

cial and private insurance, there is every now and then a failure to preserve it. Another example occurs in this: "If insurance principles are to be observed there must be a relation between the benefit rights and contributions.")

Millis and Montgomery are most specific in their recommendations for an American plan for health insurance.

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ATKINSON, RAYMOND C., *et al.* *Public Employment Service in the United States*. Pp. xiv, 482. Chicago: Public Administration Service, 1938. \$3.75.

This is the most important and comprehensive study on public employment offices since the invaluable report by Shelby M. Harrison and Associates in 1924. In the past fifteen years a number of governmental developments have enlarged the tasks and increased the responsibility of public employment offices. First, public works and work relief programs have necessitated a placement service for referrals. Second, the advent of unemployment compensation has practically doubled the functions of the employment service and increased its clientele manifold. Finally, the widespread unemployment of the last decade has emphasized the importance of relieving the disorganization of the labor market conditions in any way possible. On this point the authors are realistic about the role of the employment service, which is "only to a limited degree a means of reducing unemployment. . . . An employment office cannot place workers unless there are openings to be filled. Basically, unemployment is a problem of industry and requires industrial remedies. Nevertheless, employment service . . . can materially aid in overcoming the frictions, delays, and wastes of the employing process. . . . It can mitigate the ills of unemployment, though it cannot remove the major causes of the malady" (p. 14).

The authors of this volume, all of whom have had active experience in employment office work, have appreciated the new service functions of the employment service and have, in their study, integrated the administrative and procedural aspects of un-

employment compensation with employment offices far more successfully than our present laws and administrators have. In this sense, the title of the book does not amply describe the scope of the work. Or to put it another way, since public works and especially unemployment compensation can no longer be logically dissociated from the employment service, the term "employment offices" has come to mean a new thing.

The study is divided into four parts. Part I deals with the implications of unemployment compensation for the employment service and with the new tasks incumbent on the latter. Part II is a study of the organization and administration, and of such staff functions as personnel, finance, statistics, and research. In this connection there is a sound, constructive critique, from the viewpoint of public administration, of the anomalous Federal organization for the administration of unemployment compensation and employment service. Though more attention is devoted to the advantages of transferring unemployment compensation administration to the Department of Labor than to the advantages of transferring the employment service to the Social Security Board, the authors avoid a final decision (which would need to involve other than administrative considerations) and properly urge that the immediate need is the assignment of both functions to the same department or agency, whatever that agency may be.

Part III is devoted to a review of employment service procedures. Part IV describes the special types of service provided by employment offices to the inexperienced, to the "hard-to-place," to veterans, to farm laborers, and to relief and public works programs.

The book is a valuable addition to the important studies and monographs already published on unemployment compensation and welfare administration, grants-in-aid, and British and German experience with public employment exchanges and unemployment insurance, by the Committee on Public Administration of the Social Science Research Council.

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