

UNITED STATES DEPARTMENT OF LABOR

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BUREAU OF LABOR STATISTICS

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Earnings and Wage Practices in  
Municipal Governments  
of 15 Cities, 1944



*Bulletin No. 848*

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## Letter of Transmittal

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
*Washington, D. C., September 10, 1945.*

**THE SECRETARY OF LABOR:**

I have the honor to transmit herewith a report on earnings and wage practices in municipal governments of 15 cities, 1944. The report was prepared in the Bureau's Wage Analysis Branch by Carrie Glasser with the assistance of Marion R. Callahan and Joseph H. Mayer. The survey on which this study was based was planned and directed by Margaret L. Plunkett.

A. F. HINRICHS, *Acting Commissioner.*

HON. L. B. SCHWELLENBACH,  
*Secretary of Labor.*

(III)



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## **Earnings and Wage Practices in Municipal Governments of 15 Cities, 1944**

### *Summary*

Average hourly earnings of municipal employees in 74 occupations in 15 municipal governments were obtained by the Bureau of Labor Statistics for a single pay-roll period in 1944. On the basis of these data estimates of annual earnings were made. The data revealed considerable intercity variation in wages for identical occupational groups as well as wide intracity differences in wages among groups whose skills are comparable. The scheduled workweek varied somewhat less, both among cities and within any given city. An average computed on the basis of data for all 15 cities showed that of 16 key male occupations studied, senior civil engineers had the highest annual salaries (\$3,278) and janitors the lowest (\$1,619). Secretaries showed the highest salaries of 7 key female occupations (\$2,007) and switch-board operators the lowest (\$1,510). The occupations included in this survey did not include top professional and the higher-salaried administrative personnel.

Oakland, Gary, and Portland (Oreg.) ranked highest with respect to the general municipal wage level, while Atlanta, St. Louis, and a southwestern city were the three lowest. The ranks of 7 cities with respect to the wage levels of municipal employees and of employees in private industry were observed to be substantially similar. It is estimated that wages in the 15 cities increased approximately 10 to 15 percent between January 1941 and the date of the survey. This resulted from upward revisions of wage scales and the payment of cost-of-living bonuses.

Job-classification systems covering all or nearly all major groups of municipal workers were in effect in 12 of the 15 cities. Five cities had uniform pay plans that classify jobs by grades, with a uniform salary range for all jobs within a grade. Plans providing a single minimum rate for each job class, but with varying maximum rates, were found in 6 other cities. Less formal wage plans were followed in the remaining 4 cities. Although most municipal employees are paid on a monthly or annual basis, a substantial number, particularly in the craft and laborer classifications, are paid hourly or daily rates.

All but 3 of the 15 cities had civil service systems covering all departments. Tenure of office in most cities was provided after a 6-month probationary period. Large numbers of municipal workers

were found to be members of unions but none of the municipal governments had written contracts with unions.

### *Purpose and Scope of Survey*

The primary purpose of this survey was to obtain information regarding wages of municipal workers in selected occupational groups. The need for comprehensive and reliable data in this field has long been recognized by city governments, planning agencies, labor organizations, and others interested in public administration. It was in appreciation of this need that the Bureau of Labor Statistics undertook an experimental study in the summer of 1944. Information regarding hours of work, merit systems, pension schemes and vacation and sick-leave policies, was also collected in the course of this survey.

Fifteen cities were covered in this survey; 5 of the 15 have populations between 100,000 and 250,000, 7 are in the 250,000 to 500,000 population group, and 3 have populations between 500,000 and 1,000,000. Municipal employment in these cities ranged from 1,400 to 14,600. Table 1 shows the cities studied, arranged by size groups, the approximate total number of municipal employees in each city at the time of the Bureau's survey, and the percentage of the employment covered by this survey.

**TABLE 1.—Estimated Municipal Employment and Percent of Employees Covered in 15 Cities Included in Bureau's Survey, Summer of 1944**

Size group and city	Estimated total municipal employment, summer of 1944	Percent of total employees studied	Size group and city	Estimated total municipal employment, summer of 1944	Percent of total employees studied
100,000-250,000 population:			250,000-500,000 population—Con.		
Flint, Mich.....	2,700	41	Denver, Colo.....	6,200	50
Gary, Ind.....	1,900	19	Oakland, Calif.....	4,400	22
Grand Rapids, Mich.....	1,900	34	Portland, Oreg.....	3,000	50
Hartford, Conn.....	3,100	34	St. Paul, Minn.....	3,300	15
Oklahoma City, Okla.....	1,400	54	500,000-1,000,000 population:		
250,000-500,000 population:			Buffalo, N. Y.....	10,300	38
City X <sup>1</sup> .....	4,600	25	Pittsburgh, Pa.....	9,200	41
Atlanta, Ga.....	4,100	43	St. Louis, Mo.....	14,600	40
Cincinnati, Ohio.....	8,600	33			

<sup>1</sup> A southwestern city. By request it is not identified by name in this study.

The selection of the 15 cities was guided by several considerations. Because wages for the same occupation tend to vary among municipal departments, cities with fairly diversified departmental organization were desired in order to insure adequate coverage for the selected occupational groups. This eliminated very small cities and accounts for the concentration of the sample on cities of medium size. The very largest cities in the country were omitted because of the experimental nature of this survey. For each of the 15 cities selected, all regular departments were included to the extent that they had the occupations selected for study. The major departmental divisions covered were general government, public works, public-service enterprises,



parks and playgrounds, zoning and planning, sanitation, health, welfare, protection, education, and libraries. It should be understood, however, that certain functions were found in some city governments but not in others. For example, Gary has no department of public welfare but is serviced in this respect by the public welfare department for Lake County. Likewise, Hartford and Oakland have no municipal water departments of their own but receive this service from public bodies which have jurisdiction over several municipalities. The present survey included only those selected groups of employees in city departments which were administratively a part of the municipal structure.<sup>1</sup>

The cities surveyed were also chosen with regard for geographical representation. Thus, of the 15 cities covered, there is at least one in each of the major geographic regions of the United States. The selection was greatly aided by conferences held with representatives of Federal, municipal, and union organizations interested in the salaries of municipal employees and related problems. The mayors and other officials of the 15 cities cooperated by placing at the disposal of the Bureau's representatives the necessary pay-roll and other official records. The information for most cities covers the pay-roll period for June 1944.<sup>2</sup>

The proportion of municipal employees covered in this survey, as shown in table 1, ranged from 15 percent to more than 50 percent for individual cities. This wide variation in coverage is due to several factors. First, the survey excluded certain large groups of municipal employees such as teachers, firemen, and policemen, as well as top professional and administrative personnel. While these groups are numerically large in all cities, they account for a considerably greater proportion of total municipal employment in some cities than in others. Second, part-time<sup>3</sup> and temporary workers were also excluded and, as in the case of the first group, the proportionate importance of these workers varied from city to city. Third, the occupations selected for study were those which were numerically important in the majority of cities and/or were representative of the different skills and wage levels. When an occupational group appeared to be of numerical importance in only a small number of cities, the group was excluded from the sample.<sup>4</sup> This resulted in greater loss of covered employees in some cities than in others.

Because the sample upon which this survey is based is limited to a small number of cities and to selected occupations which exclude the highest-paid personnel, the data are not considered to be representative of wage and employment conditions of municipal employees throughout the country. This experimental study does, however, yield useful information for those cities and occupations covered and should provide a helpful basis for planning broader studies in the future.

<sup>1</sup> An exception to this rule was made in the case of the education "department" of Portland, which is administered independently of the Portland city government and is part of the Multnomah County School District.

<sup>2</sup> Exceptions were as follows: Atlanta, January 1944; Gary, October 1944; Hartford, April 1944; Portland, July 1944. As there were no general wage changes effective between these dates and June 1944, the pay-roll periods are comparable for purposes of this study.

<sup>3</sup> For purposes of this study a "part-time" worker was considered to be an employee who regularly worked less than the full number of hours in the normal day or workweek.

<sup>4</sup> For example, ambulance drivers and seamstresses were numerically significant groups in Atlanta and, similarly, cashiers in Denver. However, since the great majority of the cities covered did not show these classifications, they were dropped from the sample.

### *Method of Analysis*

The survey covered 74 occupational groups of municipal employees but in no one municipal government were all of these occupations found. The highest representation was 66 for Denver; the lowest was 31 for Gary, the smallest of the cities surveyed. The job titles used in this study are not necessarily the same as those appearing on the pay rolls of the individual cities. The standard job descriptions developed by the Bureau after examination of job classifications used in several cities were taken as a basis for classifying the municipal employees covered. For example, an employee designated as a junior engineering clerk in some cities was classified as a "junior engineering aide" if the functions and requirements of the job corresponded with the standard job description used by the Bureau. Similarly, the designation "janitor" was used for many employees listed as cleaners or building custodians. In some instances it was found necessary to use broader occupational groupings than in others. For example, all stenographers were classified into one group, but typists were subdivided into junior and senior grades. Clerks were divided into four grades: (a) "General clerks" who perform simple routine tasks, (b) "senior clerks" who have more difficult tasks requiring the application of judgment based on established precedents, (c) "clerk supervisors" who plan, assign and supervise the work of subordinate employees, and (d) "principal clerks" who generally supervise larger groups and have greater opportunity for exercising independent judgment. Despite some discrepancies caused by differences in job descriptions in the 15 cities, it is believed that the employment of the standard job classification as a basis for grouping yielded satisfactory results.

Two measures of wages were developed in this survey—average hourly earnings and estimated average annual salaries, both based, with few exceptions, on pay-roll records for June 1944. The wage data include the base pay for the regular workweek, plus cost-of-living bonuses and length-of-service increments, wherever these were in effect. Overtime pay for emergency work beyond the usual workweek was not included, nor was premium pay for extra-shift operation, the latter a relatively unimportant factor in municipal employment. Indirect additions to income provided in the form of meals, lodging, laundry, or other payments in kind, were not taken into account. An exception to this rule was made wherever the workers in an occupation had the option of taking the cash value of full or part maintenance. In those instances in which all or a part of the group exercised the option, the average rate for the occupation was considered to be the average base rate plus the cash value of the maintenance. The occupational groups that received maintenance allowances not included in the computation of earnings are designated in table 2.

The statistics on annual salaries are estimates based on the single pay period for each city. Although these figures are consequently subject to some error, it is probably very small, since employment and wage practices among municipalities show considerable stability. The important salary-determining factors for which no allowance was made include (1) overtime payments, (2) income received directly or in kind for maintenance, (3) changes in base rates caused by individual grade promotions, prior to or after the pay-roll period studied, or other reasons, (4) seasonal lay-offs or other periodic reductions in time

worked, (5) labor turn-over during the year, which could increase the weight of employment at the lower limits of rate ranges within each occupational group, and (6) reductions or extensions in the regular workweek. Changes in the workweek would probably be of greater significance for workers paid on an hourly basis, but would also affect the earnings of some salaried employees.

The statistics of average hourly earnings and average annual salaries for each occupation represent the average for that group in all departments of a city in which the job was found. Since base rates and weekly hours are often not identical in all departments of a city, even for the same occupation, the city-wide averages do not necessarily correspond exactly to the average wages in any particular department.

### *Average Hourly Earnings*

Table 2 shows, by occupation, the average hourly earnings of male and female employees in the 15 municipal governments for June 1944. One outstanding characteristic is the wide variation among the 15 cities with respect to the earnings of the same occupational group. For example, average hourly earnings of male laborers, an unskilled group, ranged from 51 cents in Atlanta to 91 cents in Portland. For janitors, another unskilled group, City X (a southwestern city) had the lowest hourly earnings, 43 cents, and Portland the highest, 95 cents. It is of interest to note that despite the difference in range, the rank of the cities is approximately the same for both unskilled occupational groups, with the southern cities reporting the lowest earnings and the far western cities the highest. Because the sample used is small and the period studied limited to 1 month, caution should be observed in generalizing the relationships indicated by certain parts of the data. Thus, although the southern cities had the lowest hourly earnings for certain unskilled occupational groups, they held a higher rank in the case of some skilled occupations. Atlanta, for example, showed the fourth highest hourly earnings for general repairmen, while fifth place was taken by Portland. For the same occupational group, Oklahoma City reported the lowest hourly earnings (72 cents) and the mid-western city of Gary the highest (\$1.35).

Wide differences in average hourly earnings among occupations of similar skill grade within a given city are also indicated by the statistics in table 2. In three cities (Atlanta, Oakland, and St. Louis) janitors received higher hourly earnings than laborers, while in 11 cities the opposite was true. In Hartford, laborers received, on the average, 3 percent more in hourly earnings than janitors; and in Grand Rapids, the difference was almost 30 percent. With respect to certain skilled categories, similar marked deviations from uniformity within the same city were found.

TABLE 2.—Average Hourly Earnings<sup>1</sup> of Employees in 15 Municipal Governments,  
Selected Occupations, By Sex, June 1944

Occupation and sex	At- lanta	Buffalo	Cin- cinnati	Den- ver	Flint	Gary	Grand Rapids	Hart- ford
<i>Males</i>								
Account clerks		\$1.22	\$0.96	\$0.80	\$1.05	( <sup>2</sup> )	\$1.03	\$1.13
Accountants (including supervisors)	\$1.19	1.53	1.42	1.06	1.42	( <sup>3</sup> )	( <sup>3</sup> )	1.38
Attendants, hospital, etc.	.28		.54	.49	.66	( <sup>3</sup> )	( <sup>3</sup> )	.60
Automotive mechanics	1.07	1.03	1.01	.91	1.12	\$1.20	1.01	.94
Blacksmiths	1.19	1.10	( <sup>3</sup> )	.95	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	.91
Brickmasons	1.25	1.39	1.57	1.65		( <sup>3</sup> )	( <sup>3</sup> )	1.01
Building superintendents, school	( <sup>3</sup> )	1.24	.78	2.78	1.10	.90	.68	1.08
Carpenters, maintenance	1.15	1.25	1.38	1.14	1.01	1.50	.88	1.07
Civil engineers, junior	1.03	1.41	1.26	( <sup>3</sup> )			1.29	1.37
Civil engineers, senior	1.38	1.78	1.52	1.49	1.24	1.56	1.41	1.78
Civil engineers, principal	2.36	2.15	1.85	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	1.92	2.23
Clerks, general	.78	.91	.65	2.69	.64	.90	.82	
Clerks, senior	2.84	1.22		( <sup>3</sup> )	( <sup>3</sup> )		.99	
Clerical supervisors, except principal	.89	1.16	.94	.93	.85		.92	
Clerical supervisors, principal	1.08	1.59	1.17	1.22			1.14	
Cooks	.43	.66	( <sup>3</sup> )	2.76	( <sup>3</sup> )			.74
Draftsmen, junior		1.05		.92	( <sup>3</sup> )			
Draftsmen, senior		1.37	1.00	( <sup>3</sup> )	( <sup>3</sup> )			
Electricians, maintenance	1.27	1.52	1.36	1.00	1.08	1.50	.97	1.26
Elevator operators	.69	.67	( <sup>3</sup> )	2.60			( <sup>3</sup> )	.95
Engineering aides, junior		.97	.63	.75			( <sup>3</sup> )	( <sup>3</sup> )
Engineering aides, senior			.93	1.08			( <sup>3</sup> )	1.10
Equipment operators, heavy	1.12	1.53	.99	.95	.93	1.20	.99	.85
Equipment operators, light	.77	.89	.82	.80	.83	1.00	.86	.80
Food workers (except cooks)			.65	.41				
Food workers, hospital			.65	.41				
Food workers, other than hospital			.87	.88	1.09	.98	.98	.99
Foremen, labor (shop and field)	.95	.94	.63	2.64	.78		.71	.70
Guards and watchmen (other than prison)	.60	.80	.70					
Guards	.54	2.71	.62	2.64	.78		.71	.70
Watchmen	.61		.66					
Guards, prison	.75	.98	.78	.87	.88			( <sup>3</sup> )
Helpers, any craft	1.24	1.12	1.19	1.01	1.22	1.28	1.42	1.53
Inspectors, field	.58	.70	.60	2.62	2.79	.81	.64	.71
Janitors	2.99	2.80		.60			( <sup>3</sup> )	( <sup>3</sup> )
Laboratory technicians	.51	2.78	.71	2.72	.84	.85	.82	.73
Laborers (including gardeners)		.78		2.72	.84	.85	( <sup>3</sup> )	.78
Gardeners	.51	2.78	.71	2.72	.84	.85	.82	.73
Laborers		.67	.63	4.45	( <sup>3</sup> )			
Laundry workers				.69		( <sup>3</sup> )		
Librarians	.87			.44		.58		
Library aides		1.13					1.09	1.02
Linemen	1.04	1.10	1.07	( <sup>3</sup> )			1.15	
Machinists, maintenance	.78	.85	.91	.79	.95		.88	
Mechanics, water works	( <sup>3</sup> )			.66				
Office-machine operators	1.06	1.30	1.38	1.24	1.01	1.50	.82	1.06
Painters	1.44	1.51	1.40	1.31	( <sup>3</sup> )	1.50	1.00	1.09
Plumbers	1.30	1.13	1.41	.95	1.07		1.12	
Pumping-plant engineers	.85	( <sup>3</sup> )		.74			.89	
Pumping-plant others		.97						
Recreational leaders	1.06	2.93	.84	.80	.94	1.35	.87	.94
Repairmen, general	.99	1.02	1.03	.73		1.36	1.02	1.14
Sanitarians	.90	1.38	( <sup>3</sup> )	.92	( <sup>3</sup> )			
Secretaries	.87	.93			1.10	.89	1.05	
Sewage-plant operators	1.03	1.10	1.28	1.10	.98		.98	
Stationary engineers	.90	2.78	.98	2.91	.87	.87	.78	.88
Stationary firemen	.78	1.29	.94	.68				
Stenographers	.79	2.65	.91	2.73	.79		.84	.77
Stock clerks	1.05	1.03	1.10	2.99	.89		.91	( <sup>3</sup> )
Storekeeper supervisors		.93					( <sup>3</sup> )	( <sup>3</sup> )
Switchboard operators	( <sup>3</sup> )	.81		( <sup>3</sup> )			.90	.80
Tree surgeons	.62							
Tree trimmers	.77							
Typists	( <sup>3</sup> )							
Typists, junior	.89							
Typists, senior	.83	.86	.75	.84	1.14		.98	
Water-purification operators	.84	.87	.90	.84	.92			
Water-service men								
<i>Females</i>								
Account clerks		1.08	.94	.78	.93	.91	.86	
Accountants (including supervisors)	1.16			1.26	( <sup>3</sup> )		( <sup>3</sup> )	( <sup>3</sup> )
Attendants, hospital, etc.	2.31	.56	.49	.37	.55		.51	.59
Charwomen	.27	.66	.50	2.41	.62	.58	.53	
Clerks, general	2.56	2.83	.64	2.61	.71	.81	.55	.73
Clerks, senior	.70	( <sup>3</sup> )			.92		.95	1.05
Clerical supervisors, except principal	.67	1.14	.87	2.86	.78	.95	.82	.93
Clerical supervisors, principal	.89				1.05	.94	.90	1.13
Cooks		2.60	2.79	4.45	.72			
Dietitians	.62	.77	.51	2.84	1.00			.83

See footnotes at end of table.

TABLE 2.—Average Hourly Earnings<sup>1</sup> of Employees in 15 Municipal Governments,  
Selected Occupations, By Sex, June 1944—Continued

Occupation and sex	At- lanta	Buffalo	Cin- cinnati	Den- ver	Flint	Gary	Grand Rapids	Hart- ford
Females—Continued								
Elevator operators.....		\$0.52	( <sup>9</sup> )		\$0.58			
Food workers (except cooks).....		.53	( <sup>9</sup> )	\$0.38	.57			
Food workers, hospital.....		.53	\$0.46	.436	.57			
Food workers, other than hospital.....			.451	.439				
Graduate nurses (including Public Health Service).....	\$0.62	.79	.78	( <sup>9</sup> )	.90	\$1.61	( <sup>9</sup> )	\$0.79
Graduate nurses (except Public Health Service).....	.45	.68	.76	.457	.89		\$0.69	.78
Graduate nurses (Public Health Service).....	.73	.94	.82	\$1.05	.93	1.61	.90	1.01
Graduate nurse supervisors.....	.94	.84	1.02	.66	1.11			
Housekeepers.....	.39	.55	( <sup>9</sup> )	.45	( <sup>9</sup> )			
Laboratory technicians.....	.96	.74	.87		1.01			1.13
Laborers (including gardeners).....	.42	.68		( <sup>9</sup> )				
Laundry workers.....	.34	.61	.54	.437	.60			.63
Librarians.....	.97		.81	.73	.93	.86	.99	
Library aides.....	.62		.90	.39	.74	.50	.65	
Matrons, park.....	.43		.57	.61		( <sup>9</sup> )		
Matrons, prison.....	.61	.80	.67	.70				
Office-machine operators.....		.81	.65	.64			.59	.77
Recreational leaders.....	.56	.98						
Sanitarians.....								
Secretaries.....	.81	.96	.92	.87	.92	.92	.96	1.13
Social workers, welfare.....	.66		.82	.84				.92
Stenographers.....	.77	.93	.76	.67	.68	.74	.73	.85
Stock clerks.....		( <sup>9</sup> )	.50					
Switchboard operators.....	.65	.36	.64	.62	.68	.63	.75	.74
Typists.....	.74	.71	.68	.66	.63		.68	.79
Typists, junior.....	.54	.64	.66	.60	.61		.58	.72
Typists, senior.....	.75	.78	.86	.76	.70		.74	.91
Occupation and sex	Oak- land	Okla- homa City	Pitts- burgh	Port- land (Oreg.)	St. Louis	St. Paul	City X	
Males								
Account clerks.....	\$1.41	\$0.87	\$1.15	( <sup>9</sup> )	\$1.14	( <sup>9</sup> )	\$1.09	
Accountants (including supervisors).....	1.57	1.11	1.41	\$1.31	1.48	\$1.53	1.33	
Attendants, hospital, etc.....			.47		.54			
Automotive mechanics.....	1.30	.85	1.82	1.13	1.09		.92	
Blacksmiths.....	1.29	( <sup>9</sup> )	( <sup>9</sup> )	( <sup>9</sup> )	1.24	1.02	( <sup>9</sup> )	
Brickmasons.....		( <sup>9</sup> )	1.84	( <sup>9</sup> )	1.75			
Building superintendents, school.....		.72	.78	.98	1.29		.71	
Carpenters, maintenance.....	1.45	.92	1.75	1.21	\$1.48	1.44	.79	
Civil engineers, junior.....	1.55	( <sup>9</sup> )	1.52	1.18	1.27	1.65	1.22	
Civil engineers, senior.....	1.98	1.22	1.50	1.43	1.59	1.89	1.52	
Civil engineers, principal.....	2.30	( <sup>9</sup> )	1.77	( <sup>9</sup> )	2.02		1.81	
Clerks, general.....	1.20	( <sup>9</sup> )	.97	.94	.77		.68	
Clerks, senior.....	1.44	.81	1.23	1.07		1.10	.89	
Clerical supervisors, except principal.....		.98	1.35	1.05	.97	1.10	.93	
Clerical supervisors, principal.....	1.72	1.16	1.50	1.41	\$1.06	1.23	1.15	
Cooks.....					.71		( <sup>9</sup> )	
Draftsmen, junior.....		( <sup>9</sup> )	1.11	1.11	1.04		.94	
Draftsmen, senior.....	1.69	( <sup>9</sup> )	1.44	1.16		1.53	1.12	
Electricians, maintenance.....	1.55	.89	1.61	1.40	1.54	1.50	.85	
Elevator operators.....	.85	.53	.79		.62			
Engineering aides, junior.....	1.15	.89	.94	.96	.83	1.31	.55	
Engineering aides, senior.....			1.75	1.13	.91	( <sup>9</sup> )	1.05	
Equipment operators, heavy.....	1.61	1.76	1.48	1.14	1.26		.75	
Equipment operators, light.....	1.09	.73	.91	.97	2.81	.86	.70	
Food workers (except cooks).....					.41			
Food workers, hospital.....					.41			
Food workers, other than hospital.....								
Foremen, labor (shop and field).....	1.27	.87	.92	1.12	.82	.96	.85	
Guards and watchmen (other than prison).....	.93	.55	1.75	.85	( <sup>9</sup> )		.60	
Guards.....	.95	.59	.90	.86	.75		.74	
Watchmen.....	.92	.45	1.68	( <sup>9</sup> )	.62		.46	
Guards, prison.....					.82	.94		
Helpers, any craft.....				.96				
Inspectors, field.....	1.56	1.00	1.24	1.10	1.02	1.81	1.08	
Janitors.....	.95	.57	.74	.81	.69		.43	
Laboratory technicians.....	( <sup>9</sup> )		1.08	.94	.65			
Laborers (including gardeners).....	.92	.64	1.78	.91	.65	.81	.61	
Gardeners.....	.93	.71	1.86	.96	.68	.91	.62	
Laborers.....	.90	.64	1.78	.91	.65	.80	.61	
Laundry workers.....			( <sup>9</sup> )		.62			
Librarians.....	( <sup>9</sup> )				( <sup>9</sup> )	.83		
Library aides.....	( <sup>9</sup> )				.46	.64		

See footnotes at end of table.

TABLE 2.—Average Hourly Earnings<sup>1</sup> of Employees in 15 Municipal Governments, Selected Occupations, By Sex, June 1944—Continued

Occupation and sex	Oak-land	Oklahoma City	Pitts-burgh	Port-land (Oreg.)	St. Louis	St. Paul	City X
<i>Males—Continued</i>							
Linemen.....	\$1.37	.....	\$1.40	\$1.30	\$1.30	.....	\$1.02
Machinists, maintenance.....	( <sup>2</sup> )	\$0.82	1.75	1.22	1.10	\$1.04	.95
Mechanics, water works.....	1.05	.77	.96	1.12	.86	.88	.85
Office-machine operators.....	.....	.....	.....	( <sup>3</sup> )	( <sup>3</sup> )	.....	.87
Painters.....	1.36	.95	1.63	1.32	1.55	1.44	.76
Plumbers.....	1.70	.95	1.75	1.46	1.59	.....	( <sup>4</sup> )
Pumping-plant engineers.....	.....	.84	1.19	1.17	( <sup>5</sup> )	.....	.80
Pumping-plant others.....	.....	.....	.96	.....	1.05	.70	.....
Recreational leaders.....	1.06	.41	1.09	.95	.61	.....	( <sup>6</sup> )
Repairmen, general.....	1.21	.72	\$1.15	1.01	\$1.00	.85	( <sup>7</sup> )
Sanitarians.....	1.41	.96	1.10	1.11	.99	.....	.84
Secretaries.....	( <sup>8</sup> )	.....	1.30	.....	( <sup>9</sup> )	( <sup>9</sup> )	.....
Sewage-plant operators.....	.....	.84	( <sup>9</sup> )	.....	.....	.....	.76
Stationary engineers.....	1.25	.90	\$1.99	1.19	1.27	.89	.74
Stationary firemen.....	.....	.63	\$1.81	( <sup>3</sup> )	1.06	.91	.....
Stenographers.....	.....	( <sup>2</sup> )	1.10	( <sup>3</sup> )	\$1.84	1.14	.86
Stock clerks.....	.....	.....	\$1.83	.92	\$1.73	.....	.78
Storekeeper supervisors.....	( <sup>2</sup> )	( <sup>2</sup> )	\$1.81	1.18	( <sup>2</sup> )	.....	( <sup>2</sup> )
Switchboard operators.....	.....	.....	.87	.....	\$1.75	.....	.....
Tree surgeons.....	( <sup>2</sup> )	( <sup>2</sup> )	.....	.....	.78	.....	( <sup>2</sup> )
Tree trimmers.....	.97	.55	.....	.....	.67	.89	.65
Typists.....	.....	.....	( <sup>2</sup> )	( <sup>2</sup> )	\$1.83	1.10	.....
Typists, junior.....	.....	.....	( <sup>2</sup> )	.....	\$1.83	.....	.....
Typists, senior.....	.....	.....	.....	( <sup>2</sup> )	.....	1.10	.....
Water-purification operators.....	.....	.83	.79	.....	1.05	.....	.84
Water-service men.....	.....	.83	.89	.99	.85	.....	.73
<i>Females</i>							
Account clerks.....	1.20	( <sup>2</sup> )	.87	.97	( <sup>2</sup> )	( <sup>2</sup> )	.91
Accountants (including supervisors).....	.....	( <sup>2</sup> )	.90	.....	.....	.....	.....
Attendants, hospital, etc.....	.....	( <sup>2</sup> )	\$1.43	.....	\$1.54	.....	.47
Charwomen.....	.76	.49	\$1.54	.74	\$1.50	.....	.38
Clerks, general.....	.91	.68	\$1.86	.77	\$1.68	( <sup>2</sup> )	.71
Clerks, senior.....	.....	.85	.....	.96	.....	1.10	.81
Clerical supervisors, except principal.....	( <sup>2</sup> )	( <sup>2</sup> )	.79	.93	\$1.92	1.10	( <sup>2</sup> )
Clerical supervisors, principal.....	1.45	.....	1.21	\$1.02	\$1.02	.....	.....
Cooks.....	.....	( <sup>2</sup> )	\$1.60	.56	\$1.49	.....	.....
Dietitians.....	.....	.....	\$1.80	.....	\$1.97	.....	.....
Elevator operators.....	.73	.49	.59	.....	.56	.....	( <sup>2</sup> )
Food workers (except cooks).....	.....	.....	.62	.....	\$1.60	.....	.....
Food workers, hospital.....	.....	.....	.....	.....	\$1.50	.....	.....
Food workers, other than hospital.....	.....	.....	.62	.....	.....	.....	.....
Graduate nurses (including Public Health Service).....	1.19	\$1.80	( <sup>2</sup> )	.88	\$1.76	1.23	.75
Graduate nurses (except Public Health Service).....	( <sup>2</sup> )	\$1.78	\$1.50	.86	\$1.75	.....	.....
Graduate nurses (Public Health Service).....	1.19	.81	.91	.89	.78	1.23	.75
Graduate nurse supervisors.....	.....	( <sup>2</sup> )	\$1.30	( <sup>2</sup> )	\$1.90	.....	( <sup>2</sup> )
Housekeepers.....	.....	.....	.....	.....	\$1.55	.....	.....
Laboratory technicians.....	( <sup>2</sup> )	.80	\$1.01	.96	\$1.73	.....	.74
Laborers (including gardeners).....	.82	.....	( <sup>2</sup> )	.....	.....	.80	.....
Laundry workers.....	.....	( <sup>2</sup> )	\$1.48	.....	\$1.52	.....	.....
Librarians.....	1.03	.77	.96	.....	\$1.84	.84	.69
Library aides.....	.80	.58	.78	.....	.51	.58	.54
Matrons, park.....	.....	.....	.....	.....	.....	.47	.....
Matrons, prison.....	.....	.....	.....	.....	.66	.....	.....
Office-machine operators.....	.89	( <sup>2</sup> )	.87	.80	.81	.....	( <sup>2</sup> )
Recreational leaders.....	\$1.10	.41	.91	.85	.63	.....	.69
Sanitarians.....	.....	.....	1.08	.....	.....	.....	.78
Secretaries.....	1.17	.74	.99	.87	\$1.93	1.31	.95
Social workers, welfare.....	.....	.....	1.49	.....	\$1.78	.....	.....
Stenographers.....	.85	.69	.90	.81	\$1.75	.95	.74
Stock clerks.....	.98	.....	.....	.....	\$1.61	.....	.....
Switchboard operators.....	.85	.57	\$1.78	.78	\$1.66	.....	.63
Typists.....	.85	.65	.71	.76	\$1.66	.84	.57
Typists, junior.....	.84	( <sup>2</sup> )	.65	.75	\$1.66	.....	.55
Typists, senior.....	( <sup>2</sup> )	.66	( <sup>2</sup> )	( <sup>2</sup> )	.....	1.07	.60

<sup>1</sup> For some workers average hourly earnings are not straight-time but include overtime at premium rates. Only a small number of workers are so affected.

<sup>2</sup> Some workers receive additional compensation in the form of meals and/or lodging, or other payments in kind, the cash value of which was not estimated. The earnings of such workers have been excluded from the calculation of the average shown in order to avoid understating the average hourly earnings.

<sup>3</sup> Too few workers to justify presentation of an average.

<sup>4</sup> All workers receive additional compensation in the form of meals and/or lodging, or other payment in kind, the cash value of which was not estimated. The earnings presented include no allowance for such compensation.

<sup>5</sup> A comparable average for this combination cannot be shown, since all the workers in one of the two occupations receive additional compensation in the form of meals and/or lodging or other payments in kind.

Table 2 also permits comparison of hourly earnings of male and female workers in the same occupational groups. Of the 12 cities with data for general clerks of both sexes, Flint and City X were the only cities in which male general clerks received lower hourly earnings than the corresponding female group. In the 10 cities in which the earnings of women were below those of men, the difference ranged from only 1 percent in Cincinnati to almost 50 percent in Grand Rapids. In 8 of these 10 cities the margin was greater than 10 percent. In the more highly skilled group of clerical supervisors (except principal) none of the 10 cities reporting information for both sexes showed female earnings above those of males. In St. Paul both sexes received \$1.10; in the 9 remaining cities the difference varied in favor of men from 2 percent in Buffalo to 70 percent in Pittsburgh, but in 5 of these cities was under 10 percent. It is probable that differences in length of time on the job and in the content of job account in large part for the differentials between the sexes found within any single city.

### *Estimated Annual Salaries*

As in the case of average hourly earnings, there is a marked lack of uniformity in the estimated annual salaries of identical occupations in the 15 cities, and similarly, occupations requiring approximately the same degree of skill show substantial variations in salaries within any given city.<sup>5</sup> The differences observed on an annual basis are due both to differences in average hourly earnings and to variations in average scheduled weekly hours of work.

A distribution based on the annual salaries of 16 key male occupations that appeared in most cities showed that in 12 cities half or more of the classifications fell within the \$2,000–\$3,000 salary class. In one city (City X) half of the key male occupations had salaries under \$2,000; in Gary and Pittsburgh the concentration was in the salary bracket of over \$3,000. With respect to 7 key female occupations, no city reported salaries over \$3,000; the majority of these occupations in 10 cities were in the \$1,500 to \$2,000 bracket.<sup>6</sup> It is important to bear in mind that the selected occupations do not include certain higher-salaried employees, such as firemen, teachers, policemen, and top administrative personnel. Moreover, the distribution of occupations by salary classes is not necessarily indicative of the distribution of municipal employees surveyed in this study, because the former takes no account of the number of workers in each occupation.

Of the 16 key male occupations, the highest-paid group, based on an average for all 15 cities, was senior civil engineers, with annual salaries of \$3,278; the lowest-paid workers were janitors, at \$1,619. Plumbers (\$3,039), accountants (\$3,032), and maintenance electricians (\$2,920) were among the highest-paid jobs; laborers (\$1,773) and light-equipment operators (\$1,993) received the second and third lowest annual wages. Among the 7 key female occupations, secretaries were the highest paid (\$2,007) and switchboard operators the lowest (\$1,510).

<sup>5</sup> Detailed data on estimated annual salaries, by occupation and city, are given in table 4, p. 17.

<sup>6</sup> See footnote 7 for enumeration of key occupations.

### *Scheduled Weekly Hours of Work*

The scheduled workweek was not uniform either among all 15 cities or within any single city. The majority of office employees were scheduled to work 38 hours in 4 cities (Gary, Hartford, Oakland, St. Louis), more than 38 but less than 40 hours in 3 cities (Buffalo, St. Paul, Pittsburgh), 40 hours in one city (Grand Rapids), 44 hours in 4 cities (Cincinnati, Denver, Flint, Portland), and 45 hours in City X. The regular workweek was reported as 41.5 hours in Atlanta and 44.5 hours in Oklahoma City. For nonoffice workers, scheduled hours were generally longer and there was greater variation within each city. Very few were scheduled to work less than 40 hours and with the exception of some custodial and boilerhouse employees, few were scheduled to work more than 48 hours. Hospital workers in Atlanta, Cincinnati, Denver, and Pittsburgh were among those for whom a 48-hour workweek was scheduled.

### *Intercity Comparisons of Wage Levels*

The general level of municipal wage rates in the 15 cities is not easily identified from an inspection of the occupational data, because of the numerous classifications, the varying number of employees covered in each group, and the great disparity in wages. To facilitate intercity comparisons, two indexes of wage rates were constructed, based on 23 of the 74 key occupational classifications<sup>7</sup> included in this survey. All of these occupations appeared in at least 14 of the 15 cities, accounted for a substantial proportion of the employees surveyed, and were representative of the range of wage rates and skills.

The indexes were constructed in the following manner: (1) The number of employees in each city in each occupation was used as a weight to obtain the average occupational rate for all 15 cities combined; (2) the occupational rate in each city was expressed as a relative of the composite occupational rate; and (3) the resulting relatives for each city were then weighted in proportion to the number of workers in that occupation in all cities combined, yielding a composite relative for each city. In analyzing the resulting indexes of hourly rates and annual salaries presented in table 3, it should be noted that they are based on a limited number of the occupations surveyed and also exclude the higher-salaried personnel. Although the indexes presented differ in some degree from those that would be obtained if the coverage were more inclusive, it is believed that the rank of the cities with respect to their municipal wage levels is representative.

<sup>7</sup> These include 16 male occupations: Account clerks, accountants (including supervisors), automotive mechanics, blacksmiths, maintenance carpenters, senior civil engineers, maintenance electricians, heavy-equipment operators, light-equipment operators, labor foremen, field inspectors, janitors, laborers, painters, plumbers, and general repairmen. The 7 female occupations include clerical supervisors (except principal), general clerks, graduate nurses of the public health service, secretaries, stenographers, switchboard operators, and typists.



**TABLE 3.—Indexes and Rank of 15 Municipal Governments, by Level of Annual and Hourly Wage Rates in Selected Occupations, June 1944**

City	Annual rates		Hourly rates	
	Index (average all cities= 100)	Rank of city based on index	Index (average all cities= 100)	Rank of city based on index
Oakland.....	118	1	124	1
Gary.....	115	2	113	2.5
Portland (Oreg.).....	114	3	113	2.5
St. Paul.....	110	4	108	5
Buffalo.....	107	5.5	105	6
Flint.....	107	5.5	104	7
Pittsburgh.....	106	7	109	4
Hartford.....	102	8	100	8
Cincinnati.....	99	9	94	10
Grand Rapids.....	93	10	99	9
Denver.....	91	11	92	12
Oklahoma City.....	90	12	84	13
City X.....	88	13	82	14.5
St. Louis.....	85	14	93	11
Atlanta.....	77	15	82	14.5

The relative position of each city with respect to both hourly rates and annual salaries was found to be almost identical. Oakland, Gary, and Portland had the three highest ranks measured by both indexes, while Atlanta and the southwestern City X had the two lowest.

Seven of the cities surveyed were also included in a study of inter-city variations in industrial wage levels made by the Bureau of Labor Statistics in 1943.<sup>8</sup> A comparison of the two sets of data revealed a close similarity in the rank of wage levels of municipal employees and of employees in private industry in the same cities. Portland showed the highest municipal wage rates as well as the highest industrial wage rates, and Atlanta ranked lowest in both respects. The remaining 5 cities, ranked from high to low on the basis of the data from both studies, were Pittsburgh, Buffalo, Cincinnati, Denver, and St. Louis.

### *Wage Increases Since January 1941*

Wage rates of municipal employees increased substantially between January 1941 and June 1944 in all 15 cities. Some of these increases involved upward revisions of basic wage scales; others were given in the form of cost-of-living bonuses. In several cities both types of wage adjustments were made, but usually for different groups of employees.

Wage scales were advanced in all or most of the departments in Denver, Flint, Gary, Oklahoma City, Pittsburgh, and St. Louis. In some of these cities a uniform sum was applied to the wages of all or most employees, in others a uniform percentage increase was awarded, while in the remaining cities graduated sums or graduated percentage increases were applied to different salary brackets. In Flint, for example, a uniform increase of \$130 per year, or 6 cents per hour, was granted in August 1943 to all municipal employees except those in the Board of Education. In July 1944, employees of the Board of Education were to receive a flat increase of \$10 per month. A uniform general increase of 5 percent was applied to the wages of all salaried workers (except department heads) in Gary on January 1, 1942. In the same city all employees paid on an hourly basis received

<sup>8</sup> See *Intercity Variations in Wage Levels*, in *Monthly Labor Review*, August 1944.

a flat increase of 10 cents an hour on January 1, 1942, and graduated increases on January 1, 1943, and January 1, 1944. In the 4 other cities where wage scales were adjusted upward both flat-rate and percentage increases were granted to different groups of workers. In some cities the amount of the increase varied with different salary classes.

Cost-of-living bonuses form a part of the present salary of all or a large proportion of the municipal employees in Atlanta, Buffalo, Cincinnati, Grand Rapids, Hartford, Oakland, Portland, St. Paul, and City X. The St. Paul and Portland wage plans call for an annual adjustment of wages based on the U. S. Bureau of Labor Statistics cost-of-living index. In the 7 other cities the cost-of-living bonus was most commonly a variable sum applied to different salary brackets. In Buffalo, for example, all employees earning less than \$1,200 a year received a bonus of \$156. The amount of the bonus decreased as the salary increased so that employees in the \$3,600-\$3,899 salary class received a bonus of \$97.50. In Cincinnati employees in the lowest salary class of \$1,020 or less a year received \$250.08, but the amount increased with each salary class so that for those earning \$2,580 the bonus was \$398.88; all employees above this salary group received a uniform bonus of \$400.08.

It is estimated that the wage increases and bonus payments had the effect of raising wages by approximately 10 to 15 percent in most cities.

### *Wage-Payment Practices*

#### **JOB-CLASSIFICATION AND SALARY PLANS**

Job-classification systems covering all or nearly all major groups of municipal workers were in effect in 12 of the 15 cities. Pittsburgh had no similar system for any department but was engaged in a job-analysis study at the time of the survey. In Gary classifications were used only in the Police Department, and in Denver only in the Departments of Education and Public Welfare. Of the 12 cities having the more extensive systems, only Buffalo, Cincinnati, and St. Paul covered nonteaching personnel in the Department of Education.

Four general types of salary plans were prevalent: (a) Uniform pay plans that classify jobs by grades, with a uniform salary range for all jobs within a grade, found in Buffalo, Flint, Grand Rapids, St. Louis, and St. Paul; (b) plans that called for a single minimum rate for each job class but with varying maximum rates, used in Atlanta, Cincinnati, Hartford, Oakland, Portland, and City X; (c) salaries and wages fixed annually for individual jobs, with no step rates and no rate ranges indicated, found in Gary and Pittsburgh; and (d) the discretionary fixing of salaries and wages by the appointing officer, practiced in Denver. Denver, however, had established standardized wage rates and ranges in the Board of Education and Department of Public Welfare. Insufficient information was available to permit classification of the wage plan of Oklahoma City.

All of the uniform pay plans provided step rates between the minimum and maximum rates for a grade. These step-rate increases were earned at stated service intervals, except in Grand Rapids where they were granted on the basis of individual merit.

Salary increases within the range were also a feature of the (b) type plans found in six cities. However, only in Atlanta were specific

step-rate increases prescribed at certain time intervals; Cincinnati, Hartford, Oakland, and Portland provided specific increments to be awarded for individual merit. In City X the amount of increase within the salary range and the time interval were determined on an individual basis.

Although a classification of jobs is common to both, the (b) type plans typically provide for many more job classes and rate ranges than do the (a) type plans. For example, the (a) type plan used in St. Louis contained 32 job-classification grades, with a uniform salary range and step rates at stated service intervals for all jobs within a grade. There were 60 minimum rates with 150 rate ranges, and 33 flat rates with no rate ranges in Cincinnati which followed a (b) type plan.<sup>9</sup>

Workers paid hourly or daily rates were, in most cases, treated differently from employees hired on a monthly or annual salary basis. Among the 5 cities with uniform pay plans, only Flint extended classification by grade to all daily and hourly rate workers, with ranges and step increases established for each grade. Buffalo set grade rates but made no provision for ranges or step increases. St. Louis and St. Paul incorporated daily and hourly rates for specific jobs in their plans, but except for one job in St. Paul, no ranges or step increases were provided. Grand Rapids had rates with prescribed ranges but no step increases for maintenance employees in the Department of Education. Of the 6 cities with (b) type plans, only Atlanta, Hartford, and Oakland had ranges and step increases applicable to both daily and hourly rates and salary rates. In City X daily and hourly rates were set for specific jobs but the system of ranges was not extended to include these rates. The Portland plan covered only monthly rates, while Cincinnati included some hourly and daily rates with corresponding ranges but no step increases.

#### METHODS OF WAGE PAYMENTS

Municipal employees, like employees of the Federal and State Governments, are typically salaried workers whose wages are expressed in terms of monthly or annual rates. However, substantial numbers of workers, particularly in the craft, maintenance, and laborer classifications, are paid hourly or daily rates. Occupations in which approximately one-fourth to three-fourths of the employees are paid by this method are the laborers, oilers, plumbers, heavy-equipment operators, carpenters, painters, brickmasons, electricians, stationary firemen, general repairmen, light-equipment operators, tree trimmers, blacksmiths, tree surgeons, and automotive mechanics. In the first 7 of the 15 enumerated occupations more than half of the workers were paid hourly or daily rates. An appreciable number of mechanics in waterworks, craft helpers, labor foremen, stationary engineers, guards and watchmen, janitors, and stock clerks were paid by the day or hour in two or more cities. Women workers paid daily or hourly rates in two or more cities were employed as cooks, other food workers, laborers, park matrons, charwomen and maids, and nurses (other than public health nurses). More than half of the women cooks, other food workers, and laborers included in the study were found in this category. Daily and hourly rate workers constituted about a fourth

<sup>9</sup> See table 5, p. 20, for details of the St. Louis and Cincinnati plans.

of all the workers studied, and approximately the same proportion in each of the seven cities City X, Cincinnati, Denver, Flint, Oklahoma City, St. Louis, and St. Paul. More than half of the workers in Pittsburgh and more than a third in Atlanta, Gary, and Hartford were paid by this method.<sup>10</sup>

With the exception of Hartford and Oklahoma City, all of the municipalities made provision for payment for work beyond the scheduled hours. The city of Hartford did, however, allow compensatory time off for overtime. Three cities (City X, Grand Rapids, and St. Paul) paid straight-time for overtime, while in five cities (Atlanta, Flint, Oakland, Pittsburgh, and Portland) the usual overtime rate was time and a half. Of these five cities, only Portland extended the time-and-one-half rate to all municipal workers; in the other four cities, only certain classes of workers were paid at this rate—six occupations in Atlanta's water department, only daily-rate workers in Oakland, journeymen in Pittsburgh, and almost but not all workers in Flint. In the remaining five cities overtime provisions varied widely. For example, Buffalo paid \$1 an hour for work beyond the normal schedule with a \$5 maximum for total overtime payment, while library employees in Gary were permitted to choose between compensatory time off and overtime pay at the hourly rate of part-time workers.

### *Administration of Municipal Employment Systems*

#### CIVIL SERVICE SYSTEMS

All cities but Gary, Denver, and Hartford have civil service systems covering all departments of the municipal government. In Denver, the police and fire departments are the only departments covered by a civil service system and in Gary, only the police department. In Denver, however, the civil service commission has the power to review appointments in other departments. Hartford has a personnel system administered by the board of finance, but the board has no powers of appointment; appointments are made by department heads, and no competitive examinations are held.

In those cities where civil service systems are in effect, examinations are open and competitive for most of the positions in the classified service and are generally free. In Buffalo, however, fees range from 50 cents for an examination for a per diem job or one paying less than \$1,200 to \$5 for a job paying more than \$5,000 a year. The St. Louis charter provides that fees may be charged.

#### PENSION FUNDS

At the time of this survey, St. Louis was the only city which did not have a pension-fund system of any type. The establishment of a pension system was, however, authorized by St. Louis' City Charter "if and when permissible under the constitution and laws of the State of Missouri." In some cities only personnel of the fire and police departments were covered by the municipal pension system; in others, separate plans outside of the general municipal pension scheme were set up for fire, police, and education department employees.

Among the various plans the lowest compulsory retirement age was 65; the most common compulsory retirement age was 70. The mini-

<sup>10</sup> The proportion of nonsalaried workers in the labor force probably varies somewhat from season to season.

imum retirement age found was 50, although in some cities where voluntary retirement was permissible after 20 years' service, retirement could be effectuated before an employee reached the age of 50.

Although the manner in which benefits were calculated varied under the different systems, the most common pension was found to be one-half of a person's salary at the time of retirement. Under most of these plans employees contributed from 2 to 4 percent of their salaries; the city government's share in most cases took the form of contributions sufficient to meet the deficits accruing out of current payments. Further details regarding the pension systems in the 15 cities surveyed are supplied in table 6 on page 24.

#### VACATION AND SICK-LEAVE POLICIES

Paid-vacation plans were found in operation in all 15 cities; the general provisions of these plans are shown in table 7 (page 26). In certain cities large groups of workers were not covered, as for example, employees paid on an hourly, daily, or weekly basis in St. Louis and nonteaching personnel of the board of education in Pittsburgh. Gary limited its paid-vacation policy to employees in the library, school, and fire departments. In most cities the duration of paid vacations varied from 1 to 3 weeks a year.

Data on sick-leave policies were obtained from 11 of the 15 cities surveyed. This information is summarized in table 7 (page 26). With few exceptions the employees of these municipalities were paid sick leave for a period of time ranging from 10 to 30 days a year. In Denver this benefit was restricted to employees of the school and water departments, and in Portland only custodial and clerical employees in the school district were covered.

The cities differed with respect to employees' rights to cumulate vacation or sick leave over a period of years and to receive payment for cumulated leave upon separation from service.

#### TENURE OF OFFICE

Tenure of office is in most cases attained after a 6-month probationary period, but in three cities, (Cincinnati, Pittsburgh, and City X) the period is only 3 months;<sup>11</sup> in Oakland and Hartford it is 1 year, and in St. Louis it is "not more than 1 year." Information regarding the probationary period in Gary is not available.

Seniority is recognized in determining lay-offs in all cities except Atlanta, Cincinnati, Gary, and Pittsburgh. In St. Louis this rule is observed for all but a small group of employees; Denver and Oakland reported exceptions to the seniority principle in some departments.

Employees have the right of appeal from discharge "for cause" in most cities. There are no specific provisions for some departments that are outside the merit system in Gary and Denver. In Oklahoma City appeal is to the city manager, and there are no provisions for public hearing.

#### *Union Affiliation*

Although none of the municipal governments had written contracts with unions, in some cities entire departments were organized and in others groups of employees were members of independent

<sup>11</sup> In Cincinnati the probationary period for unskilled laborers is 2 months.

unions or of unions affiliated with the American Federation of Labor or the Congress of Industrial Organizations. Only two cities, Denver and Oklahoma City, reported that no municipal employees were organized; for Flint, St. Louis, and City X, no information on unionization was available.

The status of union affiliation in 7 cities may be summarized briefly. In Atlanta mechanics were members of various unions affiliated with the A. F. of L.; truck drivers belonged to a local of the Teamsters Union, A. F. of L. In Buffalo employees of the division of streets, the city hospitals, the park department, and the sewer authority belonged to the State, County, and Municipal Employees Union (CIO.) Switchboard operators in the police and fire departments and janitors in the public library of Gary were members of the Building Service Employees Union, A. F. of L. In the Gary school department there was a teachers' local of the American Federation of Teachers, A. F. of L.; service and maintenance employees in the same department belonged to another A. F. of L. affiliate; a few municipal workers of Gary were members of the Fire Fighters Union, A. F. of L.; while certain hourly rate employees of the street, sewer, and garbage department belonged to unions not designated.

In Grand Rapids maintenance and operating employees of the board of education and the public library were members of an A. F. of L. affiliate; fire and police department members belonged to the Metropolitan Club, sponsored by the A. F. of L. In addition, the Grand Rapids Council of Public Employees covered board of education workers, and an unaffiliated municipal employees' association included city workers other than those in the public library, board of education, and fire and police departments.

In Hartford employees of the street department belonged to the Street Department Operatives Union, A. F. of L. Some of the employees in the following departments in Portland were members of unions affiliated with the A. F. of L.: Police, fire, bureau of parks, bureau of water works, and bureau of street cleaning. In Portland's Multnomah School District many custodial and maintenance employees, as well as teachers, were reported to be unionized, but no information concerning affiliation was available. While entire departments in St. Paul were not unionized, workers in several occupations, including maintenance employees, teachers, truck drivers, laborers, and firemen, were members of A. F. of L. unions.

The State, County, and Municipal Workers of America (CIO) reported having one local in Flint covering hospital, waterworks, and waste-removal employees and employees in the board of education, and another local of city firemen. In St. Louis, two locals of the same union covered civil-service employees and workers in the city hall, municipal court, civil courts, and city auditorium. An amalgamated local of city employees and another covering only workers engaged in municipal utilities was reported for Oakland. The CIO union had only one local in Pittsburgh with membership limited to maintenance and custodial workers in the board of education.

Very little information is available concerning the extent of unionization in Cincinnati. It was reported, however, that although there were no contracts, conferences were held with union officials, and union rates were paid to municipal building-trades employees.

TABLE 4.—Estimated Average Annual Salaries of Employees in 15 Municipal Governments, Selected Occupations, by Sex, June 1944

Occupation and sex	Atlanta	Buffalo	Cincinnati	Denver	Flint	Gary	Grand Rapids	Hartford	Oakland	Oklahoma City	Pittsburgh	Portland (Oreg.)	St. Louis	St. Paul	City X
<i>Male</i>															
Account clerks		\$2,468	\$2,182	\$1,812	\$2,412	(?)	\$2,156	\$2,232	\$2,854	\$2,066	\$2,350	(?)	\$2,297	(?)	\$2,563
Accountants (including supervisors)	\$2,569	3,099	3,234	2,349	3,185	(?)	(?)	2,725	3,234	2,580	2,932	\$3,014	2,993	\$3,049	3,061
Attendants, hospital, etc.	730		1,343	968	1,520	(?)	(?)	1,507	(?)	(?)	1,168	(?)	1,135	(?)	(?)
Automotive mechanics	2,305	2,194	2,313	2,082	2,618	\$3,004	2,114	2,350	2,950	2,117	4,333	2,601	2,272	(?)	2,259
Blacksmiths	2,570	2,321	(?)	2,084	(?)	(?)	(?)	2,183	2,860	(?)	(?)	(?)	2,577	2,436	(?)
Brick masons	2,741	2,928	3,264	3,786	(?)	(?)	(?)	2,311	(?)	(?)	3,838	(?)	3,650	(?)	(?)
Building superintendents, school	(?)	2,854	1,932	1,779	2,861	2,059	1,965	2,486	(?)	1,662	2,233	2,252	2,700	(?)	1,630
Carpenters, maintenance	2,582	2,608	2,887	2,556	2,621	3,128	1,966	2,501	3,100	2,084	3,651	2,892	3,081	3,004	1,973
Civil engineers, junior	2,234	2,859	2,896	(?)	(?)	(?)	2,692	2,710	3,445	(?)	3,090	2,700	2,526	3,292	2,872
Civil engineers, senior	2,978	3,787	3,496	3,288	2,713	3,100	2,952	3,523	4,826	2,820	3,081	3,278	3,149	3,768	3,564
Civil engineers, principal	5,107	4,340	4,240	(?)	(?)	(?)	4,004	4,426	5,484	(?)	3,598	(?)	3,996	(?)	4,240
Clerks, general	1,708	1,832	1,494	1,554	1,536	2,253	1,701	(?)	2,374	(?)	2,000	2,162	1,550	(?)	1,625
Clerks, senior	1,811	2,467	(?)	(?)	(?)	(?)	2,075	(?)	3,000	1,940	2,528	2,446	(?)	2,198	2,086
Clerical supervisors, except principal	1,955	2,354	2,150	2,096	2,094	(?)	1,917	(?)	(?)	2,289	2,739	2,408	1,940	2,198	2,187
Clerical supervisors, principal	2,327	3,210	2,689	2,704	(?)	(?)	2,381	(?)	3,640	2,805	3,062	3,242	2,153	2,452	2,689
Cooks	1,166	1,521	(?)	1,740	(?)	(?)	(?)	1,863	(?)	(?)	2,275	2,538	1,480	(?)	(?)
Draftsmen, junior		2,129	2,022	(?)	(?)	(?)	(?)	(?)	(?)	(?)	2,275	2,538	2,058	(?)	2,215
Draftsmen, senior		2,775	2,303	(?)	(?)	(?)	(?)	(?)	4,046	(?)	2,939	2,671	3,049	3,129	2,617
Electricians, maintenance	2,793	3,198	2,920	2,196	2,710	3,128	2,103	2,859	3,235	2,083	3,339	3,352	3,208	(?)	2,076
Elevator operators	1,495	1,670	(?)	1,371	(?)	(?)	(?)	1,884	1,950	1,320	1,814	(?)	1,298	(?)	(?)
Engineering aides, junior		2,226	1,436	1,659	(?)	(?)	(?)	(?)	2,445	2,066	1,930	2,193	1,733	2,617	1,293
Engineering aides, senior			2,128	2,396	(?)	(?)	2,184	(?)	(?)	(?)	3,557	2,592	1,889	(?)	2,463
Equipment operators, heavy	2,330	3,084	2,481	2,111	2,142	3,004	2,064	2,115	3,654	1,899	3,422	2,610	2,618	(?)	1,867
Equipment operators, light	1,619	2,173	2,044	1,825	1,963	2,503	1,797	1,992	2,449	1,813	2,152	2,236	1,686	2,141	1,749
Food workers (except cooks)			1,481	1,029	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	855	(?)	(?)
Food workers, hospital			1,481	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	855	(?)	(?)
Food workers, other than hospital			1,481	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	855	(?)	(?)
Foremen, labor (shop and field)	2,020	2,306	2,153	1,972	2,545	2,442	2,040	2,478	2,715	2,163	2,151	2,562	1,705	2,401	2,113
Guards and watchmen (other than prison)	1,172	1,706	1,564	1,452	2,005	(?)	1,672	1,661	2,319	1,457	1,880	1,956	(?)	(?)	1,582
Guards	1,260	1,936	1,747	(?)	(?)	(?)	(?)	(?)	2,380	1,475	2,249	1,968	1,574	(?)	1,853
Watchmen	1,144	1,649	1,517	1,452	2,005	(?)	1,672	1,661	2,306	1,395	1,710	(?)	1,286	(?)	1,288
Guards, prison	1,276		1,932	1,523	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	1,715	2,356	(?)
Helpers, any craft	1,627	2,145	1,782	1,957	2,049	(?)	(?)	(?)	(?)	(?)	(?)	2,192	(?)	(?)	(?)
Inspectors, field	2,693	2,499	2,724	2,326	2,746	2,877	2,962	3,031	3,105	2,331	2,532	2,520	2,132	2,617	2,541
Janitors	1,323	1,684	1,498	1,410	2,002	1,860	1,617	1,621	2,040	1,318	1,775	1,853	1,450	(?)	1,053
Laboratory technicians	2,144	1,806	1,375	(?)	(?)	(?)	(?)	(?)	(?)	(?)	2,223	2,148	1,357	(?)	(?)
Laborers (including gardeners)	1,067	1,921	1,762	1,628	1,936	2,054	1,709	1,834	2,019	1,594	1,775	2,088	1,360	2,019	1,520
Gardeners		1,941	1,652	1,652	(?)	1,927	(?)	1,944	1,692	1,992	1,968	2,208	1,411	2,273	1,556
Laborers	1,067	1,921	1,762	1,627	1,936	2,096	1,708	1,831	2,031	1,591	1,773	2,084	1,355	2,003	1,519
Laundry workers		1,537	1,436	1,131	(?)	(?)	(?)	(?)	(?)	(?)	(?)	(?)	1,289	(?)	(?)

See footnotes at end of table.

TABLE 4.—Estimated Average Annual Salaries of Employees in 15 Municipal Governments, Selected Occupations, by Sex, June 1944—Continued

Occupation and sex	Atlanta	Buffalo	Cincinnati	Denver	Flint	Gary	Grand Rapids	Hartford	Oakland	Oklahoma City	Pittsburgh	Portland (Oreg.)	St. Louis	St. Paul	City X
<i>Male—Continued</i>															
Librarians.....	\$1,746			\$1,590		(?)			(?)				(?)	\$1,668	
Library aides.....				1,020		\$1,200			(?)				\$970	1,089	
Linemen.....		\$2,398					\$2,276	\$2,562	\$2,940		\$2,856	\$2,976	2,711		\$2,398
Mechanics, maintenance.....	2,241	2,320	\$2,393	(?)			2,392		(?)	\$2,070	3,651	2,868	2,300	2,599	2,318
Mechanics, water works.....	1,623	2,117	2,281	1,640	\$2,188		1,836		2,420	1,926	2,146	2,568	1,784	2,198	2,083
Office-machine operators.....	(?)			1,460								(?)	(?)		2,046
Painters.....	2,412	2,738	2,882	2,751	2,580	3,128	1,889	2,546	2,672	2,046	3,390	3,259	3,234	3,004	1,904
Plumbers.....	3,304	3,155	2,949	2,919	(?)	3,128	2,231	2,583	3,546	2,120	3,651	3,503	3,324	(?)	(?)
Pumping-plant engineers.....	2,821	2,834	3,520	1,980	2,461		2,337			2,295	2,983	2,688			2,015
Pumping-plant oilers.....	1,849	(?)		1,612			1,849				2,409		2,192	1,745	
Recreational leaders.....		2,236								2,100	1,022	2,160	2,181		(?)
Repairmen, general.....	2,381	2,089	1,940	1,799	2,274	2,961	1,814	2,361	2,492	1,800	2,467	2,328	2,088	2,122	(?)
Sanitarians.....	2,139	2,341	2,362	1,682		2,700	2,138	2,256	2,794	2,220	2,245	2,543	2,067		1,965
Secretaries.....	1,794	2,801	(?)	2,100	(?)				(?)		2,557			(?)	
Sewage-plant operators.....	1,891	2,331		2,529	2,220		2,196			2,115	(?)				1,902
Stationary engineers.....	2,163	2,670	2,987	2,523	2,462		2,344		2,860	2,150	2,438	2,722	2,644	2,160	1,785
Stationary firemen.....	1,938	1,946	2,393	2,082	2,165	1,986	1,981	1,920		1,440	1,955	(?)	2,210	2,098	
Stenographers.....	1,684	2,599	2,151	1,560							2,232	(?)	1,710	2,273	2,011
Stock clerks.....	1,777	1,561	2,090	1,610		2,004	1,753	1,758			1,815	2,047	1,537		1,965
Storekeeper supervisors.....	2,346	2,355	2,442	2,061	2,146		1,905	(?)	(?)	(?)	1,864	2,676	(?)		(?)
Switchboard operators.....		1,894					(?)				1,773		1,524		
Tree surgeons.....	(?)	2,040		(?)			(?)	(?)	(?)	(?)			1,630		(?)
Tree trimmers.....	1,288							1,990	2,217	1,380			1,408	2,237	1,623
Typists.....	1,656						1,833				(?)	(?)	1,650	2,198	
Typists, junior.....	(?)												1,650		
Typists, senior.....	1,932											(?)		2,198	
Water-purification operators.....	1,794	2,144	1,874	1,746	2,624		2,033			2,280	1,968		2,190		2,115
Water-service men.....	1,822	1,993	2,260	1,743	1,965					1,935	2,023	2,276	1,783		1,716
<i>Female</i>															
Account clerks.....		2,182	2,129	1,792	2,031	1,807	1,804		2,400	(?)	1,792	2,213	(?)	(?)	2,014
Accountants (including supervisors).....	2,498			2,768	(?)		(?)	(?)			1,830				
Attendants, hospitals, etc.....	1,796	1,295	1,224	1,925	1,271		1,059	1,485		(?)	1,067		1,126		1,107
Charwoman.....	612	1,393	1,221	1,948	1,472	1,328	1,343		1,740	1,140	1,322	1,706	1,050		941
Clerks, general.....	1,208	1,672	1,450	1,349	1,554	1,598	1,151	1,472	1,861	1,578	1,607	1,758	1,334	(?)	1,650
Clerks, senior.....	1,501	(?)		1,968			1,988	2,083		1,968		2,166		2,198	1,907
Clerical, supervisors, except principal.....	1,449	2,305	2,003	1,946	1,717	1,890	1,716	1,838	(?)	(?)	1,693	2,120	1,850	2,198	(?)
Clerical supervisors, principal.....	1,914			2,321	2,067	1,876	2,334	2,880				2,691	2,106		
Cooks.....		1,371	1,815	1,987	1,657					(?)	1,246	1,278	1,020		
Dietitians.....	1,652	1,756	1,856	1,920	2,300			2,082		1,140	1,354		2,023		
Elevator operators.....		1,198	(?)		1,342								1,165		(?)



Food workers (except cooks) .....	1,218	( <sup>1</sup> )	\$ 841	1,316						1,082		1,040			
Food workers, hospital .....	1,218		\$ 889	1,316								1,040			
Food workers, other than hospital .....			\$ 1,057												
Graduate nurses (including Public Health Service) .....	1,411	1,816	1,888	( <sup>1</sup> )	2,072	2,602	( <sup>1</sup> )	2,048	2,425	1,867	1,082	2,021	1,587	2,452	1,756
Graduate nurses (except Public Health Service) .....															
Graduate nurses (Public Health Service) .....	1,187	1,554	1,893	1,398	2,051		1,429	2,051	( <sup>2</sup> )	1,800	1,453	1,962	1,563		
Graduate nurse supervisors .....	1,530	2,168	1,881	2,192	2,145	2,602	1,880	2,003	2,430	1,875	1,849	2,053	1,631	2,452	1,756
Housekeepers .....	2,512	1,930	2,544	1,630	2,551					( <sup>2</sup> )	2,640	( <sup>2</sup> )	1,882	( <sup>2</sup> )	
Laboratory technicians .....	1,056	1,374	( <sup>2</sup> )	1,095	( <sup>2</sup> )								1,140		
Laborers (including gardeners) .....	2,070	1,694	2,159		2,310				2,336	( <sup>2</sup> )			1,518		1,795
Laundry workers .....				( <sup>2</sup> )							2,063	2,202	1,518	2,003	
Librarians .....	756	1,400		( <sup>2</sup> )					1,890	( <sup>2</sup> )					
Library aides .....	2,017		1,229	\$ 928	1,371			1,437		( <sup>2</sup> )	1,192		1,085		
Matrons, park .....	1,338		1,727	1,667	2,019	1,788	2,057		2,152	1,929	2,012		1,752	1,690	1,503
Matrons, prison .....	892		1,292	1,883	1,596	1,050	1,352		1,674	1,462	1,627		1,054	1,161	1,173
Office-machine operators .....	1,311	1,949	1,679	1,605										1,188	
Recreational leaders .....		1,629	1,465	1,445			1,230	1,519							
Sanitarians .....	1,218	2,199							1,834	( <sup>2</sup> )	1,761	1,830	1,330		( <sup>2</sup> )
Secretaries .....									2,172	1,022	1,796	1,939	1,305		1,435
Social workers, welfare .....	1,522	1,949	2,016	1,874	2,015	1,939	2,007	2,302			2,199				1,821
Stenographers .....	1,484		1,875	1,912				1,829	2,389	1,719	2,020	1,914	1,865	2,617	2,191
Stock clerks .....	1,675	1,881	1,683	1,532	1,570	1,460	1,518	1,747			2,644		1,633		
Switchboard operators .....		( <sup>2</sup> )		1,050					1,748	1,675	1,844	1,851	1,483	1,889	1,727
Typists .....	1,415	1,731	1,440	1,389	1,598	1,380		1,579	2,040				1,200		
Typists, junior .....	1,588	1,442	1,545	1,507	1,410			1,566	1,954	1,373	1,629	1,783	1,319		1,454
Typists, senior .....	1,166	1,303	1,493	1,368	1,389			1,425	1,695	1,593	1,445	1,716	1,308	1,685	1,331
	1,630	1,569	1,961	1,740	1,571			1,218	1,513	1,672	( <sup>2</sup> )	1,320	1,708	1,338	1,300
								1,543	1,905	( <sup>2</sup> )	1,632	( <sup>2</sup> )	( <sup>2</sup> )	2,130	1,392

<sup>1</sup> Some workers receive additional compensation in the form of meals and/or lodging, or other payment in kind, the cash value of which was not estimated. The earnings presented exclude such compensation.

<sup>2</sup> Too few workers to justify presentation of an average.

<sup>3</sup> All workers receive additional compensation in the form of meals and/or lodging, or

other payment in kind, the cash value of which was not estimated. The earnings presented include no allowance for such compensation.

<sup>4</sup> A comparable average for this combination cannot be shown, since all the workers in one of the two occupations receive additional compensation in the form of meals and/or lodging or other payments in kind.

TABLE 5.—Salary Ranges and Step Rates in Basic Compensation Schedules for Municipal Workers in St. Louis and Cincinnati, June 1944

[ANNUAL RATES <sup>1</sup>]

Classification <sup>2</sup>	St. Louis schedule							Cincinnati schedule <sup>3</sup>						
	Mini- mum rate	Step rate on completion of service of—						Amount of salary range	Mini- mum rate <sup>3</sup>	Step rates <sup>3</sup>				Amount of salary range
		6 months (probation period)	1½ years	2½ years	3½ years	4½ years	5½ years (maxi- mum)			First	Second	Third	Maxi- mum	
Ungraded									\$72C					
									780	\$840	\$900	\$960	\$1,020	\$240
									840	900	1,020	1,080	1,140	360
									900	960	1,020	1,080	1,140	240
									960	1,020	1,080*	1,140	1,200	180, 240
Grade 1.....	\$1,020	\$1,080	\$1,128	\$1,176	\$1,224	\$1,272	\$1,320	\$300	1,020	1,020	1,140	1,140	1,260	360
									960	1,020	1,080	1,140	1,200	240
									1,080	1,200	1,200	1,320	1,320	360
									1,140	1,260	1,260	1,380	1,380	120, 180
									1,200	1,320	1,320*	1,440	1,440	360
Grade 2.....	1,080	1,140	1,188	1,236	1,284	1,332	1,380	300	1,080	1,140	1,200*	1,250*	1,320	120, 180, 240
									1,100	1,200	1,320	1,440	1,440	360
									1,140	1,260	1,320*	1,380*	1,440	180, 240
									1,200	1,320	1,380*	1,440*	1,440	240
									1,260	1,380	1,440*	1,500*	1,500	120
Grade 3.....	1,140	1,200	1,248	1,296	1,344	1,392	1,440	300	1,140	1,260	1,380	1,440	1,500	240, 360, 480
									1,200	1,320	1,440	1,500	1,560	360
									1,260	1,380	1,500	1,560	1,620	480
									1,320	1,440	1,560*	1,620*	1,680	600
									1,380	1,500	1,620*	1,680*	1,740	720
Grade 4.....	1,200	1,260	1,320	1,380	1,440	1,500	1,560	360	1,200*	1,320	1,440	1,560	1,680	840
									1,260	1,380	1,500	1,560*	1,620*	720
									1,320	1,440	1,560	1,620*	1,680	840
									1,380	1,500	1,620*	1,680*	1,740	960
									1,440	1,560	1,680*	1,740*	1,800	1,080
Grade 5.....	1,260	1,320	1,380	1,440	1,500	1,560	1,620	360	1,260	1,380	1,500*	1,620*	1,740	1,080
									1,320	1,440	1,560*	1,620*	1,680	1,200
									1,380	1,500	1,620*	1,680*	1,740	1,320
									1,440	1,560	1,680*	1,740*	1,800	1,440
									1,500	1,620	1,740*	1,800*	1,860	1,560
Grade 6.....	1,320	1,380	1,440	1,500	1,560	1,620	1,680	360	1,320	1,440	1,560*	1,680*	1,800	1,680
									1,380	1,500	1,620*	1,680*	1,740	1,800
									1,440	1,560	1,680*	1,740*	1,800	1,920
									1,500	1,620	1,740*	1,800*	1,860	1,980
									1,560	1,680	1,800*	1,860*	1,920	2,040
Grade 7.....	1,380	1,440	1,500	1,560	1,620	1,680	1,740	360	1,380	1,500	1,620*	1,740*	1,860	1,980
									1,440	1,560	1,680*	1,740*	1,800	1,920
									1,500	1,620	1,740*	1,800*	1,860	1,980
									1,560	1,680	1,800*	1,860*	1,920	2,040
									1,620	1,740	1,860*	1,920*	1,980	2,100
Grade 8.....	1,440	1,500	1,560	1,620	1,680	1,740	1,800	360	1,440	1,560	1,680*	1,800*	1,920	2,040
									1,500	1,620	1,740*	1,800*	1,860	1,980
									1,560	1,680	1,800*	1,860*	1,920	2,040
									1,620	1,740	1,860*	1,920*	1,980	2,100
									1,680	1,800	1,920*	1,980*	2,040	2,160
Grade 9.....	1,500	1,572	1,644	1,716	1,788	1,860	1,920	420	1,500*	1,620	1,740*	1,860*	1,980	2,100
									1,560	1,680	1,800*	1,860*	1,920	2,040
									1,620	1,740	1,860*	1,920*	1,980	2,100
									1,680	1,800	1,920*	1,980*	2,040	2,160
									1,740	1,860	1,980*	2,040*	2,100	2,220
Grade 10.....	1,560	1,644	1,728	1,812	1,896	1,968	2,040	480	1,560*	1,680	1,800*	1,920*	2,040	2,160
									1,620	1,740	1,860*	1,920*	1,980	2,100
									1,680	1,800	1,920*	1,980*	2,040	2,160
									1,740	1,860	1,980*	2,040*	2,100	2,220
									1,800	1,920	2,040*	2,100*	2,160	2,280
Grade 11.....	1,620	1,704	1,788	1,872	1,956	2,028	2,100	480	1,620	1,740	1,860*	1,980*	2,100	2,220
									1,680	1,800	1,920*	1,980*	2,040	2,160
									1,740	1,860	1,980*	2,040*	2,100	2,220
									1,800	1,920	2,040*	2,100*	2,160	2,280
									1,860	1,980	2,100*	2,160*	2,220	2,340
Grade 12.....	1,680	1,776	1,872	1,968	2,052	2,136	2,220	540	1,680	1,800	1,920*	2,040*	2,160	2,280
									1,740	1,860	1,980*	2,100*	2,220	2,340
									1,800	1,920	2,040*	2,160*	2,280	2,400
									1,860	1,980	2,100*	2,220*	2,340	2,460
									1,920	2,040	2,160*	2,280*	2,400	2,520
Grade 13.....	1,740	1,836	1,932	2,028	2,112	2,196	2,280	540	1,740	1,860	1,980*	2,100*	2,220	2,340
									1,800	1,920	2,040*	2,160*	2,280	2,400
									1,860	1,980	2,100*	2,220*	2,340	2,460
									1,920	2,040	2,160*	2,280*	2,400	2,520
									1,980	2,100	2,220*	2,340*	2,460	2,580

Grade 14.....	1,800	1,908	2,016	2,112	2,208	2,304
Grade 15.....	1,920	2,028	2,136	2,232	2,328	2,424
Grade 16.....	2,040	2,148	2,256	2,352	2,448	2,544
Grade 17.....	2,160	2,268	2,376	2,472	2,568	2,664
Grade 18.....	2,280	2,400	2,520	2,640	2,760	2,880
Grade 19.....	2,400	2,520	2,640	2,760	2,880	3,000
Grade 20.....	2,520	2,676	2,832	2,988	3,132	3,276
Grade 21.....	2,820	2,976	3,132	3,288	3,432	3,576

See footnotes at end of table.

2, 400	600	1, 800*	{ 1, 920 1, 980 2, 000	2, 040* 2, 160	2, 160* -----	2, 280 2, 340 2, 200	240, 360, 480 540 400
2, 520	600	1, 860* 1, 920* 1, 980 2, 000	{ 1, 980 2, 040* 2, 100	2, 100* 2, 160* 2, 220*	----- ----- 2, 340*	2, 220 2, 280 2, 460	240, 360 120, 240, 360 240, 360, 480
2, 640	600	2, 040 2, 100*	{ 2, 160 2, 220* 2, 280	2, 280* 2, 340* 2, 460	2, 400* ----- -----	2, 520 2, 460 2, 640	240, 360, 480 120, 240, 360 540
2, 703	600	2, 160 2, 000 2, 217	{ 2, 280* 2, 340	2, 400* -----	----- -----	2, 520 2, 640 2, 520	120, 240, 360 540 120, 240, 360
3, 000	720	2, 220* 2, 280 2, 300 2, 340	{ 2, 340 2, 400* 2, 460	2, 460* 2, 520* 2, 640	2, 580* 2, 640* -----	2, 700 2, 760 2, 820	240, 360, 480 120, 240, 360, 480 540
3, 120	720	2, 400* 2, 448 2, 460*	{ 2, 460 2, 520* 2, 580	2, 580* 2, 640* 2, 760	----- ----- -----	2, 700 2, 760 2, 940	240, 360 120, 240, 360 540
3, 420	900	2, 520* 2, 580 2, 640* 2, 688	{ 2, 580* 2, 640 2, 700 2, 760 2, 820	2, 820 2, 940 2, 940 2, 940 3, 000	3, 000* ----- ----- ----- 3, 000*	2, 700 3, 180 3, 180 2, 880 3, 120	120, 240 540, 720 720 240, 360 540
3, 720	900	2, 760* 2, 794 2, 820 2, 856	{ 2, 820 2, 880 3, 000 2, 880 2, 940	2, 940 3, 060 3, 300 3, 120 -----	----- ----- ----- ----- -----	3, 060 3, 240 3, 600 3, 000 3, 300	360 540 900 240 540
		2, 880* 2, 904 2, 952	{ 3, 000 3, 060	3, 180 3, 280	----- -----	3, 360 3, 420	540 240 540
		3, 000 3, 060 3, 072	{ 3, 180 3, 240 3, 240	3, 480 3, 420	----- ----- -----	3, 360 3, 720 3, 600	360 720 540

TABLE 5.—Salary Ranges and Step Rates in Basic Compensation Schedules for Municipal Workers in St. Louis and Cincinnati, June 1944—Con.

Classification *	St. Louis schedule								Cincinnati schedule *					
	Mini- mum rate	Step rate on completion of service of—						Amount of salary range	Mini- mum rate †	Step rates †				Amount of salary range
		6 months (probation period)	1½ years	2½ years	3½ years	4½ years	5½ years (maxi- mum)			First	Second	Third	Maxi- mum	
Grade 22.....	\$3, 120	\$3, 276	\$3, 432	\$3, 588	\$3, 732	\$3, 876	\$4, 020	\$900	\$3, 120	{ \$3, 300 3, 360 3, 180 3, 192 3, 220 3, 240 3, 264	{ \$3, 480 3, 600 3, 600 3, 540	----- ----- ----- ----- ----- ----- -----	{ \$3, 660 3, 840 3, 720	{ \$540 720 540
									3, 300	3, 420	3, 600	-----	3, 780	540
									3, 360	{ 3, 480 3, 540 3, 540	{ 3, 660 3, 780	----- ----- -----	{ 3, 840 4, 020 3, 720	{ 540 720 360
									3, 600	3, 600	3, 840*	-----	4, 080	480, 720
Grade 23.....	3, 420	3, 576	3, 732	3, 888	4, 032	4, 176	4, 320	900	3, 420	{ 3, 600 3, 660 3, 660	{ 3, 780 3, 900 3, 840	----- ----- -----	{ 3, 960 4, 140 4, 020	{ 540 720 540
									3, 480	3, 720	3, 960	-----	4, 200	720
									3, 500					
									3, 600*	{ 3, 780 3, 840 3, 900	{ 3, 960 4, 080 4, 200	----- ----- -----	{ 4, 140 4, 320 4, 500	{ 540 720 900
									3, 660	3, 900	4, 200	-----	4, 500	360
Grade 24.....	3, 720	3, 876	4, 032	4, 188	4, 332	4, 476	4, 620	900	3, 720	3, 900	-----	-----	4, 080	360
									3, 780	3, 960	4, 140	-----	4, 320	540
Grade 25.....	3, 900	4, 056	4, 212	4, 368	4, 512	4, 656	4, 800	900	4, 020	4, 020	4, 320	-----	4, 500	720
									3, 960	4, 140	4, 320	-----	4, 500	540
Grade 26.....	4, 200	4, 356	4, 512	4, 668	4, 812	4, 956	5, 100	900	4, 260*	4, 260	4, 500	-----	4, 740	240, 480, 720
									4, 320	4, 500	4, 740	-----	4, 980	720
Grade 27.....	4, 500	4, 656	4, 812	4, 968	5, 112	5, 256	5, 400	900	4, 380	4, 620	4, 920	-----	5, 220	900
									4, 500*	4, 800	5, 100	-----	5, 400	900

Grade 28.....	4,800	5,004	5,208	5,412	5,616	5,808
Grade 29.....	5,400	5,604	5,808	6,012	6,216	6,408
Grade 30.....	6,000	6,204	6,408	6,612	6,816	7,008
Grade 31.....	6,600	6,804	7,008	7,212	7,416	7,608
Grade 32.....	7,200	7,344	7,476	7,608	7,740	7,872

<sup>1</sup> The monthly rates of the St. Louis plan have been converted to annual rates to facilitate comparison with the Cincinnati schedule.

<sup>2</sup> Asterisks indicate rates that are also maximums for some jobs.

6,000	1,200	4,800 5,000	5,100	5,400	-----	5,700	900
		5,100	5,400	5,700	-----	6,000	900
6,600	1,200	5,400	5,700	-----	-----	6,000	600
7,200	1,200	6,000	6,300	6,600	-----	6,900	900
		-----	6,500	7,000	-----	7,500	1,500
		6,300	6,600	6,900	-----	7,200	900
		6,500	7,000	7,500	-----	8,000	1,500
7,800	1,200	-----	-----	-----	-----	-----	-----
8,004	804	-----	-----	-----	-----	-----	-----

\* In this table for convenience of comparison, the Cincinnati rates are presented opposite the corresponding grades for St. Louis, although in Cincinnati in actual practice no grade classification is used.

TABLE 6.—Provisions of Pension-Fund Systems in Effect in 15 Municipal Governments, June 1944

City	Coverage	Service requirements	Benefits	Contributions by—	
				Employees	City
Atlanta.....	All except a few employees.	Formerly 25 years; for the "duration," 15 years.	$\frac{1}{2}$ salary at time of retirement, but not over \$100 a month.	3 percent of wages.....	Matching sum.
Buffalo.....	All automatically under State system on appointment.	May retire at 60; must at 70...	Annuity and pension of $\frac{1}{40}$ of final average salary, multiplied by years of service.	Equal amounts in accordance with rate chart issued by State office.	Equal amounts in accordance with rate chart issued by State office.
Cincinnati.....	All but policemen and firemen.	May retire at 60; must at 70...	$\frac{1}{10}$ of average salary for last 10 years, multiplied by years of service.	Based on actuarial tables.....	Based on liabilities as shown by actuarial valuation.
City X.....	Police and fire departments.	Voluntary retirement after 20 years of service.	(1).....	Department fines, fees, etc., and general city revenues, or other sources prescribed by the council.	Department fines, fees, etc., and general city revenues, or other sources prescribed by the council.
Denver.....	Police and fire departments. Water and education departments have funds independent of civil service.	Police may retire at 60, with 20 years of service. <sup>2</sup>	(1).....	Police—Fines, gifts, etc. Fire—By levies on salaries. <sup>4</sup>	Council appropriations. <sup>4</sup>
Flint.....	Police, fire, and education departments only.	Police and fire—25 years of service. <sup>5</sup>	Police and fire—Retire at $\frac{1}{2}$ pay. <sup>3</sup>	Police and fire—1 percent of pay. <sup>3</sup>	Department rewards, etc.; also proceeds of taxes raised by the commission.
Gary.....	Police department only.	Voluntary retirement after 20 years of service; compulsory at 65.	Minimum, \$50 a month plus 2 percent for each year after 25 years of service.	\$2 a month from each employee eligible for benefits.	General levy of 2 cents per \$100 of property valuation.
Grand Rapids.....	All but board of education, which has a separate plan.	Retirement at 70 until October 1949, then at 65 except by special consent of the board.	Usually $1\frac{1}{4}$ percent of average salary multiplied by years of service.	4 percent of pay.....	Appropriations sufficient to maintain the plan.
Hartford.....	All except certain fire and police and school department employees.	Varying conditions for men at 60 or 65, for women at 55 or 60.	2 percent of average salary for last 5 years multiplied by years of service.	$2\frac{1}{4}$ percent of pay except certain teachers, who contribute $1\frac{1}{2}$ percent.	Annual appropriation to meet deficit.
Oakland.....	All but fire and police, who have independent funds, and certain elective officers.	At 62, after 10 years service; or after 30 years; compulsory retirement at 70.	(1).....	Determined by actuarial tables.	Based on actuarial tables for employees.
Oklahoma City.....	Fire and police departments only.	Fire—Retire after 20 years of service. Police—Retire at 65.	Fire—Retire on $\frac{1}{2}$ pay. Police—Retire on average of salary for last 10 years.	Fire—Financed by charge on fire-insurance premiums paid in the State. Police—2 percent of salaries.	Fire—Financed by charge on fire-insurance premiums paid in the State. Police—10 percent of police department pay roll.



Pittsburgh.....	All but fire and police, some in other pension funds, and day laborers who choose not to participate.	Retire at 60 after 20 years or more of service.	50 percent of average pay for last 5 years, but not more than \$125 a month.	2 to 4 percent of monthly salary, but not more than \$10.	"A sum sufficient to meet pensions due."
Portland (Oreg.).....	Fire and police departments only.	Fire—Retire at 50 with 25 years of service or at 55 with 20 years. Police—Retire after 25 years of service or at 50 with 20 years.	Fire—\$75 a month for 25 years service; up to 30, additional \$2 a month. Police— $\frac{1}{2}$ salary, class C patrolman.	Fire—Fines, etc., and 4 percent of first-class fire-fighter salary. Police—Fines, etc., and $1\frac{1}{2}$ percent of class C patrolman salary.	
St. Louis <sup>1</sup> .....	All automatically, except elective officers who have option of joining.	Varying requirements. Minimum retirement age, 50.	Varying benefits—Minimum \$64; maximum, \$150 a month.	Fire and police departments, 2 percent; health, 1 percent; other employees 4 percent of salaries.	For fire and police only, $\frac{1}{2}$ the cost of their annuities.
St. Paul.....					

<sup>1</sup> Data not available.

<sup>2</sup> Data for fire department not available.

<sup>3</sup> Data for police and fire departments not available.

<sup>4</sup> Both police and fire contributions supplemented by State funds.

<sup>5</sup> Data for education department not available.

<sup>6</sup> System authorized by city charter, but not yet established. When it is, it will not apply to the police, fire, and school departments or to the city library.

TABLE 7.—*Vacation and Sick-Leave Policies*<sup>1</sup> of 15 Municipal Governments, June 1944

City	Vacation policies			Sick-leave policies	
	Coverage	Eligibility requirement	Usual length of paid vacation	Coverage	Usual length of paid vacation
Atlanta.....	All departments.....	1 year of service.....	2 weeks.....	(?).....	(?).....
Buffalo.....	All departments.....	None. At discretion of department head.	2 weeks.....	Any employee after 1 year of service.	15 days.
Cincinnati.....	All departments.....	Permanent employment status.	12 working days.....	All departments.....	12 working days.
City X.....	All regular city departments.	Completion of probation.....	1 day per mo.....	All regular city departments.	1 day per month.
Denver.....	Police and fire departments.	None stipulated.....	15 days.....	Police and fire departments.	Duration of "temporary disability" received in performance of duty.
Flint.....	All departments.....	1 year of service.....	2 weeks.....	(?).....	(?).....
Gary.....	Public library.....	1 year of service.....	2-3 weeks.....	(?).....	(?).....
	Fire department.....	1 year of service.....	19 days.....		
	Schools, except teachers.	9 months of service.....	1-2 weeks.....		
Grand Rapids.....	All departments except library.	6 months of service.....	1 week.....	(?).....	(?).....
	Library.....	1 year of service.....	2 weeks.....		
Hartford.....	All covered by personnel system.	6 months of service.....	1 working day per calendar month.	All covered by personnel system.	1 working day per month of service.
Oakland.....	All city employees.....	None stipulated.....	1 day per month.....	All city employees.....	After 1 year, 30 days a year.
Oklahoma City.....	All city employees.....	1 year of service.....	15 calendar days.....	All city employees.....	10 days a year.
Pittsburgh.....	All city employees.....	1 year of service.....	2 weeks.....	All city employees.....	14 days, except public works (30 days).
Portland (Oreg.).....	Appointive officers and employees.	None stipulated.....	15 working days.....	Permanent appointive officers and employees.	1½ days per month of service.
St. Louis.....	Permanent employees in classified service.	6 months of full-time service.....	9 days; then 1½ days per month.	Regular municipal departments.	2 working days per month.
St. Paul.....	Regular and probationary employees.	None stipulated.....	15 days.....	Regular and probationary employees.	12 days.

<sup>1</sup> Only general provisions are shown in this table. A few exceptions and special provisions are discussed in the text. <sup>2</sup> No data available.