in the group.

- B. Enter in item 14, Column III, the total number of placements made during the month covered by the report.
- C. Enter in item 14(a) that portion of the total in item 14 which represents placements in nonagricultural jobs. Entries are required in Columns IV and V.
1. Enter in item 14(a)(1) that portion of the item in 14(a) which represents local placements.

2. Enter in item 14(a)(2) that portion of the item in 14(a) which represents clearance placements made as the order-holding office (i.e., where the clearance order was for an employer located in the administrative territory served by the office and where the applicants hired were supplied by other offices in response to the clearance order).
- D. Enter in item 14(b) that portion of the total in item 14 which represents placements in agricultural jobs. Entries are required in Columns IV and V.
1. Enter in item 14(b)(1) that portion of the total in item 14(b) which represents local agricultural placements.
 2. Enter in item 14(b)(2) that portion of the total in item 14(b) which represents agricultural clearance placements made as an order-holding office.
 3. Enter in item 14(b)(3) that portion of the total in item 14(b) which represents agricultural placements made on a group basis.

(Note: The sum of items under 14(b) when added will normally be larger than the figure for 14(b). The reason for this is that all agricultural placements are first counted as either local, 14(b)(1), or clearance, (14(b)(2). After that the statistical clerk goes through both the local and clearance placements and secures a separate count on how many of these were made on a group basis. The result of this count is entered in item 14(b)(3).)

1070-1074 Section E. Employer Visits and Employer Orders

1070 Columns VII and VIII represent a classification by nonagricultural and agricultural, respectively, for each of the items in Column I. Entries are required in Column VII for each item in this section except item 16(a). The following instructions will indicate the required entries.

1071 Item 16. Employer Visits

- A. Definition. For the purpose of this report, an employer visit is a planned visit to an employer's establishment or site of operation:
1. Made for the purpose of explaining or emphasizing the services available to the employer through the Employment Service; discussing existing orders; soliciting orders; verifying referrals when verification by telephone or mail has failed; securing information with regard to employment levels, accessions and other hiring and occupational information as needed to serve the employer effectively; providing assistance to the employer in the solution of his employment problems, and

2. During which visit contact is made with the employer himself or a responsible representative of the employer who has the authority to act in terms of the specific purpose of the visit, and
3. Concerning which visit a record is made on the appropriate employer relations record form.

The following activities are not counted as employer visits for purposes of this report: (1) Calls made by the employer at the local office, (2) telephone conversations with employers, (3) social contacts with the employer in clubs, restaurants, or other places away from his place of business.

- B. Nonagricultural employer visits include those to food processing plants which may hire and interchange farm and processing plant workers.
- C. Agricultural employer visits include only those visits to employers engaged primarily in activities classified in the 011 to 018 industry codes.
- D. Enter in item 16 the total number of employer visits made during the month covered by the report. Entries are required in Columns VII and VIII.
- E. No entries should be made in item 16(a) until further instructions are received by the local office, together with the release of the manual of operations section dealing with the employer relations program (part II of the Manual - 6000-6999). After the Central Office instructions are received, enter for item 16(a), Column VII, that part of the total shown in item 16 which relates to visits to major market establishments. No entry will be made in Column VIII.

1072

Item 17. Number of Orders Received

- A. Definition. For purposes of this report, an order received is a single recorded request (on form _____) from an employer for the selection and referral of one or more applicants to fill a specified number of job openings in a single occupational classification.
- B. Enter in item 17 the number of orders received during the reported period. An entry is required in Column VII only.

1073

Item 18. Number of Openings Received

- A. Definition. For purposes of this report, an opening is a single job in an employer's establishment for which the local office has on file a request to select and refer one or more applicants. An order (see

1072 above) may represent one opening or a number of openings in a single occupational classification. Therefore the entry in item 18 is the total of all openings shown on all orders received during the month covered by the report.

- B. Enter in item 18 the number of openings represented by local employer orders received during the month covered by the report. Entry is required in Column VII only.

1074 Item 19. Number of Openings Unfilled

- A. Enter in item 19 the number of unfilled openings (as defined in 1073 above) represented by local employer orders on file at the end of the month covered by the report. An entry is required in Column VII only.

1075-1079 Section G. Activity at Itinerant Points

1075 Item 20. Name of Itinerant Points Visited

- A. Definition. For purposes of this report an itinerant point is a community within the administrative territory assigned to the office (but outside the city in which the local office is located) to which community part-time service is provided by staff of the local office. Such service is normally provided on a regular schedule (a day or part of a day at regular intervals, such as every two weeks or every month or every 60 days). Staff from the local office travel to the itinerant point and normally conduct their activities in space provided by the municipality. Selection of itinerant points and the schedule is subject to approval by the Central Office.
- B. Enter in item 20 the names of the itinerant points visited during the month covered by the report and enter the total number of hours the point was open for transacting business during the month.

1076 Item 21. New Applications Taken

Enter in item 21, for each itinerant point listed for the month the number of new applications taken. These new applications are also included in the total in Section A, item 1.

1077 Item 22. Placements

Enter in item 22 for each itinerant point listed for the month the number of nonagricultural and agricultural placements made at the itinerant point during the month. These placements are also included in the totals in Section D, item 14.

1078 Item 23. Remarks

Enter in item 23 any occurrence or development of interest or importance in regard to the points visited during the month (clearance orders taken, applicants placed on clearance orders, any anticipated sharp increases in employment or decreases which might affect the schedule or the work at the itinerant points).

1080-1085 Section G. Comments

1080 The form is self-explanatory on this section.

2001 Purpose of the Report. This report arranges information on placements of job applicants according to the industry in which each placement was made and according to occupational groups within each industry. It provides pertinent information with regard to the permanent or temporary nature of the jobs filled in each industry, and also the sex of the workers placed in each. The report also provides a special analysis of placements in the agricultural industry indicating the placements made both by type of crop and by type of placement transaction (i.e., normal placements and the kind made through intermediaries).

The information contained in this report will be used in analyzing workload and in evaluating placement performance both by the central office and by the local office manager himself. It will be used also to keep the public informed as to the nature of placement activities and to fulfill the requests of other government agencies, international agencies, trade associations, etc.

1002 Due Date and Number of Copies. Each office which prepares a Monthly Local Office Activity Report, Form _____, will prepare a Monthly Placement Analysis Report, Form _____, in the same number of copies, covering exactly the same period and will submit the report on the same due date. The data shown on the Monthly Placement Analysis Report will include the placement activities performed at any itinerant points operated by the local office.

2003 Definitions

A. Placements. The definition is the same as that given in the instructions for the Monthly Local Office Activity Report, Part III, Section 1065. It is repeated here for convenience in reference and for emphasis.

For the purposes of this report, a placement is an acceptance of a person for a job as a direct result of all four of the following local office activities:

1. Receipt of an order prior to referral;
2. Selection of the person to be referred, without designation by the employer of any particular individual or group of individuals;
3. Referral;
4. Verification that the person has been hired.

B. Individual Agricultural Placements (Section A). These are simply normal placement transactions involving the placement of an individual in a job with an agricultural employer in accordance with the definition in the preceding paragraph.

- C. Group Agricultural Placements. These are agricultural placements made through an intermediary who acts as the leader and spokesman for a group of seasonal agricultural workers. The transaction is governed by the preceding definition for a placement except that the office's dealings in this case are with an individual whose decision to accept referral is binding on a group of workers. When it has been verified that the intermediary and his group have made contact with the employer after referral and have been hired, agricultural placements are counted equal to the total number of workers in the group. The interviewer who handles the transaction enters the word "group" in the space on the face of the order card marked "Duration." On the reverse of the order he enters the intermediary's name and permanent address, and his temporary address, if any. The interviewer also enters the total number of able workers in the group represented by the intermediary, and what number of these is male and what number is female. The office does not take application cards on the individual workers in the group and issues only one introduction (or referral) card, which is given to the intermediary.
- D. Short-time Nonagricultural Placements. A short-time nonagricultural placement is a placement in a job which the employer expects to involve work lasting seven days or less. Placements in jobs expected to last eight days or more should not be reported as short-time placements.

2004

Classification of Placements by Industry. Placements should be classified by industry according to the National Industrial Classification and Coding System Manual. It is the responsibility of the interviewer who takes the order to enter on the order the correct industrial code. The statistical clerk is responsible for checking the accuracy of the code in case of doubt. An Agricultural Placement is a placement in an establishment primarily engaged in farming (major industry group 01). A Non-agricultural Placement is a placement in an establishment primarily engaged in activities classifiable in one of the major industry groups 02 through 84. A placement with an establishment which engaged in both agricultural and nonagricultural activities (for example, a sugar factory may also own and operate the farms on which the sugar beets are grown) should be classified according to the principal activity in which the worker is to be employed.

- A. Agricultural Placements should be further classified by individual farm activity within the major group 01. Agricultural placements which cannot be allocated readily to a specific type of farm activity (codes 011 through 018) should be classified under Industry Code 019, "General Farms."
- B. Nonagricultural Placements should be further classified (in this report) by major industrial group as indicated on line 2 through line 32 in Column V of the Form _____. These classifications should be

made according to the principal industrial activity of the employer at the place of business, or establishment in which the placement is made. (In operating practice the interviewer who takes the order refers to the Employer Record file in most cases, where the official industrial classification and code for office use will be found on the record of the employer who placed the order. If there is no employer record the interviewer consults the National Industrial Classification and Code Manual and assigns the correct code and classification. The classification and code which is placed on the order form is the "group" classification which is the finer, three-digit classification and code found under the two-digit "major group" in the Industrial Classification and Code Manual.)

Placements in governmental establishments are classified according to the industrial nature of the establishment. For example, government-owned banks under code 621; schools, 821; sugar factories, 207; cotton cloth weaving, 231; etc. Major group 81 (government services) is used only for the administrative activities of government at all levels. Placements should be coded under major industry group 81 only when the establishment in which the placement is made is peculiarly governmental in character and which, therefore, cannot be classified in one of the other industries, as for example, the mayor's office.

2005

Classification of Nonagricultural Placements by Board Occupational Groups. For the purpose of recording the nonagricultural placements on this report in the broad groupings represented by Columns VI through XI (Section B) the following guide is provided for the Statistical Clerk. (It should be remembered that in classifying the placements for this report it is the occupational title and code on the order form which is to be recorded, and not titles and codes on the application cards of the persons placed.)

Column VI
Professional,
Technical,
Managerial, &
Executive

Occupational Codes Included in Each

(The appropriate codes from I.L.O.'s 1958 International Standard Classification of Occupations should be entered here by the consultant.)

Column VII
Clerical and Sales

Column VIII
Service

Column IX
Skilled

Column X
Semiskilled (Operatives)

Column XI
Unskilled

2010-2014 Section A. Agricultural Placements

2010 Column I, Total

- A. Enter on line Z of Column I the total number of agricultural placements made during the month (including both local placements and clearance placements made as the order-holding office).
- B. Enter on line Y of Column I that portion of the total number of agricultural placements (line Z) which were made on a group basis (see part III, 2002, C - definition of group agricultural placements).
- C. Enter on line X of Column I that portion of the total number of agricultural placements that were made on an individual basis (see part III, 2002, B).

11 Columns II to XIII Inclusive

- A. Enter on line Z in each of the columns II to XIII, that portion of the total on line Z, Column I, which is classified by the type of farm activity designated in the respective column headings.
- B. Enter on line Y in each of the columns II to XIII, that portion of the total on line Y, Column I, which is classified by the type of farm activity designated in the respective column headings.
- C. Enter on line X in each of the columns II to XIII, that portion of the total on line X, Column I, which is classified by the type of farm activity designated in the respective column headings.

2015-2020 Section B. Nonagricultural Placements

15 Column I, Line 1, Total. Enter the total number of nonagricultural placements made during the month, including nonagricultural local placements and clearance placements made as order-holding office. Line 1 of Column I should equal the sum of line 1, Columns VI through XI, and should also equal the number entered in item 14(a), Column III, of the Monthly Local Office Activity Report for the same month.

2016 Column II, Line 1, Short-time. Enter the number of those placements reported on the same line in Column I which were short-time.

2017 Column III, Line 1, Women. Enter the number of those placements reported on the same line in Column I which represent placements of women. Line 1 of Column III will equal item 12(a), Column V, of the Monthly Local Office Activity Report for the same month.

- 2018 Columns VI - XI, Line 1, Broad Occupational Groups. Enter on line 1 of each of the columns VI through XI the number of those placements reported on the same line in Column I which represent placements in the broad occupational group designated in the heading of each column (see part III, section 2005, for specific guide provided).
- 2019 Columns I to III and VI to XI, Lines 2 to 32. On lines 2 to 32 of each of columns I-III and VI-XI distribute the totals shown on line 1 of each of these columns according to the industry classification shown on the same lines in Column V.
- 2020 Lines 33-35, Selected Worker Groups. No entries are to be made on these lines unless specific instructions to do so are received from the Central Office. These lines will be used from time to time, as directed by the Central Office, for special information and studies with respect to selected categories of workers.

3000-3040 Procedure in the Local Office for Compiling the Two Monthly Reports (1-Monthly Local Office Activity Report; 2-Monthly Placement Analysis Report)

3000 Assignment of Responsibility

The manager of each local office will assign responsibility to one specific individual for the preparation of the required statistical reports. In small offices this will not be a full-time job and the person designated by the manager will also have other tasks. In the larger offices (25 or more staff) this assignment may require the full time of a statistical clerk.

While the person so designated by the manager is responsible for the compilation of the statistical reports, it is the manager's responsibility to see to it that all the other staff members of the office post their records properly and route them promptly to the statistical clerk.

3010 General

With only a few exceptions, the basic operating records of the office (application cards, order forms, etc.) when properly filled out and posted in accordance with instructions (see part II, sections 1000-1999 and sections 6000-6999) will provide the necessary information to the statistical clerk for the purpose of preparing these two monthly reports accurately.

These operating forms are routed to the statistical clerk's desk each day by the other staff of the office (interviewers, receptionist, etc.). The statistical clerk maintains two work-sheets, one for each of the two monthly reports. In small offices, where the volume of activity to be recorded is relatively small, the blank printed forms (# _____ and # _____) of the two reports can be used for the work-sheets. In larger offices the statistical clerk will find it necessary to devise larger work-sheets, which will provide sufficient space for daily tallies of the various activities throughout the month.

By keeping a running tally record day-by-day, the preparation of the report at the end of the month becomes relatively simple. Totals are obtained and entered on the official report from the work-sheets. This method also makes it easy for the statistical clerk to take off weekly subtotals of activity for the use of the local manager.

It should be emphasized that, under this procedure, the statistical clerk does not retain the records routed to him any longer than is necessary to enter the activity (which is represented by the records) on the work-sheets.

3020 Compiling the Monthly Local Office Activity Report Form - (See part III 1000-1999)

(Detailed Explanation of the Operating Records From Which Each item on the Report is Secured by the Statistical Clerk; the Point of Origin

Within the Office, and the Disposition of the Records After the Activity Has Been Posted to the Work-Sheet.)

A. Section A - New Applications and Renewed Applications

Item 1. New Applications

The completed new applications are received from the staff members who prepared them.

The cards are counted and tallied by the statistical clerk and then are filed in the active file.

Item 2. Renewed Applications

These are mostly received from the receptionist, who does most of the renewal work; however, they may be sent to the statistical clerk by other staff members. For example, the renewed application may be sent to the statistical clerk by a placement interviewer, who referred the applicant within a few minutes after the card had been renewed. The statistical clerk identifies renewed applications in the following manner:

When an application card enters the inactive file, a horizontal line is drawn in the "Dates" column under the last recorded date. When the applicant reappears at the office at some subsequent time, his card is pulled from the inactive file and the current day's date is entered right under the horizontal line in the date column. When this renewed card reaches the statistical clerk, he makes a check mark after the current date to indicate that the card has been counted as a renewed application.

Any card reaching the statistical clerk, therefore, on which the first date entry under the horizontal line has not been checked (marked like this \checkmark) is to be recorded as a renewed application. As an illustration the "Dates" columns on several application cards are pictured below:

Inactive Application

Renewed Application
(Not yet counted by
Statistical Clerk)

Renewed Application
(After Statistical
Clerk has counted
it for his record)

DATES
3/12/51
2/1/52
8/2/52

DATES
3/12/51
2/1/52
8/2/52
5/4/52

DATES
3/12/51
2/1/52
8/2/52
5/4/52 \checkmark

After the renewed application is counted for the report it is filed in the active application file.

Item 3. Active Applications on File:

This is simply a hand count of the cards in the active application file, which is made on the last work day of the month. The count is made by the statistical clerk, or any other staff member assigned to help him in this task.

B. Section B - Counseling and Testing

No entries will be made in this section until further instructions are issued by the Central Office.

C. Sections C and D - Selection Actions and Referrals and Placement

As a general rule, the reporting procedure for these items will be fairly simple, if the interviewer who performs these activities will hold each order in his own desk file until it is completely closed. At that time, he forwards to the statistical clerk the order (with the results posted on the reverse side), together with the application cards of all workers who were called in and all workers who were referred on that order (all cards are clipped to the order). The statistical clerk will record one selection interview and one referral for each applicant listed on the back of the order. Each such referral will show an entry in the "Result" column. The statistical clerk makes a check mark (✓) after each result entry to indicate that a selection interview and a referral were counted for the report. The statistical clerk counts each symbol "K" entered in the "Results" column as a placement. The information on the face of the order will indicate how the placements and referrals, etc., should be counted in the report. For example, the entries on the face of the order will indicate whether the placement is agricultural or nonagricultural, local or clearance or "group basis," permanent or short-time, etc., etc.

The statistical clerk secures the count for "Selection Notices Issued" (Item 10) by examining the application cards attached to the closed order. If there is an entry in the "called in" column of the Job Referral Section of the application card, it is counted as a "Selection Notice Issued." This count for "Individuals Responding to Selection Notices" (Item 11) is obtained by examining the "Referred" column of the "Job Referral Section" of the application card, or the "Remarks" column. If there is an entry in the "Referred" column on the card of an applicant who has been called in, it is counted as "Individual Responding to Selection Notice." If the individual responded but was not referred, the interviewer must indicate the reason in the "Remarks" column on the application card. The statistical clerk also counts these in Item 11. If neither a referral date or an entry in the remarks column is shown, it means the applicant did not respond and no count is made by the statistical clerk for item 11.

The statistical clerk disposes of the above mentioned records as follows:

The order is then sent first to the section in the front of the closed order file labeled "Closed This Month." At the end of the month the contents of this section are cleaned out and filed in the regular sections of the closed order file. The application cards of the workers placed on regular jobs and those who failed to respond to selection notice are sent to the inactive application file (after a horizontal line is drawn under the most recent date in the "Dates" column of the application card). The application cards of those workers who were not hired as the result of referral are sent to the active application file, as also are those who were placed on "short-time" or temporary jobs.

There is one type of selection transaction that is not covered by the reporting procedures described above. Frequently a previously registered applicant may visit the office without being sent a selection notice. On the occasion of such a visit, the receptionist may route him to a placement interviewer, because it is believed the applicant may be qualified for a job which happens to be open. With the worker's application card before him, the placement interviewer conducts a selection interview with the applicant regarding a specific job order on hand. If the selection interview results in referral, the appropriate entries are made on his application card and on the order form, and when the order is closed the application card, clipped to the order, will be sent to the statistical clerk for his count, as described in the first paragraph (section C) above.

If, however, the applicant is not referred as a result of the selection interview, the placement interviewer enters the current day's date in the "Dates" column of the application card and the letters S.I. following the date (e.g., 5/5/52 S.I.). The application card is routed that same day to the statistical clerk who records one selection interview, makes a circle around the letters (S.I.) to indicate the count has been made, and sends the card to the active application file.

D. Section E - Employer Visits and Employer Orders

Item 16. Employer Visits

Any staff member (including the manager) who makes an employer visit, in terms of the definition stated in part III, 1071, will prepare a briefly written report containing the following minimum information:

- The name and address of the establishment visited.
- The name and title of the company official with whom the contact was made.
- The purpose of the visit.

What business was transacted or what was accomplished during the visit.

This report is signed by the person who made the visit, and this report (after review by the individual's superior) is routed to the statistical clerk, who enters a tally for a field visit for the monthly report. The statistical clerk will count no activity of this kind without seeing the signed report. The report, after the count is made, is routed to the Employer Record File.

Item 16a.

No entry will be made here until further instructions are issued by the Central Office.

Item 17 and Item 18. Number of Orders Received and Number of Openings Received

As indicated under paragraph C, above, orders are held by the interviewer until they are closed or completed. They are then routed together with the cards of all referred applicants to the statistical clerk to be counted for this report. In order to obtain the "number of orders received," the statistical clerk simply counts the different order forms which are routed to him. In order to obtain the "number of openings received," the statistical clerk adds up the figures shown in the "number of openings" space on the face of each different order.

Item 19.- Number of Openings Unfilled (at the end of the month)

The statistical clerk examines the desk file of each placement interviewer on the last day of the month. The total number of openings represented by all of the orders still in the interviewer's desk file represents the count of unfilled openings. If the manager chooses, the interviewers may be required to make their own count and forward the results in writing to the statistical clerk.

E. Section G - Activity at Itinerant Points

Item 20. Name of Itinerant Points Visited

The individual who performed the itinerant travel tells the statistical clerk, after each trip, the name of the town or towns visited and the number of hours each point was open for transacting business.

Items 21 and 22

Application and order forms are routed to the statistical clerk by the itinerant interviewer in the same manner (as described under paragraph C above) as the other local office interviewers. While the statistical clerk keeps a separate tally of itinerant activity for Section G, the count from itinerant activity is included in the appropriate office-wide totals represented by the previous sections of the report.

Section F - Comments

The form is self-explanatory on the type of information required. However, the manager, with the assistance, when necessary, of the other staff, must take the primary responsibility for providing these reasons and explanations to the statistical clerk.

3030-3040 Compiling the Monthly Placement Analysis Report

This report is simply a more detailed analysis of the placement activity which was reported in Section D, Item 14 of the Monthly Local Office Activity Report, Form _____. The material for the report is taken from the closed orders routed to the statistical clerk as described in section 3020. In making this count, the statistical clerk sorts out the orders first into two groups, agricultural and nonagricultural. Then each such group is again sorted, more finely, for counting. The fine sort is made on the basis of the Industrial Code shown on the face of each order form. From the orders sorted out for each industrial group, the information called for in columns I, II, III, VI, VII, VIII, IX, X and XI may be readily obtained and recorded for Section B and for columns I to XIV in Section A. (See Part III 2000-2999 for a description of the categories contained in the report.)

Appendix No. 10

Outline For Study
Useful In
Planning For Agricultural Labor Service

Outline For Study
Useful In
Planning For Agricultural Labor Service

1. Explore the organization of both the Ministry of Agriculture and the Central Statistics Bureau (or Census or other logical sources) and the available facilities and sources of information which exist there, including prospects of continuing information from any field office or extension center.
2. With the help of the appropriate sections of the Ministry of Agriculture, identify all of the major crops in the Country. Obtain or prepare maps which will show, as accurately as possible, where these crops are located and the total acreage of each crop (based on latest crop).
3. Draw up tables for each major crop showing its principal phases and the normal beginning and ending dates of each phase (for example - planting, cultivating, spraying, picking).
4. Determine which of these crops and at which phases importation of labor is required from outside localities. Establish the best estimate possible of the total need for labor for each such crop at the peak of its labor-using phase. Agricultural experts may have established some approximation of the amount of labor per hectare required to harvest various types of crops.

By field studies in these major crop areas, determine the portion of the total need for labor at peak season which is ordinarily met by local resident labor and how much then remains which has to be imported from outside of the area. To the extent possible, during the field studies, determine the points of origin of the outside labor which has come in, in the past. To the extent possible, also establish what proportion of the total imported labor was handled by intermediaries and what proportion made their own hiring engagements personally with employers.

5. Prepare from the information secured, crop and migratory pattern maps indicating the areas covered by the major crops. Trace the migratory patterns to the extent possible together with an indication of estimated volume of the migratory flow at peak.
6. Based on the facts obtained, develop recommendations for the most effective ways and means by which the Employment Service can contribute most substantially to improving the operation of the agricultural labor market.

Appendix No. 11

Manual Section
on
Field Supervision
Adapted for
Host-Country Use

Introduction and Policy

Purpose and Scope. This manual chapter sets forth the policy governing the development of a strong field supervisory program, describes the organization for supervision of local offices and establishes a plan for insuring that supervision is consistent, realistic, and constructive.

Definition of Field Supervision. For the purposes of this manual subchapter, the term "Field Supervision" means the inspection, control, and direction of all local office operations. These functions are accomplished through "field supervisors," each of whom has line authority over a group of local offices. These individuals have the power to direct and instruct the local offices under their supervision to take action on operating matters within the scope of established policies. They provide the connecting link in the chain of command from the Director General to the local office managers.

Policy Statement. It is the policy of the Employment Service that:

- A. A program of field supervision shall be established to insure that the broad objectives of a uniform and effective field operation shall be accomplished.
- B. The scope of responsibility of the field supervisor shall embrace all of the program responsibilities of the local office manager whom he supervises. (Whatever responsibility the local office manager has should flow back to the ultimate source of authority in the organization, i.e., the Director General, through only one supervisory line. This single line of authority prevents conflicting orders and serves as a channel through which direction is given, information is disseminated, and suggestions are received.)
- C. The field supervisor shall be trained in and have a working knowledge of all programs in the local offices so that he will be able to recognize need for technical assistance by staff services and request such services when needed. (This is a necessary condition to complement the line authority and the functions of the position. It should prevent duplication of effort and overlapping responsibilities with staff positions in the Central Office.)

Organization of the Field Supervision Function

Basic Organization. The Director General is the ultimate source of authority and responsibility in the Employment Service. He exercises his responsibility for direction of the agency's activities in the field through individuals designated by him as having immediate authority over all local office operations. These individuals are the field supervisors.

Relationships to Staff Services

- A. The essential characteristic of the field supervisor's job is that it is a line position, i.e., he exercises his responsibility by taking direct action. Under the premise that there will be only one line to the field (Director General - field supervisor - local office manager), the Central Office division chiefs and technical staff will contact the field through this established single line of authority. (For exceptions relating to communications and certain routine operations, see section 725 F 2.) However, it should be understood that the Central Office staff and the field supervisors nevertheless are jointly responsible for performance in the field. The principal distinction is that the staff discharges its responsibility by furnishing information and advice to the line. Broadly, the staff services will:
1. Assist in the development and review of policies, program, and procedures.
 2. Develop technical, informational, and other materials for the guidance of the field.
 3. Upon their own initiative or upon request, cooperate with the field supervisors in exhaustive studies of local office operations and submit appropriate recommendations.
- B. The field supervisor, in order to achieve maximum utilization of the services available through the staff specialists, will request through the Director-General the staff to:
1. Study and advise on special operating problems arising in the course of field supervision.
 2. Develop training material when needed and, if appropriate, participate in the conduct of training.
 3. Develop special methods or techniques to meet new situations in the local offices.
- C. Finally, the line will discharge its obligation of keeping the staff informed of developments and will advise the staff in the review and development of policies, programs, and procedures.

Official Station of the Field Supervisor. The field supervisor is an integral part of the Central Office staff and will have his headquarters at the Central Administrative Office. This will result in uniform and proper interpretation of policies and programs, greater assistance in planning and developmental work, and better coordination of line and staff activities.

Span of Supervision. The field supervisor will be assigned, on as permanent a basis as possible, to a group of local offices whose territorial coverage is as nearly contiguous as possible. Although changes in territorial assignments may be necessary at times, such steps will not be taken without due consideration of all factors bearing on continuity of relationships and the effect on the individual. The number of local offices to be assigned a field supervisor will depend on the size of those offices, geographical distances between them, and the scope of the program carried out in each office.

Summary Statement of Functions

Functions of the Field Supervisor. The field supervisor has certain definite responsibilities both to the Central Office and to the local offices in his jurisdiction. In respect to the Central Office, he is responsible for:

- A. Advising the Director General and through him the staff services of findings of evaluation surveys of local office operations, action taken, unresolved problems, and making recommendations relative to the solution of such problems and the improvement of operations.
- B. Reporting to the Director General and through him to the staff services the significant developments, conditions, and needs in the local offices.
- C. Advising and recommending with respect to local office organization, personnel actions, budgets, leases, equipment, and other physical needs of local offices.
- D. Participating in the evaluation of program needs, and assisting in the developing and evaluation of proposed policies, programs, and methods affecting local offices.

In respect to the local offices in his jurisdiction the field supervisor is responsible for:

- E. Assisting in the planning, installation, and revision of local office programs of service to the community. This includes new procedures, methods, and programs developed by Central Office staff services.
- F. Providing for uniform interpretation of policies, programs, and procedures in local offices.
- G. Evaluating operations and accomplishments of local offices and directing the manager to take appropriate action.
- H. Recognizing deficiencies in local office operations which require technical assistance from the Central Office staff services and arranging such assistance.

- I. Recognising the training needs of local offices and conducting or arranging for necessary training programs.

Administrative Methods Used in the Direction
of the Field Supervision Program

The Director General has the ultimate responsibility and authority within the employment service for decisions on operating problems and for the direction of the Central and local office staffs. Within the present organization structure he is responsible for achieving coordination between field supervisors and staff specialists. The following sections, therefore, deal with the principal methods used by the Director General in meeting his broad objectives of administration.

Direction and Control. The Director General utilises principally the following methods and techniques in providing direction to and control over field supervisors:

- A. Assigns areas to be served by field supervisors by considering:
1. The geographic, industrial, and other characteristics.
 2. The number and size of the local offices, the distances between them, and the scope of their programs.
- B. Prepares and effectuates periodically (quarterly or semiannually) a plan of field supervision which:
1. Is related to any over-all plan or objectives of the Employment Service;
 2. Is based on current and anticipated operating needs in the field;
 3. Indicates specific phases of the program to be emphasized during field supervisor's visits to local offices;
 4. Indicates specific items to be completed during the period.
- C. Maintains controls over local office performance and supervision by analyzing and taking necessary action on:
1. Field supervisor's reports of local office evaluation reviews;
 2. Statistical reports on local office operations, showing data by offices and supervisory areas.
- D. Obtains first-hand information through personal observation and evaluation of operations in local offices and by occasionally accompanying the field supervisor on his regular or special visits to local offices.

E. Conducts regularly scheduled staff meetings with field supervisors, for the purpose of:

1. Giving them directions as to new programs, policies, or procedures which have been established;
2. Training them with the assistance of appropriate staff services to introduce and interpret properly to local offices, programs, policies, or procedures;
3. Obtaining verbal reports from the field supervisors as to current conditions and needs in the local offices;
4. Assuring uniform interpretation by the field supervisors of new programs, policies, and procedures.

F. Controls communications to and from the local offices, by:

1. Authorizing the release of all formalized instructions or other non-routine communications to be sent to local offices;
2. Assigning for reply by appropriate Central Office units all communications from the local offices, except in those cases where permission has been granted to have correspondence sent directly to some other section in the Central Office (exceptions may include routine correspondence concerning individual applications or applicants; routine clearance, farm placement operations, submittal of required statistical or fiscal reports, etc.).

Coordination with Staff Services. The Director General uses the following methods and techniques in securing coordination between field supervisors and staff services:

- A. Conducts staff meetings consisting of both line supervisors and staff specialists to discuss and formulate action on new or revised programs, policies, or procedures;
- B. Reviews material prepared by staff services relating to local office operations before release to the field;
- C. As a regular practice, makes available to staff services copies of findings and recommendations made by field supervisors which relate to the quality of operations in the local offices;
- D. Informs staff services of areas of operations in which standards of performance, policy statements, and procedures are needed and sets deadlines for completion of staff work. This includes also assignments to staff services of the following nature:

1. Conducting evaluation studies of selected phases of a local office's operations;
2. Assisting the office to resolve specified deficiencies in its operations as revealed by earlier studies or field supervisors' reviews;
3. Conducting detailed training on selected aspects of a local office's operations which cannot be adequately led by the manager or field supervisor.

Directs staff services to develop tools and techniques for use of field supervisors in supervising or evaluating local offices, and for this purpose:

1. Makes available suggestions received from field supervisors or local offices for development of such tools or techniques;
2. Points out wherein existing methods (e.g., outlines or guides) are inadequate or difficult to use, and proposes remedies.

Methods Used by Field Supervisor

Assistance in Local Office Planning, Organization, and Management. The methods and techniques outlined below are used by the field supervisor in carrying out his responsibilities to the Central Office and to the local offices in his area. These actions may occur after an evaluation of a local office (this is a method of supervision and will be treated separately) or concurrently with such an evaluation, or they may precede such a study and be based on decisions made in the Central Office on prior knowledge of local office operations.

- A. He assists the local office manager in planning the activities of the office in relation to the needs of the community for such service. This is done by taking such steps as reviewing placement achievement occupationally and industrially in relation to potential for such activity, determining needs for improving quality of application taking, order taking, and employer records, and examining workload experience in relation to other offices of similar size and in relation to capacities of present staff to determine whether or not better utilization of staff can be achieved. He brings to the office manager additional facts which may not be available at the local level such as advice of Central Office staff technicians, administrative statistics, and Central Office plans for new or changes in existing programs. He assists the manager in developing suitable controls to measure progress in achieving goals set during a planning conference.

- B. He assists the local office manager in organizing the local office by:
1. Assuring that the organization chart and duty statements comply with Central Office standards and are up to date;
 2. Assuring that definite responsibility is assigned for every local office function;
 3. Seeing that flexibility is maintained in organization and assignments so as to meet changing conditions and workloads;
 4. Insuring that the organization meets local conditions and needs;
 5. Determining that office operates according to organization and assignments;
 6. Reviewing organization at regular intervals and recommending revisions where necessary.
- C. He assures that local office layout is adequate to meet current operating needs by:
1. Determining, through observation, that the functions are properly located;
 2. Determining, through observation, that the equipment is properly located.
- D. He recommends to the Central Office promotions, transfers, and other personnel actions affecting local office staff, following consultation with the local office manager. He also supports and presents requests from his local office managers for additional personnel when such requests are well founded, and substantiated with workload experience or realistic planning.
- E. He makes periodic appraisals of the effectiveness of local office managers in performing their duties and reviews the manager's evaluation of his immediate subordinates.
- F. He trains and develops local office managers and assists them in training their staffs by:
1. Giving individual training to local office managers;
 2. Assisting the manager in providing:
 - a. Induction training to new personnel;
 - b. Individual and group training as needed;
 - c. Effective and well planned regular staff meetings.

- G. He recognizes and reports to the Director General the need for training assistance from Central Office staff services.

Evaluation of Local Office Operations. It is of fundamental importance to the field supervision program that the field supervisors obtain detailed first-hand knowledge of local office operations. This factual information is necessary in order to evaluate program accomplishments and seek improvements; to compare local offices on an objective basis and to advise the Central Office on conditions in the field.

In reviewing local office operations, all segments will be evaluated during one visit so that a complete and balanced picture of current conditions within the office can be obtained and consideration can be given to the impact of weaknesses in one operating phase or program, on the others to which it is related. Following this, recommendations can be formulated and plans made for the corrective action to be taken.

- A. A complete evaluation of each local office will be made by the designated field supervisor once each 6 months, or twice a calendar year.
- B. To facilitate a uniform approach to the review of local office operations, an evaluation guide has been developed and is contained in part I, sections 750 to 799.*/ The guide is designed to assist the field supervisor in making a complete review, and it constitutes a tool of reference to be used in achieving that end. It is not necessarily a report outline as the report should contain the considered judgment of the field supervisor supported by pertinent facts developed during the review.

The evaluation guide reflects the inclusion of the following methods and techniques:

1. Careful review of management controls and the use made of them. In many offices, these may consist of the work sheets used for compiling forms 50**/and 51,**/ but these records constitute a daily recording of activities and hence contain many clues for management in day-to-day planning of action. In other offices, other controls will be found, including those reflecting achievement with the major firms in the area (Form 9)***/.

*/ The guide developed for this particular country is not included in this appendix, as it is based on Forms and Controls (local office management program) tailor made to this country-situation. Part III, E, 3 of the text of this Handbook provides advice on how to develop such a guide. It can then easily be tied in to the Field Supervision Manual section.

**/ Equivalents of BES Form ES-209 and ES-212.

***/ Equivalent of BES Form ES-608, Major Market Control.

2. Formal analysis of quality of work products. Analysis forms will be used for each function. An adequate sample will be selected for study and determination of adequacy and adherence to standards specified in the Manual of Operations, part II.
3. Other techniques. In addition to inspection of controls and analysis of quality of work products, it will be necessary to utilize other analysis techniques such as those listed below to obtain facts on operations:
 - a. Discussion with manager and staff members.
 - b. Observation of processes, particularly where completed documents cannot show whole picture, e.g., reception and screening.

Preliminary Planning of Field Visits. In preparation for each local office visit, the field supervisor should:

- A. Review pertinent information such as statistical reports, correspondence on problems, or errors in local office operations.
- B. Review previous appraisals of local office, noting recommended action to be taken by local office.
- C. Make necessary preparation for conducting special studies or assignments for the Director General.

Scheduling of Visits. The field supervisor should visit each local office in his area on a scheduled basis. Sufficient time should be spent in the local office to permit a valid judgment of performance. The frequency of visits to the local office will vary with the number of offices supervised, their geographical spread, and other considerations. The schedule should provide for a definite allocation of time to the Central Office and to the field.

The Field Supervisor's Report. Following each visit to a local office, the field supervisor should prepare a written report to the Director General covering the following subjects:

- A. Purpose of visit;
- B. A statement of the action taken by the local office on recommendations and plans made at the time of the previous visit;
- C. A statement of activities performed on this visit. (This should include a summary of the findings of any evaluation made, the instructions or recommendations given to the local office manager, and a summary of technical assistance and training provided during the visit. If the purpose of the visit was to make a complete evaluation of operations, the detailed analysis should be attached.);

- D. A statement of the over-all progress of the local office in carrying out its plan;
- E. A statement of any actions required by the Central Office for the solution of local office problems.

Assistance by Technical Staff. The field supervisor will supplement his evaluation activities, where his findings warrant, by calling upon the Central Office to provide assistance in specified local office operations. The field supervisor:

- A. Determines when assistance is indicated and arranges for assistance by Central Office staff;
- B. Participates with Central Office staff to the extent necessary in rendering such assistance;
- C. Reviews and implements recommendations agreed upon.

Participation in Central Office Planning. The field supervisor discharges this responsibility by advising and conferring with the Director General and Central Office staff on problems that require Central Office consideration. Through such consultation he supplies information on operating needs and assists in development of proposed policy, program, and procedures, as necessary.

Appendix No. 12

**Concepts of Workload and Time
for Use in Estimating Local Office
Staffing Requirements**

Concepts of Workload and Time for Use in Estimating
Local Office Staffing Requirements

Direct Workloads, and Percentage
Allowances for Work Performed

	Volume of Workload Units	(Minutes) Unit Time Allowance	U. S. D. O. T. Occupation Codes Used	Use these ILO ISCO Codes (1958 edit)
a. New Applications	--	20		
b. Counseling Interviews	--	50		
c. Tests	--			
OATS	--	70		
Specific Aptitudes	--	30		
Proficiency	--	25		
d. Placements (Nonagricultural)	--			
Professional, Sales and Clerical		190	0,1	0,1,2,3, (Major codes)
Skilled & Semiskilled		95	4,7	5-6-7-8 excluding minor groups 8-9 (Laborers NEC & light & heavy)
Service		75	2 (exclu. 2-01 & 2-02)	9
Unskilled Labor		50	8,9 (exclu. 9-08)	Minor group 8-9
Short-Time (Casual)		20	Casual place- ments (201,988 202)	88/All short-time (casual)
e. Employer Promotion Time (An amount equal to 20% of total placement time)	--	--		
f. Total of Direct Program Time	--	--		
g. Clerical Allowance (25% of line f)	--	--		
h. Management Allowance (15% of line f)	--	--		
i. Reception Service (15% of line f)	--	--		
j. Additional ES Activities (Flat hourly estimates are included here where the local office has a labor market analyst or performs such functions as labor mar- ket information, industrial services et. al.)	--	--		
1. Grand total Estimated in Hours for Fiscal year (or other fixed future period) it is converted into positions by dividing it by the number of hours per year re- presented by one full-time posi- tion.	--	Total		

*Since there will be no basis for estimating workloads when the first tier of offices are opened, the staffing table contained in part III A, 1 of the text may be used as a point of departure until sufficient experience has been achieved to make this workload, time allowance approach practical. The figures used have all been rounded for ease in computation. This form is essentially the same as Form ES-175 but with the ILO-ISCO Code equivalents of the ES Placement categories (ES Standard Time Requirements) provided as a convenience to the Consultant.

**In adapting the American system to the ILO occupational codes it is recommended that this category include all jobs of less than 1 week's duration. Provision should be made for reporting these separately on the ES-212. They should not be included, in reporting, as a part of any other occupational group. These are largely temporary domestic and casual, and any more precise occupational allocation would be relatively meaningless.