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U. S. DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

ROYAL MEEKER, Commissioner

MONTHLY REVIEW

OF THE

U. S. BUREAU OF LABOR STATISTICS

VOLUME I—NOVEMBER, 1915—NUMBER 5



WASHINGTON
GOVERNMENT PRINTING OFFICE
1915

SERIES OF BULLETINS PUBLISHED BY THE BUREAU OF LABOR STATISTICS.

The publication of the Annual and Special Reports and of the bimonthly Bulletin has been discontinued, and since July, 1912, a Bulletin has been published at irregular intervals. Each number contains matter devoted to one of a series of general subjects. These Bulletins are numbered consecutively in each series and also carry a consecutive whole number, beginning with No. 101. A list of the series, together with the individual Bulletins falling under each, is given below. A list of the Reports and Bulletins of the Bureau issued prior to July 1, 1912, will be furnished on application.

Wholesale Prices.

- No. 1. Wholesale prices, 1890 to 1912. (Bul. No. 114.)
- No. 2. Wholesale Prices, 1890 to 1913. (Bul. No. 149.)
- No. 3. Index numbers of wholesale prices in the United States and foreign countries. (Bul. No. 173.)
- No. 4. Wholesale prices, 1890 to 1914. (Bul. No. 181.) [In press.]

Retail Prices and Cost of Living.

- No. 1. Retail prices, 1890 to 1911: Part I. (Bul. No. 105: Part I.)
Retail prices, 1890 to 1911: Part II—General tables. (Bul. No. 105: Part II.)
- No. 2. Retail prices, 1890 to June, 1912: Part I. (Bul. No. 106: Part I.)
Retail prices, 1890 to June, 1912: Part II—General tables. (Bul. No. 106: Part II.)
- No. 3. Retail prices, 1890 to August, 1912. (Bul. No. 108.)
- No. 4. Retail prices, 1890 to October, 1912. (Bul. No. 110.)
- No. 5. Retail prices, 1890 to December, 1912. (Bul. No. 113.)
- No. 6. Retail prices, 1890 to February, 1913. (Bul. No. 115.)
- No. 7. Sugar prices, from refiner to consumer. (Bul. No. 121.)
- No. 8. Retail prices, 1890 to April, 1913. (Bul. No. 125.)
- No. 9. Wheat and flour prices, from farmer to consumer. (Bul. No. 130.)
- No. 10. Retail prices, 1890 to June, 1913. (Bul. No. 132.)
- No. 11. Retail prices, 1890 to August, 1913. (Bul. No. 136.)
- No. 12. Retail prices, 1890 to October, 1913. (Bul. No. 138.)
- No. 13. Retail prices, 1890 to December, 1913. (Bul. No. 140.)
- No. 14. Retail prices, 1907 to December, 1914. (Bul. No. 156.)
- No. 15. Butter prices, from producer to consumer. (Bul. No. 164.)
- No. 16. Retail prices, 1907 to June, 1915. (Bul. No. 184.) [In press.]

Wages and Hours of Labor.

- No. 1. Wages and hours of labor in the cotton, woolen, and silk industries, 1890 to 1912. (Bul. No. 128.)
- No. 2. Wages and hours of labor in the lumber, millwork, and furniture industries, 1890 to 1912. (Bul. No. 129.)
- No. 3. Union scale of wages and hours of labor, 1907 to 1912. (Bul. No. 131.)
- No. 4. Wages and hours of labor in the boot and shoe and hosiery and knit goods industries, 1890 to 1912. (Bul. No. 134.)
- No. 5. Wages and hours of labor in the cigar and clothing industries, 1911 and 1912. (Bul. No. 135.)
- No. 6. Wages and hours of labor in the building and repairing of steam railroad cars, 1890 to 1912. (Bul. No. 137.)
- No. 7. Union scale of wages and hours of labor, May 15, 1913. (Bul. No. 143.)
- No. 8. Wages and regularity of employment in the dress and waist industry of New York City. (Bul. No. 146.)
- No. 9. Wages and regularity of employment in the cloak, suit, and skirt industry. (Bul. No. 147.)
- No. 10. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1913. (Bul. No. 150.)
- No. 11. Wages and hours of labor in the iron and steel industry in the United States, 1907 to 1912. (Bul. No. 151.)
- No. 12. Wages and hours of labor in the lumber, millwork, and furniture industries, 1907 to 1913. (Bul. No. 153.)
- No. 13. Wages and hours of labor in the boot and shoe and hosiery and underwear industries, 1907 to 1913. (Bul. No. 154.)
- No. 14. Wages and hours of labor in the clothing and cigar industries, 1911 to 1913. (Bul. No. 161.)
- No. 15. Wages and hours of labor in the building and repairing of steam railroad cars, 1907 to 1913. (Bul. No. 163.)
- No. 16. Wages and hours of labor in the iron and steel industry in the United States, 1907 to 1913. (Bul. No. 168.)
- No. 17. Union scale of wages and hours of labor, May 1, 1914. (Bul. No. 171.)
- No. 18. Wages and hours of labor in the hosiery and underwear industry, 1907 to 1914. (Bul. No. 177.)
- No. 19. Wages and hours of labor in the boot and shoe industry, 1907 to 1914. (Bul. No. 178.)

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Women in Industry.

- No. 1. Hours, earnings, and duration of employment of wage-earning women in selected industries in the District of Columbia. (Bul. No. 116.)
- No. 2. Working hours of women in the pea canneries of Wisconsin. (Bul. No. 119.)
- No. 3. Employment of women in power laundries in Milwaukee. (Bul. No. 122.)
- No. 4. Hours, earnings, and conditions of labor of women in Indiana mercantile establishments and garment factories. (Bul. No. 160.)
- No. 5. Summary of the report on condition of woman and child wage earners in the United States. (Bul. No. 175.)
- No. 6. Effect of minimum-wage determinations in Oregon. (Bul. No. 176.)
- No. 7. Women in the boot and shoe industry in Massachusetts. (Bul. No. 180.) [In press.]

Workmen's Insurance and Compensation (including laws relating thereto).

- No. 1. Care of tuberculous wage earners in Germany. (Bul. No. 101.)
- No. 2. British National Insurance Act, 1911. (Bul. No. 102.)
- No. 3. Sickness and accident insurance law of Switzerland. (Bul. No. 103.)
- No. 4. Law relating to insurance of salaried employees in Germany. (Bul. No. 107.)
- No. 5. Workmen's compensation laws of the United States and foreign countries. (Bul. No. 126.)
- No. 6. Compensation for accidents to employees of the United States. (Bul. No. 155.)

Industrial Accident and Hygiene.

- No. 1. Lead poisoning in potteries, tile works, and porcelain enameled sanitary ware factories. (Bul. No. 104.)
- No. 2. Hygiene of the painters' trade. (Bul. No. 120.)
- No. 3. Dangers to workers from dusts and fumes, and methods of protection. (Bul. No. 127.)
- No. 4. Lead poisoning in the smelting and refining of lead. (Bul. No. 141.)
- No. 5. Industrial accident statistics. (Bul. No. 157.)
- No. 6. Lead poisoning in the manufacture of storage batteries. (Bul. No. 165.)
- No. 7. Industrial poisons used in the rubber industry. (Bul. No. 179.)

Conciliation and Arbitration (including strikes and lockouts).

- No. 1. Conciliation and arbitration in the building trades of Greater New York. (Bul. No. 124.)
- No. 2. Report of the industrial council of the British Board of Trade on its inquiry into industrial agreements. (Bul. No. 133.)
- No. 3. Michigan copper district strike. (Bul. No. 139.)
- No. 4. Industrial court of the cloak, suit, and skirt industry of New York City. (Bul. No. 144.)
- No. 5. Conciliation, arbitration, and sanitation in the dress and waist industry of New York City. (Bul. No. 145.)

Labor Laws of the United States (including decisions of courts relating to labor).

- No. 1. Labor legislation of 1912. (Bul. No. 111.)
- No. 2. Decisions of courts and opinions affecting labor, 1912. (Bul. No. 112.)
- No. 3. Labor laws of the United States, with decisions of courts relating thereto. (Bul. No. 148.)
- No. 4. Decisions of courts and opinions affecting labor, 1913. (Bul. No. 152.)
- No. 5. Labor legislation of 1914. (Bul. No. 166.)
- No. 6. Decisions of courts affecting labor, 1914. (Bul. No. 169.)

Foreign Labor Laws.

- No. 1. Administration of labor laws and factory inspection in certain European countries. (Bul. No. 142.)

Miscellaneous Series.

- No. 1. Statistics of unemployment and the work of employment offices in the United States. (Bul. No. 109.)
- No. 2. Prohibition of nightwork of young persons. (Bul. No. 117.)
- No. 3. Ten-hour maximum working day for women and young persons. (Bul. No. 118.)
- No. 4. Employers' welfare work. (Bul. No. 123.)
- No. 5. Government aid to home owning and housing of working people in foreign countries. (Bul. No. 158.)
- No. 6. Short-unit courses for wage earners, and a factory school experiment. (Bul. No. 159.)
- No. 7. Vocational education survey of Richmond, Va. (Bul. No. 162.) [In press.]
- No. 8. Minimum-wage legislation in the United States and foreign countries. (Bul. No. 167.)
- No. 9. Foreign food prices as affected by the war. (Bul. No. 170.)
- No. 10. Unemployment in New York City, N. Y. (Bul. No. 172.)
- No. 11. Subject index of the publications of the United States Bureau of Labor Statistics up to May 1, 1915. (Bul. No. 174.)

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UNEMPLOYMENT IN CERTAIN CITIES IN THE UNITED STATES.

Statistics of unemployment in 12 cities in the Rocky Mountain and Pacific Coast States during June or July, 1915, are just available as the result of a study made for the Bureau of Labor Statistics by the Metropolitan Life Insurance Co. The canvass was made during June and July, 1915.

This is the third report on unemployment in the United States published by the bureau. The first of these investigations was made in New York City in February, 1915, and published in Bulletin 172 of the Bureau of Labor Statistics. The second was made in 15 cities outside of Greater New York in March and April, 1915, and given to the press on May 31. The results of the survey in New York City, made in January, 1915, by the Metropolitan Life Insurance Co., tallied so closely with the results obtained from an independent study by the Bureau of Labor Statistics that this company was employed by the Commissioner of Labor Statistics to make similar investigations in other cities. The families holding industrial policies were visited by agents of the company and the number of partly and wholly unemployed was ascertained. The data secured furnish the basis for the statistics of unemployment in these cities outside of Greater New York.

The survey just completed covered 36,537 families, in which were found 49,333 wage earners. Of this number 6,373, or 12.9 per cent of all wage earners in families visited, were wholly unemployed, and in addition 9,971, or 20.2 per cent, were reported as part-time workers. The highest percentage of unemployment was found in Portland, Oreg., where 20 per cent of the wage earners were out of work, and 17.3 per cent were working part time only. The lowest percentage of unemployment was found in Ogden, Utah, where only 4.5 per cent were unemployed, and 14.3 per cent working part time only.

The cities showing the largest percentages of part-time workers were: San Diego, 29.2 per cent; Oakland, 26.9 per cent; San Francisco, 25.4 per cent; Los Angeles, 24.1 per cent; and Sacramento, 23.7 per cent. The average for all 12 cities combined was 20.2 per cent. The leading facts in regard to the individual cities are shown in the following table:

UNEMPLOYMENT IN 12 CITIES, AS SHOWN BY INVESTIGATION MADE DURING JUNE AND JULY, 1915.

Cities.	Number of families canvassed.	Number of wage earners in families.	Unemployed.		Part-time wage earners.	
			Number.	Per cent.	Number.	Per cent.
Butte, Mont.....	3,557	4,229	298	7.0	536	12.7
Los Angeles, Cal.....	5,621	7,227	822	11.4	1,744	24.1
Oakland, Cal.....	2,927	4,256	510	12.0	1,144	26.9
Ogden, Utah.....	581	887	40	4.5	127	14.3
Portland, Oreg.....	1,783	2,347	469	20.0	406	17.3
Sacramento, Cal.....	1,288	1,856	170	9.2	439	23.7
Salt Lake City, Utah.....	1,052	1,664	173	10.4	295	17.7
San Diego, Cal.....	1,466	1,828	305	16.7	533	29.2
San Francisco, Cal.....	5,320	7,749	1,206	15.6	1,971	25.4
Seattle, Wash.....	10,112	13,473	1,713	12.7	1,992	14.8
Spokane, Wash.....	1,012	1,259	210	16.7	257	20.4
Tacoma, Wash.....	1,818	2,558	457	17.9	527	20.6
Total.....	36,537	49,333	6,373	12.9	9,971	20.2

It is interesting to note that the unemployment found in these 12 cities at the time the canvass was made was slightly in excess of the unemployment found in 15 cities outside of Greater New York in the East and Middle West in an investigation made during March and the first part of April, and published in May, 1915, this earlier survey covering 399,881 families having 644,358 wage earners. Of the wage earners in these families 73,800, or 11.5 per cent, were wholly unemployed, and in addition 106,652, or 16.6 per cent, were reported as having only part-time employment. The highest percentage of unemployment was found in Duluth, where 20.3 per cent of the wage earners were out of work and 17.8 per cent were working part time only. The lowest percentage of unemployment was found in Bridgeport, where only 4.3 per cent were unemployed, but 19.9 per cent of all wage workers were reported as working only part time.

The cities showing the largest percentages of part-time workers were: Wilkes-Barre, 32.3 per cent; Pittsburgh, 29 per cent; Milwaukee, 28.9 per cent; Bridgeport, 19.9 per cent; Philadelphia, 19.6 per cent; Duluth, 17.8 per cent; Toledo, 17.5 per cent; and Boston, 17.3 per cent. The percentage for all 15 cities combined was 16.6 per cent. The details for the individual cities are shown in the table immediately following:

UNEMPLOYMENT IN 15 CITIES AS SHOWN BY INVESTIGATION DURING MARCH AND APRIL, 1915.

Cities.	Number of families canvassed.	Number of wage earners in families.	Unemployed.		Part-time wage earners.	
			Number.	Per cent.	Number.	Per cent.
Boston.....	46,649	77,419	7,863	10.2	13,426	17.3
Bridgeport.....	8,144	12,533	537	4.3	2,493	19.9
Chicago.....	96,579	157,616	20,952	13.3	16,575	10.5
Cleveland.....	16,851	24,934	2,348	9.4	3,060	12.3
Duluth.....	1,383	2,089	425	20.3	371	17.8
Kansas City.....	14,890	22,512	2,815	12.5	1,979	8.8
Milwaukee.....	8,813	13,112	1,030	7.9	3,788	28.9
Minneapolis.....	2,206	3,449	476	13.8	183	5.3
Philadelphia.....	79,058	137,244	14,147	10.3	26,907	19.6
Pittsburgh.....	36,544	53,336	5,942	11.1	15,474	20.0
St. Louis.....	65,979	104,499	14,219	13.6	14,317	13.7
Springfield, Mo.....	1,584	2,284	162	7.1	32	1.4
St. Paul.....	2,515	4,135	582	14.1	142	3.4
Toledo.....	7,233	10,312	1,102	10.7	1,801	17.5
Wilkes-Barre.....	11,453	18,884	1,200	6.4	6,104	32.3
Total.....	399,881	644,358	73,800	11.5	106,652	16.6

For comparison with these results, the unemployment in New York City, as ascertained in the investigation of the bureau during February, 1915, is given as follows:

Number of families scheduled.....	54,849
Number of families having unemployed wage earners.....	11,723
Per cent of families having unemployed wage earners.....	21.4
Number of persons in families.....	229,428
Number of wage earners in families.....	95,443
Number of unemployed wage earners.....	15,417
Per cent of unemployed wage earners.....	16.2

The figures as shown by the bureau's own investigation differ but slightly from the survey in January, 1915, made by the Metropolitan Life Insurance Co. in the families of persons holding industrial policies. The company's survey covered 155,960 families, in 37,064 of which unemployment was reported. These families contained 252,912 wage earners, and 45,421, or 18 per cent, were reported as unemployed.

OCCUPATIONAL DISEASE CLINIC OF NEW YORK CITY HEALTH DEPARTMENT.

BY ALICE HAMILTON, M. D.

We know very little about the effect of different occupations on the health of the workers. In general, of course, we know that certain substances are poisonous and therefore dangerous to handle, that exposure to great heat or to extremely humid air must be weakening, that great exertion kept up too long results in chronic fatigue, that if irritating dusts are breathed in for a long time the lungs are injured and pulmonary tuberculosis is likely to follow, but we do not

know how far these factors actually affect men and women in the different industries. Yet it is most important that we should know. Think what an advance could be made in the protection of working people if we had detailed information as to the strain of each occupation on the human system.

The only way to gather such information is to carry out intensive studies, on a large scale, of people in different occupations, dealing with hundreds, or better, thousands, for conclusions based on small numbers are always open to criticism. There is no dearth of material for these studies; any one of our large cities could undertake an examination of such trades on a large scale. It is natural that the largest city, New York, should be the first to do this, and fortunate that she is doing it in such a way as to encourage other cities to follow suit, for the expense involved in the system she has adopted is not great.

About six months ago Dr. Goldwater, commissioner of health of New York City, authorized the opening of a clinic for occupational diseases, placing it under the department of communicable diseases as a division of industrial hygiene, with Dr. Louis I. Harris in direct control. There was no appropriation for this new department, but Dr. Harris has without any appropriation managed to organize a clinic in which 150 or 175 persons are examined every day by 17 to 20 physicians. He utilized a large loft in a building owned by the department of health and "begged, borrowed, or stole" furniture from the other offices or wherever it could be found. Naturally, the laboratories of the department are at his service for chemical and microscopic tests. Eight of the physicians are civil service appointees of the department of health and nine are volunteers who give their time, three hours a day, partly for the sake of the experience, partly in hope of being taken on regularly as soon as there is an appropriation. These physicians can do all the necessary work, but a very valuable addition to the clinic has been made possible through a grant by Mrs. E. H. Harriman, who pays for the services of four physicians to carry out more thorough examinations on a smaller group.

After the clinic was organized the question was how to get the people for examination, for the department has no authority to require workpeople to be examined. However, under section 146 of the Revised Sanitary Code, the bureau of food inspection is empowered to insist upon an examination of any person employed in places where food or drink is handled in order to determine whether he has any communicable disease and to withhold the permit to work in such places if examination is refused. This places at the discretion of the food-inspection department about 5,000 peddlers, 15,000 bakers, 90,000 cooks and waiters, as well as an, as yet, unascertained number

of candy makers, milk dealers, butchers, and so on. The examination is made primarily to detect communicable disease, but it is possible to make a thorough search also for signs of occupational disease.

The division of industrial hygiene took up bakers first and is now in the course of examining cooks and waiters. But these trades, though they involve a menace to the health of others through possible communicable disease in the workers, are not nearly as dangerous to the workers themselves as are many others in which no such menace exists. Some way had to be found for the department to induce the workers in dangerous trades to submit to examination, for it had no authority over them. Dr. Harris selected a group of industries which involve exposure to a very irritating dust and in some processes to mercurial poisoning. These are the furriers and hatters. Where the trade was organized he worked through the unions; where it was unorganized he sent inspectors into the factories and by using tact and persuasion got employers and employees to cooperate with him. In this way he succeeded in inducing 886 workmen in these industries to come to the clinic for examination. In every instance an examination of the work place, whether restaurant or factory, dovetails into the examination of the working force.

I visited the clinic toward the end of September, and the impression I gained was of a high degree of organization for effective work, resulting in a minimum of delay and fatigue to the men who are to be examined. I went over there from the department of health building and took with me a Greek waiter who was bewildered and could not find his way. There was a line of waiting men standing all the way down the block and around the corner, and as I sent my Greek to the end of the line I thought, from my experience of the usual dispensary, that the poor fellow would have to stand in line all morning and then come back again the next day. But when I left at noon the men had all filed in, been examined, and departed.

There is the usual appearance of a well-equipped clinic, fresh clean rooms, white enameled furniture, white garbed nurses and doctors, and an atmosphere of businesslike speed, but also of courtesy and consideration. The men gathered there were cooks and waiters; there were also about 30 women in a separate waiting room. These women are examined by women physicians. Food inspectors had been to hotels and restaurants, and in the course of their inspection had given out cards to 125 or 150 of the employees with instructions to report to the clinic on this particular day. Each man presented his card to one of the three department nurses, who wrote down on a history card the necessary facts concerning him, and sent him on to the examining room. Here a physician entered on the card the record of his past history and the facts concerning his present

and his former occupations. Then he stripped to the waist and the physician examined him for disease of the skin or mucous membranes or organs, and noted the results on his history card. For an ordinary case this is all, the man receives his certificate, and the card goes on file. But if there is any indication of disease, especially a communicable disease, he is sent to one of the four doctors who make more intensive examinations. In the case of men handling food, what is looked for especially is tuberculosis, venereal disease, and typhoid fever, because any of these may make him a source of danger to other people. If tuberculosis is suspected, the certificate is held up till the sputum has been examined. If it is syphilis that is suspected, several spoonfuls of blood must be drawn from the vein of the arm in order to make the appropriate test. This is done so rapidly and skillfully that it causes little pain. At one time when I was a laboratory worker I needed normal blood for experimental purposes and was bled from the vein of the arm once a week for many weeks, and I can testify that it hurts very little.

The reason why typhoid fever is looked for in the histories of these men is that of late years it has been discovered that one of the most important sources of typhoid epidemics is the so-called typhoid carrier, a person who has once had typhoid fever or acquired typhoid infection through contact with a typhoid patient and who, for some cause as yet unknown, never gets rid of the bacilli as people normally do, but goes on harboring them in his body and discharging them through urine and feces. Such people ought never to be allowed to handle food for others. Now there is a blood test, the Widal test, which is used to determine typhoid fever in doubtful cases, and very often typhoid carriers respond to this test in the same way as do typhoid patients. When, therefore, any cook or waiter says that he has once had typhoid or has been in contact with a typhoid case, a few drops of blood are taken from the tip of the finger or the lobe of the ear, and the test is made.

In the case of trades that have nothing to do with the handling of food, there are other important factors. For instance, mercurial poisoning was looked for in the examination of hatters and hatters' furriers, because in certain processes these men are exposed to mercury nitrate, which is used in the preparation of the fur for felting. In the study of painters, which has just begun, and which will be in full swing as soon as the slack season for painters sets in, a whole list of poisons will have to be considered; all sorts of lead compounds, turpentine, benzine and naphtha, benzol, amyl acetate—known as banana oil—acetone, tar, wood alcohol, carbon bisulphide. The examination, therefore, has to be modified a little for each trade, but the general outlines are the same for all.

Even if there are no special indications requiring a more thorough examination, a certain number of men are selected at random for such an examination because of the value of this intensive study of the industry. The four physicians who do nothing but this complete about 10 examinations each in the course of the morning, the laboratory tests being done in the department laboratories. This means that each day from 40 to 50 detailed records go on file, and it is easy to see what very valuable material these make for a statistical study of the health of working people and the occupational factors influencing it.

Suppose a cook or a waiter is suspected of tuberculosis or syphilis. He can not be given his certificate until the matter is cleared up, but he is given a card of identification and told to return in a week for the laboratory report of his blood or sputum. If the report states that he has syphilis in a communicable stage, he can not receive a certificate; he must be treated by a private physician or in a dispensary till that stage is passed. If the disease is not in a communicable stage, he is told that he must undergo treatment, and on this condition is given his certificate, and the bureau of food inspection is notified to keep track of him and see that he is following directions. If he has tuberculosis, it must be decided in the same way. Cases of so-called open tuberculosis which can communicate the disease to others are refused a certificate. They must either go to the municipal sanatorium or have treatment at home. In many cases it is not enough simply to give advice to the man; he needs more than that, and a department nurse is sent to visit the home and see what can be done to improve conditions and to carry out the needed treatment. The certificate, when granted, is the property of the cook or waiter, but each year the examination must be repeated and a new certificate issued.

The division of industrial hygiene has made several exploratory surveys of various industries to determine which most need investigation. Ninety rag pickers were examined, selection being made of those handling the very dusty rags that come from clothing factories, but the results were so largely negative that the investigation was dropped. From time to time communications come to the division telling of unhygienic conditions in certain factories, or reporting some handler of food who is supposed to have a communicable disease. These reports are always followed up, even when, as is very often the case, no name is signed to them. Many employees do not dare to send any but an anonymous complaint, and if the rule is to ignore these, a very important source of information is lost. The division also

follows up all death certificates in which occupation seems to have had some bearing on the disease, investigates the history of the case and the conditions under which the deceased was employed.

Obviously, even a clinic as well equipped as this can not undertake to cover all the thousands of bakers, cooks, waiters, peddlers, and so on in the city of New York if the work is to be completed within a short time. Dr. Harris has, therefore, worked out a method of cooperation with the largest employers, by which the latter undertake to arrange for the examination of their own employees at the hands of private physicians working under the supervision of the department of health. The examinations of these physicians are carefully controlled. They must first apply for authorization to do the work in each establishment. They must use cards furnished by the division of industrial hygiene and send the cards back to the division, which then issues the license. If it is found that a certain physician's record shows a lower standard of medical work than that of the department of health, he is not allowed to continue as examiner. The best way to determine this is to see whether he finds as high an average of cases of communicable disease as do the physicians of the department.

This system will probably work very satisfactorily in protecting the public from infection by diseased handlers of food, but it is a question whether it will work as well in the detection of occupational disease. In the former case it is simply a matter of removing an employee because of an illness which is usually not traceable to his work and therefore not a reflection on his employer, but in the latter case this is not so and the average company doctor is reluctant to report a large number of cases of tuberculosis or lead poisoning or mercurial poisoning in the factory of the man who is paying his salary. It is also true that there is a growing opposition among workingmen to physical examinations when they are carried out by physicians in the pay of the employer. The men often believe that these examinations are made only in the interest of the employer to weed out possible risks and make insurance rates lower, or even that they serve as an excuse to get rid of aggressive trade-unionists. There is very great advantage in having all such work done by physicians who can not be suspected of partiality or interested motives, and one can not help hoping that New York City will so enlarge the division of industrial hygiene as to make this possible.

Dr. Harris sees many possibilities for the future development of the work. He hopes to reach the point when the knowledge accumulated in this clinic may be applied in city work, and all contract work done for the city—subway digging, painting, and so on—be supervised so as to eliminate as much as possible the dangers to health attendant on such occupations. He believes also that the

department of health should make certain experiments for the benefit of the public, such, for instance, as the use of leadless paints. Paris long since decreed that no lead paint be used on Government buildings. The division of industrial hygiene proposes to test various lead paints and leadless paints on buildings belonging to the department of health, and if the tests prove that leadless paints can be used, to try to make their use mandatory on all municipal work.

There are cities smaller than New York that are much more in need of such a clinic as this than is New York, cities in which there are great numbers of men exposed to poisoning from lead, from carbon monoxide, from arsenic and other chemicals, and also to great heat and exertion or cold or excessive humidity. Perhaps the example of New York may stimulate these cities to add this important branch to their municipal health department.

Copies of the forms used in the work of the clinic are given below:

EXAMINATION OF BAKERS.				No.....
Name.....	Age.....	M. F.....	S. M. W.	
Address.....	Borough.....	Nativity.....		
Where employed	How long.....			
Previous occupation	How long.....			
Present condition.....	Lungs.....	Heart.....		
	Skin.....	Mouth.....		
	Blood (if lues is present).....			
	Under treatment (if sick).....			
Health certificate {	Issued.....			
	Refused.....			
Date.....	Dr.....			
DEPARTMENT OF HEALTH, CITY OF NEW YORK, PREVENTABLE DISEASES.				(Over.)

[On the reverse side: "Detailed description of defects."]

EXAMINATION OF PEDDLERS.				No.....
Name.....	Age.....	M. F.....	S. M. W.	
Address.....	Borough.....	Nativity.....		
Previous occupation	How long.....			
Present condition.....	Lungs.....	Heart.....		
	Blood (if lues is present).....			
	Under treatment (if sick).....			
Wares to be peddled.....				
License {	Approved.....			
	Not approved.....			
Date.....	Dr.....			
DEPARTMENT OF HEALTH, CITY OF NEW YORK, PREVENTABLE DISEASES.				(Over.)

[On the reverse side: "Detailed description of defects."]

EXAMINATION OF FOOD HANDLERS.

No.

Name Age M. F. S. M. W.

Address Borough Nativity

Where employed How long

Present condition Color of eyes

Skin Mouth Color of hair Weight

Blood (if lues is present) Height

Under treatment (if sick) General appearance

Lungs

Has applicant ever had typhoid fever or been exposed to it

Date Dr.

DEPARTMENT OF HEALTH OF THE CITY OF NEW YORK,
BOROUGH OF MANHATTAN, CENTRE AND WALKER STREETS,
New York, ———191—

DEAR DOCTOR;

INSTRUCTIONS WHICH MUST BE OBSERVED IN THE EXAMINATION OF WAITERS AND COOKS.

This supersedes all previous instructions issued on the subject.

The commissioner of health has empowered the division of industrial hygiene to authorize private physicians to examine cooks and waiters employed in kitchens and dining rooms of restaurants and hotels, leaving it entirely to the chief of the division of industrial hygiene to issue such authorization at his discretion.

The division of industrial hygiene reserves the right to exercise supervision over all such examinations in order to insure harmony of methods and to maintain those standards which obtain at the occupational clinic at 49 Lafayette Street.

Physicians will receive authorization only upon written application to the chief of the division of industrial hygiene and should state the places or hotels or restaurants whose employees the private physician desires to examine. He must also state the number of such employees. If subsequently the physician is engaged to examine employees of other hotels and restaurants he must make another application in writing to authorize him to examine the new group. This is necessary in order that the division of industrial hygiene may be in close touch with the work and know the extent of the activities in this field of each private physician who is authorized to carry on private examinations.

If the application of the private physician is approved, he will be so informed by letter, and he will then be expected to observe those instructions which follow, and to employ only those blanks which are issued by the Department of Health.

The physician in filling out the blank will be expected to answer under the items "Lungs," "Skin," "Blood," etc., whether the patient shows negative findings, using the word "Negative," and if positive, he will be expected to state specifically the nature of the abnormal condition found. The line "Health certificate issued refused" is filled in by the chief of the division, who exercises discretion whether or not a certificate shall be issued or refused. The doctor will be expected to write the following sentence on each card: "Free from communicable disease," or "Not free from communicable disease," as the case may be. The line marked "Under treatment (if sick)" is intended to show whether the patient is under a private physician's care for the treatment of any infectious disease. This item of information will be of service in deciding whether or not a certificate shall be issued.

The date of examination and the name of the physician must appear on each card. Only one card is made out for each applicant, and that card should be promptly forwarded to the chief of the division of industrial hygiene, who will issue the certificate if the cards are found to be satisfactory.

No certificate given to an employee by a private physician will be accepted as official.

On each card kindly state whether the patient has a positive or negative history of typhoid fever or exposure, using the following phrase:

Typhoid history or contact.....Positive.
Or, Typhoid history or contact.....Negative.

NOTE.—The department of health has, in the past, examined bakers at its own occupational clinic, and this new rule about waiters and cooks does not apply to bakers, who, as before, will be examined at the clinic.

At the occupational clinic every applicant for a certificate is stripped to the waist, and the skin, hair, lungs, and visible mucous membranes are carefully examined for evidence of acute infectious diseases, notably tuberculosis, syphilis, gonorrhea, typhoid fever, or any other acute infectious disease. Wherever the history of physical examination arouses suspicion of the possible existence of syphilis, tuberculosis, or typhoid fever, the Wassermann test, sputum examination of Widal test, respectively, will be required. Emphatic attention is called to the necessity of making a Widal test on food handlers. This should be done where there is the slightest suspicion of exposure to or contact with typhoid fever cases at any time, or where the applicant gives a history of having had typhoid at any time during his life.

This work will undoubtedly be extended as fast as our laboratory facilities will permit, so as to be universally applied. It is felt to be the only way in which to detect typhoid carriers.

The authorization of private physicians to share in this public work is a radical departure and places upon them a very large responsibility to safeguard the community from infected kitchen and dining-room employees. The results of the private physicians' work will be carefully checked up by those obtained at the occupational clinic, and any discrepancies of standards on the part of any individuals, which discrepancies endanger the community welfare, will necessitate a withdrawal of the privilege of carrying on this public work.

The examination of waiters and cooks will be made annually.

Where there is an element of doubt as to the physical condition of a waiter or cook, in so far as it relates to the presence of an acute infectious disease or as to the presence of syphilis or of evidence of the applicant's being a typhoid carrier, such cases should be referred to the chief of the division of industrial hygiene, who will have final responsibility for the issuance of health certificates.

Sincerely,

Chief Division of Industrial Hygiene.

READ THIS CAREFULLY—PRESERVE IT FOR REFERENCE.

If cards are not satisfactorily made out, they will be returned to the examining physician with the indication of the corrections that are desired. If the instructions here given are not followed by physicians, it will be manifestly impossible to sanction their examinations.

INDUSTRIAL CERTIFICATE.

This certifies that.....
of.....Str., Borough.....
Employed at (name of factory).....
Street.....
Was examined on.....191.....
By.....

Title.....

DEPARTMENT OF HEALTH, CITY OF NEW YORK, PREVENTABLE DISEASES.

OCCUPATIONAL HISTORY

Complaint..... No.
 Name..... Age..... M. F. S.M.W.
 Address..... Fact. No.

INDUSTRY	OCCUPATION	HOW LONG
1 Present.....	.....	.....
Previous.....	.....	.....
2 Description of work	Hrs. of work	
Materials handled		
3 Exposed to—		
(a) Extreme heat or cold	Moisture	
Chemicals	Irritating fumes	Acids
Dust	Other infectious conditions	
Portal of entry		
(b) Strains: Muscular	Postural	Nervous
Eye	Ear	Gen'l physical
4 Present history: Special or gen'l complaint		
Alcohol	Syphilis	Chewing { Gum
		{ Tobacco
Protective agents: Milk	Masks	Respirators
Clothing or gloves	Washing	Lunch eaten where
Washing, etc.		Ventilation
Previous history: Cough		
Expectoration (blood?)		Backache, etc.
Night sweats		Constipation
Loss of weight or strength		
Pains in chest		
Pneumonia?		
Pleurisy?		
Asthma, bronchitis?		
Family history of tuberculosis		
6 Previous occupational disease?		
Fellow workers affected		
7 Home conditions: Character of home		
Work at home		Causes for worry
Distance from factory		Transit facilities
Bedrooms	Windows	Hrs. in bed
Food: Kind	Alcohol	No. in bedroom
Amt.		Disease in family
Tea	Coffee	Recreation
		Intelligence

DEPARTMENT OF HEALTH, CITY OF NEW YORK, PREVENTABLE DISEASES

[Reverse of "Occupational history" card.]

		PHYSICAL EXAMINATION		DEFECTS	
Examined by..... (Date)..... Borough Address	FIRM	General appearance:			
		Development: Good. Fair. Poor.		H't	
		Nourishment:		W't	
		Facies:			
		Mucous membranes: Lips Gums Eyes			
		Fingers: Cyanosis Clubbed Deformed			
		Skin: Color Eruption Ulcers			
		Eyes: Pupils Fundus		O. D. O. S.	
		Teeth Tongue			
		Nose Throat Ears		A. D. A. S.	
		Lungs Sputum		Expansion	
		Heart: Size Murmurs Blood pressure			
		Pulse: Rate Regularity Artery wall			
		Nerves: Reflexes Twitching Tremors			
		Muscular strength: Rt. Lt.			
		Abdomen			
		Extremities Varicose veins Flat foot			
		Glands Orthopedic			
Blood: Hgb. Diff. red and white cells Wassermann					
Urine Albumen Casts Sugar			Lead, etc.		
Remarks and suggestions:					
DIAGNOSIS					
INDUSTRY					

11408°—15—2

FACTORY SURVEY			
INDUSTRY	FIRM		BOROUGH ADDRESS
Chief processes		Materials handled	
1 General sanitary conditions: Character of building of workrooms of stairs			
Size of rooms	Elevators available	{System of ventilation {Adequate?	
Overcrowding	Lighting {Natural {Artificial	{Adequate? Cleanliness—Dry swp'g. When	
Heating	Vapors, fumes, gases present	{Dust present Kind	
Toilets	Washing facilities	{Spitting Towels	
Lunch rooms	Lunch period	{Drinking cups	
		Average hours of labor	Rest rooms
2 Machinery and appliances: Modern Safety Devices (Enum.)		Hand, foot or motor driven	
3 Strains: Speeding up Overtime		Automatic movements (muscle group involved)	
Eye strain	Noises	Nervous strain	Piecework Postural
4 Workers: Type Special or trade habits		Stimulants {Coffee {Alcohol	
Willingness to observe precautions		General nutrition	
5 Employer: Attitude toward workers		Retention of help Welfare efforts	
Health placards	Medical supervision supplied (kind)	Workers warned of hazards	
DEPARTMENT OF HEALTH, CITY OF NEW YORK, PREVENTABLE DISEASES			

[Reverse of "Factory survey" card.]

Assent to physical examinations		When		Where	
6 Census: Men employed		Youths (16 to 20)		Boys (14 to 16)	
Women employed		Minors (16 to 20)		Girls (14 to 16)	
Total office force					
7 Departments and hazards in each:					
1		4			
2		5			
3		6			
8 Description of all defects:					
9 Suggestion, comments, recommendations:					
Date				Inspector	

TOTAL APPLICATIONS MADE TO THE DIVISION OF INFORMATION OF THE BUREAU OF IMMIGRATION, PLACES FILLED, AND NUMBER OF APPLICATIONS PER 100 PLACES FILLED, FEBRUARY TO SEPTEMBER, 1915.

Month.	Applicants for position.	Places filled.	Number of applications per 100 places filled.
February.....	19,474	307	6,343.3
March.....	17,780	849	2,094.2
April.....	12,587	1,536	819.5
May.....	12,132	3,565	340.3
June.....	14,448	4,682	308.5
July.....	18,061	6,035	299.3
August.....	17,827	6,757	263.8
September.....	13,334	5,405	246.7
Total.....	125,643	29,136	431.2

The table following shows the results of the activities of the division for the months of August and September, by distributing offices, totals in the various zones, and totals for the entire service:

SUMMARY OF ACTIVITIES FOR THE MONTHS OF AUGUST AND SEPTEMBER, 1915.

AUGUST.

Zones.	Opportunities received.		Applications for employment.		
	Applications for help.	Number of persons applied for.	Applications received.	Number referred to employment.	Number actually employed.
No. 1. Boston, Mass.....	2	100	113	13	13
Providence (sub-branch), R. I.....					
Portland (sub-branch), Me.....					
Total.....	2	100	113	13	13
No. 2. New York, N. Y.....	159	820	1,769	369	336
Buffalo (sub-branch), N. Y.....	5	6	55	6	6
Total.....	164	826	1,824	375	342
No. 3. Philadelphia, Pa.....	41	231	388	114	67
Pittsburgh (sub-branch), Pa.....	12	355	142	35	31
Total.....	53	586	530	149	98
No. 4. Baltimore, Md.....	24	128	208	157	157
No. 5. Norfolk, Va.....	5	5	43	17	9
No. 6. Jacksonville, Fla.....	2	2	60	1	1
Birmingham (sub-branch), Ala.....	1	1	15	1	1
Mobile (sub-branch), Ala.....			16		
Savannah (sub-branch), Ga.....			11		
Charleston (sub-branch), S. C.....	2	2	33	9	2
Total.....	5	5	135	11	4
No. 7. New Orleans, La.....			40		
Gulfport (sub-branch), Miss.....	3	8	8	1	
Memphis, Tenn.....			238		
Total.....	3	8	286	1	
No. 8. Galveston, Tex.....	2	3	34	5	2
El Paso (sub-branch), Tex.....			3	1	
Albuquerque (sub-branch), N. Mex.....	2	2	13	3	3
Total.....	4	5	50	9	5

SUMMARY OF ACTIVITIES FOR THE MONTHS OF AUGUST AND SEPTEMBER, 1915—Con.

AUGUST—Concluded.

Zones.	Opportunities received.		Applications for employment.		
	Applica- tions for help.	Number of persons applied for.	Applica- tions received.	Number referred to employ- ment.	Number actually employed.
No. 9. Cleveland, Ohio.....	5	104	89	26	7
No. 10. Chicago, Ill.....	60	2,829	5,001	2,868	2,860
Detroit (sub-branch), Mich.....	21	258	1,022	124	115
Sault Ste. Marie (sub-branch), Mich.....	12	66	94	79	73
Indianapolis (sub-branch), Ind.....	6	30	57	42	30
Total.....	99	3,183	6,174	3,113	3,078
No. 11. Minneapolis, Minn.....	54	79	538	55	55
No. 12. St. Louis, Mo.....	9	13	79	11	11
Kansas City (sub-branch), Mo.....	21	52	403	40	40
Total.....	30	65	482	51	51
No. 13. Denver, Colo.....	22	22	37	10	3
Salt Lake City (sub-branch), Utah.....			2		
Total.....	22	22	39	10	3
No. 14. Helena, Mont.....	1	1	8	1	
Moscow (sub-branch), Idaho.....	32	32	32	32	32
Total.....	33	33	40	33	32
No. 15. Seattle, Wash.....	25	45	1,413	43	43
Aberdeen (sub-branch), Wash.....	10	56	256	56	56
Bellingham (sub-branch), Wash.....	9	22	54	9	9
Colfax (sub-branch), Wash.....	53	70	313	66	66
Custer (sub-branch), Wash.....	2	3	3	3	3
Everett (sub-branch), Wash.....	3	12	103	12	9
North Yakima (sub-branch), Wash.....	355	960	1,425	960	956
Spokane, (sub-branch), Wash.....	31	210	387	213	209
Tacoma (sub-branch), Wash.....	2	2	91	2	2
Walla Walla (sub-branch), Wash.....	29	51	135	49	49
Wenatchee (sub-branch), Wash.....	6	9	38	7	7
Total.....	525	1,440	4,218	1,420	1,409
No. 16. Portland, Oreg.....	38	885	1,358	1,618	1,286
No. 17. San Francisco, Cal.....	126	241	837	114	92
Sacramento (sub-branch), Cal.....			13		
Total.....	126	241	850	114	92
No. 18. Los Angeles, Cal.....			445		
San Diego (sub-branch), Cal.....	87	216	405	149	116
Total.....	87	216	850	149	116
Total for all zones.....	1,279	7,931	17,827	7,321	6,757

SEPTEMBER.

No. 1. Boston.....	5	58	22	1	1
Providence (sub-branch), R. I.....					
Portland (sub-branch), Me.....	1	1			
Total.....	6	59	22	1	1
No. 2. New York, N. Y.....	188	1,172	1,071	312	260
Buffalo (sub-branch), N. Y.....	5	67	151	37	37
Total.....	193	1,239	1,222	349	297
No. 3. Philadelphia, Pa.....	44	151	415	203	157
Pittsburgh (sub-branch), Pa.....	6	300	143	14	10
Total.....	50	451	558	217	167

SUMMARY OF ACTIVITIES FOR THE MONTHS OF AUGUST AND SEPTEMBER, 1915—Con.

SEPTEMBER—Concluded.

Zones.	Opportunities received.		Applications for employment.		
	Applica- tions for help.	Number of persons applied for.	Applica- tions received.	Number referred to employ- ment.	Number actually employed.
No. 4. Baltimore, Md.....	22	146	165	175	175
No. 5. Norfolk, Va.....	8	40	55	20	16
No. 6. Jacksonville, Fla.....	2	2	25	1	1
Charleston (sub-branch), S. C.....	4	114	166	102	102
Savannah (sub-branch), Ga.....			10		
Birmingham (sub-branch), Ala.....	1	2	8	1	1
Mobile (sub-branch), Ala.....	2	2	15		
Total.....	9	120	224	104	104
No. 7. New Orleans, La.....			5	26	
Gulfport (sub-branch), Miss.....	2	12	9		
Memphis (sub-branch), Tenn.....			154		
Total.....	2	12	168	26	
No. 8. Galveston, Tex.....	4	62	40	3	
El Paso (sub-branch), Tex.....			6	2	
Albuquerque (sub-branch), N. Mex.....			4		
Total.....	4	62	50	5	
No. 9. Cleveland, Ohio.....	6	8	73	8	1
No. 10. Chicago, Ill.....	50	54	3,953	2,414	2,411
Detroit (sub-branch), Mich.....	39	73	458	58	53
Sault Ste. Marie (sub-branch), Mich.....	6	19	69	33	28
Total.....	95	146	4,480	2,505	2,492
No. 11. Minneapolis, Minn.....	37	48	37	17	17
No. 12. St. Louis, Mo.....	14	24	59	6	6
Kansas City (sub-branch), Mo.....	27	110	284	79	72
Total.....	41	134	343	85	78
No. 13. Denver, Colo.....	13	20	30	15	10
No. 14. Helena, Mont.....	4	70	11	18	
Moscow (sub-branch), Idaho.....	2	2	2	16	2
Total.....	6	72	13	34	2
No. 15. Seattle, Wash.....	28	81	1,066	169	167
Aberdeen (sub-branch), Wash.....	13	65	165	65	65
Bellingham (sub-branch), Wash.....	4	5	39	4	4
Custer (sub-branch), Wash.....			8		
Everett (sub-branch), Wash.....	1	9	61	2	2
North Yakima (sub-branch), Wash.....	320	1,157	1,893	1,156	1,155
Spokane (sub-branch), Wash.....	19	68	119	43	37
Tacoma (sub-branch), Wash.....	5	47	101	46	46
Walla Walla (sub-branch), Wash.....	33	35	93	30	28
Wenatchee (sub-branch), Wash.....	28	53	172	38	38
Total.....	451	1,520	3,657	1,553	1,542
No. 16. Portland, Oreg.....	43	149	419	302	286
No. 17. San Francisco, Cal.....	131	231	718	167	148
Sacramento (sub-branch), Cal.....			8		
Total.....	131	231	726	167	148
No. 18. Los Angeles, Cal.....	2	3	317	6	3
San Diego (sub-branch), Cal.....	85	91	772	82	66
Tucson (sub-branch), Ariz.....			3		
Total.....	87	94	1,092	88	69
Total for all zones.....	1,204	4,551	13,334	5,671	5,405

CONCILIATION WORK OF THE DEPARTMENT OF LABOR, SEPTEMBER 16 TO OCTOBER 18, 1915.

On the authority contained in the organic act of the department to mediate in labor disputes and to appoint commissioners of conciliation in his discretion, the Secretary of Labor, through the commissioners of conciliation, exercised his good offices in 19 labor disputes between September 16 and October 18, 1915. The employees involved in these controversies, the numbers affected, and the results secured, so far as available, are shown in the following statement:

NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR
THROUGH ITS COMMISSIONERS OF CONCILIATION, SEPT. 16 TO OCT. 18, 1915.

Name.	Workmen affected.		Result.
	Directly.	Indirectly.	
Controversy, dyers and mercerizers, Hardwick & Magee Carpet Mills, Philadelphia.	73	1, 100	Amicable adjustment.
Controversy, pattern makers, Fore River Ship & Engine Co.			Pending.
Strike, Buffalo Dye Works, Philadelphia.	37	63	Do.
Controversy, International Silver Plate Co.	2, 600	3, 500	Do.
Strike, boiler makers, Baltimore & Ohio R. R., Newark, Ohio.	50		Do.
Strike, iron molders, Rice, Barton, Fales Foundry Co., Worcester, Mass.	60		(1)
Columbia Railway, Gas & Electric Co., Columbia, S. C.			(2)
Strike, American Graphophone Co., Bridgeport, Conn.	1, 600		Amicable adjustment.
Strike, Brown & Sharpe Co., Providence.	5, 000	800	Pending.
Strike, wireless operators, San Francisco.	20	107	Do.
Strike, machinists and boiler makers, Lehigh & New England Ry., Pen Argyl, Pa.	71	100	Amicable adjustment.
Strike, pattern makers, job shops, Pittsburgh.			Pending.
Machinists' strike, Cincinnati.			Do.
Labor dispute at Ray and Clifton, Ariz.			Do.
Strike, machinists, Hendy Machine Co., Torrington, Conn.	900		Amicable adjustment.
Controversy, machinists, Washington Steel & Ordnance Co., Giesboro Point, D. C.			Pending.
Strike, pattern makers, Builders Iron Co., Providence, and Potter & Johnston, Pawtucket.			Do.
Controversy, Michigan Central R. R. Co. and its clerks.	800		Do.
Strike, freight handlers, Pennsylvania R. R.	1, 000	700	Amicable adjustment.

¹ Mr. Barton, representing the Rice, Barton, Fales Foundry Co., reported to the commissioner upon his arrival at Worcester that 60 molders went on strike June 6 but that he filled their places and does not know of any strike now in existence. The commissioner reports the plant running full time and filling orders promptly.

² The commissioner of conciliation is at present engaged in preparing some additional data. When this additional information is obtained the case will doubtless be finally disposed of.

IMMIGRATION.

The Immigration Bulletin, issued by the Bureau of Immigration, United States Department of Labor, for August, 1915, contains a table showing the number of permanent immigrants admitted each year, beginning with 1820. The total number of such immigrants is 32,354,124, and of this number 9,422,141, or 29.1 per cent of the entire permanent immigration since 1820, have arrived within the last 10 years.

The data furnished by the Bureau of Immigration for July and August continue to show the marked falling off in arriving immigrant

aliens, as noticed in previous issues of the MONTHLY REVIEW,¹ and a striking increase in the number of emigrant aliens departing from the United States. The table which follows shows this movement by races, while preliminary figures furnished by the bureau show that the number of aliens arriving at all ports during August and September was 61,311. Compared with similar data for the same months of 1913 (311,774) and same months of 1914 (102,625), a decrease of 80.3 and 40.3 per cent, respectively, is noticed.

IMMIGRANT ALIENS ADMITTED TO, AND EMIGRANT ALIENS DEPARTING FROM, THE UNITED STATES DURING JULY AND AUGUST, 1914 AND 1915.

Races.	Admitted.				Departing.			
	July.		August.		July.		August.	
	1914	1915	1914	1915	1914	1915	1914	1915
African (black).....	1,003	486	724	327	197	210	94	139
Armenian.....	226	30	140	72	82	58	124	45
Bohemian and Moravian.....	592	54	263	65	94	4	92	8
Bulgarian, Serbian, Montenegrin.....	627	419	464	301	313	50	263	86
Chinese.....	228	357	163	246	174	157	128	197
Croatian and Slovenian.....	669	54	422	84	1,361	4	886	4
Cuban.....	722	454	516	493	119	109	58	162
Dalmatian, Bosnian, Herzegovinian.....	78	12	124	17	44	1	59	.....
Dutch and Flemish.....	737	548	762	568	228	39	350	98
East Indian.....	16	11	9	6	5	4	11	13
English.....	3,427	2,787	3,707	2,925	1,356	578	1,100	963
Finnish.....	622	341	391	362	256	48	147	53
French.....	1,060	834	1,069	1,050	375	48	1,845	289
German.....	5,271	798	2,720	931	991	30	926	112
Greek.....	2,551	2,314	1,923	2,180	859	185	907	820
Hebrew.....	12,182	1,357	5,863	1,425	671	12	530	32
Irish.....	1,481	1,530	1,779	1,701	621	141	380	218
Italian (North).....	1,482	423	856	346	832	457	1,267	472
Italian (South).....	6,684	1,913	4,041	1,316	5,841	4,649	10,539	21,636
Japanese.....	793	903	707	899	69	69	77	90
Korean.....	26	11	26	13	1	6	9	5
Lithuanian.....	1,634	35	526	65	498	4	385	13
Magyar.....	2,158	64	705	88	1,137	6	757	35
Mexican.....	820	1,121	1,100	1,098	52	26	74	45
Pacific Islander.....	1	2	1	.....	3	.....	1	.....
Polish.....	5,092	350	1,706	357	3,949	76	2,693	86
Portuguese.....	489	758	181	522	180	70	106	406
Romanian.....	634	41	190	63	338	5	321	25
Russian.....	1,383	330	675	382	2,093	606	1,524	727
Ruthenian (Russniak).....	1,591	160	395	201	482	.....	315	.....
Scandinavian.....	1,840	1,027	2,409	1,652	676	229	508	381
Scotch.....	1,163	937	1,269	1,069	458	168	310	290
Slovak.....	1,320	42	394	22	804	6	530	6
Spanish.....	611	420	457	505	371	179	317	399
Spanish-American.....	118	143	145	156	78	42	52	55
Syrian.....	492	40	383	70	180	22	111	18
Turkish.....	61	20	45	11	55	1	81	9
Welsh.....	156	96	193	71	28	7	35	16
West Indian (except Cuban).....	125	84	100	78	71	44	41	55
Other peoples.....	212	198	163	212	59	30	29	78
Not specified.....	.....	.....	.....	.....	2,600	1,481	2,325	1,207
Total.....	60,377	21,504	37,706	21,949	28,601	9,861	30,307	29,293
Per cent decline, 1915.....	.....	64.4	.....	41.8	.....	65.5	.....	3.3

¹ August and October, 1915.

The daily bulletin of October 22 of the Immigration Bureau gives preliminary figures as to the arrivals of aliens at all ports of the United States during the period August 1 to October 21, comparative as follows: 1913, 406,162; 1914, 132,386; 1915, 85,749. This

is a decline in 1914 from 1913 for the period in question of 67.4 per cent, and in 1915 of 35.2 per cent from 1914, and of 78.9 per cent from 1913.

The bureau also publishes a table which shows immigration by races for a period of 10 years, 1906 to 1915. This table, reproduced below, records permanent immigration only. In recent years there have been many temporary and nonimmigrant arrivals which, if added, would increase the totals since 1907 by approximately 20 per cent.

IMMIGRATION, BY RACES, FOR EACH YEAR, 1906 TO 1915.

Races.	Years ended June 30—										July and August, 1915.	August, 1915.
	1906	1907	1908	1909	1910	1911	1912	1913	1914	1915		
African (black).....	3,786	5,235	4,626	4,307	4,966	6,721	6,759	6,634	8,447	5,660	813	327
Armenian.....	1,895	2,644	3,299	3,108	5,508	3,092	5,222	9,353	7,785	932	102	72
Bohemian and Moravian.....	12,958	13,554	10,164	6,840	8,462	9,223	8,439	11,091	9,928	1,651	119	65
Bulgarian, Servian, Montenegrin.....	11,548	27,174	18,246	6,214	15,130	10,222	10,657	9,087	15,084	3,506	720	301
Chinese.....	1,485	770	1,263	1,841	1,770	1,307	1,608	2,022	2,354	2,469	603	246
Croatian and Slovenian.....	44,272	47,826	20,472	20,181	39,562	18,982	24,366	42,499	37,284	1,942	138	84
Cuban.....	5,591	5,475	3,323	3,380	3,331	3,914	3,155	3,099	3,539	3,452	947	493
Dalmatian, Bosnian, Herzegovinian.....	4,568	7,393	3,747	1,888	4,911	4,400	3,672	4,520	5,149	305	29	17
Dutch and Flemish.....	9,735	12,467	9,526	8,114	13,012	13,862	10,935	14,507	12,566	6,675	1,116	568
East Indian.....	271	1,072	1,710	1,782	517	188	188	172	82	17	6	6
English.....	45,079	51,126	49,056	39,021	53,498	57,258	49,689	55,522	51,746	38,662	5,712	2,925
Finnish.....	14,136	14,860	6,746	11,687	15,736	9,779	6,641	12,756	12,805	3,472	703	362
French.....	10,379	9,892	12,881	19,423	21,107	18,132	18,382	20,652	18,166	12,636	1,884	1,050
German.....	86,813	92,936	73,038	58,534	71,380	66,471	65,343	80,865	79,871	20,729	1,729	931
Greek.....	23,127	46,283	28,808	20,262	39,135	37,021	31,566	38,644	45,881	15,187	4,494	2,180
Hebrew.....	153,748	149,182	103,387	57,551	84,260	91,223	80,595	101,330	138,051	26,497	2,782	1,425
Irish.....	40,959	38,706	36,427	31,185	38,382	40,446	33,922	37,023	33,898	23,503	3,231	1,701
Italian (north).....	46,286	51,564	24,700	25,150	30,780	30,312	26,443	42,534	44,802	10,660	709	346
Italian (south).....	240,528	242,497	110,547	165,248	192,673	159,638	135,830	231,613	251,612	46,557	3,229	1,316
Japanese.....	14,243	30,824	16,418	3,275	2,798	4,575	6,172	8,302	8,941	8,609	1,802	899
Korean.....	127	39	26	11	19	8	33	64	152	146	24	13
Lithuanian.....	14,257	25,884	13,720	15,254	22,714	17,027	14,078	24,647	21,584	2,638	100	65
Magyar.....	44,261	60,071	24,378	23,704	27,302	19,996	23,599	30,610	44,538	3,604	152	88
Mexican.....	141	91	5,682	15,591	17,760	18,784	22,001	10,954	13,089	10,993	2,219	1,098
Pacific Islander.....	13	2	2	61	12	3	11	36	1	6	2	-----
Polish.....	95,835	138,033	68,105	77,565	128,348	71,446	85,163	174,365	122,657	9,065	707	357
Portuguese.....	8,729	9,648	6,809	4,606	7,657	7,469	9,403	13,566	9,647	4,376	1,280	522
Romanian.....	11,425	19,200	8,041	8,041	14,199	5,311	8,329	13,451	24,070	1,200	104	63
Russian.....	5,814	16,807	17,111	10,038	17,294	18,721	22,558	51,472	44,957	4,459	712	382
Ruthenian (Russniak).....	16,257	24,081	12,361	15,808	27,907	17,724	21,965	30,588	36,727	2,933	361	201
Scandinavian.....	58,141	53,425	32,789	34,996	52,037	45,859	31,601	38,737	36,053	24,265	2,679	1,652
Scotch.....	16,463	20,516	17,014	16,446	24,612	25,625	20,293	21,293	18,997	14,310	2,066	1,069
Slovak.....	38,221	42,041	16,170	22,586	32,416	21,415	25,281	27,234	25,819	2,069	64	22
Spanish.....	5,332	9,495	6,636	4,939	5,837	8,068	9,070	9,042	11,064	5,705	925	505
Spanish-American.....	1,885	1,063	1,890	1,890	1,153	1,153	1,363	1,363	1,544	1,607	299	156
Syrian.....	5,824	5,880	5,520	3,668	6,317	5,444	5,425	1,363	1,023	1,767	110	70
Turkish.....	2,033	1,902	2,327	1,820	1,283	918	1,336	2,015	2,693	1,273	31	11
Welsh.....	2,367	2,754	2,504	1,699	2,244	2,248	2,239	2,820	2,558	1,390	167	71
West Indian (except Cuban).....	1,476	1,881	1,110	1,024	1,150	1,141	1,132	1,171	1,396	823	162	78
Other peoples.....	1,027	2,058	1,530	1,537	3,330	3,323	3,660	3,038	3,830	1,877	410	212
Total.....	1,100,735	1,285,349	782,870	751,786	1,041,570	878,587	838,172	1,197,892	1,218,480	326,700	43,453	21,949

ANNUAL MEETING OF NATIONAL ASSOCIATION OF INDUSTRIAL ACCIDENT BOARDS AND COMMISSIONS.

The annual meeting of the National Association of Industrial Accident Boards and Commissions was held in Seattle September 30 to October 2, 1915. This association was organized "to bring into closer relation with one another the various boards and commissions administering compensation laws of the United States, and to effect so far as possible uniformity of legislation and administration of such laws and to encourage and give effect to all measures looking toward the prevention of accidents and the safeguarding of plants and machinery."

Attendance at the meeting included representatives of 12 States and the Province of Ontario. A large part of the time of the meeting was devoted to the discussion of medical topics connected with the administration of workmen's compensation laws. Two sessions were devoted to the discussion of accident prevention.

An important part of the program was the presentation of the report of a committee on statistics and compensation insurance cost, appointed at the Chicago meeting of January 12 and 13, 1915. The committee's report included a new classification of industries for the purpose of workmen's compensation insurance. The report was adopted unanimously, and is reproduced at the end of this article. The purpose of the committee was to work out a classification suitable for use in any of the States and thus promote the movement toward uniformity in statistical reports dealing with industrial accidents and workmen's compensation.

The meeting unanimously voted to adopt the definition of a tabulatable accident as formulated and adopted at the conference on standardization of accident reports and tabulations held in Chicago October 12 and 13, 1914. This definition is as follows: "All accidents causing death, permanent disability, or loss of time other than the balance of the day, turn, or shift on which the accident occurred, shall be classified as tabulatable accidents, and the report of all such accidents to some State or national authority shall be required."

The association elected as officers for the coming year, president, Floyd L. Daggett, chairman, Washington Industrial Insurance Commission; vice president, Wallace D. Yaple, chairman, Ohio Industrial Commission; secretary-treasurer, L. A. Tarrell, chief examiner, Wisconsin Industrial Commission. Columbus, Ohio, was selected as the next meeting place, the meeting to be held some time in April, 1916. The name of the association was changed from National to International in order to admit Canadian Provinces.

Following is a list of those in attendance at the meeting:

Will J. French, commissioner, California Industrial Accident Commission.
 Wm. Leslie, secretary-actuary, California Compensation Insurance Fund.
 W. V. Conley, secretary, Illinois Industrial Board.
 Robert Eadie, member, Illinois Industrial Board.
 John E. Kinnane, president, chairman, Michigan Industrial Accident Board.
 Robert K. Orr, manager, Michigan Accident Fund.
 Dr. Raphael Lewy, chief medical examiner, New York Industrial Board.
 M. L. Shipman, North Carolina, Commissioner of Labor and Printing.
 Wallace D. Yaple, chairman, Ohio Industrial Commission.
 Carle Abrams, commissioner, Oregon Industrial Accident Commission.
 Harvey Beckwith, commissioner, Oregon Industrial Accident Commission.
 Wm. A. Marshall, chairman, Oregon Industrial Accident Commission.
 Dr. Frederick H. Thompson, chief medical adviser, Oregon Industrial Accident Commission.
 Robert W. Simonds, chairman, Vermont Industrial Accident Board.
 A. G. Anderson, auditor, Spokane District, Washington Industrial Insurance Commission.
 T. H. Boyd, chief adjuster, Washington Industrial Insurance Commission.
 A. S. Brown, auditor in charge, Seattle District, Washington Industrial Insurance Commission.
 Floyd L. Daggett, chairman, Washington Industrial Insurance Commission.
 A. B. Ernst, commissioner, Washington Industrial Insurance Commission.
 P. Gilbert, secretary, Washington Industrial Insurance Commission.
 R. J. Hoage, statistician, Washington Industrial Insurance Commission.
 F. I. Mattingly, auditor, Tacoma District, Washington Industrial Insurance Commission.
 Dr. J. W. Mowell, chief medical adviser, Washington Industrial Insurance Commission.
 Clarence Parker, commissioner, Washington Industrial Insurance Commission.
 Dr. J. H. McCulloch, chief medical examiner to West Virginia commissioner.
 Lee Ott, commissioner, West Virginia compensation.
 L. A. Tarrell, chief examiner, Wisconsin Industrial Commission.
 F. M. Wilcox, member, Wisconsin Industrial Commission.
 Herman B. Gates, Wyoming, treasurer, ex-officio compensation commissioner.
 Hugh S. Hanna, special agent, United States Bureau of Labor Statistics.
 George A. Kingston, commissioner, Ontario Workmen's Compensation Board.

REPORT OF THE COMMITTEE ON STATISTICS AND COMPENSATION INSURANCE COST AND UNIFORM CLASSIFICATION OF INDUSTRIES.

PART I.

September 25, 1915.

The committee on statistics and compensation insurance cost begs to submit the following report:

At a meeting of the National Association of Industrial Accident Boards and Commissions held at Chicago on January 12 and 13, 1915, the committee on statistics and compensation insurance cost was created, and the following were elected members:

E. H. Downey, chairman, chief statistician, Wisconsin Industrial Commission, Madison, Wis.

Robert K. Orr, secretary, manager State Accident Fund, Lansing, Mich.

Royal Meeker, Commissioner of Labor Statistics, Washington, D. C.

W. N. Magoun, chief of Workmen's Compensation Bureau, Massachusetts Insurance Department, 508 Pemberton Building, Boston, Mass.

H. E. Ryan, associate actuary, New York Insurance Department, 165 Broadway, New York City.

Floyd L. Daggett, chairman, Industrial Insurance Commission, Olympia, Wash.

Fred C. Croxton, chief statistician, Industrial Commission, Columbus, Ohio.

At the same meeting the following vote was passed:

"That it is the sense of this meeting that the committee on statistics and compensation insurance cost prepare as expeditiously as possible the following reports:

- (1) Uniform tables for the establishment of compensation costs.
- (2) Uniform classification of industries.
- (3) Uniform classification of causes of injuries.
- (4) Uniform classification of nature of injuries.

That the committee is directed without further authority to send a copy of this report to each member of this organization, and make final report at the regular meeting in September, 1915."

The committee felt that a far more satisfactory result would be accomplished in the time at its disposal, prior to the annual meeting, if it investigated one of the above subjects and presented a complete report thereof, than would be attained by a preliminary survey of all four subjects with no definite conclusions in respect to any. The committee therefore has devoted its entire attention to the uniform classification of industries, believing this to be the most important subject assigned to it.

THE UNIFORM CLASSIFICATION OF INDUSTRIES.

In all tabulations of industrial accident statistics the most important factor is the classification of industries, as to this all other items relate. For example, the number of accidents of a certain nature, such as the loss of an arm, must be assigned to the industries in which such accidents occur, and similarly the number of accidents attributable to a specific cause, such as the lack of a proper safeguard, must be distributed by industries.

Uniformity in the classification of industries is therefore of first importance and is absolutely essential if the data prepared by the various States are to be comparable.

The task undertaken by the committee on statistics and compensation insurance cost is to prepare a logical arrangement of all the various industries of the United States according to the "nature of the business."

Dr. Royal Meeker, United States Commissioner of Labor Statistics, in 1914 appointed a committee which prepared a series of primary

and secondary headings for the standard classification of industries. This committee consisted of—

- E. H. Downey, chairman, chief statistician, Wisconsin Industrial Commission.
- F. C. Croxton, chief statistician, Ohio Industrial Commission.
- L. W. Hatch, chief statistician, Industrial Commission of New York.
- W. N. Magoun, head of the Workmen's Compensation Bureau, Massachusetts Insurance Department.
- Dr. A. M. Edwards, Bureau of the Census, Washington, D. C.
- C. E. Scattergood, chairman of the statistical committee, Workmen's Compensation Service Bureau, New York.
- W. J. Meyers, statistician, Interstate Commerce Commission, Washington, D. C.

(For an account of its proceedings see Bulletin of the United States Bureau of Labor Statistics, No. 157, March, 1915.)

COMMITTEE MEETINGS.

The committee on statistics and compensation insurance cost met at Chicago on January 13, 1915, following the meeting of the association and discussed the scope of its work. It decided to adopt the primary and secondary headings prepared by the committee appointed by Dr. Meeker above mentioned.

The chairman of the committee called a meeting at Columbus, Ohio, on July 21, 1915. The purpose of this meeting was to consider the work so far accomplished by the committee and its individual members and to advance the work sufficiently so that a definite report might be made to the association at its annual meeting.

The committee held three full days' sessions at Columbus at the offices of the Ohio Industrial Commission—on Wednesday, July 21, Thursday, July 22, and Friday, July 23, the attendance at this meeting being as follows:

Members of the committee:

- E. H. Downey, chairman, chief statistician, Wisconsin Industrial Commission.
- H. E. Ryan, associate actuary, New York Insurance Department.
- F. C. Croxton, chief statistician, Ohio Industrial Commission.
- C. H. Verrill, representing Dr. Royal Meeker, United States Commissioner of Labor Statistics.
- W. N. Magoun, head of Workmen's Compensation Bureau, Massachusetts Insurance Department.

By invitation:

- I. M. Rubinow, president, Casualty Actuarial and Statistical Society of America.
- L. W. Hatch, chief statistician, Industrial Commission of New York.

THE TABLE OF CLASSIFICATION GROUPINGS.

The committee after very careful consideration adopted a grouping of industries covering all of the classifications used by insurance companies for writing workmen's compensation risks in this country.

In order that statistics pertaining to industrial accidents may be comparable, it is obviously essential that they shall be on the same basis. The accident data now being rapidly accumulated by indus-

trial accident boards and commissions is of great value. The light which statistical data throws upon the subject of accident prevention is of primary importance. Accident statistics are also of tremendous importance in the part which they play in pointing out the relative hazard of industries, and as a corollary thereof the rate of insurance which the respective lines of industry should properly be called upon to pay.

At the present time workmen's compensation insurance rates are provided by the insurance companies for some 1,500 different classifications. For the various industrial accident boards and commissions to keep and publish their accident data in the detail indicated by so many classifications is well-nigh impossible, and would result in too minute a refinement for practical purposes. If, however, a logical table of industries can be prepared in such a manner that the 1,500 insurance classifications can be arranged under a reasonable number of headings, then the value of the industrial accident statistics will be greatly enhanced, and their usefulness extended. Industrial accident board statistics and insurance statistics will "dovetail," and all doubt as to just what is intended to be covered under a given designation will be removed. This is one of the chief objects which your committee has attempted to accomplish.

The table of classification groupings is drawn up in accordance with the following arrangement:

Divisions.

Schedules.

Groups.

Classifications.

Divisions.—There are seven principal divisions or primary headings corresponding to those adopted by the committee appointed by Dr. Meeker already referred to. These divisions are—

- (A) Agriculture.
- (B) Mining and quarrying.
- (C) Manufacturing.
- (D) Construction.
- (E) Transportation and public utilities.
- (F) Trade.
- (G) Service.

Schedules.—The seven divisions are divided into schedules corresponding to the secondary headings of the committee appointed by Dr. Meeker. Those secondary headings explain the details into which the primary headings are separated. For example, the primary heading "Manufacturing" is divided into 18 schedules such as lumber and wood, leather, textiles, chemicals, paper, etc.

Groups.—The group headings, of which there are between 250 and 300, are the most important in the series and show a refinement of

the secondary headings. Each group heading is intended to be significant of the industries covered under it, and it is the belief of the committee that these tertiary or group headings will prove acceptable to the various industrial accident boards and commissions for general use in tabulating their accident data.

Classifications.—The final subdivision consists of the classifications of industries appearing in the manuals used by insurance companies in connection with their writing of workmen's compensation insurance without alteration. These final subdivisions are of little value to industrial accident boards and commissions except to the extent that they act as an index to show what industries are intended to be covered by the respective groups.

GENERAL INTEREST IN THE SUBJECT OF CLASSIFICATION GROUPINGS.

That the United States Government is vitally interested in the establishment of a uniform set of classification groupings is well evidenced by the fact that Dr. Royal Meeker, the United States Commissioner of Labor Statistics, first called a meeting together to consider the subject of uniformity in industrial accident statistics as long ago as February, 1914. Dr. Meeker is a member of this committee and is greatly interested in its work.

The adoption of a uniform classification of industries throughout this country would mean of course that publications of the Federal Government pertaining to industrial accident statistics of the various States would be on the same identical basis, and therefore of far greater value than they could otherwise possibly be.

The insurance companies writing workmen's compensation insurance are also deeply interested in this subject. The Workmen's Compensation Service Bureau of New York has just prepared a "Classifications code" along lines similar to the report of this committee. The Massachusetts Rating and Inspection Bureau recently formed has already taken up the subject, as has the Casualty Actuarial and Statistical Society of America. The object of this society, according to its constitution, "Shall be the promotion of actuarial and statistical science as applied to the problems of casualty and social insurance by means of personal intercourse, the presentation and discussion of appropriate papers, the collection of a library, and such other means as may be found desirable. The society shall take no partisan attitude, by resolution or otherwise, upon any question relating to casualty or social insurance."

The desirability of the use of one standard set of classification groupings by all interested officials and organizations is so apparent that it is not surprising that a conference for the purpose of harmonizing existing groupings appeared to be essential.

Under the auspices of the Casualty Actuarial and Statistical Society of America, therefore, a committee of three met in New York

City on Tuesday, September 14, Wednesday, September 15, and Thursday, September 16, 1915. This committee consisted of—

- Leonard W. Hatch, chief statistician, Industrial Commission of New York; authorized to represent the committee on Statistics and Compensation Insurance Cost of the National Association of Industrial Accident Boards and Commissions.
- I. M. Rubinow, chief statistician, Ocean Accident and Guarantee Corporation (Ltd.), authorized to represent the Workmen's Compensation Service Bureau of New York.
- W. N. Magoun, head of the workmen's compensation bureau, Massachusetts Insurance Department, authorized to represent the Massachusetts Rating and Inspection Bureau.

This conference committee, in order to avail itself of the valuable advice and assistance of safety engineers familiar with industrial plants and processes, in the consideration of classification groupings, secured the presence at its conference of the following experts:

- William Newell, safety engineer, State Fund, New York.
- Grant Earl, chief inspector, Workmen's Compensation Service Bureau of New York.
- William B. Shoe, chief safety engineer, Ocean Accident and Guarantee Corporation (Ltd.).
- Davis S. Beyer, head of the Accident Prevention Department, Massachusetts Employees Insurance Association.

The conference committee spent three entire days in considering the classification groupings. The classifications code of the Workmen's Compensation Service Bureau was altered in some particulars, and the classification groupings as adopted by this committee at Columbus were somewhat modified, and certain suggestions made by the Massachusetts Rating and Inspection Bureau were incorporated. The final result was an agreement by the conference committee on a complete table of classification groupings acceptable to the representative of each organization present. This table your committee approves and presents herewith as Part II of this report.

The list of classification groupings we confidently believe is the best list of the kind yet produced. As experience develops it will undoubtedly need to be modified and may be improved from time to time. For the present it represents a very earnest effort on the part of this committee, and it also has the indorsement of an independent conference committee of statisticians, who have had the advice and counsel of safety engineers.

The general adoption of the table of classification groupings is strongly recommended by this committee in the belief that it represents a step toward securing uniformity in industrial accident statistics, the importance of which can not be overestimated.

Very respectfully submitted for the committee on statistics and compensation insurance cost.

PART II.

CLASSIFICATION GROUPINGS.—SUMMARY OF DIVISIONS, SCHEDULES, AND GROUPS.

Division A.—Agriculture.

SCHEDULE 1.—*General farming.*

Group 1. (Undivided.)

SCHEDULE 2.—*Dairy farming.*

Group 2. (Undivided.)

SCHEDULE 3.—*Stock farming.*

Group 3. (Undivided.)

SCHEDULE 4.—*Garden and truck farming.*

Group 4. (Undivided.)

SCHEDULE 5.—*Operating agricultural machinery (not by farmer).*

Group 5. Cotton ginning and pressing.

Group 6. Farm machines (n. o. c.).

Division B.—Mining and quarrying.

SCHEDULE 1.—*Mining.*

Group 7. Coal mines, anthracite.

Group 8. Coal mines, bituminous.

Group 9. Precious-metal mines.

Group 10. Iron mines.

Group 11. Copper mines.

Group 12. Other base-metal mines.

Group 13. Mineral mines.

Group 14. Oil and gas well operating.

Group 15. Other mineral-well operating.

SCHEDULE 2.—*Quarrying.*

Group 16. Building-stone quarries.

Group 17. Quarrying and stone crushing.

Group 18. Cement rock.

Group 19. Sand and clay digging.

Division C.—Manufacturing.

SCHEDULE 1.—*Stone products.*

Group 20. Stone crushing; no quarrying.

Group 21. Stone cutting.

Group 22. Stone grinding.

Group 23. Carborundum.

Group 24. Cement and plaster; no quarrying.

Group 25. Lime.

Group 26. Plaster and artificial stone products.

Group 27. Stone products (n. o. c.).

SCHEDULE 2.—*Clay products.*

Group 28. Brick and tile, including underground mining.

Group 29. Brick and tile; no underground mining.

Group 30. Potteries.

SCHEDULE 3.—*Glass products.*

Group 31. Glass, plate or window.

Group 32. Glass, not plate or window.

Group 33. Mirrors, signs, and ornamental glass.

Group 34. Optical goods.

SCHEDULE 4.—*Ore reduction and smelting.*

Group 35. Ore reduction.

Group 36. Gold and silver smelting.

Group 37. Iron smelting.

Group 38. Copper smelting and refining.

Group 39. Other metals smelting and refining.

SCHEDULE 5.—*Rolling mills and steel works.*

Group 40. Steel making.

Group 41. Rolling and tube mills.

Group 42. Structural iron and steel.

Group 43. Wire.

SCHEDULE 6.—*Metal products.*

Group 44. Foundries.

Group 45. Lead.

Group 46. Forging.

Group 47. Architectural and ornamental ironwork.

Group 48. Safes.

Group 49. Sheet-metal ware.

Group 50. Sheet-metal work.

Group 51. Stamping.

Group 52. Hardware.

Group 53. Eyelets, pins, etc.

Group 54. Cutlery and hand tools.

Group 55. Small arms.

Group 56. Stoves, heaters, etc.

Group 57. Plumbing, gas, and electric fixtures.

Group 58. Wire products.

Group 59. Beds and springs.

Group 60. Copper and brass goods (n. o. c.).

Group 61. Jewelry, watches, etc.

Group 62. Plating and galvanizing.

Group 63. Cutting and welding.

Group 64. Metal goods (n. o. c.) (undivided).

SCHEDULE 7.—*Machinery and instruments.*

- Group 65. Boilers and tanks.
- Group 66. Engines.
- Group 67. Agricultural machinery.
- Group 68. Textile machinery.
- Group 69. Machinery (n. o. c.).
- Group 70. Fine machines.
- Group 71. Machine shops (n. o. c.).
- Group 72. Electric apparatus and appliances.
- Group 73. Instruments, professional or scientific.

SCHEDULE 8.—*Vehicles.*

- Group 74. Railroad cars.
- Group 75. Carriages and wagons.
- Group 76. Automobiles.
- Group 77. Motorcycles.
- Group 78. Bicycles.
- Group 79. Aeroplanes.

SCHEDULE 9.—*Lumber and wood.*

- Group 80. Logging.
- Group 81. Sawmills.
- Group 82. Planing mills.
- Group 83. Cooperage.
- Group 84. Boxes.
- Group 85. Carpentry.
- Group 86. Turning.
- Group 87. Furniture.
- Group 88. Upholstering.
- Group 89. Rattan and willow ware.
- Group 90. Veneer goods.
- Group 91. Brooms and brushes.
- Group 92. Household utensils.
- Group 93. Musical instruments.
- Group 94. Canes, etc.
- Group 95. Wood preserving and fireproofing.

SCHEDULE 10.—*Leather.*

- Group 96. Tanning and dressing.
- Group 97. Fur.
- Group 98. Embossing leather.
- Group 99. Shoe stock.
- Group 100. Boots and shoes.
- Group 101. Gloves.
- Group 102. Harness, bags, and belting.
- Group 103. Leather goods (n. o. c.).

SCHEDULE 11.—*Rubber and composition goods.*

- Group 104. Gutta percha.
- Group 105. Rubber reclaiming.

- Group 106. Rubber tires.
- Group 107. Soft-rubber goods.
- Group 108. Hard-rubber goods.
- Group 109. Celluloid.
- Group 110. Celluloid goods.
- Group 111. Insulation.
- Group 112. Bone and ivory.
- Group 113. Printers' rollers.

SCHEDULE 12.—*Chemicals and allied products.*

- Group 114. Chemicals.
- Group 115. Baking powder and yeast.
- Group 116. Glue.
- Group 117. Ink, blacking, and polish.
- Group 118. Dyes, paints, and colors.
- Group 119. Drugs and medicines.
- Group 120. Pharmaceutical supplies.
- Group 121. Extracts.
- Group 122. Fertilizers.
- Group 123. Explosives.
- Group 124. Gases.
- Group 125. Fats and oils (animal).
- Group 126. Oils, cottonseed.
- Group 127. Oils (vegetable), all other.
- Group 128. Petroleum and allied products.
- Group 129. Coke and charcoal.
- Group 130. Turpentine and rosin.
- Group 131. Soap.
- Group 132. Starch and glucose.
- Group 133. Matches.

SCHEDULE 13.—*Paper and paper products.*

- Group 134. Pulp mills.
- Group 135. Paper.
- Group 136. Stationery.
- Group 137. Boxes.
- Group 138. Fiber goods.
- Group 139. Paper products (n. o. c.).

SCHEDULE 14.—*Printing and publishing.*

- Group 140. (Undivided.)

SCHEDULE 15.—*Textiles.*

- Group 141. Wool preparation.
- Group 142. Woolen goods.
- Group 143. Cotton goods.
- Group 144. Silk.
- Group 145. Linen.
- Group 146. Carpets and rugs.
- Group 147. Oilcloth and linoleum.

Group 148. Batting, wadding, and shoddy.

Group 149. Cordage.

Group 150. Burlap and jute.

Group 151. Knit goods.

Group 152. Lace, embroidery, and webbing.

Group 153. Finishing textiles.

SCHEDULE 16.—*Clothing and furnishings.*

Group 154. Clothing.

Group 155. Shirts, collars, etc.

Group 156. Furnishing goods.

Group 157. Headwear.

Group 158. Miscellaneous needlework.

Group 159. Laundering, cleaning, and dyeing.

SCHEDULE 17.—*Foods, beverages, and tobacco.*

Group 160. Flour and grist mill products.

Group 161. Baking.

Group 162. Coffee and spices.

Group 163. Beet sugar refining.

Group 164. Sugar refining, cane.

Group 165. Confectionery.

Group 166. Dairy products.

Group 167. Slaughter and packing houses.

Group 168. Canning and preserving.

Group 169. Malting and brewing.

Group 170. Bottling; under pressure.

Group 171. Bottling; not under pressure.

Group 172. Distilleries.

Group 173. Fermented liquors.

Group 174. Tobacco.

Group 175. Ice.

SCHEDULE 18.—*Miscellaneous manufactured products (not otherwise classified).*

Group 176. Lead pencils and crayons.

Group 177. Advertising and art novelties.

Group 178. Photographic and pyrographic goods.

Group 179. Sporting and military goods.

Group 180. Buffing wheels, washers, and steam packing.

Group 181. Butchers' and dairy supplies.

Group 182. Soda water apparatus.

Group 183. Artificial limbs.

Group 184. Painting (shop).

Group 185. Photography.

Group 186. Diamond cutting.

Group 187. Taxidermists.

Division D.—Construction.

SCHEDULE 1.—*Wrecking and moving.*

Group 188. Raising and wrecking.

Group 189. Blasting.

SCHEDULE 2.—*Grading, excavating, and foundations.*

Group 190. Surveying.

Group 191. Clearing and grading.

Group 192. Excavating and pile driving.

Group 193. Drilling.

Group 194. Tunnels and subways.

Group 195. Ditch digging, with pipe laying.

Group 196. Canals.

Group 197. Masonry.

SCHEDULE 3.—*Erecting.*

Group 198. Structural iron erecting.

Group 199. Metal construction (outside).

Group 200. Concrete construction.

Group 201. Signs, awnings, etc.

Group 202. Fence construction.

Group 203. Carpentry (outside).

Group 204. Building construction (n. o. c.).

Group 205. Painting, plastering, and decorating (outside).

Group 206. Roofing.

Group 207. Dams, breakwaters, etc.

Group 208. Railroad construction (all kinds).

Group 209. Boat and ship building (wood).

Group 210. Boat and ship building (steel or iron).

Group 211. Yachts and rowboats.

Group 212. Boat and ship repairing and rigging.

SCHEDULE 4.—*Finishing, equipping, and installing.*

Group 213. Metal construction (within buildings).

Group 214. Elevator erection, passenger or freight.

Group 215. Metal appliances; installing within buildings.

Group 216. Millwrighting.

Group 217. Plumbing and heating.

Group 218. Electrical equipment.

Group 219. Marble, tile, and plaster blocks (within buildings).

Group 220. Carpentry work (within buildings).

Group 221. Plastering, painting, and decorating (within buildings).

Group 222. Paving (outside).

Division E.—Transportation and public utilities.

SCHEDULE 1.—Steam railroads.

Group 223. (Undivided.)

SCHEDULE 2.—Electric railroads.

Group 224. Street railroads.

Group 225. Elevated railroads and subways.

SCHEDULE 3.—Cartage and storage.

Group 226. Drivers and stablemen.

Group 227. Chauffeurs.

Group 228. Express companies—operation.

Group 229. Storage and warehousing.

Group 230. Ice harvesting.

Group 231. Grain elevators.

Group 232. Refrigerator cars.

Group 233. Oil distributing.

Group 234. Garages.

Group 235. Gasoline supply stations.

Group 236. Riggers and safe movers.

Group 237. Horseshoeing.

SCHEDULE 4.—Stockyards.

Group 238. (Undivided.)

SCHEDULE 5.—Transportation by water.

Group 239. Vessels.

Group 240. Sailing vessels.

Group 241. Fisheries.

Group 242. Barges, lighters, and canal boats.

Group 243. Stevedoring.

Group 244. Weighing and tallying.

Group 245. Marine wrecking.

SCHEDULE 6.—Public utilities (not transportation).

Group 247. Electric light and power.

Group 248. Telephone and telegraph.

Group 249. Natural gas.

Group 250. Gas works.

Group 251. Waterworks.

Group 252. Steam heating or power companies.

Group 253.—Garbage works and sewage disposal plants.

Group 254. Pneumatic tube companies; operation.

Group 255. Irrigation works.

Group 256. Crematories.

SCHEDULE 7.—Pipe lines.

Division F.—Trade.

SCHEDULE 1.—Offices.

Group 257. (Undivided.)

SCHEDULE 2.—Stores.

Group 258. (Undivided.)

SCHEDULE 3.—Yards.

Group 259. (Undivided.)

SCHEDULE 4.—Salesmen and agents—outside.

Group 260. (Undivided.)

Division G.—Service.

SCHEDULE 1.—Domestic.

Group 261. Care, custody, and maintenance of buildings.

Group 262. Care of grounds.

Group 263. Hotels, restaurants, and clubs.

SCHEDULE 2.—Personal.

Group 264. Theaters.

Group 265. Amusements, indoor (other than theaters).

Group 266. Amusements, outdoor.

Group 267. Individual service.

SCHEDULE 3.—Professional.

Group 268. Inspectors and appraisers.

Group 269. Institutions.

Group 270. Teachers and instructors.

Group 271. Undertakers.

Group 272. Motion pictures.

SCHEDULE 4.—Municipal and public.

Group 273. (Undivided.)

PROPOSED PROHIBITION OF LEAD PAINTS IN GREAT BRITAIN.¹

The enactment of a law prohibiting the importation, sale, or use of any paint material containing more than 5 per cent of its dry weight of a soluble lead compound is the principal recommendation of the British departmental committee appointed to investigate the danger of the use of paints containing lead to the health of persons engaged in painting buildings. The committee was appointed January 20, 1911, and after extensive investigations issued its report on May 5, 1915. This report, however, bears the date of November, 1914.

Besides the chairman, the committee consisted of two members of Parliament, the medical inspector of factories, and two representatives each of employing painters and of working painters. The appointment of this committee was prompted by the numerous cases of lead poisoning among painters and the belief that many of them could be prevented by the same careful regulation or restriction which has proved effective in preventing lead poisoning in factories.

The committee's report is based upon the evidence of 118 witnesses, of whom 93 were selected by the committee as representatives of employers, painters, paint and paint material manufacturers, consultants to paint makers, chemists, architects, physicians, and others with special knowledge of ship and bridge painting and lead poisoning. The remaining 25 witnesses were brought forward by the white-lead corrodors' section of the London Chamber of Commerce, and included a certain number from France, Germany, Austria, Belgium, Holland, and Switzerland. The report is printed in a volume of 134 pages, summarizing and analyzing the evidence and presenting the recommendations of the committee. A second volume giving the testimony of the witnesses in full is yet to be issued.

The committee recognized that in connection with such a restriction as it recommends it would be necessary to exempt specifically certain classes of colors, such as those used by artists, and that it would be desirable to authorize the granting of exemptions applicable only to special branches of the painting industry, where it could be shown to the satisfaction of the home secretary that the use of lead paints containing more than 5 per cent of soluble lead can not as yet be dispensed with. In such cases it is considered desirable that the home secretary be given power to enforce adequate preventive measures, namely, abolition of dry rubbing down, provision for overalls, lunch rooms, cloak rooms, elevators, medical examinations, and the like, all of which should be made compulsory and should be enforced by adequate inspection. The supplying of lead materials

¹ Great Britain. Home Department. Report of the departmental committee appointed to investigate the danger attendant on the use of paints containing lead in the painting of buildings. November, 1914, 134 pp. (Cd. 7882).

to any user granted such exemption could be controlled by permitting paint manufacturers to supply the materials in question only on condition that they submit in writing to the proper Government department the name and address of the customer.

To give adequate time for paint makers and others to arrange for supplies of nonpoisonous materials and also to facilitate the introduction of modifications in painting methods, where special work necessitates such changes, the committee recommends that the restriction of the amount of lead in paints to not more than 5 per cent of soluble lead should not be enforced until three years after the publication of its report.

Attention is directed to the possible dangers to health arising from the vapors of linseed oil and turpentine or turpentine substitutes used in all paints whether compounded with lead or leadless pigments, and to the consequent importance of investigating their possible effect on health which the evidence before the committee indicated might be serious enough to require action on the part of the home office. The committee is of the opinion that any bill proposes to give effect its recommendations should empower the home secretary to make regulations, if he finds it necessary, similar to those which he is now authorized by law to establish in factories and workshops.

The committee found that serious efforts had been made to deal with the evil of lead poisoning among house painters in France, Austria, Germany, Holland, Belgium, and Switzerland, and suggests that Great Britain should not be behind other countries in such a matter. Two methods of dealing with the evil suggested themselves: Either (1) the industry must be governed by a strict code of regulations, or (2) the use of lead must be prohibited altogether, or at any rate restricted within very narrow limits.

The proposal to deal with the situation by regulation the committee regards as impossible, for four principal reasons: (1) The inadequacy of regulations to cope with the evil; (2) the difficulty of prohibiting dry rubbing down, the most frequent cause of lead poisoning; (3) the cost and difficulty of complying with various precautionary measures; and (4) the insuperable difficulty of enforcing regulations by adequate inspection.

The second method for the prevention of lead poisoning, by the prohibition of the use of lead or its restriction within very narrow limits, was favored by a majority of employers who appeared before the committee.

The committee found from the evidence before it that not only are leadless paints suitable for interior work but that they had been used successfully on exterior surfaces. The leadless paints claimed to be of sufficient durability for exterior use were found already obtainable in considerable numbers, with every indication that legis-

lation affecting the amount of lead permissible in paints would give a great impetus to the manufacture of the nonpoisonous substitutes.

The white-lead industry in Great Britain in 1910 produced 58,000 tons, 85 per cent of which was for home consumption. It employed approximately 2,500 persons with annual wages of \$750,000. The capital invested amounted to \$6,500,000. In lead mining approximately 2,700 persons were employed, with annual wage payments only slightly less than in the white-lead industry. It was estimated that the prohibition of the use of white lead according to the committee's recommendations would limit the demand for this material to 23,000 tons and would also reduce the demand for pig lead by about 25 per cent.

Among the persons employed as house painters in England and Wales, about 30 deaths from lead poisoning are reported each year. As to the number of nonfatal cases there are no complete statistics, since house painters do not come under the factory acts and reports of cases are entirely voluntary. However, the number of nonfatal cases is estimated at about 750 per annum.

In Great Britain the production of zinc oxide, the principal substitute for white lead in outdoor painting, is small, but the committee is of the opinion that a larger call for zinc paints would lead to the establishment of zinc-oxide works on a scale sufficient to meet all demands.

The recommendations of the committee are signed by seven of its eight members, one, a representative of the association of master painters, submitting a minority report. This minority report vigorously challenges the conclusions and recommendations of the other members of the committee and urges that regulation should at least be given a thorough trial before prohibiting the use of so valuable a paint material as white lead. This recommendation is based upon the claim that the center of danger in all industries is the dust produced, and that in painting the dust-producing processes harmful to the health of the workers rest on the dry rubbing of lead paint. Therefore, it is suggested that the rational course is to prohibit under heavy penalties the practice of dry rubbing down, and thus remove the great source of danger from poisoning by lead dust.

UNEMPLOYMENT LEGISLATION IN 1915.

The matter of unemployment received attention in a few States during the legislative sessions of the current year, resulting in the adoption of measures for relief of more or less extensive nature. Little precedent exists in this country for enactments in this field, for which reason the action taken may be regarded as experimental,

while one law in particular—that of Idaho—may be regarded as presenting decidedly novel features.

The question of unemployment was considered by the California Legislature of sufficient magnitude to require Federal action, and it adopted a resolution requesting an investigation by the Congress of the United States and the adoption of such remedial measures as might be thought necessary and proper.

The Legislature of Illinois provided for a State commission on the subject, while in Idaho a memorial was adopted by the legislature referring to the fact that the State law prohibits the employment of alien labor upon public works, and submitting to Congress the proposition that a similar rule should control in favor of citizen labor on Federal undertakings within the State.

The formation of associations of certain employees on steam and electric railways for the purpose of providing a cooperative fund from which unemployment benefits should be paid was provided for by a Michigan statute.

Of a more direct nature are resolves of the Legislature of Massachusetts authorizing the employment of needy persons by the Metropolitan Park Commission in labor on parkways, boulevards, parks, and reservations, also by the State forester; while in New Jersey the common council or other body in charge of departments of municipalities employing unskilled labor are authorized to select "from the needy poor of such city or other municipality" residents for the purpose of such public work as may be assigned to them.

The most elaborate provision is that of the Idaho statute, which the press has called a "right to work" law, which authorizes and requires county commissioners to provide emergency employment for any person who is a citizen of the United States and has been for an uninterrupted period of not less than six months a resident of the State of Idaho. The work is to be done on public highways or such other work as may be determined upon. Applicants must be residents of the county for more than 90 days preceding the application, must show that they are unable to secure other employment, and that they do not possess property of a total value of more than \$1,000. A statement of the number of dependents, if any, must be given; also as to the amount of any emergency employment had during the 12 months last past. One applying for work must also agree to do with reasonable diligence and efficiency the work assigned, and a failure or refusal to perform such work is regarded as an offense for which he may be suspended for a period of one week in the first instance and for a second offense be disqualified for receiving the benefit of emergency employment for a period of one year. No person may receive more than 60 days' employment within a year, and each applicant must be identified and vouched for by some freeholder in the county

where the application is made. Payments are made on vouchers issued by the auditor of the county and a record kept of names and amounts, and on a certificate to the State auditor of the total sum expended in this behalf 50 per cent of this sum shall be remitted to the county by deducting it from the sum of the general taxes collected by the State.

MINIMUM WAGE FOR WOMEN IN RETAIL STORES IN MASSACHUSETTS.

The Massachusetts Minimum Wage Commission under date of September 15, 1915, published a decree fixing a minimum wage for female employees in retail stores, to be effective January 1, 1916. The decree is based upon the recommendations of the Retail Store Wage Board, which was appointed by the commission to investigate conditions and to make recommendations. The wage board consisted of six representatives of employers, six representatives of employees, and three representatives of the public.

The statement and decree of the Minimum Wage Commission are printed substantially in full below:

A report made to this commission by the Retail Store Wage Board recommends a minimum wage suitable for female employees of ordinary ability in retail stores and also suitable minimum wages for learners and apprentices, as follows:

AUGUST 5, 1915.

The Retail Store Wage Board has the following to report as the result of its study and deliberations:

In view of the present unsatisfactory condition of business in this country, the board has agreed upon the following schedule of wages for female workers in the retail stores of Massachusetts:

1. The minimum wage to be paid to any female employee who after reaching the age of 18 years has had one year's experience in a retail store shall be \$8.50 a week.
2. The wage for inexperienced female workers who are 18 years of age or older shall not be less than \$7 a week.
3. Minors between 17 and 18 years of age shall be paid not less than \$6 a week.
4. The wage for minors under 17 years of age shall be not less than \$5 a week.

This wage scale shall apply to all establishments doing a retail business in the Commonwealth of Massachusetts and to each and every kind of employment therein.

These rates are for full-time work, by which is meant the full number of hours per week required by employers and permitted by the laws of the Commonwealth.

Extra or part time workers shall receive at least the same scale of pay pro rata for the time actually employed.

If compensation is determined or supplemented by commissions on sales, bonus, premium, or other method, there must be a guaranty and payment of the full weekly rate in every case.

It has not seemed necessary to the board to determine in exact terms and in detail the necessary cost of living, but it considers it to be at least as much as and probably somewhat above the minimum herein set forth. The board feels that the schedule

of wages adopted is as high as the retail stores of the State will be able to pay until industrial and business conditions shall have shown a marked improvement. Moreover, it should be noted that these rates will mean a very large increase in earnings for many of the employees, especially for the minors and inexperienced, and a correspondingly increased burden of expense for the employers, which they can not easily or immediately shift to their customers or offset by economies in other operating expenses or by means of the increased efficiency of the workers. When this adjustment to the higher wage scale has been accomplished, however, and when the business is in a more prosperous condition, the rates herein may and perhaps ought to be advanced to a somewhat higher level.

It is recommended that these rates be put in operation on or about January 1, 1916.

In accordance with the provisions of law,¹ the Minimum Wage Commission has made an inquiry into the wages paid to the female employees in the retail stores in Massachusetts and found that more than one-third of the number studied earned less than \$6 a week. (See bulletin No. 6, Minimum Wage Commission.) The commission therefore established the Retail Store Wage Board, and instructed it, as required by section 5, chapter 706, as amended, to consider (1) the needs of the employees, (2) the financial condition of the industry, and (3) the probable effects thereon of any increase in the minimum wages paid, and thereafter to endeavor to determine the minimum wage suitable for a female employee of ordinary ability in the industry, and also suitable minimum wages for learners and apprentices and for minors below the age of 18 years. The board stated it to be its opinion, after consideration of the needs of the employees, as required by law, that the necessary cost of living is "as much as and probably somewhat above" the minimum (\$8.50) set forth in the schedule of wages which it recommends.

It is further set forth, in consideration of the present financial condition of the industry, "that the schedule of wages adopted is as high as the retail stores of the State will be able to pay until industrial and business conditions shall have shown a marked improvement."

The Minimum Wage Commission, having tentatively approved the recommendations of the majority of the board, as provided by section 6 of chapter 706, acts of 1912, as amended, and after due notice to employers paying less than the recommended minimum wage, held public hearings on these recommendations on August 23 and 26, 1915.

At these hearings no evidence was submitted which showed that the financial condition of the retail stores will not permit paying the recommended rates. The commission, therefore, confirms the recommendations, and orders that the following decree be entered, as provided by section 6, chapter 706, acts of 1912, as amended:

DECREE.

The Minimum Wage Commission of the Commonwealth of Massachusetts, having before it the report of the Retail Store Wage Board, after public hearings thereupon held August 23 and August 26, 1915, and for reasons set forth in its statement of even date, in accordance with Stat. 1912, ch. 706, par. 6, as amended, makes the following decree:

1. No experienced female employee of ordinary ability shall be employed in retail stores in Massachusetts at a rate of wages less than \$8.50 a week.

¹ Stat. 1912, ch. 706, par. 3.

2. No female employee of ordinary ability shall be deemed inexperienced who has been employed in a retail store or stores for one year or more, after reaching the age of 18 years.
3. A female employee shall be deemed to have been employed in the industry for a year if her absences from her place or places of employment during 12 months, whether consecutive or nonconsecutive, have not been of unreasonable duration.
4. The wages of learners and apprentices may be less than the minimum prescribed for experienced employees, provided:
 - (a) That no female employee of ordinary ability who has reached the age of 18 years shall be employed at a rate of wages less than \$7 a week.
 - (b) That no female employee of ordinary ability who has reached the age of 17 years shall be employed at a rate of wages less than \$6 a week.
 - (c) That no other female employee of ordinary ability shall be paid at a rate of wages less than \$5 a week.
5. A female employee of less than ordinary ability may be paid less than the prescribed minimum wage provided that the conditions of section 9, chapter 706, acts of 1912, are complied with.
6. These recommendations shall take effect on January 1, 1916, on which date all female employees of ordinary ability who have been employed in the industry for one year or more after reaching the age of 18 shall be deemed to have served an apprenticeship of one year, and all others shall be deemed to have begun their apprenticeship, and to be entitled to the rates as specified above.

In order to facilitate the enforcement of this order the commission recommends that a female employee on leaving her employment in any establishment receive a card showing the time she has worked in that establishment.

MINIMUM WAGE LAW OF KANSAS.

In an article on "Minimum-Wage Legislation, 1915," in the August issue of the MONTHLY REVIEW, it was stated that so far as was known at the time of that publication the legislature of the State of Arkansas was the only one that had enacted legislation on this subject during the year. It was subsequently learned that the legislature of Kansas passed a law at its 1915 session providing for the establishment of an industrial welfare commission with the duty of establishing standards of wages, hours, and conditions of labor for women, learners and apprentices, and minors employed within the State, thus making 11 States having some form of minimum-wage law. The term "minors" as used in this act includes persons of both sexes under the age of 18 years, while the term "women" applies to females above that age.

The commission consists of the commissioner of labor and two persons appointed by the governor, one of whom must be a woman. The commission may act on its own initiative or upon the request of not less than 25 persons engaged in any occupation in which are employed persons of the classes coming within the purview

of the act. Authority is given to make such examination of the pay rolls and wage records and to call such witnesses as the commission may deem necessary; public hearings may also be had. If, after such investigation, the commission concludes that wages, hours, and sanitary or other conditions in the occupation are prejudicial to the health or welfare of any substantial number of persons embraced in the act, it may establish a board to take the matters complained of under advisement. This board is to consist of not less than three representatives of employers, three of employees, and one or more representatives of the public appointed by the commission. The commission makes rules and regulations for the selection of the various members and the modes of procedure of the board, and also has exclusive jurisdiction over all questions arising as to the validity of the procedure and of the determinations of the board. Members of the board are paid as jurors in the district courts, and witnesses are paid as witnesses in like courts.

The boards may recommend what they regard as a reasonable minimum wage to meet the necessary cost of living for a woman worker of ordinary ability, and also the number of hours and sanitary conditions necessary; also for learners and apprentices and for minors. Time and piece rates may be fixed, and also different rates and standards for different localities in the State if circumstances seem to warrant. The commission has authority to review and approve or disapprove all findings. If a determination is approved, a public hearing is to be given after four successive weeks of publication of notice, after which the order may be issued to become effective in 60 days. Cases may be reopened on request of either party in interest, and special licenses may be issued for persons who are physically defective, or crippled, or of less than ordinary ability, or for learners, apprentices, and minors where only a minimum time wage has been established. A less number of hours than the standard may also be fixed for such persons.

Any person in interest dissatisfied with any order or ruling of the commission may, within 30 days of the making thereof, commence an action in court on the ground that such order or ruling is unauthorized by law, confiscatory, or unreasonable. Such cases are to have precedence over other civil cases and are tried as other cases at law, the burden of proof being on the person bringing the action. Penalties are provided for violations of the act, and for the discharge of or other discrimination against any employee who joins in requesting an investigation or who gives testimonies at any hearing. Failure to comply with the act is punishable as a misdemeanor, the fine prescribed being not less than \$25 nor more than \$100 in each case.

BULLETIN OF THE NEW YORK STATE INDUSTRIAL COMMISSION.

Beginning with October of this year the New York State Industrial Commission proposes to issue monthly a bulletin concerning the activities of the various bureaus and divisions subject to its administration. The bulletin will be issued from the bureau of statistics and information of the department of labor.

It will be the aim of the bulletin to present concisely and in terms understandable to the average citizen, the various activities of the bureaus and divisions under the direction of the State Industrial Commission—and these interest every man, woman, and child of the ten million inhabitants of the Empire State.

While from time to time, pamphlet bulletins dealing with matters directly interesting to those of a statistical turn of mind, have been issued by one or another of these bureaus, no publication has been issued covering all the activities of all the bureaus. It will be the mission of the bulletin to supply this deficiency. Besides, the rulings, decisions, and other official data which the commission should supply to the public will also appear in the bulletin.

The bulletin is issued in quarto form with double columns. The first number contains a directory of the commission and the industrial council, accounts of the activities of the bureau of compensation, bureau of statistics, bureau of inspection, legal bureau, the bureau of mediation and arbitration, employment bureau, bureau of industries and immigration, bureau of legal code, together with a statement concerning the State fund for workmen's compensation, a summary of the movement of the labor market, and a summary of the work of the commission.

The following statement concerning the industrial commission of New York State is reproduced from page 10 of the first issue of the bulletin:

The industrial commission is the administrative head of the department of labor of New York State. As a matter of fact, it is the labor department, but the labor department is a constitutional entity, and so the title had to be retained in the law creating the industrial commission.

The New York State Industrial Commission administers a consolidation and reorganization of the State labor department, with its various bureaus and ramifications; the workmen's compensation commission and the administration of the State fund, and the New York State employment bureau. These departments and bureaus are subdivided into:

Bureau of inspection, covering inspection of factories, mercantile establishments, and other places where labor is employed, as to fire prevention, fire hazards, safety of life and limb, sanitary conditions. This is subdivided into divisions of factory inspection, mercantile inspection, homework inspection, industrial hygiene, section of medical inspection, and supervising inspection districts.

Bureau of statistics and information, subdivided into divisions of general labor statistics, industrial directory, industrial accidents and diseases, special investigations, and printing and publication.

Bureau of State employment, designed to bring employers and unemployed together for mutual benefit. This bureau has branch offices in all the important labor centers of the State.

Bureau of mediation and arbitration, designed to afford a ready means of adjustment of disputes regarding industrial relations.

Bureau of workmen's compensation, which administers the workmen's compensation law and the State insurance fund. This was formerly a State department in itself.

Bureau of industries and immigration, which is clothed with power to make full inquiry, examination, and investigation into the condition, welfare, and industrial opportunities of all aliens arriving and being within the State.

Moreover, the New York State Industrial Commission succeeds to the powers and duties of the industrial board in formulating an industrial code as well as framing rules and regulations for the conduct of employers and employees which have full force and effect of laws when the legislature is not in session; and also to many of the powers and duties of the abolished State fire marshal's office.

It can be readily seen that the industrial commission is a body clothed with great powers and invested with tremendous responsibilities which affect well-nigh every one of the nearly ten million inhabitants of New York State.

REPORT OF THE COMMISSION ON INDUSTRIAL RELATIONS.

Under authority granted by act of Congress of August 23, 1912, creating and defining the duties of the Commission on Industrial Relations, the President appointed as commissioners Messrs. Frank P. Walsh, of Missouri, chairman; John R. Commons, of Wisconsin; F. A. Delano, of Illinois; Harris Weinstock, of California; S. Thurston Ballard, of Kentucky; John B. Lennon, of Illinois; James O'Connell, of the District of Columbia; Austin B. Garretson, of Iowa; and Mrs. Florence J. Harriman, of New York. The general public was represented by Commissioners Walsh, Commons, and Harriman; the employers by Commissioners Weinstock, Delano, and Ballard; and organized labor by Commissioners Lennon, O'Connell, and Garretson. On March 17, 1915, owing to the resignation of Mr. Delano, the President appointed Mr. R. H. Aishton, of Illinois, in his stead.

The findings, conclusions, and recommendations of the commission are contained in a report of 448 pages issued under date of August 23, 1915. Two hundred and forty-five pages of this report were prepared by Basil M. Manly, director of research and investigation for the commission, and include conclusions and recommendations based upon both the vast amount of testimony heard in widely separated parts of the country and the individual reports of a staff of 21 investigators detailed by the commission to make special studies of specific questions bearing upon industrial conditions. To this portion of the report Commissioners Walsh, Lennon, O'Connell, and Garretson subscribe their names, although each dissents from specific recommendations contained therein. Commissioners Commons, Harriman, Weinstock, Ballard, and Aishton submit a separate report, including recommendations, and here again specific recommendations are dissented from by three of the signers—Messrs. Weinstock, Ballard, and Aishton—who present a report embodying their objections and reasons therefor.¹ Supplemental statements are presented by Commissioners Walsh,² Garretson,³ Lennon and O'Connell,⁴ and Ballard.⁵ A somewhat extended report on vocational education,⁶ by Commissioner Lennon, is included, which is approved by five of the commission, Commissioners Harriman, Aishton, Weinstock, and Commons withholding their signatures.

In the act of Congress creating the commission, section 4 named 11 questions into which inquiry was specifically directed. The section is as follows:

¹ Report, p. 407.

² Report, p. 297. Concurred in by Commissioners Lennon and O'Connell. Report, p. 289.

³ Report, p. 291. Concurred in as to certain particulars by Commissioners Lennon and O'Connell, Report, p. 289.

⁴ Report, p. 279. Concurred in as to certain particulars by Commissioner Garretson. Report, p. 291.

⁵ Report, p. 443.

⁶ Report, p. 265.

That the commission shall inquire into the general condition of labor in the principal industries of the United States, including agriculture, and especially in those which are carried on in corporate forms; into existing relations between employers and employees; into the effect of industrial conditions on public welfare, and into the rights and powers of the community to deal therewith; into the conditions of sanitation and safety of employees and the provisions for protecting the life, limb, and health of the employees; into the growth of associations of employers and of wage earners and the effect of such associations upon the relations between employers and employees; into the extent and results of methods of collective bargaining; into any methods which have been tried in any State or in foreign countries for maintaining mutually satisfactory relations between employees and employers; into methods for avoiding or adjusting labor disputes through peaceful and conciliatory mediation and negotiations; into the scope, methods, and resources of existing bureaus of labor and into possible ways of increasing their usefulness; into the question of smuggling or other illegal entry of Asiatics into the United States or its insular possessions, and of the methods by which such Asiatics have gained and are gaining such admission, and shall report to Congress as speedily as possible with such recommendation as said commission may think proper to prevent such smuggling and illegal entry. The commission shall seek to discover the underlying causes of dissatisfaction in the industrial situation and report its conclusions thereon.

Of these subjects three, namely, general labor conditions, industrial relations, and the causes of industrial unrest, were fundamental in character and of broad scope, while eight were specific and dealt more largely with matters of detail.

REPORT OF COMMISSIONERS WALSH, LENNON, O'CONNELL, AND GARRETSON.

In the report of the director of research, which is submitted as the report of Commissioners Walsh, Lennon, O'Connell, and Garretson, the three general subjects are discussed in some detail, with no specific recommendations except as to industrial unrest. Four sources of industrial unrest are mentioned, presenting evils for the elimination of which definite recommendations are made.

SOURCES OF INDUSTRIAL UNREST.

Unjust distribution of wealth and income.

As a remedy for the unequal distribution of wealth and income the report urges—

The enactment of an inheritance tax so graded that while making generous provision for the support of dependents and the education of minor children, it shall leave no large accumulation of wealth to pass into hands which had no share in its production. It is suggested that a limit of \$1,000,000 dollars be fixed on as the amount that shall pass to the heirs. The revenue from this tax should be reserved by the Federal Government for three principal purposes:

1. The extension of education.
2. The development of other important social services which should properly be performed by the Nation.
3. Development in cooperation with States and municipalities of great constructive works, such as road building, irrigation, and reforestation, which would materially increase the efficiency and welfare of the entire Nation.

Unemployment and denial of opportunity to earn a living.

It is predicted that the unemployment situation will not be appreciably relieved until great advances have been made in the removal of two prime causes—unjust distribution of wealth and monopolization of land and natural resources. With respect to the land question the following suggestions are submitted:

1. Vigorous and unrelenting prosecution to regain all land, water power, and mineral rights secured from the Government by fraud.
2. A general revision of our land laws, so as to apply to all future land grants the doctrine of "superior use," as in the case of water rights in California, and provision for forfeiture in case of actual nonuse. In its simplest form the doctrine of "superior use" implies merely that at the time of making the lease the purpose for which the land will be used must be taken into consideration, and the use which is of greatest social value shall be given preference.
3. The forcing of all unused land into use by making the tax on nonproductive the same as on productive land of the same kind and exempting all improvements.

Denial of justice.

Much of the testimony presented to the commission evidenced the fact that there exists among workers an almost universal conviction that they, both as individuals and as a class, suffer from unjust legislation, and that the very instruments of democracy are often used to oppress them and to place obstacles in the way of their movement toward economic, industrial, and political freedom and justice. It is therefore recommended—

1. That Congress should forthwith initiate an amendment to the Constitution providing in specific terms for the protection of the personal rights of every person in the United States from encroachment by the Federal and State Governments and by private individuals, associations, and corporations. The principal rights which should be thus specifically protected by the power of the Federal Government are the privilege of the writ of *habeas corpus*, the right to jury trial, free speech, peaceful assemblage, to keep and bear arms, to be free from unreasonable searches and seizures, to speedy public trial, to freedom from excessive bail, and from cruel and unusual punishments.
2. That Congress immediately enact by statute or, if deemed necessary, initiate a constitutional amendment specifically prohibiting the courts from declaring legislative acts unconstitutional.
3. That Congress enact that in all Federal cases where the trial is by jury all qualified voters in the district shall be included in the list from which jurors are selected and that they shall be drawn by the use of a wheel or other device designed to promote absolute impartiality.
4. That Congress should drastically regulate or prohibit private detective agencies doing business in more than one State, employed by a company doing an interstate business, or using the mails in connection with their business. Such regulation, if it is feasible, should include particularly the limitation of their activities to the *bona fide* functions of detecting crime, and adequate provision should be made for the rigid supervision of their organization and personnel.

Denial of the right of organization.

Believing that the fundamental question for the Nation to decide is whether the workers shall have an effective means of adjusting their grievances, improving their condition, and securing their liberty through negotiation with their employers, or whether they shall be driven by necessity and oppression to the extreme of revolt, the following is recommended:

1. Incorporation among the rights guaranteed by the Constitution of the unlimited right of individuals to form associations, not for the sake of profit, but for the advancement of their individual and collective interests.¹

2. Enactment of statutes specifically protecting this right and prohibiting the discharge of any person because of his membership in a labor organization.

3. Enactment of a statute providing that action on the part of an association of individuals not organized for profit shall not be held to be unlawful where such action would not be unlawful in the case of an individual.

4. That the Federal Trade Commission be specifically empowered and directed by Congress in determining unfair methods of competition to take into account and specially investigate the unfair treatment of labor in all respects, with particular reference to the following points:

a. Refusal to permit employees to become members of labor organizations.

b. Refusal to meet or confer with the authorized representatives of employees.

5. That the Department of Labor, through the Secretary of Labor or any other authorized official, be empowered and directed to present to the Federal Trade Commission, and to prosecute before that body, all cases of unfair competition arising out of the treatment of labor which may come to his attention.

6. That such cases, affecting, as they do, the lives of citizens in the humblest circumstances, as well as the profits of competitors and the peace of the community, be directed by Congress to have precedence over all other cases before the Federal Trade Commission.

With reference to specific questions propounded by Congress the following conclusions and recommendations are given:

INDUSTRIAL CONDITIONS OF ADULT WORKMEN IN GENERAL INDUSTRIES.*Wages.*

Concluding that every able-bodied workman should as a minimum be compensated by sufficient income to support in comfort himself, a wife, and at least three minor children, and in addition to provide for sickness, old age, and disability, that a just standard of wages in any industry or occupation can best be secured by the method of collective bargaining between employers and employees, it is recommended:

1. In order that the public may be kept fully informed with regard to labor conditions, and that a proper basis of facts should exist for negotiation and arbitration, the Federal Government should enact the necessary legislation to provide for the collection, through the Bureau of Labor Statistics, or otherwise, of the full and exact facts regarding wages, hours of labor, and extent of unemployment for every industry. Every employer should be required by law to file with the proper authority a sworn statement of these facts according to a prescribed form. These statistics should be

¹ See also supplemental statement of Commissioners Lennon and O'Connell. Report, pp. 285, 286.

published annually, and the full data regarding any industry or plant should be accessible to any mediator or any other responsible citizen.

2. Uniform statutes should be passed by the legislatures of all States requiring that wages be paid at least semimonthly and in cash, except where by joint agreement other methods are agreed upon.

Hours of labor.

Based upon the conclusion that the physical well-being, mental development, and recreational needs of every class of population demand that under normal circumstances the working day should not exceed eight hours; that the reduction of working hours is in the interest not only of the worker and the community generally, but of the employer, the recommendation is made—

1. That in the so-called continuous occupations, other than the movement of trains, requiring work during both the day and the night for six or seven days per week, the State and Federal Governments should directly intervene, so that the working hours should not exceed eight per day nor extend to more than six days per week.

Safety and sanitation.

It is admitted that great progress has been made during recent years in promoting safety and sanitation and in safeguarding the workers from industrial accidents, and that this progress has proceeded most rapidly and satisfactorily since the enactment of workmen's compensation laws, which render unsafe working conditions expensive to the employer. Realizing that future progress in sanitation demands attention not only to cleanliness and ventilation, but to occupational diseases, and that the most direct incentive for the promotion of sanitation would be the adoption of a proper system of sickness insurance, the following is recommended:

1. The creation of a bureau of industrial safety (except that the section providing a museum of safety is not indorsed). Proper steps should be taken to provide for the coordination of the work of all Federal bureaus whose work is concerned with industrial safety.

2. The appropriations of the Public Health Service for the investigation and promotion of industrial sanitation should be increased.

Housing.

The investigation of the commission developed the fact that the houses and tenements which are available to workers are insanitary and overcrowded, that rents are high, and that tenement house acts, health ordinances, and building regulations of municipalities are not sufficient to cure the evils of the housing situation. The following recommendations are therefore submitted:

1. The Federal and State Governments should institute investigations directed, not so much to ascertaining existing housing conditions, as to formulating constructive methods by which direct support and encouragement to the promotion of improved housing can be given. Actual experiment in the promotion of housing should proceed as rapidly as proper plans can be drafted.

2. Special attention should be given to taxation, in order that land should as far as possible be forced into use and the burden of taxation be removed from home owners.

3. The municipalities should be relieved from all State restrictions which now prevent them from undertaking the operation of adequate housing schemes and from engaging in other necessary municipal enterprises.

WOMEN AND CHILDREN IN INDUSTRY.

The commission found that as a result of their unprotected condition, women and children are exploited in industry, trade, domestic service, and agriculture to an extent which threatens their health and welfare and menaces the well-being of future generations; and that because of this competition the wages and salary standards of men have suffered. The testimony disclosed the fact that the exclusion of children from factories has resulted in increasing rather than decreasing profits. Two primary causes are given for the increasing employment of women: (1) Low wages of men, making the earnings of women necessary, and (2) their willingness to accept lower wages and the fact that they are less likely to protest against conditions. To correct these and other evils six recommendations are submitted:

1. The recognition both by public opinion and in such legislation as may be enacted of the principle that women should receive the same compensation as men for the same service.

2. Until this principle is recognized, and women are accorded equal political rights, the extension of State protection of women, through legislation regulating working conditions, hours of service, and minimum wages, is highly desirable.

3. The increased organization of working women for self-protection and the improvement of their industrial conditions.

4. The inclusion of all women working for wages, whether in industry, trade, domestic service, or agriculture, under future legislation regulating their wages, hours, or working conditions.

5. The extension of the principle of State protection of children and the rapid increase of facilities for their education as outlined elsewhere.

6. The enactment by Congress of legislation embodying the principles contained in the so-called Palmer-Owen bill, which was before Congress at the last session.

INDUSTRIAL RELATIONS AND CONDITIONS ON PUBLIC UTILITIES.

General.

Finding that the scope of the Newlands Act, which applies only to employees engaged in the operation of interstate railroads, is too narrow, the following recommendations are made:

1. The extension of the Newlands Act to cover not only all classes of railroad employees, but all employees of public-service corporations which are engaged in interstate commerce.¹

2. The functions of the Board of Mediation and Conciliation under the Newlands Act should be extended to provide for the creation of boards of investigation, to be formed only by consent of both parties and to make a report of facts and recommendations which will not be binding upon either side.

¹ See supplemental statement of Commissioners Lennon and O'Connell. Report, p. 285.

3. The Board of Mediation and Conciliation should be authorized by Congress to create an advisory council, composed of equal numbers of employers and employees, for the purpose of creating a panel of names from which impartial arbitrators may be chosen by the Board of Mediation and Conciliation.

Taking up specific public utilities, the conditions of telegraph and telephone operators, Pullman car conductors and porters, and employees on railroads and in railroad camps were considered to be far from satisfactory, prompting the following recommendations:

Telegraph.

1. The property of the telegraph companies, or such part of their equipment as may be necessary for the efficient operation of a national telegraph system, should be purchased by the Federal Government after proper valuation and placed under the general jurisdiction of the Post Office Department for operation. In transferring the service to the Federal Government all employees, including officials and other persons necessary for successful operation should be retained, and those whom the elimination of the duplicate service of the two companies renders unnecessary for the national system should be absorbed into other branches of the Federal service as far as practicable.

2. At the time of the transfer to the Federal service a special commission should be appointed to revise the salary ratings and other working conditions and place them upon a proper basis.

Telephone.

1. The purchase by the Federal Government, after proper valuation, of the property of the interstate and local telephone companies, or such part of their equipment as may be necessary for the efficient operation of a national telephone system.

2. The transfer of all employees, including officials, necessary for the efficient operation of the national telephone system, to the Federal service as far as possible, and the absorption as far as practicable of all employees who are not necessary for the telephone system into other branches of the Federal service.

3. When such employees are transferred to the Federal service, the creation of a special commission to establish salary ratings and other working conditions on a proper basis.

4. In the meantime provision should be made by Congress for the creation of a minimum-wage board to fix minimum-wage standards for women employees who are engaged in the transmission of messages in interstate commerce. The board should be authorized to differentiate between localities in fixing minima, if on due consideration such differential rates should be deemed advisable.

5. The creation of minimum-wage boards in the several States to fix minimum wages for all women employees engaged in service within the State.

The Pullman Co.

1. The enactment by Congress of a statute prohibiting the tipping of any employee of a public-service corporation engaged in interstate commerce, and providing a proper fine for both the giver and the recipient of the tip.

2. The amendment of the existing law regulating the hours of service of train employees, to include the employees engaged in the Pullman service.

3. The extension of the Newlands Act as already suggested to cover the Pullman Co.

Railroads.

Although the investigations of the commission with regard to railroads were too limited to permit of general findings or recom-

mendations, the position was taken that enough evidence was received to justify the following recommendations:

1. Thorough investigation by the Public Health Service of railroad construction camps as well as other labor camps, and the preparation of definite plans for such camps and a standard code of sanitary regulations.

2. The enactment by Congress of a statute expressly prohibiting corporations engaged in interstate commerce from inducing or compelling their employees to sign releases of liability for accidents.

3. Congress should enact a statute prohibiting interstate employers from requiring their employees to contribute to benefit funds, and providing for the participation of employees engaged in interstate commerce in the management of all benefit funds and other funds to which they contribute.

4. The regulation by Federal statute of the employment of police on interstate railroads. The statute should not only provide for the organization, personnel, and powers of such police, but should definitely provide that during labor disputes such police should be subject to the proper civil authorities and paid out of the Public Treasury. The statute should also provide that such corporations should be permitted to have firearms only under license, requiring that a definite record be maintained showing the character of each firearm and to whom it is issued.

5. The assumption by the States of full responsibility and definite provision not only for protecting the property of railroads but for preventing trespass upon their property.

INDUSTRIAL CONDITIONS IN ISOLATED COMMUNITIES.

The commission found that many industrial communities present every aspect of a state of feudalism, this condition being most frequently found in mining camps, lumber camps, and large plantations. To correct this evil four recommendations are submitted:

1. The enactment of appropriate State legislation providing that where communities develop, even upon privately owned land, the powers of the civil Government shall not be interfered with, nor shall the rights of access to the residence of any person be restricted, nor shall the rights of persons to come and go unmolested, to speak freely, and to assemble peacefully be interfered with or considered to stand upon a different basis from the rights of persons in other communities.¹

2. In the case of public lands containing timber or minerals, which are now or may hereafter come into the possession of the Federal Government, it should be provided by statute that neither the lands nor the mineral rights should under any circumstances be sold, but should be used only upon lease for a limited term, such lease to contain as a part of the contract the conditions with regard to the rights of inhabitants as recited above, and such lease to be forfeitable without recourse in case of the infraction of said conditions.

3. The Post Office Department should be directed to report to Congress all communities in which the post office is in any company's store or other building operated by an employer or in which the postmaster is a private employer or the agent of an employer. The report should show the facts separately for those communities in which the employer or corporation operates an industry upon which any large number of inhabitants are dependent.

4. Congress and the State legislatures should enact statutes providing that any attempt on the part of an employer to influence his employees, either directly or indirectly, in connection with any Federal election either for or against any particular

¹ Dissented from by Commissioner Walsh. Report, p. 303.

candidate shall constitute intimidation, and further specifying that it shall constitute intimidation for any employer to give notice to his workmen that in the event of the election of any particular candidate the establishment will not be operated.

THE CONCENTRATION OF WEALTH AND INFLUENCE.

Based on the evidence collected, the statement is made that the lives of millions of wage earners are subject to the dictation of a relatively small number of men, justifying a grave criticism of the labor conditions of corporation-controlled industries. The ultimate possibilities of so-called "foundations" created for unlimited general purposes and endowed with enormous resources are considered so grave a menace, not only as regards their own activities and influence but also the benumbing effect which they have on private citizens and public bodies, that, if they could be clearly differentiated from other forms of voluntary altruistic effort, it would be desirable to recommend their abolition. The impossibility of so differentiating them is admitted. As the basis for effective action to correct the above conditions the following recommendations are submitted:

1. The enactment by Congress of a statute providing that all incorporated non-profit-making bodies whose present charters empower them to perform more than a single specific function and whose funds exceed \$1,000,000 shall be required to secure a Federal charter. The Federal charter should contain the following provisions:

a. Definite limitation of the funds to be held by any organization, at least not to exceed the largest amount held by any at the time of the passage of the act.

b. Definite and exact specifications of the powers and functions which the organization is empowered to exercise, with provision for heavy penalties if its corporate powers are exceeded.

c. Specific provision against the accumulation of funds by the compounding of unexpended income and against the expenditure in any one year of more than 10 per cent of the principal.

d. Rigid inspection of the finances as regards both investment and expenditure of funds.

e. Complete publicity through open reports to the proper Government officials.

f. Provision that no line of work which is not specifically and directly mentioned in the articles of incorporation shall be entered upon without the unanimous consent and approval of the board of trustees nor unless Congress is directly informed of such intention through communication to the Clerk of the House and the Clerk of the Senate, which shall be duly published in the Congressional Record, nor until six months after such intention has been declared.

2. Provision by Congress for the thorough investigation, by a special committee or commission, of all endowed institutions, both secular and religious, whose property holdings or income exceeds a moderate amount. The committee or commission should be given full power to compel the production of books and papers and the attendance and testimony of witnesses. It should be authorized and directed to investigate not only the finances of such institutions but all their activities and affiliations.

3. As the only effective means of counteracting the influence of the foundations, as long as they are permitted to exist, consist in the activities of governmental agencies along similar lines, the appropriation of the Federal government for education and social service should be correspondingly increased.¹

¹ A specific recommendation as to the Rockefeller Foundation was adopted by Commissioners Walsh, Lennon, and O'Connell. See Report, p. 261; also p. 70 of this digest.

THE LAND QUESTION AND THE CONDITION OF AGRICULTURAL LABOR.

The investigation of agricultural conditions, including the problems of farm labor, agricultural corporations, and the rapid increase in land tenancy and their bearing on industrial unrest, was confined practically to the Southwest because in that region these systems have become most fully developed and their results are most easily studied. To improve the conditions of farm labor and to stop the increase in farm tenancy by aiding farm owners the following action is recommended:

1. The development through legislation of a system of long-time leases, providing that the tenant shall be compensated for all improvements made upon the property and also providing for cropping systems which will maintain the fertility of the soil.

2. The establishment of National and State farm bureaus for the following purposes:

- a. To act as an agent between landlords and tenants in the distribution of tenant labor.

- b. To act as an agent between landlords and tenants in the preparation of equitable contracts.

- c. To act as an information agency to assist home-seeking farmers.

- d. To assist in the distribution of seasonal labor.

3. The development of better credit facilities through the assistance of the Government and cooperative organization of farmers and tenants. No single measure can be recommended; the results must be achieved through the development of a sound rural credit system, the development of land banks, mortgage associations and credit unions. Foreign experience shows that through these means the rate of interest can be greatly reduced and the security of both the borrower and the lender can be increased.

4. The general introduction of modernized rural schools and compulsory education of children. The functions of the school system should extend beyond education to the social service of the entire rural community, assisting in the organization of farmers and tenants for cooperative purposes, and promoting other measures looking to the community's welfare.

5. The revision of the taxation system so as to exempt from taxation all improvements and tax unused land at its full rental value.

JUDICIAL SETTLEMENT OF LABOR CLAIMS AND COMPLAINTS.

Discussing the difficulties that confront wage earners in collecting labor claims and securing redress for minor grievances, the report recommends—

1. The establishment either by the States or by municipalities of industrial courts similar to those which have proved to be successful in European countries.¹

2. The commissioners of labor or the industrial commissions of the several States should be authorized and directed, where such powers do not now exist, to receive the legal complaints of all classes of workmen, and where they are found to have proper basis, to prosecute such claims vigorously, with a view to securing either a voluntary settlement or the award of adequate recompense by the proper tribunal. The commissioners of labor or the industrial commission should be given adequate legal assistance to enable them to prosecute such claims promptly and vigorously.

3. The States and municipalities should consider the desirability of creating an office similar to that of the public defender in Los Angeles to act in civil claims of small size.

¹ The organization and method of procedure of such courts is described in detail in Bulletin No. 98 of the United States Bureau of Labor Statistics, p. 273.

THE LAW RELATING TO TRADES-UNIONS AND INDUSTRIAL DISPUTES.

Concluding that the general effect of the decisions of American courts has been to restrict the activities of labor organizations and deprive them of their most effective weapons, the boycott and the power of picketing, while on the other hand the weapons of the employer, namely, the power of arbitrary discharge, of blacklisting, and of bringing in strikebreakers, have been maintained and legislative attempts to restrict the employers' powers have generally been declared unconstitutional by the courts; and that an additional weapon has been placed in the hands of the employers by many courts in the form of sweeping injunctions, which render punishable acts which would otherwise be legal, and also result in effect in depriving the workers of the right to jury trial, the recommendation is made—

1. That Congress and the States enact legislation embodying the principles contained in the British Trades Disputes Act of 1906.¹

THE POLICING OF INDUSTRY.

The investigation on this subject was extensive, leading to the conclusion that "the problem of policing industry is generally conceived to lie in the suppression of violence and the protection of life and property, but in reality consists in the more fundamental problem of protecting the rights of employers and employees as well as preserving the peace." After discussing the origin of industrial violence, the State constabulary as a method of policing industry, and the attitude of the police toward public speaking, the following recommendations are made:

1. The enactment by Congress of a statute prohibiting, under severe penalties, the transportation of men from State to State either under arms or for the purpose of arming them as guards or as agents either of employers or of employees.

2. The enactment by Congress of a statute prohibiting the shipment in interstate commerce of cannon, Gatling guns, and other guns of similar character, which are not capable of personal use, when consigned to anyone except military agencies of the State or Federal Governments.

3. The regulation or prohibition of private detective agencies and private employment agencies as hereinbefore suggested.

4. The strict enforcement in all public and private employment offices of the rules requiring full notice of the existence of a strike.

5. The complete assumption by the States and municipalities of the responsibility for policing, and the prohibition of the maintenance of any private police (except a limited number of watchmen without police power except on premises).

6. The definition by statute, by the States, of the conditions under which sheriffs may deputize, such regulations to include provisions that a deputy must be a bona fide resident of the State; that a sworn statement of the complete activities of each

¹ The text of this act is given in full in Bulletin No. 74 of the United States Bureau of Labor Statistics, p. 168. This recommendation is also contained in the report of Commissioners Commons and Harriman. Report, p. 377.

deputy covering a period of 10 years immediately preceding his deputation shall be filed with the Secretary of State; that no person who shall have been convicted of any misdemeanor or who shall have been imprisoned in any State shall be deputized; and that no deputy shall receive any money or any other thing of value from any person connected with an industrial dispute during his period of service or in connection therewith.

7. The enactment of statutes, by the States, providing a uniform code governing the militia and embodying the following principles:

a. A proclamation of martial law or a state of war, insurrection, or rebellion, by the governor of a State, as the result of an industrial dispute, shall have no effect upon the continuance of the constitutional guaranties of the State and Federal constitutions, nor upon the law and statutes, nor upon the jurisdiction of the courts, nor upon other civil authorities.

b. The writ of habeas corpus or other process of the courts can not be suspended, interfered with, nor disregarded by the military. It is part of the duty of the military to assist in enforcing the process and decrees of the civil courts.

c. The ordinary courts shall have exclusive jurisdiction for the punishment of crime, and in all cases where the same act constitutes an indictable offense under both military and criminal law, courts-martial shall have no jurisdiction nor authority to try officers or soldiers accused thereof, but the offender shall be turned over to the civil magistrate for trial.

d. The military may not hold, detain, nor imprison persons arrested by them any longer than is necessary to hand them over to the civil authorities. No person arrested by the militia shall be detained after noon of the following day without being brought before a committing magistrate.

e. The military may not forcibly enter nor search a private house in order to seize arms or other property concealed therein without a search warrant.

f. The military shall have no authority to establish a censorship over the press nor to interfere with the publication of newspapers, pamphlets, handbills, or the exercise of the right of free speech, except under process of the courts.

g. The military shall not limit, restrict, nor interfere with the freedom of movement of peaceable citizens or the rights of public meeting, assemblage, or parades in streets and public highways or elsewhere except under due process of law.

h. Every military officer under whose orders a civilian is arrested shall within 24 hours thereafter report in writing to the commanding officer the name of the prisoner, the offense with which he is charged, and what disposition has been made of him. Failing, he shall be liable to such punishment as a court-martial may direct.

i. In times of industrial disputes no private guards, detectives, nor employees of either of the contending parties shall be enlisted or employed as members of the militia, and all persons found by the commanding officer to be in the employment of either party to a dispute or actuated by animosity or personal ill will toward either of the contending parties shall be forthwith released from active service.

j. The governor may, in times of disturbance, by proclamation forbid the sale or transportation of firearms, ammunition, and intoxicating liquors, and may require all firearms and other weapons to be deposited with the military at certain places, receipts being given therefor. Proper search warrants may be issued to discover concealed weapons.

8. That the States and municipalities should provide by law for the fullest use of schools and other public buildings for public meetings and lectures and for other similar purposes.

THE CONDITIONS AND PROBLEMS OF MIGRATORY LABORERS.

There are large numbers of migratory laborers, many of whom find difficulty in obtaining employment during several months in the year. To improve their condition the following recommendations are offered:

1. The Interstate Commerce Commission should be directed by Congress to investigate and report the most feasible plan of providing for the transportation of workers at the lowest reasonable rates and, at the same time, measures necessary to eliminate the stealing of rides on railways.

If special transportation rates for workers are provided, tickets may be issued only to those who secure employment through public employment exchanges.

2. The establishment by States, municipalities, and, through the Department of Labor, the Federal Government, of sanitary workingmen's hotels in which the prices for accommodation shall be adjusted to the cost of operation. If such workingmen's hotels are established, the Post Office Department should establish branch postal savings banks in connection therewith.

3. The establishment by the municipal, State, and Federal Governments of colonies or farms for "down-and-outs" in order to rehabilitate them by means of proper food, regular habits of living, and regular work that will train them for lives of usefulness. Such colonies should provide for hospital treatment of cases which require it.

UNEMPLOYMENT.

The extent and character of unemployment, and existing conditions and agencies for employment are presented at length in the form of conclusions developed from the extensive investigation of this subject. Specific recommendations relating to the organization of the labor market and the regularization of employment are as follows:

1. The enactment of appropriate legislation modifying the title of the Bureau of Immigration to "Bureau of Immigration and Employment" and providing the statutory authority and appropriations necessary for—

- a. The establishment of a national employment system, under the Department of Labor, with a staff of well-paid and specially qualified officials in the main offices at least.

- b. The licensing, regulation, and supervision of all private employment agencies doing an interstate business.

- c. The investigation and preparation of plans for the regularization of employment, the decasualization of labor, the utilization of public work to fill in periods of business depression, insurance against unemployment in such trades and industries as may seem desirable, and other measures designed to promote regularity and steadiness of employment.

2. The immediate creation of a special board made up of the properly qualified officials from the Departments of Agriculture, Commerce, Interior, and Labor, and from the Board of Army Engineers to prepare plans for performing the largest possible amount of public work during the winter, and to devise a program for the future for performing during periods of depression such public work as road building, construction of public buildings, reforestation, irrigation, and drainage of swamps. The success attending the construction of the Panama Canal indicates the enormous national construction works which might be done to the advantage of the entire nation during such periods of depression. Similar boards or commissions should be established in the various States and municipalities.

ORGANIZATION, METHODS, AND POLICIES OF TRADE-UNIONS.

As the result of investigations on this subject conducted under the direction of one of its staff of special investigators the commission arrived at several definite conclusions but submitted no recommendations. It was found that the number of trade-unions relative to the working population is steadily increasing, that approximately 25 per cent of the workers 21 years of age and over are trade-unionists, and that wages in well-organized trades have kept pace with the rising cost of living while hours of labor have been steadily reduced until at present 8 hours constitute the normal workday for at least one-half of American trade-unionists. To prevent unjustifiable discharges and petty tyrannies which result in distrust and enmity among employees, the organization of the workers and the establishment of a system of trade boards is the remedy suggested. That the conditions of the members of trade-unions have been greatly improved by means of mutual insurance systems is asserted, and the extension of such systems is believed to be desirable. The theory of government which the American trade-unions have adopted is the centralization of power in the national trade-union, and it is stated that "the successful carrying out of this plan of organization will eliminate the chief defects in trade-union government." The opinion is expressed that the control by the national unions of strikes and of the system of mutual insurance which obtains in some unions should be established in all other unions. A decrease in the extent and frequency of unwarranted sympathetic strikes is noted. The policy of a few trade-unions of excluding qualified persons from membership by high initiation fees and other devices, is declared by the report to be antisocial and monopolistic and "should be given up by those unions which practice it." The further conclusion is drawn that some of the rules adopted by certain trade-unions restricting the productivity of the worker can be justified, but that some of them can not be defended and should be abandoned. As to jurisdictional disputes, which are said to be the occasion of frequent and costly strikes, particularly in the building trades, the suggestion is made that the American Federation of Labor and national unions renew their efforts to prevent such disputes. Finally, the practice in some trade-unions of placing authority to call strikes and levy boycotts in the hands of one person without adequate provision for supervision is stated to be the essential condition for trade-union graft.

ORGANIZATION, METHODS, AND POLICIES OF EMPLOYERS' ASSOCIATIONS.

In this connection but one recommendation is submitted:

The formation of strong and stable associations of employers for the purpose of negotiating joint agreements and otherwise determining, upon a democratic and equitable basis, the fundamental problems of the trade.

JOINT AGREEMENTS.

Believing that the condition of employment can be most satisfactorily fixed by joint agreements between associations of employers and trade-unions, the following recommendation is made:

The extension of joint agreements as regards not only the field of industry which they may cover, and the class of labor included, but the subjects which are taken up for negotiation and settlement. Greater responsibility for the character, skill, and conduct of their members should accompany the greater participation of trade-unions in the governing of industry.

AGENCIES OF MEDIATION, INVESTIGATION, AND ARBITRATION.¹

A detailed plan for a permanent national mediation commission, to be appointed by the President, in disputes involving interstate commerce, is outlined and urged upon Congress. This plan is based on the following general principles which have been established as the result of the very extensive investigation conducted by the commission:

1. The mediation commission should be independent of, and definitely divorced from, every other department of the State or Federal Government. Its only power grows out of its impartiality, and this can not be secured if it is subordinate to any other body whose sympathies either with labor or with capital can be questioned.

2. Mediation should be intrusted to a person as far as possible distinct from those who act as arbitrators or appoint arbitrators.

3. The office of mediator should be placed beyond the suspicion that the office is being used as a reward for party services.

4. The mediator should appoint his own subordinates.

5. It is desirable in the event of the failure of mediation by an official mediator that the parties should be asked to consent to the appointment of a board of mediation and investigation consisting of three persons, one selected by each party and the third by these two. Such a board, it appears, would be able to secure an agreement in many cases where the mediator fails. These boards should have power to summon witnesses and compel the production of papers. In the event that the board could not secure an agreement during the investigation, it should be empowered to make a public report stating the terms on which in its judgment the parties should settle.

6. In those cases in which the parties are unable to agree on the third member of the board of mediation and investigation, he should be appointed in the State systems by the State board of arbitration, and in the national systems by the mediators, from a list prepared in advance by an advisory board, consisting of 10 representatives of employers' associations and 10 representatives of trade-unions.

7. National boards of mediation and investigation are to be formed only in disputes involving interstate commerce and in those cases in which the legislature or the executive of a State had requested the intervention of the Federal Government.

8. The Secretary of Labor, or in the States the official, bureau, or commission which is created for the protection of the workers, should be empowered to appear before the board of mediation and investigation, when it is holding public hearings, either at the request of the board as *amicus curiæ* in the ascertainment of facts regarding labor conditions, or, if appealed to, as the spokesman for the employees in the presentation of their case.

¹ This plan is dissented from by Commissioners Lennon and O'Connell, Report, p. 279; Garretson, Report, p. 291; Walsh, Report, p. 302.

INDUSTRIAL CONDITIONS AND THE PUBLIC HEALTH—SICKNESS INSURANCE.

A Federal system of sickness insurance is recommended, constructed along the lines here briefly summarized:

1. *Membership.* The membership shall comprise all employees of persons, firms, companies, and corporations engaged in interstate commerce, or whose products are transported in interstate commerce, or which may do business in two or more States. The employees of intrastate establishments to be permitted to be insured if they so elect, under regulations to be prescribed by the commission.

2. *Fund.* The fund to be created by joint contributions by employees, employers, and the Government, the last named sufficient for expenses of administration. Such contributions should probably be in the proportion of 50 per cent from workers, 40 per cent from employers, and 10 per cent from the Government. Individuals or groups desiring larger benefits may arrange to make larger payments, and the rate in any trade, industry, or locality may be reduced where conditions so improve as to make a lower rate adequate. The contributions are to be secured through taxing each interstate employer a certain amount weekly for each employee, the part contributed by workers to be deducted from their wages, thus using the regular revenue machinery of the Government.

3. *Benefits.* Benefits to be available for a limited period in the form of cash and medical benefits during sickness, nonindustrial accidents, and childbearing; death benefits to be of limited size and payable on presentation of proper evidence.

4. *Administration.* The administration of the insurance funds is to be carried out by a national sickness insurance commission. The national commission should be composed by presidential appointment, with Senate confirmation, of a director (who would be chairman), representatives of employers and representatives of employees in equal ratio, and, as ex officio nonvoting members, the Federal Commissioner of Labor Statistics and the Surgeon General of the Public Health Service. The commission should be empowered to supervise all funds and determine their character and limits of jurisdiction; promulgate all regulations necessary to enforce the act; establish and maintain hospitals; maintain staffs of medical examiners, specialists, dentists, and visiting nurses; provide for medicines and appliances; make contracts with local physicians; cooperate with local funds and health authorities in disease prevention; and provide for collecting actuarial data.

Correlation of the insurance system with the medical profession, the lack of which has been a serious defect in German and British systems, is absolutely necessary. Contracts with physicians should allow to each a per capita payment for the insured persons under his care, the right of selection of physician to be retained by the insured. For the signing of certificates entitling the insured to benefits and for treating the insured in hospitals, the Surgeon General should detail physicians from the Public Health Service, their entire time to be given to these and other duties (consulting with local physicians, enforcing Federal laws and regulations, and cooperating with local authorities).

EDUCATION IN RELATION TO INDUSTRY.

The findings and conclusions on this subject are presented in a separate report¹ prepared by Commissioner Lennon and receiving the indorsement of Commissioners Walsh, O'Connell, Garretson, and Ballard. In brief the recommendations include—

1. The establishment of vocational schools for all children in school over 14 years of age, as well as compulsory continuation and night vocational schools, with such

¹ Report, pp. 265-275.

academic work as may be advisable for all persons over 14 years of age in industry and agriculture.

2. The passage of a law by Congress embodying the recommendations of the special commission on national aid to vocational education.

3. The authorization by Congress of the creation of a Federal board to administer funds appropriated by Congress to the several States for vocational education, the board to consist of three members, one educator, one representative of organized labor, and one representative of organizations of employers, to be appointed by the President, with the consent of the Senate, to serve for a term of six years, the first appointments to be for two, four, and six years, with salaries of \$8,000 each per annum; the Federal board so constituted to establish rules and standards for expenditure of Government funds awarded to the several States.

The Federal board shall require of each State asking for Government funds the adoption of the following standards before any awards can be made or funds be appropriated by the board:

1. Compulsory daytime continuation schools for all children in industry between the ages of 14 and 18 years for not less than five hours per week at the expense of their employers.

2. Night schools for all persons over 18 years of age who are desirous of further educational opportunities, either cultural or vocational.

3. Standards of efficiency for teachers.

4. Joint State control in administration of vocational education by public school authorities, organized labor, and organized employers, with equal representation.

5. The Federal board to establish some model schools for industrial training in agriculture and vocations as examples to the several States.

SCIENTIFIC MANAGEMENT.

Admitting that scientific management as a system presents certain possible benefits to labor and to society, the report proceeds to give a rather extended statement of its diversities and defects and concludes:

Scientific management at its best has succeeded in creating an organic whole of the several departments of an institution, establishing a coordination of their functions which has previously been impossible, and in this respect it has conferred great benefits on industry. As regards its social consequences, neither organized nor unorganized labor finds in scientific management any adequate protection to its standards of living, any progressive means for industrial education, any opportunity for industrial democracy by which labor may create for itself a progressively efficient share in management.

PRISON LABOR.

Two recommendations are submitted:

1. The abolition as far as possible of indoor manufacture and the substitution of such outdoor work as that upon State farms and State roads, providing that where prisoners are employed they should be compensated and that the products which they manufacture should not be sold in competition with the products of free labor.

2. The enactment by Congress of a bill providing that all convict-made goods when transported into any State or Territory of the United States shall be subject to the operation of the laws of such State or Territory to the same extent and in the same manner as though such goods had been produced therein.

IMMIGRATION.

Discussing immigration the report urges restriction based upon the general provisions of the so-called Burnett-Dillingham bill. It recommends:

1. The enactment of legislation providing for the restriction of immigration based upon the general provisions contained in the so-called Burnett-Dillingham bill, which has received the approval of two successive Congresses. With a full realization of the many theoretical objections which have been urged against the literacy test, the consensus of evidence is so strong that its practical workings would be to restrict immigration to those who are likely to make the most desirable citizens, to regulate immigration in some degree in proportion to the actual needs of American industry, and finally to promote education in Europe, that it seems necessary at least to urge that this plan be given a practical test.¹

2. The enactment of legislation providing that within six months from the time of entry all immigrants shall be required, under penalty of deportation, either to declare their intention to become citizens by taking out their first papers or to definitely register themselves with the proper authority as alien tourists, and further providing that all immigrants who have failed to take out their first papers at the end of two years shall be deported, as shall all who fail to take out their second papers when they become eligible, deportation in each case to act as a bar to future entry.

3. The provision by the States and municipalities, with the assistance of the Federal Government if necessary, for the education of all adult persons who are unable to speak, read, or write the English language. In order to accomplish this it may be necessary to provide that employers shall grant certain definite periods of leisure for such instruction.

LABOR CONDITIONS IN AMERICAN COLONIAL POSSESSIONS.

The investigations of the commission were confined to conditions in Porto Rico, and the following general recommendation is offered:

That provision be made by Congress for early and thorough investigation of the industrial and social conditions in Porto Rico and all other American colonies.

CHINESE EXCLUSION.

The act creating the commission directed it to inquire "into the question of smuggling or other illegal entry of Asiatics into the United States or its insular possessions." The constructive suggestions and recommendations submitted on the subject of Chinese exclusion are based upon the findings of two special investigators, and are approved by the entire commission with reservations as to agencies of administration.

Changes in the law.

The following changes should be made in the law in the interest of administrative efficiency:

1. That the many laws relating to the exclusion of Chinese be codified into a comprehensive statute.

2. That Chinese alleged to have entered the United States surreptitiously shall be tried by administrative process, i. e., on Secretary of Labor's warrant—in all cases irrespective of time of entry or defense of citizenship. At the present time only

¹ Dissented from by Commissioner Walsh. Report, p. 302.

Chinese alleged to have entered within three years may be tried on Secretary's warrant.

3. That immigration officers be specifically given the power of arrest or taking into custody.

4. That immigration officers be given the right to administer binding oaths in all cases arising under the immigration law.

5. That immigration officials be given the power to compel attendance of witnesses and the production of documentary or other evidence in all cases providing for punishment for contempt.

6. That the attacking of an immigration official or interference with him in the performance of his duties, or any maltreatment of him growing out of the performance of his duties, should be made a penal offense.

7. That the place of deportation to which contraband Chinamen shall be sent may be, in the discretion of the Secretary of Labor, the country whence he came, or the country of his citizenship, or the trans-Atlantic or trans-Pacific port from which he embarked for this continent.

8. That there be a clearer and more definite legislative definition of the exempt and the admitted classes.

9. That there be a clearer definition of legislative policy as to the status under the immigration and Chinese exclusion law of Chinamen admitted as exempts and subsequently assuming a nonexempt status.

10. That the pecuniary and family conditions for the return of Chinese laborers in the United States to China be repealed.

11. That the recommendation of a new registration because it is needed to enforce the present law be rejected. This must not be understood to mean a rejection of a new registration law as a part of legislative policy, but solely when it is urged for administrative reasons.

12. That masters of vessels be responsible for every Chinese member of their crew who was on board the vessel when it enters and is not on board when it is ready for clearance.

United States commissioners.

1. That the jurisdiction of United States commissioners in Chinese exclusion cases be abolished, or, what is less desirable—

2. That the following changes in the system be made: United States commissioners should receive adequate compensation for the service rendered. United States commissioners should be made courts of record and stenographic and other expenses provided for. The Government should be given right of appeal in Chinese cases.

The judicial system.

1. That the handling of cases of contraband Chinamen should be by administrative rather than by judicial procedure.

2. That the present administrative procedure be continued practically without modification, except for the improved handling of appeals as recommended elsewhere in these suggestions.

3. That writs of habeas corpus should be issued only on the basis of a prima facie case.

4. That in criminal cases (smuggling) full sentences should be imposed instead of light sentences as at present.

5. That, if advisable, the cases of contraband Chinamen might be held under the board of special inquiry procedure provided for in cases of immigrants not passed upon primary inspection for admission. The adoption of this suggestion would necessitate the employment of a considerable number of additional men—and for this reason ought not to be adopted immediately.

General administration.

1. Definitely withdraw the order of 1905.
2. By conference with Treasury Department provide for more careful sealing and supervision of sealed freight cars crossing the border—
 - a. By placing seal number and place of each car on the manifest.
 - b. By taking number and place of each seal of each car independently, and testing seal.
 - c. By comparing local record with manifest immediately.
 - d. By examination of contents of each car where there is the least discrepancy or suspicion.

The selection of inspectors.

1. That the position of Chinese inspector be revived.
2. That the selection of Chinese inspectors by civil-service examination for general immigrant inspectors be continued.
3. That the present examination be changed in scope as follows:
 - a. That all papers now required be omitted except "practical questions."
 - b. That greater credit—larger proportion of examination—be given for practical experience in handling the public.
 - c. That new examination in report writing be given to include a practical test in condensation—material to relate to immigration, formulation of a report on a given statement of fact, letter writing.
 - d. That the examination include a test on Canadian immigration laws.
 - e. That it include a test of knowledge of our National Government, particularly of those departments that are related to the work of immigration—Treasury Department, Congress, the judicial system, Department of State.
 - f. That, if possible, an oral examination be included.
 - g. That the examination include somewhere questions on the relation of immigration and emigration to a national policy, on immigration as an internal policy, and a general history of immigration.
4. That the examination have specific reference in its questions to immigration work and not be mere general tests.
5. That Chinese inspectors be selected from the more experienced immigrant inspectors who show an inclination and ability in the special requirements of this end of the service.
6. That the probationary period of an immigrant inspector be one year.

Chinese interpreters.

1. That in the selection of interpreters the present examination be continued, except that in testing ability to translate or interpret actual cases be taken in course of routine work rather than the present moot examination.
2. That in securing candidates for positions as interpreters the Immigration Service should look to the large number of Chinese students in our universities, particularly those who are here at the expense of the United States Government (the Boxer indemnity money.)
3. That the position of Chinese interpreter be graded into two grades at least, as follows:
 - a. Those who can interpret the spoken Chinese of one or more dialects.
 - b. Those who can, in addition, read the written language.
4. That the salary program outlined for inspectors be adapted to the interpreters.
5. That a conference be arranged by the various departments of Government who use interpreters of Chinese to work out some plan of securing honest, capable interpreters—perhaps in cooperation with the universities.

A staff organization at Washington.

1. That there be established at Washington a staff organization including at least—
 - a. Another Assistant Secretary of Labor to handle Chinese appeal cases, etc.
 - b. A central law organization providing for the continuous study of the legal aspects of immigration.
 - c. A central Chinese smuggling bureau reinforcing district administration in its attempt to deal with smuggling gangs and other organized smuggling.
 - d. A central agency of training and inspection, providing for the continuous supervision and training of the men in the service.
 - e. A central clearing house of information and records.
2. That it be specifically made a function of the division of supervision and training to keep district officers informed as to—
 - a. Significant court decisions in all districts.
 - b. Significant discoveries of district offices, e. g., the Japanese (Korean) passport case.
 - c. Effective methods of handling particular situations, e. g., of commissioner who refuses to give full credence to preliminary hearings before immigrant inspectors by bringing contraband Chinamen immediately before commissioner.
 - d. Chinese refused papers in any place.
3. That this organization should keep field officers informed as to forward steps and other significant developments.

Salary plan.

1. That the service be regarded for salary purposes as a unit rather than as 23 individual units.
2. That the administrative officers work out a detailed plan of graded salary increases.
3. That there be an annual increase in salary of a definite amount for a definite number of years of service upon certification of meritorious service during the preceding year. On the basis of an initial salary of \$1,380, it seems to us there ought to be an annual increase of at least \$36 per year for 15 years, making a maximum salary of \$1,920. The specific amounts named are offered as suggestions.
4. That positions in the service ought to be graded and correspondingly higher initial salaries provided for the higher grades. The system of annual increases, perhaps of the same amount, ought to be provided here. A larger increase for a less number of years might be advisable. It should be provided in this connection that a man promoted from a lower to a higher position, if he is receiving a higher salary than the initial salary of the higher position, should receive the next higher salary to the salary he is receiving in the lower position. A person standing in a little house watching those who come across an international bridge in Suspension Falls, another doing primary inspection work on board of inquiry work at Ellis Island, another working "under cover" among the thugs of Buffalo and being beaten into insensibility, another doing train inspection work, would receive no pay because of difference of duties. It is submitted that some recognition of this difference in duties ought to find expression in the salary schedule.
5. Superior service should be rewarded both by formal commendation and by salary increases. Two provisions might be included:
 - a. The reward for a single brilliant piece of work, such as working under cover with smugglers, risking one's life, and landing the gang in jail.
 - b. The provision of a higher annual increase for men giving continuous superior service.

Redistricting.

1. That there be a redistricting of the United States for immigration purposes with more regard to geographical facts and to the efficiency of the service.
2. That district offices take a periodic census in cooperation with the State or National census, or both, or, if necessary, independent of each. (This would help local offices to really see their problems. It would acquaint them with their constituency.)
3. That this census be kept up to date and supplemented by cooperation with municipal and State boards of health and bureaus of vital statistics by recording currently (a) Chinese births, (b) Chinese deaths, and (c) Chinese marriages.
4. That this census be kept up to date and supplemented by making part of the record all the examinations of Chinese in connection with routine and other investigations. A system of cross reference cards should be on file in Washington. It should be kept up to date and supplemented by listing removals and advising as far as possible the district to which the Chinaman moved.
5. That the force should be increased and the whole group of inspectors be organized for regular field work. This should take the place of any system of national arrest crews.
6. That the system of rewards of conductors, trainmen, and policemen who supply information leading to arrests of contraband Chinese or smugglers, which seems not in abeyance, be revived and be provided for in an emergency fund for each district. (Approval of Washington, perhaps, should be required in each case.)
7. That a business and occupation census of each district accompany the census of persons.
8. That the force of immigrant inspectors assigned to Chinese work be increased.
9. That the equipment to be used in the work of administering the Chinese exclusion law be adequate to cope with the smugglers.

**ADDITIONAL RECOMMENDATIONS OF COMMISSIONERS WALSH
LENNON, O'CONNELL, AND GARRETSON.**

Supplementing the recommendations contained in the report of the director of research which, as already stated, received the indorsement of Commissioners Walsh, Lennon, O'Connell, and Garretson, the following recommendations are presented by these commissioners:

1. We find that the limitation of the right of suffrage to men has been a most serious handicap to women in industry in their long and splendid struggle to secure compensation for their labor, humane working conditions, and protective laws.
2. We recommend that private ownership of coal mines be abolished; and that the National and State Governments take over the same, under just terms and conditions, and that all coal lands shall thereafter be leased upon such terms that the mines may be cooperatively conducted by the actual workers therein.
3. All religions, the family life, the physical well-being of the worker, the integrity of the State, and the comfort and happiness of mankind, require that no human being shall be permitted to work more than six days in each week. This commission refused to recognize any claim of so-called business expediency or alleged domestic or public necessity, which ignores this elemental and righteous demand. We therefore suggest that stringent laws be passed by State and Nation making it an offense punishable by fine and imprisonment to permit any person to work more than six days in each week.
4. We recommend that the hours of labor of women engaged in domestic service be limited to eight per day, that no such person be permitted to work over six days in each week, that a minimum wage be fixed for this class of employees which will insure them a comfortable life without being required to live in the homes of persons employing them, where they may be subjected to objectionable or uncomfortable liv-

ing conditions, and that all of the improvements and safeguards recommended for adoption in this report, as applying to women in other lines of industry, shall apply with equal force and effect to women engaged in domestic service.

5. We recommend that private ownership of public utilities be abolished and that the States and municipalities take over the same under just terms and conditions, so that they may be operated by the States or municipalities.¹

6. We recommend that appropriate legislation be passed by Congress putting an end to the activities of this (Rockefeller) foundation, wherever the Federal law can be made effective, and that the charter granted by the State be revoked, and that if the founders have parted with the title to the money, as they claim they have, and under the law the same would revert to the State, it be taken over and used by the State for the creation and maintenance of public works that will minimize the deplorable evil of unemployment, for the establishment of employment agencies and the distribution of labor, for the creation of sickness and accident funds for workers, and for other legitimate purposes of a social nature, directly beneficial to the laborers who really contributed the funds.²

REPORT OF COMMISSIONERS COMMONS AND HARRIMAN,³ AND, IN PART, OF COMMISSIONERS WEINSTOCK, BALLARD, AND AISHTON.

With the statement that the greatest cause of industrial unrest is the breakdown in the administration of labor laws and the distrust of our municipal, State, and National Governments on the part of a large portion of our people, the report signed by Commissioners Commons and Harriman, and concurred in with some exceptions by Commissioners Weinstock, Ballard, and Aishton, proceeds to recommend the creation of a Federal fund for social welfare to be maintained by an inheritance tax on large fortunes and administered by a commission on industrial relations aided by an advisory council composed of employers and employees. Specifically the recommendations are:

1. *Industrial Commissions.* State and Federal industrial commissions to be created for the administration of all labor laws. All bureaus or divisions dealing with conditions of labor, including industrial safety and sanitation, workmen's compensation, employment offices, child labor, industrial education, statistics, immigration, and so on, to be placed under the direction of the commission. Each commission to consist of three commissioners to be appointed by the governor or President, as the case may be, with the advice of the advisory representative council (see par. 2). The term of each commissioner to be six years, except that the terms of the commissioners first appointed shall be so arranged that no two shall expire at the same time. The Federal Department of Labor to be retained for educational and political purposes and a similar department might be created in large industrial States, such as New York and Pennsylvania.

2. *Advisory representative council.* An advisory representative council, consisting of the Secretary of Commerce and the Secretary of Labor, and of, say, 10 employers (including farmers) and 10 representatives of labor unions (including women). The representatives on the council to be selected from lists, not including lawyers, sub-

¹ This recommendation is approved also by Commissioner Weinstock.

² This particular recommendation did not receive the approval of Commissioner Garretson.

³ Report, p. 307. Dissented from by Commissioner Walsh. Report, p. 303. Dissenting report concurred in by Commissioners Lennon and O'Connell. Report, p. 289.

mitted by recognized employers' associations in the State or in the Nation, as the case may be; such, for example, as State associations of manufacturers, the National Metal Trades Association, the National Founders' Association, associations of coal operators, of railroad presidents, of brewers, of farmers' organizations, etc. The representatives of employees to be selected from lists submitted by the American Federation of Labor, the railroad brotherhoods, the Women's Trade Union League, and independent organizations. In all cases either the associations entitled to representation should be named in the law or provision should be made whereby the governor or President, upon investigation, shall name organizations which are considered representative by organized employers and organized employees themselves, and permit them to name their representatives. Similar provision in case an organization ceases to exist or to be representative. Any organization entitled to recall its representative on notice. The representative council to be appointed by the governor or the President before the appointment of the commission, and the governor or President to call it together and to consult with it regarding the names proposed to be nominated for commissioners. The industrial commission to invite also a limited number, say 10, of individuals or representatives of organizations including persons especially interested in unorganized labor, and representatives of such organizations as the International Association for Labor Legislation, the National Child Labor Committee, and the Consumers' League, and individual employers and employees, as may be advisable for their assistance, to be members of the advisory council. The council to take no vote on any subject except procedure, and to have no veto on any act of the industrial commission. Nominal compensation or no compensation to members, with necessary expenses. The representative council to effect its own organization and call meetings perhaps quarterly and on call, to keep and publish records of its proceedings. The industrial commission to be required to submit all proposed rules, regulations and publications to the representative council, allowing sufficient time for examination and discussion, and to publish any protest or criticism filed by any member of the council, along with the commission's own publication.

3. *Civil service.* The commission to appoint a secretary, bureau chiefs or chiefs of divisions, and such other employees as may be necessary, all of them to be under civil-service rules. Provision to be made for the advisory representative council or a committee named by it, representing both employers and employees, to assist the civil-service commission in conducting examinations, except for clerical positions, and making it mandatory on the civil-service commission to appoint these representatives on its examining boards. Members of advisory council while serving on such boards to receive extra compensation. If there is no civil-service commission in the State, then the advisory council shall cooperate with the industrial commission in the examinations. The commission afterwards to make its appointments from the eligible list of those who pass the examinations. A graded system of salaries and promotions to be adopted, by which the members of the staff may rise to the position of heads of bureaus or divisions, where they would receive salaries equivalent, if necessary, to those received by the commissioners. Any proposed removal of subordinates to be brought before the advisory council before action.

4. *Investigations.* The industrial commission to make and publish investigations and recommendations on all subjects whose administration is intrusted to them. Investigations and recommendations on other subjects to be made only on the request of the legislature, Congress, or the court. (Pars. 12, 13.) Since it is provided (par. 14) that the Federal and State commissions shall cooperate in the mediation of labor disputes, the Federal commission should be the agency to which the States should look for continuous investigations and publications, for the entire country, of wages, hours of labor, cost of living, joint trade agreements and all subjects involved in labor disputes, but the names of establishments or individuals should be kept confidential. It should publish, at least annually, a report on all strikes, lockouts,

boycotts, blacklists that have terminated during the year, but should not make such investigations during an industrial dispute unless consented to by both parties in the manner elsewhere provided. (Par. 14.) In making such reports it should give all material facts, including demands, negotiations, picketing, strike-breakers, conciliation, the acts of State or Federal authorities, as well as joint agreements reached with or without cessation of business. In preparing these reports the commission should not call upon any mediator, but should, if necessary, use its powers of compulsory testimony.

In order to assist State minimum-wage commissions in the most difficult part of their work the Federal commission should also investigate and report upon interstate competition and the effect of minimum-wage laws. Such investigations are of assistance also in determining other questions. State commissions should make reports on safety, compensation for accidents, minimum-wage investigations, employment offices, child labor, etc.

No publication of any investigations to be made or any rules (par. 5) to be issued without previously submitting them to all members of the representative advisory council, with opportunity for criticism, the latter to be published by the commission with its own report. All forms, schedules, and instructions for investigators likewise to be submitted to the advisory council.

5. *Rules and regulations.* The commission to make rules and regulations for carrying into effect the provisions of the labor laws which it enforces. This may be done by providing, in the industrial commission law or otherwise, for certain brief standards as may be determined by the legislature, for example, that all places of employment shall be safe and sanitary as the nature of the industry will reasonably permit; that no person shall be allowed to work for such hours of labor or at such times as are dangerous to his or her life, health, safety, or welfare; that employment offices shall give correct information, shall not split fees, and so on. Or, less preferably, the existing labor laws may be retained or new ones enacted in minute detail, and the industrial commission may be given power merely to make such additional rules and regulations or variations from the laws as are necessary to give them full effect. Rules to be submitted to the advisory council before issuing.

6. *Review by commission.* Any person interested to be entitled to petition the commission for a hearing on the legality or reasonableness of any rule or regulation, or any order directing compliance with any provisions of law or other rule or regulation or for a special order applicable to a single establishment. The commission may change its rule or regulation before final decision by a court on its legality.

7. *Court review.* Any person in interest to be entitled to bring a special action in court to test the legality and reasonableness of any provision of the labor laws, of any rules and regulations made thereunder, or of any order directing compliance therewith. (It is probably advisable, in the case of State commissions, to limit the jurisdiction of such cases to a court sitting at the State capitol.) Actions involving rules and regulations and orders not to be brought until final determination of the petitions for review (par. 6) by the commission. Provision also to be made for suspending prosecutions pending determination of petitions or actions for review in court. Matters of fact which had not been before the commission to be referred back to the commission and opportunity given for the commission to change its rules or regulations before final decision by the court. Rules and regulations of the commission to be made *prima facie* reasonable in all court proceedings.

8. *Testimony.* The commission to have the incidental powers such as those of subpoenaing and examining witnesses and administering oaths, and so on, necessary for the full performance of duties imposed upon it. Those powers, however, to be strictly limited to those branches in which the commission, on the basis of experience or the constitutional rules regarding evidence, finds them indispensable. In all other work the commission to have no powers of compulsory examination, and so on.

9. *Continuous industry, employment, and insurance.* In all industries or occupations operating continuously day and night and seven days a week the legislatures or Congress should enact laws requiring three shifts of eight hours each and one day of rest in seven, or their equivalent, administered under rules of an industrial commission laid down for each industry or establishment as may be required.

10. *Police and military.* That such detective agencies as may operate in more than one State, or be employed by industrial corporations engaged in interstate commerce, or which may use the mails, shall be compelled to take out a Federal license, under the industrial commission, with regulations that will insure the character of their employees and the limitation of their activities to the bona fide business of detecting crime. Similar license and regulation for all private employment offices engaged in interstate business.

That all enterprises shall be forbidden the right to employ private armed guards, except as watchmen on the premises, or to have such watchmen deputized as police, except where such is found necessary by the State or Federal industrial commission. That rules adapted to the differences required by various industries should be made by the industrial commission, in order to carry these laws into effect.

That such enterprises shall exercise their right to call upon the constituted authorities to furnish them with the necessary protection to their property, and to the lives of their workers, against the threatened attack of rioters or strikers; and that it shall be incumbent upon the constituted authorities to furnish such protection in the way of police or deputy sheriffs, and that a failure on their part to do this shall lay the political subdivision in which such damage to life or property may take place liable to damages. That all individuals denied of their constitutional rights of habeas corpus, free access to public highways, free speech, etc., shall have similar power of action in damages against the political division in which such denial takes place. That all highways now claimed as private property shall be made public.

That the militia of the several States being subject to regulation by Congress, carefully drawn rules for their personal organization and conduct in the field shall be drawn up by the War Department after conference with the industrial commission and advisory council, and that all parties arrested by the militia during the time of troubles shall be turned over for trial to the civil authorities. Similar rules should be drawn up by State authorities with the cooperation of the State industrial commission and its advisory council for the regulation of the State constabulary. The War Department with the aid of the industrial commission and advisory council should investigate and recommend legislation regarding the shipment of arms and guards in interstate commerce.

11. *Legal aid.* State commissions (and perhaps the Federal commission) should render aid and assistance to deserving workmen in the adjustment of disputes other than collective disputes, and the recovery of claims arising out of their relations with their employers, and generally take such action as may be necessary for the protection of employees from fraud, extortion, exploitation, and other improper practices. For this purpose the commission to be authorized to assign members of its staff to appear in justice and other courts which adjudicate such claims, and to create local advisory committees of employers and employees to pass upon all such claims in cooperation with the deputy of the commission and in advance of court procedure.

12. *Legislation.* The industrial commission, upon request of the legislature or Congress, or the committee on relations between capital and labor, to investigate a subject and draft bills. The commission to make recommendations regarding legislation affecting subjects under its jurisdiction.

13. *Supreme courts.* At the request of the Supreme Court (State or Federal) the industrial commission shall investigate and report upon any questions of fact referred to it by the court and bearing upon the constitutionality or reasonableness of any Federal or State statute or administrative rule on the relations of employer and

employee. Amendment of the judicature act so as to permit a State to appeal from its own supreme court to the Federal Supreme Court on a decision against a State based on conflict with the Federal Constitution.

14. *Mediation and minimum wage.*¹ The industrial commission (State or Federal) shall appoint, remove, and fix the compensation of a chief mediator of industrial disputes. The chief mediator to hold his position until removed by the industrial commission, and to appoint such assistants as may be needed, and to fix their compensation with the approval of the industrial commission. He should appoint temporary mediators for special cases, without requiring them to give up their private business or offices.

The chief mediator and all assistant mediators to be selected from an eligible list prepared by the Civil Service Commission on a nonassembled examination, with the assistance of the industrial commission and the advisory council.

The chief mediator and his staff to have no powers whatever of compulsory testimony and to be prohibited from arbitrating any dispute, from making any public recommendation, or from revealing in any way, directly or indirectly, any information which they may have secured from any parties relative to an industrial dispute. Any violation to be sufficient ground for immediate removal by the industrial commission. The powers of mediators to be those solely of voluntary mediation or conciliation, but the chief mediator shall offer his services in confidence to both sides of a dispute which, in his judgment, is of public importance.

The chief mediator and his staff to be wholly independent of the industrial commission, except as to appointment and removal, to the extent that they be prohibited from reporting any facts or recommendations whatever to the industrial commission or any other authority, relative to the merits of any industrial dispute.

In case the mediator is unable to secure an agreement through conciliation, he shall recommend arbitration to both parties, and if both consent to abide by the decision of arbitrators he shall proceed to assist them in selecting a board of arbitration in any way, and consisting of any number of members, that both sides may agree upon. If agreement is not reached within a specified time on the third party to the board of mediation, the chief mediator shall appoint the same.

In case both parties do not consent to arbitration the mediator shall recommend the appointment of a board of mediation and investigation, which shall have power to make public its findings and recommendations, but such recommendations shall not be binding on any person. If both parties shall consent to such a board the mediator shall assist them in creating the same, and shall appoint the third member if the parties can not agree on the same within a specified number of days.

In case both parties accept either a board of arbitration or a board of mediation and investigation, such board, as the case may be, shall have power of compelling testimony. The Newlands Act and the Department of Labor Act should be so amended that all mediation and conciliation, whether on railways or in other industries, shall be consolidated under the mediator of the Federal industrial commission. The Federal commission should cooperate with State mediators.

In case of women and children, minimum-wage boards should be created by the State industrial commissions.

15. *Trade disputes.* Congress and the State legislatures to enact laws similar to the British Trades Disputes Act of 1906,² relieving employers' associations and labor unions, as well as their members, officers, or agents, when acting in their behalf, of criminal suits, damage suits, and injunctions on account solely of combination or conspiracy connected with a labor dispute, when the act would be lawful if done by one person. Such laws would permit the use by either side without legal penalty of its

¹ This recommendation is intended to provide for strictly voluntary methods of mediation and conciliation. Commissioners Weinstock, Ballard, and Aishton, who signed this report, dissent from this provision, believing that there are times when compulsion in labor disputes is thoroughly justified. See Report, pp. 409, 410.

² For text of this act see Bulletin No. 74 of the U. S. Bureau of Labor Statistics, p. 168.

weapons of closed union shop and closed nonunion shop, of strike and lockout, boycott¹ and blacklist, peaceful picketing and strike breaking, peaceful inducement to break a contract to work or to break off allegiance with a union, in pursuance of an effort to win a labor dispute. The law would not prevent prosecutions for conspiracy where the act if done by one person would be a crime.

16. *Foundations.* Any proposed legislation on this subject should be preceded by a complete investigation of all foundations and endowments, else the law would have effects not contemplated by the legislature or Congress. Such an investigation would include all endowed charities, endowments of religious organizations and universities and colleges. The investigation should be complete, covering all aspects of the question, and bringing out both the advantages and the disadvantages of such foundations and endowments.

17. *Subsidies.* The Federal commission to have charge of all subsidies granted to the States for the promotion of industrial education, safety, employment offices, and other matters, as Congress may determine. The commission to meet the expenses of State officials when called together for conferences on standards of uniformity. Subsidies to be granted on condition that the standards are maintained.

18. *Federal fund for social welfare.* A Federal inheritance tax on all estates above \$25,000, beginning at 1 per cent on the excess above \$25,000 and rising to 15 per cent on the excess above \$1,000,000 for the class of direct heirs, such as wife, children, and parents. Higher rates for more remote relatives and strangers. The Federal inheritance tax to be a supertax, added upon the existing rates assessed by the States. Provision, however, to be made, that any State which repeals all inheritance-tax laws, or refrains from enacting them, shall receive from the Federal Government, say 50 cents per capita of its population per year. The administration and collection of this tax to be placed in charge of present assessors and collectors of income taxes, who already collect income taxes on estates in the hands of executors. Revenues derived from inheritance taxes to be placed in trust with the Federal Reserve Board for investment in securities approved by Congress. The fund to be known as "Federal Fund for Social Welfare." Expenditures of income derived from such securities to be made under the direction of the Federal Industrial Commission for such purposes of industrial and social welfare as Congress may authorize. Should the income from investments not be adequate to meet the authorized expenditures, further investments to be withheld and the principal to be expended. Revenues derived from activities of the commission, such as head tax on immigrants, etc., to belong to the fund. Also unexpended balance to be held in the fund for disposition by Congress.

19. *Immigration.*² We are convinced that very substantial restrictions on immigration, in addition to the present restrictions, should be adopted, and that comprehensive measures should be taken to teach the English language and otherwise "Americanize" the immigrants. * * * Since immigration is one of the principal issues between capital and labor, its administration should be turned over to the proposed Federal industrial commission, where capital and labor will have an equal voice. This would place all administrative positions in the service, up to and including the commissioner general, under the civil-service rules proposed in paragraph 3.

20. *Farmers and farm laborers.*³ We recommend to Congress and the various States that steps shall be taken to lighten the burdens of the small farmer, and make it more possible to encourage the tenant, farm laborer, and city dweller, to become land proprietors.

¹ In discussing this recommendation the report favors the legalization of the secondary boycott. Commissioners Weinstock, Ballard, and Aishton, who signed this report, dissent from this provision. Report, p. 407.

² Dissented from by Commissioner Weinstock, who says, "I am of the opinion that we have abundant immigration laws already on our statute books which if enforced will keep out of the country unfit immigrants." Report, p. 404.

³ Based upon the increasing amount of absentee landlordism and farm tenancy revealed by the investigation. See discussions, Report, pp. 14-16, 127-131, 399.

We recommend that Congress and the various States pass rural credit acts that will give to the small American farmer the same privileges and benefits that for so long a time have been enjoyed by the small farmers in Germany and other European countries, which, following Germany, have adopted rural credit systems. We recommend serious consideration to adapting the Irish land bill and the Australian system of State colonization to our American conditions. * * * We believe it not only desirable but practicable for the Federal Government, through its Department of Agriculture, to secure large bodies of land at appraised actual values, that have been thoroughly tested by experts for their quality, issuing bonds for the payment for same, if need be, and to cut them up into small parcels, making the necessary improvements, and selling them to qualified colonists with small first payments, making the balance payable in say 30 years on the amortization plan, the deferred payments bearing only the same rate of interest that the Government itself is called upon to pay, plus a small addition to cover the cost of Government administration. We believe, in this way, the most effective check can be created on the one hand to minimize farm tenancy, and on the other hand to make it possible for the farm laborer and the farm tenant to become land proprietors. We believe that this, if carried out wisely and intelligently, will have a large share in minimizing industrial unrest and in adding to the wealth of the Nation, both materially and in the quality of its citizenship.

21. *Corporation control.* We are not in favor of public ownership as solely a matter of improving labor conditions, and before such can be recommended there should be a more complete investigation and regulation and a clearing up of the values that will be paid and the administrative control that will follow. More immediate and necessary is a series of laws that will take the control of politics out of the hands of corporations and place it in the hands of the people. Several of our previous recommendations are intended to accomplish this purpose in so far as labor and capital are concerned, but we should add effective corrupt practices acts, designed to protect the secret ballot, to limit the amount of money and number of paid electioneers in elections, to prevent intimidation, and so on, as far as elections are menaced by political machines and wealth. Direct primaries for the nomination of candidates protected by corrupt practices acts. Constitutional and legislative initiative for State and Federal Governments. * * * The recall of elected officials, including executives and judges of the lower courts, but not judges of the supreme courts or members of the legislature. Proportional representation, as adopted in Belgium, South Africa, Australia, and the Irish Parliament, by which all parties or factions would be able to elect their own representative in the legislatures or Congress in proportion to their numbers and without making deals with other parties.

REPORT OF COMMISSIONERS WEINSTOCK, BALLARD, AND AISHTON.

This report dissents from two recommendations contained in the report of Commissioners Commons and Harriman, to which reference has been made in footnotes. Additional causes for industrial unrest are presented, and the report concludes with some discussion of certain prime objections that employers have to recognizing and dealing with organized labor. These objections are based on the fear of (1) sympathetic strikes, (2) jurisdictional disputes, (3) labor-union politics, (4) contract breaking, (5) restriction of output, (6) prohibition of the use of nonunion-made tools and materials, (7) closed shop, (8) contests for supremacy between rival unions, (9) acts of violence against nonunion workers and the properties of employers, and (10) apprenticeship rules.

STATISTICS OF WAGES OF RAILWAY EMPLOYEES IN THE UNITED STATES.

The annual reports of the Interstate Commerce Commission on statistics of railways have each year for some time past called attention to the inadequacy of the statements in its annual reports pertaining to average daily compensation of railway employees. It is noted, for instance, that the extent to which overtime work, paid for at rates higher than the customary rates, affects the daily average compensation as reported is not clearly brought out by the returns submitted by carriers. The problem has been to find some practicable method of converting compensation paid into terms of a daily wage. Furthermore, the general belief has been that the classes of occupational groups of railway employees as shown in the statistical reports of the commission were not sufficiently detailed to be of value for those purposes for which wage statistics are generally employed. Thus the reports of the carriers do not show wages separately for the large body of employees in passenger and freight service. To remedy these and other defects to which attention was called in its existing schedules the commission recently revised the form of report which carriers are required to make concerning the number and compensation of their employees. A new form of report and rules governing the classification of steam railway employees was drafted early in 1914, and was made effective by order of the commission on July 1, 1915.¹ Its next report on the statistics of railways in the United States for the fiscal year ending June 30, 1915, will contain the first report of the carriers under this new schedule.

The classification of employees as adopted was drafted in a preliminary way by a committee of the carriers after a conference of railway accountants, the railroad brotherhoods, and other labor organizations, the statisticians of the commission, and of the Department of Labor, and was then revised and slightly changed to meet the requirements of the commission.

The new schedule makes some important changes over the former one in use in four principal respects: (1) The number of occupations or occupational groups is increased from 18 to 68; (2) the number of hours instead of the number of days worked by each class of employees during the year is to be reported; (3) the number of employees is to be determined quarterly instead of annually as of June 30 as formerly; (4) certain more important groups of employees are classified according to the branch of traffic (passenger or freight) in which they are engaged.

¹ Interstate Commerce Commission. Rules governing the classification of steam railway employees and their compensation. Effective on July 1, 1915. Washington, 1915. 13 pp.

The number of employees is to be reported as of the middle of each of the months of July, October, January, and April. The 16th day of the month is considered the middle of the month, but should this date fall on Sunday, the last preceding business day is adopted. An employee is defined to include every person subject to the continuing authority of the carrier to supervise and direct the manner of rendition of his service. Every employee in service on the day specified, even though for only a part of a day, is to be included in the count. Employees temporarily absent from duty but not suspended for service are to be included in the count if receiving any pay, while if absent with leave but receiving no pay, they are to be excluded from the count. Employees suspended from service and pensioners rendering no service are to be excluded. Employees are to be classified in accordance with their most important duty. The average number of employees is to be derived from the numbers determined by the quarterly counts.

The actual number of hours on duty during the year is to be ascertained and recorded for every class of employees required to be on duty at regular times and not released from duty; time allowed for meals, half holidays, or absence of other kind is to be excluded, while time actually spent in work or while subject to orders and not released from duty must be included, and the requirement applies to engineers and trainmen paid on the basis of trips, miles run, etc., and shop employees paid piece rates, as well as to employees paid on the basis of hourly, daily, weekly, or other time rates. Special rules are drafted for the proper inclusion and reporting of joint employees, i. e., employees of two or more carriers.

Among the new subdivisions of the classification of employees is that making distinction between "general officers" and "division officers" on the basis of the amount of annual compensation. A similar distinction is made for clerks, the first subclass including all paid at the rate of \$900 per annum or upward and the second subclass those below that limit. Those whose time of employment continues to be reported by the day instead of by the hour are general and division officers, messengers, and attendants, assistant engineers and draftsmen, general foremen in the maintenance and equipment departments, traveling agents and solicitors, station agents who do not perform telegraphic service, yardmasters, station masters and assistants, and policemen and watchmen.

Those employees whose services are classified according as they are rendered for the freight or passenger department are engineers and motor-men, firemen and helpers, conductors, brakemen and flagmen, and baggagemen.

For enginemen and trainmen paid on mileage basis there is to be reported the number of hours on duty, the number of miles actually run, and the total compensation.

In this classification of employees naturally those occupations which are particularly peculiar to the transportation service are clearly delimited, as are also some of the more skilled occupations such as those of machinists, boiler makers, blacksmiths, masons and bricklayers, structural-iron workers, carpenters, painters and upholsterers, and electricians, which may be found among other industry groups and which are not specially peculiar to transportation.

In class 24, "other skilled laborers," are included journeymen mechanics and other skilled employees in the maintenance of way and structures, maintenance of equipment, and construction departments such as steel-car builders, truck builders, molders, coremakers, tinnerns, tank builders, tender repairmen, flue welders and caulkers, plasterers, sealers, coppersmiths, machine hands (wood and metal), staybolt inspectors, sheet-iron workers, crane engineers, derrick engineers, plumbers, pipe fitters, casting inspectors, millwrights, tool inspectors, wreck masters, and inspectors of work; also stationary engineers, engine inspectors, and other skilled employees not provided for elsewhere.

In group 27, "other unskilled laborers," are included (if not elsewhere reported) unskilled employees in the maintenance of way and structures and the maintenance of equipment departments, such as laborers at shops, storehouse attendants, elevator and crane operators, hammer men, teamsters and drivers, cupola men, melters, wheel breakers, pumpers, car cleaners, oilers, car washers and scrubbers, car spongers, grinders, supply-car conductors, laborers, firemen, stokers, etc., of steam shovels, dredge ditchers, and hoisting or other stationary engines.

Under group 41, "station-service employees," are included weighmasters and weighmen, warehousemen, freight truckers, freight checkers, freight callers, freight tallymen, carders, sealers, station helpers, freight handlers, freight-house foremen, coopers, mail carriers, mechanicians, operators of coal and ore docks, telpherage or crane operators, stevedores, longshoremen, station porters, janitors, matrons and ushers, train callers and gatemen, baggage-room attendants, parcel-room attendants, station lamp men, and all other station-service employees, except those provided for in other classes.

In the miscellaneous catch-all group, "all other employees," are included dining-car employees, sleeping-car employees, restaurant employees, cab-service employees, etc.

As it would make this article too extended it is not possible to indicate completely the nature of the duties of the employees included

in the different groups of the schedule, and therefore only a list of the occupations adopted under the new schedule of the commission is here given:

1. General officers, \$3,000 per annum and upward.
2. General officers, below \$3,000 per annum.
3. Division officers, \$3,000 per annum and upward.
4. Division officers, below \$3,000 per annum.
5. Clerks, \$900 per annum (except No. 37).
6. Clerks, below \$900 per annum (except No. 37).
7. Messengers and attendants.
8. Assistant engineers and draftsmen.
9. Maintenance of ways and structures' foremen (excluding Nos. 10 and 28).
10. Section foremen.
11. General foremen, maintenance and equipment department.
12. Gang and other foremen, maintenance and equipment department.
13. Machinists.
14. Boiler makers.
15. Blacksmiths.
16. Masons and bricklayers.
17. Structural-iron workers.
18. Carpenters.
19. Painters and upholsterers.
20. Electricians.
21. Air-brake men.
22. Car inspectors.
23. Car repairers.
24. Other skilled labor.
25. Mechanics' helpers and apprentices.
26. Section men.
27. Other unskilled labor.
28. Foremen of construction gangs and work trains.
29. Other men in construction gangs and work trains.
30. Traveling agents and solicitors.
31. Employees in outside agencies.
32. Other traffic employees.
33. Train dispatchers and directors.
34. Telegraphers, telephoners, and block operators.
35. Telegraphers and telephoners handling interlockers.
36. Levermen (nontelegraphers).
37. Telegrapher clerks.
38. Agent telegraphers.
39. Station agents (nontelegraphers).
40. Station masters and assistants.
41. Station service (except Nos. 5, 6, 37, 38, 39, and 40).
42. Yardmasters.
43. Yardmasters' assistants (not yard clerks).
44. Yard engineers and motor-men.
45. Yard firemen and helpers.
46. Yard conductors or foremen.
47. Yard brakemen, switchmen, or helpers.
48. Yard switch tenders.
49. Other yard employees.
50. Hostlers.
51. Engine-house watchmen and laborers.
52. Road freight engineers and motor-men.
53. Road freight firemen and helpers.
54. Road freight conductors.
55. Road freight brakemen and flagmen.
56. Road passenger engineers and motor-men.
57. Road passenger firemen and helpers.
58. Road passenger conductors.
59. Road passenger baggagemen.
60. Road passenger brakemen and flagmen.
61. Other road trainmen.
62. Crossing flagmen and gatemen.
63. Drawbridge operators.
64. Floating-equipment employees.
65. Express-service employees.
66. Policemen and watchmen.
67. All other transportation employees.
68. All other employees.

INDUSTRIAL ARBITRATION IN NORWAY.

There is to be noted as of special interest the recent enactment, August 6, 1915, of an arbitration law in Norway, which recognizes the principal of compulsory investigation and enforced delay in striking, which forms the essential feature of the Canadian industrial disputes act of 1907. As originally drafted the Norwegian law was a pure compulsory arbitration law, but opposition against it from the time of its proposal in 1910 compelled the omission of that particular feature of the act. The summary of the law which here follows has been taken from the *Sociala Meddelanden* (1915, No. 8) of the Swedish labor office, as no copy of the act is as yet available in this country.

For its purposes the law provides for the registration of trade-unions and employers' associations and the legal recognition of the collective agreement; conciliation is a prominent feature of the act. In order to incorporate, a trade-union must have at least 25 members.

Collective agreements are required to be in writing and remain effective for three years unless otherwise provided; and three months' notice is required before their lawful termination. It is specifically provided that an individual contract of hire can not waive the provisions of the collective agreement.

Resort may not be had to a strike for determining the application or intent of a collective agreement, nor may it be resorted to under any circumstances unless conciliation proceedings be first attempted; and as long as the right to strike is in abeyance, it is not lawful to make changes in the conditions of work or wages of the employees, a provision inserted to prevent a so-called masked lockout.

The labor court established under the act is the only tribunal before which the questions rising from an unlawful strike may be tried; but the parties themselves are left free to settle their disputes out of court by voluntary arbitration. The organization as such, and not an individual representative of it, is alone recognized before the court.

The court has its seat at Christiania and consists of a chairman and four associates, appointed by the Crown, for a period of three years. For the associates two alternates, or substitutes, are appointed. The chairman is appointed for each special case requiring the services of the court. The members of the court must be at least 30 years of age and be citizens of the country; the chairman must in addition have the qualifications of a judge of the supreme court. Associates are nominated two from the members of the trade-union and two by the employers' associations; but the right to nominate such candidates belongs only to an organization consisting of at least 10,000 workmen, or to one to which belong at least 100 employers who employ altogether at least 10,000 workmen. The members of

the directing board, or similar body of the labor organization or of the employers' association, may not be nominated as associates on the bench.

Appeals from the court lie to the supreme court generally only on questions of law and of the jurisdiction of the court; on other matters no appeal may be taken.

As conciliation is provided for in the law, the country is divided into so-called conciliation districts, at the head of each of which is appointed a conciliation board consisting of a resident district chairman and of a number of associates, two of whom are appointed on the occasion of any dispute. The principal of recognizing the two parties to a dispute in the membership of the board is observed. At the head of the mediation service of the state is a national conciliator who is the representative head of the district boards and may act on the occasion of disputes which involve the entire country, or in such disputes as may be referred to him. Any district conciliator may likewise act in disputes outside of his district, if invited to do so by either of the parties to a dispute. This feature of the law would seem to lend some degree of adaptability to it and to recognize the very large personal element which enters into the settlement of disputes by mediation. The mediation proceedings may be had either before the whole board, or the individual conciliator, and are held in secret. Professional advocates or solicitors are not permitted to appear in the proceedings without the consent of the conciliators. The result of the proceedings are to be cast in the form of a collective agreement, signed by the parties thereto, and enforced as any other agreement.

It is obligatory to report every actual or threatened cessation of work to the conciliators. Neither a strike nor a lockout may be engaged in before at least four days have passed after notice of its threatened occurrence has been made to a conciliator; and if the conciliator is of the opinion that the cessation of work will be a detriment to the public interest, he may forbid its occurrence pending conciliation. Ten days are allowed for mediation proceedings, after which it may become lawful to strike under certain conditions if no agreement is reached. The conciliator may ask for new mediation proceedings within at least a month after the termination of the preceding ones, provided the dispute in question has not been settled before that time.

Fines ranging from 5 crowns (\$1.34) up to as high as 25,000 crowns (\$6,700) may be assessed against an employer or workman who take part in or assists in an unlawful labor dispute; these penalties apply also to a member of the directing board or officer of the employers' association, or of the trade-union who lends support to any such unlawful dispute, or who may collect and pay out contribution for the support of such act. Breaches of the act of this character are

tried before the ordinary tribunals of the land, and the organization responsible for the breach becomes liable for the penalty, unless it may be shown that the organization itself was opposed to the act constituting the breach of the law.

The use of the process of the court and that of the conciliation board is as a rule free of cost, although the court may in certain special instances levy equally on both parties the cost of the procedure.

COMPULSORY CARTEL OR MONOPOLY IN THE GERMAN COAL MINING INDUSTRY.

It has been the policy of the German Government to sanction, or at least to permit, the free development of combinations among manufacturers and industrial owners. The development of selling organizations among German coal miners took place as early as 1877, and more particularly in the Rhenish-Westphalian coal industry, such a cartel, or combination, was organized in 1893. These cartels, it may be noted, are incorporated companies and act as the selling agents of the producing mine owners. Besides acting as selling agents, the syndicates have the power of regulating output and fixing prices. The amount of stock of such a syndicate is usually nominal and the expenses of its operation are not taken out of its business, but are usually supplied by assessments upon the mine owners who constitute its membership.

The present agreement in the coal industry, based on the voluntary consent of the mine owners, will expire December 31, 1915, although under it they may sell competitively after October 1. If no disagreements had occurred between the mine owners forming the syndicate, it is very probable that a new one would have been organized in the course of the early part of this year. But as a disagreement had arisen between the mine owners constituting the syndicate with no probability for the formation of a new one, the German Government determined on July 12 of this year to compel by legal enactment the formation, or rather the renewal of the existing syndicate in the coal industry. The Government, in determining to take this step, is said to have had regard to the effect which a disorganization of prices of coal would have had upon the industry as a whole in the matter of securing continuity of output and in maintaining a uniform level of wages and continuity of employment, as well as regard to the effect upon the consumer.

The action of the Government in compelling the mine owners to organize a new syndicate was taken upon the authorization of the law of August 4, 1915, which gave the Federal council of the Empire power to enact such economic measures as it might deem necessary to meet the crisis of the war. The action of the Government, how-

ever, seems now to have been forestalled by the mine owners, who, according to recent reports,¹ came to an agreement in September of this year and formed a selling syndicate for the Rhenish-Westphalian coal district, having renewed their agreement until March 31, 1917. This is, however, only a temporary, or as they prefer to call it, a transitional syndicate (*Übergangssyndikat*), the period of its duration being considerably shorter than that of the existing agreement; nor is the membership of this new syndicate quite identical with that of the former one. Furthermore, the character of its organization is very considerably modified by the provisions of the decree of the Federal council, just mentioned, regarding a compulsory syndicate. Thus, under the decree, the new syndicate must include a sufficient number of operators to control at least 97 per cent of the entire coal output of the district, and in order to represent that proportion within its organization, the new syndicate was forced to include the State-owned mine; and to gain the membership of the State-owned mine, it was obliged to give more consideration to the wishes of the directors of these than it had given formerly. Moreover, under the decree the new syndicate is subject to the supervisory authority of the higher State officials, in order that the public interests may be properly safeguarded. The Prussian minister of commerce has the right of final decision in determining prices for the sale of the coal of the syndicate whenever a minority of at least 30 per cent of the voting members of the syndicate demand a reduction of the prices fixed. A Government official is also placed upon its directing board. In other words, the new coal syndicate is subject to Government inspection and control both in its management and in the fixing of prices.

The provisions of the Federal decree of July 12, 1915, which were intended to create a compulsory association of coal-mine owners, and to which the voluntary agreement above noted becomes subject, may be examined in detail. The decree covers the whole Empire and provides for the formation of cartels in specified coal-mining districts to regulate the sale and output of the product. The power to form such association is vested in the Central State Authorities who pass upon the by-laws for any proposed associations.

The authority of the State under the new decree extends to passing upon the provisions of its by-laws, which must show, among other things, the name and seat of the association, the time for the beginning of its operations, the time of its general meeting and the subjects which may be discussed at them, the composition, election, term of office, and powers of the board of directors, the form of its resolutions, etc.; the amount of capital stock of the association, the regulation of the sale of its product through the association and the determination

¹ Soziale Praxis, Berlin, 1915, vol. 24, No. 52 (Sept. 23), p. 1224.

of the prices and conditions of delivery; the form of the financial report and its examination, the supervision of the membership and their establishments, and the determination of fines for contraventions of the by-laws.

The share of the members of the association in the output and sale of the product is determined by the administrative organs of the syndicate, but appeals against the determination may be made to a committee composed of a chairman appointed by the central State authorities and of members, half of whom are to be elected by the general meeting of the association and the other half to be appointed by the central State authorities.

The prices for the sale of the coal product are fixed by the general meeting of the association, but subject to the approval of the central State authorities, who may, in their discretion, reduce them; and proposals for an increase of these prices require the assent of more than 70 per cent of all votes, while, if proposals for the reduction of the determined prices are voted down over a minority of at least 30 per cent of all votes, the central State authorities have the right to determine whether a reduction of prices shall take place.

The authority of the State, furthermore, extends to the right to send a representative to the meetings of the different administrative organs of the association of any district who may participate in the meeting in an advisory capacity. The justness of the objections of this State representative is passed upon by the central State authorities, and the execution of the resolutions to which his objection extend must be extended until such action by the State authorities. But more particularly if his objections to the act of the governing body of the association have been on the ground of their violation of public interests, the State authorities before ruling upon such objection must consult an advisory council consisting of representatives of the mine owners and persons engaged in industry and agriculture and of representatives from the municipalities of the district and of the local administration of railroads.

Under the decree in question heavy penalties are imposed upon mine owners who may refuse to turn over their mine products to the district association of which they should become members, fines ranging as high as 100,000 marks (\$23,800) being assessable in addition to other fines levied by the association itself in accordance with its by-laws; and any repeated contravention of the law may in addition be punishable by imprisonment up to six months.

This decree became applicable from the day of its promulgation July 12, 1915, and remained subject to abrogation by the Federal council; but as already noted, it became applicable only in a limited sense to the Rhenish-Westphalian district, which it is said produces about 50 per cent of the coal supply of Germany. The decree, however, remains applicable as to the mine owners of other districts.

OFFICIAL REPORTS RELATING TO LABOR.

UNITED STATES.

Maryland.—*Ten-Hour Law Bureau. First Report, May, 1912, to January, 1914.* [Baltimore, 1914.] 28 pp.

Second Report, January, 1914, to January, 1915. [Baltimore, 1915.] 41 pp.

The so-called 10-hour law prohibiting the employment of women in any manufacturing, mechanical, mercantile, printing, baking, or laundering establishment more than 10 hours in any one day, nor more than 60 hours in any one week, was enacted by the legislature in 1912. The first report includes operations from May 1, 1912, to the end of the year 1913, and the second one covers the calendar year 1914. During the first year of its operation the inspector reported some of the obstacles met with in the enforcement of the law, prominent among which were the failure of employers to post the law indicating the time of beginning and stopping work in their establishment; the practice of women employed in establishments working a shorter time than the legal requirements, going to other places of work for a few hours in the evening and on Saturday afternoons; and the difficulty of enforcing the exemptions in the law.

In the interpretation of the law for its proper enforcement the attorney general held that stenographers working in establishments enumerated in the law were subject to its requirements as to the number of hours employed; and that mercantile establishments in the city of Baltimore which permitted women demonstrators to work therein in violation of the legal hours should be held liable regardless of the question as to who pays their salary. It was held that the word "mechanical" was sufficiently broad in its signification to include the switchboards of the telephone company, so as to cover the employment of women in the service of telephone companies beyond the legal limit.

From May 1, 1912, up to January 1, 1914, 42 establishments in Baltimore were reported as having violated some provision of the law, and 44 in the outside counties, while during the second year of the enforcement of the law 22 establishments in Baltimore city were found having violated the law, and 8 establishments in the counties. Involved in violations reported for the calendar year 1914 were 72 women employed in Baltimore and 24 in the counties. The establishments in Baltimore which were affected employed during the same year 1,537 women, while those in the counties employed 83. The total number of violations or charges filed against establishments in Baltimore in 1914 was 32, 16 of which were submitted to the grand jury and 13 taken before a magistrate; in two instances fines were assessed. Of 11 charges for violation filed against establishments in the counties during the year 2 were placed before the grand jury and 7 before a magistrate; of the 11 charges, fines were assessed in 3 instances.

The cost of the enforcement of the law from May 1, 1912, to January 1, 1914, was \$6,923.88, and during the calendar year 1914 it was \$4,747.55.

Massachusetts.—*Homestead Commission. Second Annual Report, 1914.* Boston, 1915. 144 pp. (Public Document No. 103.)

The Massachusetts Homestead Commission was created by a resolve of the legislature of 1911, and its first report, which appeared in 1913, consisted very largely of an appendix of 250 pages, which related to the activities of 27 foreign Governments, which had made special efforts to increase the supply of wholesome homes for their laboring people. The second annual report here listed contains a summary of the material

in the first report, and an account of the practical work of the commission in organizing town planning and aiding in the establishment of an improved housing company in Bellerica, Mass.

In reviewing the work of what foreign countries have done in securing better accommodations for workpeople the commission uses these words: "The United States seems to be alone, among all the countries with an advanced form of civilization, in doing nothing directly to aid the laboring family desirous of acquiring its own home" (p. 8). This work of suggesting and organizing some "plan whereby, with the assistance of the Commonwealth, homesteads, or small houses or plats of grounds may be acquired by mechanics, factory employees, laborers, and others in suburbs of cities or towns," to use the words of the resolve creating the commission, has constituted the main efforts of the commission during the past year, and under an extension of further power in 1913 the commission has attempted to promote the formation of organizations intended to increase the supply of wholesome homes for the people.

The establishment of the Boston & Maine Repair Shops at an expense of \$3,000,000 in Bellerica, Mass., gave the commission the desired opportunity. Here were to be housed some 1,200 workmen, a number which was expected ultimately to increase to 2,000 or 3,000, while other manufacturers might be expected to locate in the vicinity to utilize this supply of labor. To meet this problem of demand for housing there was incorporated the Bellerica Garden Suburb Co. on June 30, 1914. Dividends are limited to 5 per cent. The company took over a 54-acre tract in the vicinity, 21 miles from Boston and within a 5-cent car fare of Lowell, adjoining the present village center where schools and other public buildings made immediate development possible. Houses are to be available for rent or sale and as lodging or boarding houses, etc. Provision is made for community buildings, play grounds, and individual garden plots. Of a proposed capital of \$50,000, \$16,540 had been subscribed in August of this year. By October 1 the roads on 30 acres had been graded and the first three houses were begun, and in December 19 families were living on the estate.

"This marked the first conclusive stage in bringing into existence in this country improved cooperative methods of housing for workmen that have proved successful in England, for nowhere else in the United States, so far as is known, have the five essential elements—site planning, limited number of houses per acre, wholesale operations, limited dividend, and participation by the residents—been combined in an undertaking designed to meet the needs of the workmen earning \$12 to \$20 per week" (p. 29).

Among other work of the commission has been the holding of city planning conferences throughout the State, one in November, 1913, and another in December, 1914. The program and addresses of the last-named conference are contained in this second report. There is also a report of what individual cities have done throughout the State in the way of town planning.

The legislative recommendations of the commission propose the extension of greater power to local planning boards, the giving of legal sanction to city planning conferences, providing for the representation of the State board of health upon the commission, and the teaching of agriculture to families in the crowded tenements as a means of getting them interested in country problems, thereby encouraging their migration to the country. The commission has under consideration also the matter of equitable assessments of betterments, building restrictions in residential districts, cooperative banking, and the problem of how private capital may be interested and safely invested in improved housing facilities.

New York.—*Department of Labor. New York Labor Bulletin No. 72. New York Labor Laws of 1915. Albany, 1915. 67 pp.*

Contains introductory summary of the labor laws and other statutes relating to labor enacted by the legislature of 1915, followed by a text of the laws arranged in chronological order of enactment.

Department of Labor. New York Labor Bulletin No. 73. Idleness of Organized Wage Earners in the First Half of 1915. Albany, 1915. 14 pp.

Statistics of unemployment based upon monthly reports received from 232 labor organizations representing 34 separate localities, 98 distinct trades, and approximately 25 per cent of the total trade-union members in the State. The basis is practically the same as employed in bulletin No. 69. (See vol. 1, No. 2, p. 41 of this REVIEW.)

Percentage of unemployment is shown for the first half of each of the years 1904 to 1915 by three causes: (1) Labor disputes, (2) disability, and (3) conditions of trade, and by 13 industrial groups. A special table is shown for New York City, showing number idle by industries January to June, 1915. The rate of unemployment was higher for each of the first five months than in the corresponding months of 1914. The rate in June was the same in each year. The rate of unemployment due to labor disputes was lower than that of any corresponding period since record has been kept. That due to disability shows very little variation, while practically all reported idleness is due to lack of work, i. e., conditions of trade.

The mean idleness for the period was 3.4 points higher than in 1914, and higher than in any other year since these records have been kept excepting that of 1906.

Department of Labor. New York Labor Bulletin No. 74. Statistics of Trade-Unions in 1914. Albany, 1915. 146 pp.

For the first time since 1908 there was a falling off in trade-union membership. However, the membership was still 69,000 in excess of that reported for September 30, 1913, and with this exception larger than in any other year in which records have been kept. During the year 182 new organizations were formed and 208 organizations lapsed.

The decrease was distributed among 10 of the 13 industrial groups, while in 3 there were slight gains. The greatest decrease of membership is shown in the clothing and textile trades (29,903); in the restaurant, trade, etc. (16,468); and in transportation (14,644). Trade-unions in New York City lost 59,795 in membership, and the remainder of the State lost 9,629.

The number of trade-unionists in New York City represented 72.5 per cent of all trade-unionists in the State, and in that city and eight first and second class cities combined the corresponding per cent was 89, leaving 11 per cent of membership outside of the nine cities. The population of New York City made up 52.3 per cent of the total for the State.

NUMBER OF TRADE-UNIONISTS IN THE STATE OF NEW YORK, BY INDUSTRIAL GROUPS, 1894, 1904, 1909-1914.¹

Industrial group.	Year.							
	1894	1904	1909	1910	1911	1912	1913	1914
Building, stone working, etc.	49,131	119,597	113,331	120,588	129,954	130,006	138,738	133,229
Transportation	18,773	72,257	62,375	69,060	79,309	86,120	93,995	79,351
Clothing and textiles	39,162	36,090	44,537	119,911	117,228	130,206	226,528	196,625
Metals, machinery, shipbuilding	8,309	36,971	27,545	36,623	34,037	28,962	37,452	34,666
Printing, bookbinding, etc.	11,059	25,348	25,375	26,889	29,038	29,977	30,730	32,000
Woodworking and furniture	5,169	12,771	9,369	10,222	11,939	11,602	14,762	13,965
Food and liquors	5,340	15,394	16,370	18,575	18,240	17,752	17,995	15,570
Theaters and music	5,688	13,614	18,528	20,479	26,791	25,997	26,607	26,939
Tobacco	8,722	12,354	10,531	10,289	10,489	10,200	10,217	10,030
Restaurants, trade, etc.	1,771	15,255	9,822	9,064	10,024	22,099	28,705	12,237
Public employment	1,964	9,538	16,157	17,534	16,669	15,696	18,304	19,114
Stationary-engine tending	975	12,702	11,946	12,277	11,637	10,538	11,655	11,272
Miscellaneous	1,134	9,785	6,843	10,413	8,959	7,517	9,560	8,826
Total	157,197	391,676	372,729	481,924	504,314	526,672	665,248	595,824

¹ The figures for industries in the earlier years in this table do not in all cases agree with those given in the annual reports for the respective years, owing to changes made to correspond to the revised classification of trades now used by the bureau.

Ohio.—*Industrial Commission. Department of Investigation and Statistics. Report No. 14. Cost of Living of Working Women in Ohio. Columbus, 1915. 255 pp.*

This report presents the results of the study of the cost of living of adult working women in Ohio, and will be summarized quite fully in a future number of the MONTHLY REVIEW.

Pennsylvania.—*Department of Labor and Industry. First Annual Report of the Commissioner of Labor and Industry, Part II. Harrisburg, 1915. 416 pp.*

A digest of Part I of this report of the commissioner of labor and industry appeared in No. 2 (p. 45) of the MONTHLY REVIEW.

The department was created June 2, 1913, and this report covers the time elapsed since that date, more particularly during 1914. Part I included industrial production, immigration, and unemployment, while Part II is devoted to accidents, factory inspection, hygiene and engineering, industrial-board standards, mediation and arbitration, and legal procedure.

The lack of safety and sanitary standards for the guidance of the inspection force led to the formation of committees for each distinct phase of industry or classification of machinery composed of officers of representative establishments, skilled mechanics, and manufacturers for the purpose of establishing such standards. Moreover, special safety men have been appointed in many of the large industries, whose special duty it is to receive suggestions from the department and put them into effect in their respective plants.

In addition to the investigations included in Part I of the report, inquiries have been made covering the tobacco industry and bakeries which have resulted in improved conditions and the abolition of insanitary practices.

Among the recommendations for legal enactment are included (1) granting of discretionary authority to prosecute offenders of the safety regulations, etc.; (2) empowering the industrial board to make rules and regulations to cover specific details, carrying out the law, which should be drafted in general terms; (3) prohibition of night work for children between 14 and 16 years of age and regulating their hours of labor; (4) exclusion of children from street trades; (5) physical examination of all children seeking employment; (6) making the maintenance of continuation schools compulsory in all principal industrial centers.

The total number of industrial accidents reported for the year is 49,390, of which 1,695 resulted fatally and 3,122 were serious, 3,014 occurred in coal mining, 8,250 on steam railroads and street railway service.

The following items are reported: Total number of employees, 1,086,508; accidents in industrial establishments proper, 38,126; fatal accidents, 379; serious, 3,122; days lost through accidents, 426,824; wage loss, \$1,048,504; average daily wages of injured persons, \$2.33; average duration of disability, 11.2 days. Distribution detail tables are shown for industry, cause, duration, injury received, months and hours of occurrence, age, nationality, sex, etc.

Inspection service.—Branch offices have been established in Philadelphia and Pittsburgh. The bureau made 50,015 inspections of establishments during the year. There were found 30,411 minors between 14 and 16 years of age employed, 420 children were dismissed because no certificate was held, 17 for illiteracy, and 23 as being under age. Instructions have issued and compliance secured as follows: Guards for machinery and dangerous places in 2,617 cases; improved elevators, 79 cases; fire escapes, 243 cases; equipment, etc., reducing hazard, 336 cases; improved toilets, 412 cases; dressing rooms, 188 cases; and improvements in heating, lighting, and ventilation in 2,024 cases. There were 469 cases prosecuted, and 19,313 boiler inspections. (Forms of inspection blanks, instructions to managers, and reports are given.)

Industrial hygiene.—This division organized and exhibited in several industrial centers models of safety devices and inspected establishments engaged in working up tobacco, as a result of which minors under 16 are now prohibited from working in the latter.

Mediation and arbitration.—More than 40 disputes received the attention of the bureau. A description of each dispute in which the bureau has offered its services is given, together with the result of such offer.

Standard safety regulations, operative February 1, 1915, for power-transmission machinery, standard railings and toe boards, stationary steam engines, machine tools, forging and stamping and shearing machinery guards, polishing and grinding machinery, compressed-air apparatus, woodworking machinery, bakeshops, fire prevention, canneries, etc., are given in full.

United States.—*Bureau of Mines. Abstract of Current Decisions on Mines and Mining. October, 1914, to April, 1915. Washington, 1915. xvi, 138 pp. (Bulletin No. 101. Law Serial 5.)*

This is the fourth bulletin issued on this subject by the Federal Bureau of Mines. Previous bulletins are numbered 61, 79, and 90. The volume consists of a digest of decisions of Federal and State courts of last resort on questions relating to the mining industry, including ownership and possession, sale, eminent domain, definitions of mining terms, corporate actions, claims, patents, liens, taxation of mining property, and statutes relating to mining operations, involving the responsibility of the operator to the employee in maintaining healthful and safe conditions of work, comparative negligence, etc.

Bureau of Mines. Rules and Regulations for Metal Mines. Washington, 1915. xvi, 296 pp. (Its Bulletin No. 75.)

These rules and regulations for metal mines are the result of a report of the committee originally appointed at a meeting of the American Mining Congress at Denver, Colo., in November, 1906. The object of the preparation of these regulations was that they might serve as the model of a modern law governing quarrying and metalliferous mining which could be recommended to the several States for adoption, with the hope that the enactment of such a law might tend to lower the number of fatal and serious accidents. A preliminary draft for a law was prepared in 1909 and submitted to the American Mining Congress at its meeting of that year. It was printed in a limited edition and circulated, some copies being put into the hands of mine superintendents generally, in order to obtain suggestions. In 1909 the American Institute of Mining Engineers and the Mining and Metallurgical Society of America became interested in the work and invited the committee to serve also as a committee of their respective organizations. On September 1, 1910, the committee submitted a joint report to the three organizations, together with a second preliminary draft for a law. In 1913 the Colorado Scientific Society appointed a committee for a similar purpose, whose report and recommendations the committee of the three mining organizations already mentioned made use of. In April, 1911, the Director of the Bureau of Mines invited the committee to serve as a committee of that bureau, the bureau undertaking to provide the necessary clerical assistance and to attend to the final draft and publication of the report.

The existing laws of the various States and many foreign countries were studied and experts in various professions and industries were consulted.

"In our treatment of the matter from the legal standpoint, in which we have had the advice of good lawyers, we have refused to clothe the inspector of mines with the optional powers that are given to him under the laws of many of the British colonies, and, also, we have refused to convey to him the sweeping power that is given to health inspectors in some of our own States. * * * In our draft of a law we have formulated precise rules and requirements, to which operators, superintendents, foremen, miners, and everyone concerned must conform. The permissible speed in hoisting, the conditions under which ladderways must be installed, and the requirements regarding the storage of explosives, for example, are specifically stated. The inspector may neither grant any exemption nor enforce any extra precautions by exercise of his judgment. Little is left to his judgment. It proved impracticable to

exclude the inspector from the exercise of discretionary power in all cases, but in the main his duty, as we have prescribed it, is merely to enforce the law as he finds it" (p. 10).

Bureau of Mines. Safety in Stone Quarrying. Washington, 1915. 48 pp. Illustrated. (Technical Paper 111.)

A report based on an investigation of safety conditions in stone quarrying. It directs attention to the chief causes of accidents and suggests preventive measures and devices for decreasing their occurrence. It also describes first-aid methods, including the Schaefer and Silvester methods (illustrated) of artificial respiration, and includes a list of typical quarry accidents.

Commission on Industrial Relations. Final Report of the Commission on Industrial Relations. Washington, 1915. xv, 448 pp.

The final report of the commission, created by the act of August 23, 1912, was transmitted under date of August 23, 1915, from Chicago, Ill. This final report contains one report prepared by the director of research as a summary of the special investigations made under his direction, and of the hearings of the commission, which is signed by four members of the commission, and another signed by five members of the commission. In addition are also supplemental reports and statements by individual members of the commission on some phase of their work. A summary of the recommendations of the commission is found elsewhere in this number of the MONTHLY REVIEW (pp. 48 to 76).

Commission on Industrial Relations. Report on the Colorado Strike. Washington, 1915. 189 pp.

This report on the Colorado strike was prepared by one of the special investigators of the commission. It contains a statement of the causes of the strike, the history of the conference asked for by the men but refused by the operators, the history of the violence and policing in connection with the strike, the relations of the Colorado Militia to the strike, and the question of the ultimate responsibility of the situation in Colorado following the strike.

Commission on Industrial Relations. The National Erectors' Association and the International Association of Bridge and Structural Iron Workers. Washington, 1915. 192 pp.

This report, by one of the special investigators of the commission, consists of the history of the relations of the National Erectors' Association and the National Association of Bridge and Structural Iron Workers. It may be said to be a study of the history of a typical case of the use of violence in the relations of employers and employees.

Of the 27 supplementary reports filed by investigators of the commission, only two were printed, namely, those immediately following.

Interstate Commerce Commission. Twenty-sixth Annual Report on the Statistics of Railways in the United States for the year ended June 30, 1913. Prepared by the Division of Statistics. Washington, 1914. 751 pp.

Text of the Twenty-seventh Annual Report on the Statistics of Railways in the United States for the year ended June 30, 1914. Washington, 1915. 67 pp.

These reports present mainly the financial operations of carriers in the United States and statistics of railway operation, while only a very small part is devoted to the statistics of employees on railways. Excluding switching and terminal companies and about 700 miles in Alaska and Hawaii, there were reported some 252,000 miles of railways in the United States in 1914, as compared with approximately 250,000 in 1913. On June 30, 1914, this mileage was distributed in round numbers as follows: Railroads in the eastern district, 61,000; southern district, 51,000; and western district, 140,000.

Statements regarding railway employees show the number of employees for each district, class of road, and for all operating roads, comparative for 10 years, distributed

among 18 occupational classes (see pp. 77-80 of this number of the REVIEW); also the distribution by class of work, such as whether engaged in maintenance of ways and structures, maintenance of equipment, traffic, transportation, general, outside operations, and unclassified, according to average daily compensation and total compensation paid. It is to be noted that these statistics do not show actual wages paid. Average daily compensation is not derived from or related to the number of men reported employed, but is based upon the actual number of hours of work reported by the carriers during the course of a year; that is, average daily compensation is derived from the two factors—number of hours worked and total compensation paid.

For the larger operating roads (Class I and Class II) the number of employees of all classes, not including officers, was 1,680,250 in 1914, as compared with 1,800,135 in 1913, 1,685,569 in 1912, and 1,639,345 in 1911. In 1904 the amount of compensation paid to railway employees, including general officers, was \$817,598,810, as compared with \$1,381,117,292 in 1914.

The following table shows the average daily compensation of all railway employees for each of the years 1908 to 1914:

AVERAGE DAILY COMPENSATION OF RAILWAY EMPLOYEES FOR THE YEARS
ENDED JUNE 30, 1908 TO 1914.

Class of employees.	Class I and Class II roads.				All operating roads.				
	1911	1912	1913	1914	1908	1909	1910	1911	1912
General officers.....	\$14.82	\$14.82	\$15.67	\$16.06	\$13.11	\$12.67	\$13.27	\$12.99	\$13.13
Other officers.....	6.36	6.42	6.44	6.48	6.27	6.40	6.22	6.27	6.32
General office clerks.....	2.49	2.50	2.51	2.54	2.33	2.31	2.40	2.49	2.50
Station agents.....	2.19	2.22	2.28	2.33	2.09	2.08	2.12	2.17	2.20
Other station men.....	1.89	1.89	1.96	1.98	1.82	1.82	1.84	1.89	1.89
Enginemen.....	4.81	5.02	5.20	5.24	4.45	4.44	4.55	4.79	5.00
Firemen.....	2.95	3.03	3.13	3.22	2.64	2.67	2.74	2.94	3.02
Conductors.....	4.18	4.30	4.39	4.47	3.81	3.81	3.91	4.16	4.29
Other trainmen.....	2.89	2.97	3.04	3.09	2.60	2.59	2.69	2.88	2.96
Machinists.....	3.14	3.21	3.26	3.27	2.95	2.98	3.08	3.14	3.21
Carpenters.....	2.54	2.55	2.63	2.66	2.40	2.43	2.51	2.54	2.55
Other shopmen.....	2.24	2.24	2.31	2.36	2.12	2.13	2.18	2.24	2.24
Section foremen.....	2.07	2.09	2.14	2.20	1.95	1.96	1.99	2.07	2.09
Other trackmen.....	1.50	1.50	1.58	1.59	1.45	1.38	1.47	1.50	1.50
Switch tenders, crossing tenders, and watchmen....	1.74	1.70	1.70	1.71	1.78	1.73	1.69	1.74	1.70
Telegraph operators and dis- patchers.....	2.44	2.47	2.52	2.56	2.30	2.30	2.33	2.44	2.47
Employees—account float- ing equipment.....	2.34	2.37	2.37	2.35	2.38	2.31	2.22	2.34	2.37
All other employees and laborers.....	2.08	2.10	2.15	2.20	1.97	1.98	2.01	2.08	2.10

FOREIGN COUNTRIES.

Chile.—*Oficina Central de Estadística. Anuario Estadístico. 1913, 1914. Santiago de Chile 1914-15. 2 vols. 1913: Pts. 2, 3, 5, 6, 7, 8, 10; 1914 pt. 2.*

The issues of the statistical yearbook of Chile for each year appear in the form of 10 separately bound parts, and at irregular intervals. Each part is devoted to a definite subject, as follows: (1) Demography; (2) public health and hygiene and charity; (3) political organization and administration; (4) justice, police, and crime; (5) public instruction; (6) finance; (7) mines and mining; (8) industry; (9) trade and transportation; (10) agriculture. The heading of each of these separate parts is more or less self-explanatory, but it may be noted that part 8 devoted to statistics of industry classifies the industries by Provinces, giving data as to the number of establishments, number of employees (classified by sex and nationality), horsepower used, and the value of output.

Finland.—*Industristyrelsen. Yrkesinspektörernas i Finland Årsberättelser för År 1913. Helsingfors, 1915. 274 pp. (Meddelanden från Industristyrelsen i Finland, 62 Häftet).*

For the purposes of industrial inspection under the act of 1889 Finland is divided into five districts with a male inspector for each; there are in addition two women inspectors who divide the work of inspection under the woman and child labor law between two districts comprising the entire area covered by the male inspectors. This report of the inspection service for the year 1913 classifies all data according as the establishments are subject to or exempt from the accident insurance law and according as women and children are or are not employed in them.

During the year 12,924 establishments were subject to inspection, but only 4,304 inspections or visits were made in 3,784, or 29.3 per cent of the total establishments. The number of employees—the report does not state the method of arriving at the number—was 136,005 in establishments subject to accident insurance, and 22,827 in those not so subject, or a total of 158,032. These employees were distributed in the proportion of 1.3 per cent 12 to 14 years of age, 7.2 per cent 15 to 17 years, and 91.5 per cent 18 years of age and over. The number of establishments in which women and children were employed predominantly was 3,648, of which number 1,064 were inspected in the course of 1,148 visits.

The table which follows shows the total number of establishments, the number of employees, and the number of inspected establishments, and inspections made for each of the years 1911 to 1913. There were reported 86 infractions of the factory law of 1889, which resulted in prosecutions, but the number of complaints lodged under the act numbered 640.

ESTABLISHMENTS AND EMPLOYEES SUBJECT TO INSPECTION IN FINLAND, 1911-1913.

Year.	Establishments subject to inspection by male inspectors.				Establishments subject to inspection by female inspectors.			
	Number.	Number of employees.	Number of establishments inspected.	Number of inspections.	Number.	Number of employees.	Number of establishments inspected.	Number of inspections.
1911..	9,154	121,326	2,903	3,093	3,224	31,270	1,088	1,074
1912..	9,808	138,842	3,282	3,622	3,473	35,847	1,116	1,246
1913..	12,924	158,032	3,784	4,304	3,648	42,602	1,064	1,148

There were reported in the course of the year 3,301 industrial accidents based upon an exposure of 136,005 workmen subject to accident insurance, or a rate of 24 per 1,000 workmen; but no statement is made as to how the number of workmen is arrived at, whether an average or an actual count at some particular point or time, or theoretical full-time workmen; nor is the term "accident" defined in the report. The highest accident rate was in the transportation industry, or 97 per 1,000 workmen employed, but the data were not complete as based upon returns from 3 inspection districts; the next highest rate of 53 per 1,000 was indicated for miscellaneous industries not otherwise specified; the third in order, 32 per 1,000, prevailed in the machine industry; 31 in the woodworking industry; 27 in the paper industry; and 25 in mining and quarrying, iron and steel work, and the chemical industry. The lowest rate, or 2 per 1,000, was indicated for the printing and publishing industry. Data compiled regarding the causes of accidents showed that in order of their importance 14.3 per cent were caused by circular saws; 13.4 per cent were caused by torsions, strokes, jamming, or squeezing between objects; 11 per cent by throwing or falling of objects; 10.1 per cent in the process of loading and unloading, etc.; 8.1 per cent by falls; 6 per cent by punctures; 3.6 per cent by hand tools; 3.3 per cent by fire, molten metals, etc.

Germany.—*Knappschafts-Berufsgenossenschaft. Dreissigster Bericht. Berlin, 1914. 69 pp.*

Contains report on the results of accident insurance for the mining industry in Germany for the year 1914. A presentation of the material contained in the report will be made in a subsequent issue of the MONTHLY REVIEW.

Reichsversicherungsamt. Jahresberichte der gewerblichen Berufsgenossenschaften über Unfallverhütung für 1913. VII. Jahrgang. Berlin, 1914. 687 pp. (Amtliche Nachrichten des Reichsversicherungsamts, 1914. 1. Beiheft.)

This volume contains the reports of the individual trade accident insurance associations of Germany as to their activity in accident prevention. Each report is divided into the following four parts: (1) General review of the work of the technical inspection officials of the association; (2) inspection of establishments—(a) enforcement of the regulations for the prevention of accidents, (b) proposals for changes in these regulations, (c) employment of juvenile and female workers, (d) attitude of the employers, (e) attitude of employees, (f) new protective appliances, (g) hygiene of insured persons; (3) accidents; (4) miscellaneous. Nearly all the reports contain illustrations of improved machinery and new protective appliances.

The text part of the volume is followed by tables of data relative to the establishments subject to the accident insurance law and inspected by officers of the accident trade associations. These tables show for each district and inspector separately, without any summary table, the number of establishments and employed workmen, number of establishments inspected and of the workmen employed in them, number of inspections, wage lists, insured persons in receipt of accident pensions examined, and the number of investigations of accidents. A separate table shows the number and nature of the penalties which the courts inflicted on employers and insured persons for violations of the provisions of the insurance code as reported by the inspectors of the trade accident insurance associations.

Statistisches Amt. Statistisches Jahrbuch für das Deutsche Reich. 36. Jahrgang. 1915. Berlin, 1915. 480, 114 pp. Charts.

This volume constitutes the thirty-sixth volume of the statistical yearbook for the German Empire and contains in summarized form information presented in the larger statistical series published by the German statistical office. The volume is classified under 23 principal heads and contains, in addition to an appendix, a summary of the more important statistical data for foreign countries, also an alphabetical subject index, together with some graphic charts. Of particular interest to labor are those sections relating to the labor market, employers' associations and trade-unions, digests of the larger industrial censuses, conditions in transportation, prices, and social insurance.

Great Britain.—*Board of Trade. General Report upon Accidents on Railways of the United Kingdom during the year 1914. London, 1915. 17 pp.*

Accidents occurring on the railways of the United Kingdom are reported under three principal heads: (1) Train accidents; (2) those caused by the movement of trains, and railway vehicles, exclusive of train accidents; and (3) those occurring on railway premises other than those above mentioned. Each of these heads is subdivided into three secondary groups; passengers, employees of railway companies or of contractors, and other persons. The total operated track mileage was 55,662, including 14,927 miles of sidings.

Train accidents, collisions, derailments, failure of engines or rolling stock, etc., were responsible for the death of 8, and injury to 115 employees of railway companies or of contractors. Accidents connected with the movement of trains caused 417 deaths and injured 4,950 employees, and other causes were responsible for 52 deaths and 22,153 injuries. No accident rates are shown.

India.—*Commerce and Industry Department. East India (Indentured Labor). Report to the Government of India on the Conditions of Indian Immigrants in Four British Colonies and Surinam. London (printed in India), 1915. 2 vols.*

Part I of this report of an investigation by the Government concerning the condition of Indian immigrants relates to Trinidad and British Guiana, and Part II to conditions

in Surinam, Jamaica, and Fiji. The officers in charge of the investigation visited a large number of the estates employing both indentured and free labor in each colony, and based their report upon personal observation and upon data secured from original official sources.

The subjects reported upon for each colony are: Housing and sanitary conditions, medical treatment, vital statistics, hours, wages, administration of justice and legal restrictions, administration of the immigration office, repatriations, contracts, treatment accorded Indians after expiration of period of indenture who wish to settle in the colony, educational facilities, and indenture of Indian women.

The report recommends (1) the exclusion of unsuitable immigrants and an increase in the permissible proportion of female to male immigrants from 40 to 50 per cent, and the abolition of the minimum age limit; (2) the repeal of unduly rigorous or restrictive provisions of existing laws; (3) granting of greater discretion to the immigrant department of each colony in the control of its employees in enforcing the penal provisions of the law; (4) giving power to the immigrant department in each colony to adjudicate cases involving employers and laborers; (5) granting the indentured laborer the right to commute his indenture by payment of a graduated indenture fee at any time, although continuing the limitation as to the proportion of laborers on an individual plantation; (6) providing facilities for indentured laborers to obtain land on more satisfactory terms of tenure; (7) requiring the registration of marriages, and (8) providing greater facilities for primary education of Indian children.

Financial Department. Report on the Enquiry into the Rise of Prices in India. Calcutta, 1914. 5 vols.

This voluminous and comprehensive report in five folio volumes constitutes the result of an inquiry ordered by the Indian Government in 1910. The object of the investigation was to ascertain (1) the actual rise in prices in India in the past 15 years, and how such increase has affected different commodities and localities; (2) cause of such increase in prices, if any, and to what extent it has been due to "world factors" and to local conditions; (3) whether the rise has been permanent or temporary; and (4) the probable economic effect upon the country as a whole, and on different sections. The report was completed in 1914, and the general results cast in the form of an index number.

The following table shows the general average of rupee and gold wholesale prices of 140 articles during the years 1890 to 1912, the basic period with which all other years are compared being the years 1890 to 1894. That is, the price for each year is shown by a percentage of the average annual price for all groups of articles for the years 1890 to 1894. In computing the general index number for the commodities the medium instead of the arithmetic average was employed, except where only a few price quotations were available. The index number is an unweighted one.

GENERAL AVERAGE OF RUPEE AND GOLD WHOLESALE PRICES OF 140 COMMODITIES FOR EACH SPECIFIED YEAR FROM 1890 TO 1912.

Years.	General average of rupee prices.	General average of gold prices.	Years.	General average of rupee prices.	General average of gold prices.
1890.....	97	113	1902.....	111	115
1891.....	98	106	1903.....	107	111
1892.....	103	100	1904.....	106	110
1893.....	102	96	1905.....	116	120
1894.....	100	85	1906.....	129	134
1895.....	101	89	1907.....	133	138
1896.....	106	99	1908.....	143	147
1897.....	121	120	1909.....	133	138
1898.....	106	109	1910.....	132	137
1899.....	104	108	1911.....	134	139
1900.....	122	126	1912.....	141	147
1901.....	116	120			

Among the special subjects contained in the appendix to volume 1 are the following: Special features of economic cycles; collection and compilation of statistics of prices; construction of index numbers; the compilation of agricultural statistics; statistics of rainfall; summary of the injurious effects of shortage, excess, or uneven distribution of rainfall on crops; the collection, classification, and compilation of statistics of wages; statistics of trade; statistics of rates of freight; population statistics; statistics of rent; a brief history of the Indian currency system and an estimate of rupees in circulation. Volume 5 of the report consists entirely of graphic charts, while volumes 2, 3, and 4 contain statistics of prices, wholesale and retail, statistics of wages, population, agriculture, rainfall, rents, communications, trades, and miscellaneous statistics on which the general report of volume 1 is based.

High prices in India are explained as due to a comparative shortage throughout the period under review in the production of foodstuffs, the increased demand for food products and for raw materials from India, the development of communication, decrease in the cost of transportation, and the growth of banking and monetary facilities. Under the head of "world-wide causes" there is noted the increased supply of gold, the development of credit, the destruction of wealth in recent wars, and expenditures for armament. The world causes have been on the whole the dominant feature in the upward movement of Indian prices, according to this report.

As indicated by the enumeration of the contents of these volumes, there is an extended discussion and presentation of data pertaining to the production of wealth in general, the movement of commerce, the extension of agriculture, increase of population, and of other features involved in price changes. Considerable wage data from India are also presented.

Statistical Department. Prices and wages in India. Thirty-first issue. Calcutta, 1915. vi, 226 pp.

This volume is the thirty-first of a series started in 1878, and includes statistics for the year 1913, and in some instances for January, 1914. The volume is divided into three parts: (1) wholesale prices; (2) retail prices; (3) wages. For the first time an attempt has been made to summarize in convenient form the movement of prices for the year under review and in preceding years. The introductory note states that the volume will be followed by another, which is in press, relating to prices and freights in India since the outbreak of the war. The wholesale prices presented are compiled from reports of chambers of commerce, and from returns filed by selected markets in each Province. Prices based on returns from 120 markets are quoted on 48 articles. Average annual prices are shown for 24 articles, representing returns from 87 markets for the period of 1897-1913. Also wholesale prices of 8 articles at Calcutta, based on the prices in effect in March, 1873, are presented in the form of index numbers for January and July of each year from 1889 to 1914.¹ Prices of staple articles of import in 1873 and from 1889 to 1914 at Calcutta and Bombay are shown and also reduced to index numbers, with 1873 as the base. A similar pair of tables is shown with prices of articles of export. Annual average contract prices paid by the supply and transport corps of the army are presented for 16 articles of consumption. Some comparisons in prices are made with those in London and in Great Britain.

Retail prices are covered in four statistical statements: (1) Summary table of prices of food grains and salt, 1913, and 1912; (2) average annual prices of 10 food grains and salt, 1873, 1889 to 1913; (3) average annual prices of certain food grains at selected stations, 1873, 1889 to 1913; (4) index prices of articles enumerated in statement 3, 1873 being taken as the base.

Wage data are presented in five statistical statements: (1) Average monthly wages of skilled and unskilled labor at close of years 1873 and 1904 to date; (2) average monthly wages of skilled and unskilled labor in selected districts and stations, 1873,

¹ July, 1914, is omitted.

1889 to date; (3) variation in wage rates tabulated in statement 2, rates for the second half of 1873 being taken as 100; (4) rates of wages paid in certain State and railway establishments; (5) rates of wages paid in selected private industrial establishments.

In six appendices are found statements showing (1) the quinquennial average price of rice, wheat, cotton, and jute in India, with index numbers; (2) a list of articles for which wholesale prices are reported, and the number of markets from which reported; (3) a summary of the variations in prices of food grains and salt in each 5-year period, 1861-1865; (4) a summary of the report of the Government of India on the inquiry due to the rise of prices which was published in April, 1914 (see p.—); (5) the total area under cultivation, amount of export and seasonal conditions of principal crops in India in each Province since 1897-8; and (6) Indian weights and measures with British and metrical equivalents used in the report.

The report states that the marked upward tendency in the wholesale prices of Indian products continued in 1913, the increase over 1912, based on 24 articles, being 2 per cent. For food grains this increase was 5 per cent. Retail prices of food grains in 1913 showed an average fluctuation for the whole country of 3 per cent over prices in 1912.

Regarding wages the report states that "the income of wage earners has generally increased considerably faster than their cost of living, which has resulted in a substantial improvement in the material condition of agricultural and general laborers and artisans who form the majority of the wage-earning class" (p. v.)

Italy.—*Ministero di Agricoltura, Industria e Commercio. Direzione Generale del Credito e della Previdenza, Annuali del Credito e della Previdenza. Rome, 1915. Serie II. Vol. 5 (lxx, 657 pp.); Vol. 7, 721 pp.*

Volume 5 consists of a compilation of laws regulating savings banks in European countries, and in Massachusetts, New York, and Texas; laws governing the Postal Savings Bank in the United States, and a historical review of the organization and legislation relative to savings banks in 13 other countries.

Volume 7 reports the proceedings of the council of savings and social insurance in its session of 1914, and reproduces the by-laws of some of the important savings funds and mutual aid associations, together with premium rate and benefit payment tables.

Japan.—*Imperial Cabinet Statistical Bureau. Diagrams and Numerical Tables Showing Growth of Population and Vital Statistics of the Japanese Empire. March, 1915.*

The volume consists of 10 graphic charts and 41 tables, all presenting data relative to the population and vital and occupational statistics of the Empire prepared for the San Francisco Exposition, 1915.

Department of Agriculture and Commerce. Thirtieth Statistical Report. Tokyo, 1915. 837 pages. Maps.

Forms for all practical purposes a statistical yearbook of Japan. The figures given are chiefly for 1913, but in general comparative data are given for a period of 10 years, 1904-1913. The titles include: Agriculture, commerce, industries, fisheries, mining, forests, and miscellaneous, with separate reports for Korea, Formosa, Karafuto, and Kwantung.

Under the title "Commerce" index prices of a considerable number of staples, based on prices of 1900, are given. Comparative tables show the following data for each year 1904-1913: Number of factories, paid-up capital, horsepower employed, fuel consumed, average number of persons employed daily, daily wages, days worked per year, working hours, raw material used, amount of production, price per unit, and importation and exportation of finished material, etc. In factories operated by the Government the following data are given: Age, number employed, wages, hours of labor, and working days per year. Wage-index number for industrial, agricultural, and other occupations for 1900-1913, and lowest, highest, and prevailing wages for 1913 are given. Statistical data are given relative to: Accidents in mines, cooperative societies, and amounts expended by local governments for encouragement of agricultural and industrial development, etc.

Netherlands.—*Centraal Bureau voor de Statistiek. Verslag over het jaar, 1914. The Hague* [1915], 40 pp.

Centrale Commissie voor de Statistiek. Verslag over het jaar, 1914. The Hague [1915], 139 pp.

The first publication noted above constitutes the administrative report of the Dutch statistical office and describes the progress of its work during the current year 1914. Among other statistics it compiles and publishes statistics relating to labor conditions, strikes and lockouts, prices, both wholesale and retail, labor exchanges, wages and hours of labor, and other special matters of that kind. The bureau, in addition to its reports of special investigations, publishes a yearbook and a monthly periodical.

The second publication is the administrative report of the advisory commission on statistics, created by a royal decree January 9, 1899 (*Statsblad*, 1899, No. 43). The purpose of the commission is to advise the bureau of statistics, to prepare and suggest subjects for investigation, and to issue orders in connection therewith.

Ontario.—*Department of Agriculture. Factory Inspection Branch. Twenty-seventh Annual Report, 1914. Toronto, 1915. 72 pp.*

The inspection service consists of a chief inspector and 10 district inspectors. During the year 10,059 inspections were made, of which 2,434 were reinspections. The establishments visited furnished employment for 229,480 persons, of whom 94 were under 14 years of age. Birth certificates were demanded in 102 cases of questionable age, but none was found below the legal age limit. Many mills were idle, and a great many hands were laid off; business was reported as very slack. Prosecutions were entered in 15 cases and convictions had in each instance.

During the year ending October 31, 1914, there were reported 1,270 accidents, of which 52 were fatal, as compared with 1,459 accidents (including 54 fatal cases) for 10 months ending October 31, 1913.

Fire-escape regulations were drafted and enacted by the legislature in September, 1914; the number and character of stairs, brackets, and drop ladders is given in detail. Sanitation and safety of establishments, protective devices, heating, ventilation, etc., are discussed in the report in general terms.

Portugal.—*Ministerio das Finanças, Direcção Geral da Estatística. Anuario Estatístico de Portugal. 1908, 1909, 1910. Lisbon, 1914. 433 pp.*

This volume constitutes the first issue of the so-called Statistical Year Book of Portugal and contains data for the years 1908, 1909, and 1910. It contains material concerning the territorial area, climate of the country, demography, eleemosynary and other charitable institutions, vital statistics, emigration, public instruction, welfare institutions, and financial statistics.

Queensland.—*Government Statistician. A. B. C. of Queensland Statistics, 1915. Brisbane, 1915. 42 pp.*

Comparative statistics of population, agriculture, migration, finance, crown lands, mining, postal and telegraph service, average price of commodities, manufactures, railways and shipping, commerce, and vital statistics, 1905-1914.

South Africa.—*Director of Census. Statistical Yearbook of the Union of South Africa containing statistics for the year 1912-13. No. 1. 1913. Pretoria, 1914. 383 pp.*
— *Statistical Yearbook of the Union of South Africa. No. 2. 1913-14. Pretoria, 1915. 333 pp.*

The first number of the statistical yearbook is in the form of an octavo, while the second volume appears in the form of a folio, necessitated by the fact that the titles and side heads of all statistical tables are printed in both English and Dutch, the official languages of the Union. These volumes contain the usual statistical data found in yearbooks. While the first volume contains little relative to labor save the statistics compiled from the census concerning the manufacturing industries of the Union, the second issue of the yearbook incorporates additional material from the report of the economic commission of 1914 concerning trade-unions, labor disputes, employment exchanges, cost of living, working class rents, wages, immigration, and

industry and trade, which last-named group shows, among other things, the number of mines and quarries, the number of persons employed, and accidents and accident rates in mines. Index numbers of retail prices and rents are shown.

— *Railway Commission of Inquiry. Report. November, 1914. Pretoria, 1914. 173 pp.*

This commission was appointed in October, 1913, to inquire into the grievances of railway men and to report upon the feasibility of immediate changes in conditions surrounding the employment of railway men and harbor labor. In the investigation 52 meetings were held, 520 witnesses were examined, and several shops and running sheds visited. The witnesses represented 363 interested groups; 32 of the witnesses represented the railway department, and the balance, with few exceptions, represented employees.

The majority report, signed by two of the three commissioners, is of the opinion that it has not been proved that a shortening of the hours of labor would lead to the employment of those out of work without an increase of expense to the administration, but it recommends immediate introduction of an eight-hour day for those engaged generally in continuous and arduous work, and that in case of the train crews overtime should be reduced and 24 hours rest given, if practicable, each week. With regard to wages, the majority recommend that the question of a minimum wage be considered when data concerning the cost of living have been collected. Except in the case of white laborers, there is recommended a minimum wage of 7s. (\$1.70) exclusive of allowances, except where the allowance granted is 4s. (97 cents), when the total minimum should be 10s. (\$2.43); a beginning wage of white laborers of 4s. 6½d. (\$1.19) is recommended, with a possible increase to 5s. (\$1.22). The majority does not recommend the abolition of piecework, but suggests alterations in the organization of that kind of work so as to allow a profit of 15 per cent to the worker. As to apprentices, the commission recommends that they be allowed one hour for three days of the week for training in their trade; that an especially appointed official be selected to look after their welfare, and that one apprentice be permitted for each five workmen. The pay of the salaried staff is considered reasonable, but recommendations with a view to facilitating promotions are made.

The representative of the railway men signed a minority report recommending immediate adoption of the eight-hour day, the payment of a minimum wage of at least 8s. (\$1.95) per day to all European labor, the abolition of piecework, increase of pay of the salaried staff, repeal of all laws prohibiting combinations and strikes among workmen, and the elimination of overtime.

South Australia.—*Statistical Department. Summary Returns of Manufactories and Works for the Year 1914, and the Period 1910–1914, and Report thereon. Adelaide, 1915. 6 pp. (Bulletin No. 4 of 1915.)*

This report is prepared by the Government statistician and gives summary data for all factories, workshops, or mills employing 4 or more persons, and of those employing machinery operated by power regardless of the number of persons employed, for the year 1914. The report may be said to be nearly analogous to the census of manufactures in the United States.

A comparison for the five-year period 1910–1914 shows that the total number of factories and workshops increased 3.5 per cent; the number using machinery 9.7 per cent; the number of persons employed decreased one-half of 1 per cent; the amount of horsepower employed in manufacturing increased 47.3 per cent. The total amount paid in salaries and wages increased 26.8 per cent; the average annually earned by each employee showed an increase of 27.5 per cent, the average for 1914 being £115 6s. 1d. (\$561.13) as compared with £90 8s. 10d. (\$440.13) for 1910. The expenditure on account of material consumed in manufacturing increased 18.5 per cent. The capital invested in building plant and machinery increased during the period 29.7 per cent, while the gross wholesale value on the premises of the output of the various establishments increased 18.2 per cent.

Uruguay.—*Dirección General de Estadística. Anuario Estadístico de la República Oriental del Uruguay. Libro XXIII, Años 1911 y 1912. Montevideo, 1915. xiv, 736 pp.*

Contains material usually found in yearbooks and presents it in detail for each governmental district, State, and important city generally for a period of two years. Of special interest to labor are those data relating to immigration, accidents (classified by occupations, age, and locality), and strikes and lockouts.

Venezuela.—*Ministerio de Fomento. Dirección General de Estadística. Anuario Estadístico de Venezuela, 1912. Caracas, 1915. xxi, 483 pp. 15 charts.*

This yearbook is the fifth of the series issued by Venezuela, and contains data for 1912 and 1913, with such comparable data as are available.

The material is classified under the titles following: Climatology, territory and population, instruction, religion, vital statistics, public aid, association, etc., judicial statistics, crimes, penal institutions, industry and commerce, with appendixes relative to State lands, natural products, registered trade-marks, and mineral land concessions in force.

Victoria.—*Government Statist. Victorian Yearbook, 1913-14, Thirty-fourth issue. Melbourne, 891 pp.*

Following the method of presentation for former issues of the yearbook, this number contains information concerning the political and social institutions of Victoria, its finance, population, communication, and transportation, municipal statistics, vital statistics, production and wealth, law and crime, and social conditions. A short summary is given of the main provisions of the workers' compensation act, passed in 1914. In the section dealing with the manufacturing industries are found data relating to the number of factories in the State, the number of persons employed therein, salaries and wages paid, and the value of the product manufactured. Factories are classified according to the number of persons employed, sex of employees, the number of children employed, material produced, and value of output. Rates of wages as reflected in the determinations of the wage boards are shown for different occupations. Information is also included concerning the operation of the land laws, and of the laws granting State loans to farmers and workers for the acquisition of land for homes for themselves.

PERIODICAL PUBLICATIONS OF FOREIGN LABOR DEPARTMENTS AND BUREAUS.

In the pages following the various periodical publications issued by foreign departments and bureaus of labor are listed and the table of contents given. This list usually includes all the periodical publications received during the four weeks preceding the 15th of each month. Some countries, it will be noted, are not represented by any publication, while those of other countries have been somewhat irregular in their appearance since the beginning of the European war.

Canada.—*The Labor Gazette issued by the Department of Labor by order of Parliament, Ottawa.*

September, 1915.—Notes on current matters of industrial interest. Industrial and labor conditions during August, 1915: General summary; Reports of local correspondents; Reports of women correspondents. The Industrial Disputes Investigation Act, 1907: Proceedings during August, 1915; Text of draft of amended bill under consideration of Minister of Labor; Reports of board in dispute between Toronto hydro-electric commission and electrical workers; Contract work dispute at Bellevue mine; Alberta; Prices—Wholesale and retail, Canada, August, 1915; Fair wages schedules in Government contracts, August, 1915; Trade disputes, August, 1915; Industrial

accidents, August, 1915; Immigration and colonization; Building permits, August, 1915; Recent industrial agreements; Notes on official reports; Recent legal decisions affecting labor.

Denmark.—*Statistiske Efterretninger udgivet af det Statistiske Departement* [Copenhagen].

August 28, 1915 (No. 19).—Labor disputes in 1914; Retail prices, August, 1915; Liquor shops and saloons, 1914; Unemployment, June, 1915; Census of doctors, dentists, and veterinaries, 1915.

September 15, 1915 (No. 20).—Crops on hand under cultivation, 1915; Imports of grain and feeding stuffs, August 1, 1914, to July 31, 1915; Persons engaged in hand-working and manufacturing establishments; Statistics of dairying; Index number of the Economist.

Finland.—*Arbetsstatistisk Tidskrift utgifven af Industristyrelsen. Helsingfors.*

No. 4, 1915.—Factory inspection in Finland, 1913; Sickness among workers of the Finlayson & Co. cotton mill, 1911–12; Conditions in the hand-working trades in Finland, 1913; Benefit funds for working men, 1913; Reports of the labor exchanges, first quarter, 1915; Prices of various leather products; Prices of food commodities; Reports from foreign countries.

Germany.—*Reichsarbeitsblatt. Herausgegeben vom Kaiserlichen Statistischen Amte. Abteilung für Arbeiterstatistik. Berlin.*

August, 1915.—Labor market in Germany, July, 1915; Decrees of federal States making it obligatory for free employment offices to make reports for publication in the Labor Market Bulletin (*Arbeitsmarkt-Anzeiger*); Labor market in Berlin, July, 1915; Labor market in foreign countries (Switzerland, British Colonies); Employment offices and unemployment; Unemployment in Austria, December, 1914, to March, 1915; Unemployment in New York State; Housing and the war; Legislation: Decree of July 23, 1915, for the prevention of excessive prices; Decree of July 22, 1915, as to welfare work during the war; Social insurance: German social insurance during the war, continued; Activity of the industrial and commercial courts; Labor market statistics.

September, 1915.—Labor market in Germany; Labor market in foreign countries (Great Britain, Netherlands, France, Switzerland, and British Colonies); Employment offices and unemployment: Unemployment in German trade unions, August, 1915; Unemployment in foreign countries (Sweden, United States); Economic conditions during the war: Cooperative stores during the war. Labor disputes: Strikes and lockouts in Germany, second quarter, 1915. Labor conditions: Wage statistics of the local sick funds of Leipzig, Lubeck, and Strassburg in Alsace. Social insurance: Statistics of decisions relating to accident, invalidity, and survivors' insurance. Legislation: Decree of August 22, 1915, amending the decree against excessive prices of July 23, 1915; Decree of August 12, 1915, limiting the hours of labor in textile establishments; Decree of August 26, 1915, relating to insurance of salaried employees. Decisions of industrial courts. Statistical tables of the labor market.

Great Britain.—*The Board of Trade Labor Gazette. London.*

August, 1915.—Employment chart. The labor market in July. Special articles on Employment in Germany in June; Retail food prices in the United Kingdom; Retail food prices in Berlin in June; Retail food prices in Vienna in June; Retail food prices in Italy in May; Rise in the cost of living in Christiania; New measures in Germany against excessive food prices; Compulsory associations in the German coal-mining industry. Conciliation and arbitration cases. Reports on employment in the principal industries. Labor in the dominions. Board of Trade labor exchanges. Statistical tables: Prices of wheat, flour, and bread; Trade disputes; Changes in rates of wages; Sliding scale changes in wages; Pauperism; Diseases of occupations; Fatal industrial accidents; Unemployment insurance; Foreign trade; Distress committees; Passenger movement to and from the United Kingdom; Immigration to and emigration

from the United States in May; Emergency grants to trade unions. Legal cases, official notices, etc.

September, 1915.—Employment chart. The labor market in August. Special articles on Employment in Germany; Retail food prices in the United Kingdom; Retail food prices in Berlin; Retail food prices in Vienna; Rise in the cost of living in Copenhagen; Road board; Industrial cooperative societies in the United Kingdom in 1914; Coal output in the United Kingdom; Membership of trade unions in 1914; Agricultural returns for the United Kingdom; Monthly Review of the United States Bureau of Labor Statistics. Conciliation and arbitration cases. Reports on employment in the principal industries. Labor in the dominions. Labor in foreign countries. Board of Trade labor exchanges. Statistical tables: Trade disputes; Changes in rates of wages; Prices of wheat, flour, and bread; Diseases of occupations; Fatal industrial accidents; Unemployment insurance; Distress committees; Pauperism; Foreign trade; Cooperative wholesale societies; Passenger movement to and from the United Kingdom; Immigration to the United States in June. Official notices, etc.

Italy.—*Bollettino dell' Ufficio del Lavoro, Ministero di Agricoltura, Industria e Commercio. Rome. (Monthly.)*

April, 1915.—Operations of the employment agencies. Labor disputes: Strike of the marble rough finishers and general lockout in the marble industry in Carrara, and other strikes, by industries. Statistics of workmen employed on public works in October, November, and December, 1914. Retail prices of farm products and foods generally consumed by workmen's families, March, 1915. Municipal price regulation of foodstuffs. Hygiene of miners and workmen in the iron and steel industry. Workmen's housing in Italy, 1914. Labor legislation: Swiss factory law of June 18, 1914; Portugal: Three laws of January 22, 1915, regulating the hours of labor of commercial employees, workmen in industrial establishments, and of minors and women employed in industrial establishments. Contract of hire and working conditions of farm laborers in Switzerland. Working conditions and wages of workmen in the German clothing and underwear industry, 1912. Decisions of courts affecting labor.

— — — (Semimonthly.)

August 1, 1915.—Investigations and provisions relative to unemployment; Labor market, by localities and industries; Labor disputes; Retail prices, June, 1915; Employers' and employees' associations; Congresses and conventions; Maternity fund (ministerial decree relating to appointment of representatives of employers and employees to the administrative committee of the fund); Activities of the Office. Legislation relating to labor (extension of waiting time for the application of the Berne convention relating to prohibition of the use of white phosphorus in the match industry).

August 16, 1915.—Investigations and provisions relative to unemployment; Labor market, by localities and industries; Labor disputes; Employers' and employees' associations; Congresses and conventions; Activities of the Office; Legislation relating to labor (war measures); Social insurance.

September 1, 1915.—Investigations and provisions relative to unemployment; Labor market, by localities and industries; Labor disputes; Employers' and employees' associations; Congresses and conventions; Activities of the Office; Legislation relating to labor (war measures); Emigration (Italian emigration during 1914); Housing of workmen, first quarter, 1915; Application of labor laws (employees in the public transportation service). Decision of courts; Publications of the Office.

September 16, 1915.—Investigations and provisions relative to unemployment; Labor market, by locality; Labor disputes; Employers' and employees' associations; Congresses and conventions. Social insurance: Insurance of agricultural workmen against war risks. Retail prices, July, 1915; Employment on public works, statistics for the third and fourth quarter of 1914; Activities of the Labor Office; Legislation and decisions of courts relating to labor. Hygiene: Mortality from tuberculosis in Milan, 1903-1912. Prevention of lead poisoning of painters in England.

Netherlands.—*Maandschrift van het Centraal Bureau voor de Statistiek*. [The Hague.]

August 31, 1915 (Vol. 10, No. 8).—Review of the labor market, July 1915, and for August, 1915 (harbors and fishing); Labor-market conditions in the briquette industry during the first part of the season up to July 15, 1915; Employment of interned soldiers in the industries of The Netherlands (conditions up to the close of August). Employment office reports for 1915; Unemployment and unemployment insurance, July, 1915; Unemployment in the building trades, second quarter, 1915; Strikes and lockouts, July, 1915; Wholesale and retail prices. Miscellaneous reports of social and economic import (population, housing, building inspection, pensions, industrial accidents, postal savings banks, war measures, trade union activities, factory inspection, 1913, emigration, 1914, etc.). Foreign countries and the war (Great Britain, Ireland, Austria, Sweden, Belgium). Foreign countries: Labor market; Employment offices; Strikes and lockouts; Wholesale and retail prices, etc. Statistical tables: Labor market (building, mines, harbor work); Employment exchanges, July, 1915; Building and housing inspection, July, 1915; Factory licenses, July, 1915; State revenues, July, 1915. Laws and official documents concerning railroad employees, etc.

New South Wales.—*Industrial Gazette issued by the Department of Labor and Industry*. Sydney.

July, 1915.—Introductory matter. The industrial situation, June, 1915: Industrial arbitration and the war; Questions of the cost of living and the minimum wage; Emergency legislation; Dislocations in industries; Employment and Unemployment. The statute law of industrial import in the State of New South Wales; Awards continued by and made under the Industrial Arbitration Act, 1912; Factories and Shops Act, 1912; Early closing acts; Records of conciliation committees; Judicial and quasi-judicial proceedings. Departmental records, June, 1915: Chief inspector of factories office; Gas examiner's office; Industrial registrar's office; Investigation office; Labor Exchanges. Records of industrial boards; Awards gazetted from June 10 to July 14, 1915; Industrial Agreements filed from June 10 to July 14, 1915; Abridgment of records; Compendium of titles to awards published in this part; Table of industrial agreements published in this part. Labor exchange supplement No. 4.

New Zealand.—*Journal of the Department of Labor*. Wellington.

August, 1915.—Labor. Conditions of employment and trade. Women's employment branches (reports). Union reports. Recent legal decisions. Industrial union levies. Master and servant. Recent legal decisions affecting labor in Great Britain. Statistical: Persons assisted to employment during July, 1915; Cooperative works in New Zealand; Accidents in factories reported up to July 27, 1915; Accidents reported under the scaffolding inspection act; Additional unions registered under the industrial conciliation and arbitration act, 1908; Additional unions canceled under the industrial conciliation and arbitration act, 1908; Current retail prices, July 15, 1915; Retail prices, June quarter, 1915; and War increases. Special articles on employment in Germany in March; Retail food prices in Berlin in March; Disabled sailors and soldiers.

Spain.—*Boletín del Instituto de Reformas Sociales. Publicación Mensual*. Madrid.

August, 1915.—Report of the Secretary's office and of the special divisions. Strikes, July, 1915. Retail prices October, 1914, to March, 1915, inclusive. Conventions and congresses. Proposed legislation.

Sweden.—*Sociala Meddelanden Utgivna av K. Socialstyrelsen*. Stockholm.

No. 8, 1915.—State and municipal measures pending the war: Reports of the state unemployment commission; Aid to unemployed tobacco workers; Organization of local unemployment aid; State war insurance bureau. The labor market, second quarter, 1915; Unemployment among trade union members, April 1, May 1, June 1,

1915; Form of statistics of consumption of alcohol; Agricultural credit for peasant proprietors; Norwegian trade disputes law; Cooperative stores movement, 1914; Strikes and lockouts in Sweden, first and second quarters, 1915; Reports of the factory inspectors, April-June, 1915; Reports of the factory inspectors on fatal industrial accidents. Brief notices: Labor disputes in Denmark, 1913, Netherlands, 1913-14; Report of the State insurance institute, January-July, 1915; Amended Norwegian sickness insurance law; Recent reports of the labor market (England, Finland, Germany); Travel aid to the unemployed; Public employment exchanges in Finland, 1914; Municipal poor relief, 1913; Retail prices in England, June, 1915; Deaths from tuberculosis in Sweden, 1906-1910. Public employment bureaus in Sweden, July, 1915; Review of retail prices of food commodities, July, 1915; Retail food prices in Sweden, 1904 to July, 1915; Retail prices by localities, July, 1915; Prices of farm animals in Sweden, 1904 to July, 1915; Fish prices in Stockholm, July, 1914, to July, 1915; Reports from the royal pension bureau.

BUREAUS OF LABOR, INDUSTRIAL COMMISSIONS, ETC., AND THEIR CHIEF OFFICIALS.

State.	Name of bureau.	Name and title of chief official.		Location of bureau.
		Name.	Title.	
United States.....	Bureau of Labor Statistics.	Royal Meeker.....	Commissioner.....	Washington, D. C.
Arkansas.....	{Bureau of labor and statistics.	{J. C. Clary..... M. J. McMahon.....	{.....do..... Deputy commissioner.	Little Rock. Do.
California.....	Bureau of labor statistics.	John P. McLaughlin.	Commissioner.....	948 Market Street, San Francisco.
Colorado.....	do.....	Axel Swanson.....	Deputy commissioner.	Denver.
Connecticut.....	Department of labor and factory inspection.	Wm. S. Hyde.....	Commissioner.....	Hartford.
Georgia.....	{Department of commerce and labor.	{H. M. Stanley..... J. T. Derry.....	{.....do..... Assistant commissioner.	Atlanta. Do.
Hawaii.....	Department of immigration, labor, and statistics.	Ralph A. Kearns..	Acting commissioner.	Honolulu.
Idaho.....	Bureau of immigration, labor, and statistics.	S. J. Rich.....	Commissioner.....	Boise.
Illinois.....	Bureau of labor statistics.	L. D. McCoy.....	Secretary.....	Springfield.
Indiana.....	Bureau of statistics....	T. W. Brolley.....	Chief.....	Indianapolis.
Iowa.....	Bureau of labor statistics.	A. L. Urick.....	Commissioner.....	Des Moines.
Kansas.....	Department of labor and industry.	P. J. McBride.....	.....do.....	Topeka.
Kentucky.....	Department of agriculture, labor, and statistics.	J. W. Newman.....	.....do.....	Frankfort.
Louisiana.....	Bureau of labor and industrial statistics.	Wm. McGilvray..	.....do.....	New Orleans.
Maine.....	Department of labor and industry.	Roscoe A. Eddy..	.....do.....	Augusta.
Maryland.....	Bureau of statistics and information.	Frank A. White..	Chief.....	Baltimore.
Massachusetts.....	Bureau of statistics....	C. F. Gettemy....	Director.....	Boston.
Do.....	{State board of labor and industries(5 members)	{Alfred W. Donovan Mrs. Mary H. Dewey John F. Tobin... James A. Donovan Dr. Alfred H. Quessy Edwin Mulready..	{Chairman..... Commissioner of Labor.	{721A New Albion Building, No. 1 Beacon Street, Boston.
Michigan.....	Department of labor..	{J. V. Cunningham.. Fred A. Zierleyn..	{Commissioner..... Deputy commissioner.	Lansing. Do.
Minnesota.....	Department of labor and industries.	W. F. Houk.....	Commissioner	St. Paul.

Bureaus of labor, industrial commissions, etc., and their chief officials—Concluded.

State.	Name of bureau.	Name and title of chief official.		Location of bureau.
		Name.	Title.	
Missouri.....	{Bureau of labor statistics.	J. T. Fitzpatrick.. H. P. Reeds.....	Commissioner.... Deputy commis- sioner.	Jefferson City, Do.
Montana.....	Department of labor and industry.	John L. Bradley.. A. T. Edmonston..	.....do..... Supervisor of statistics.	Do. Do.
Nebraska.....	Bureau of labor and industrial statistics.	W. J. Swindlehurst.	Commissioner....	Helena.
Nevada.....	Bureau of labor.	Chas. W. Pool....	Deputy commis- sioner.	Lincoln.
New Hampshire.....	.....do.....	W. E. Wallace....	La b o r commis- sioner.	Carson City.
New Jersey.....	Department of labor.	J. S. B. Davie....	Commissioner....	Concord.
		Lewis T. Bryant..	.....do.....	Trenton.
		John I. Holt.....	Assistant commis- sioner.	Do.
		John Mitchell.....	Chairman.....	Albany.
New York.....	{State industrial commission.	Jas. M. Lynch.....	.....do.....	Address of board,
		Wm. H. H. Rogers..	.....do.....	381 Fourth Avenue, New York
		Louis Wiard.....	.....do.....	City.
North Carolina....	Department of labor and printing.	Edward P. Lyons..	Secretary.....	Raleigh.
North Dakota.....	Department of agriculture and labor.	Henry D. Sayer..	Commissioner....	
		M. L. Shipman....	.....do.....	Bismarck.
Ohio.....	{Industrial commission (3 commissioners).	Wallace D. Yaple..	Chairman.....	Columbus.
		Herbert L. Eliot..	Vice chairman..	Do.
		T. J. Duffy.....	.....do.....	Do.
		George L. Stoughton.	Secretary.....	Do.
Oklahoma.....	Department of labor.	W. G. Ashton....	Commissioner....	Oklahoma.
Oregon.....	Bureau of labor statistics and inspection of factories and work-shops.	O. P. Hoff.....	.....do.....	Salem.
Pennsylvania.....	Department of labor and industry.	John P. Jackson..	Commissioner....	Harrisburg.
Do.....	{Industrial board (5 members).	John P. Jackson..	Commissioner of labor and industry.	Address of board, Harrisburg.
		Mrs. Samuel Sample.	.....do.....	
		James C. Cronin..	.....do.....	
		Geo. S. Comstock..	.....do.....	
		Maj. John P. Wood.	.....do.....	
Philippine Islands.	Bureau of labor.....	Manuel Tinio.....	Director.....	Manila.
Porto Rico.....	.....do.....	F. C. Roberts.....	Chief.....	San Juan.
Rhode Island.....	Bureau of industrial statistics.	G. H. Webb.....	Commissioner....	Providence.
South Carolina....	Department of agriculture, commerce, and industries.	E. J. Watson.....	.....do.....	Columbia.
Texas.....	Bureau of labor statistics.	C. W. Woodman..	.....do.....	Austin.
Utah.....	Bureau of immigration, labor, and statistics.	H. T. Haines.....	.....do.....	Salt Lake City.
Virginia.....	Bureau of labor and industrial statistics.	J. B. Doherty....	.....do.....	Richmond.
Washington.....	Bureau of labor.....	Edw. W. Olson....	.....do.....	Olympia.
West Virginia.....	.....do.....	Jack H. Nightingale.	.....do.....	Charleston.
		J. D. Beck.....	Chairman.....	Madison.
		Fred M. Wilcox..	.....do.....	Do.
Wisconsin.....	{Industrial commission (3 commissioners).	George P. Hambrecht.	.....do.....	Do.
		P. J. Watrous....	Secretary.....	Do.

STATE BUREAUS CHARGED WITH ENFORCEMENT OF FACTORY INSPECTION LAWS, AND CHIEF INSPECTION OFFICIALS.

State.	Name of bureau.	Name and title of chief official.		Location of bureau.
		Name.	Title.	
Alabama.....		W. H. Oates, M. D.	Inspector of jails, almshouses, cotton mills, or factories.	Box 282, Montgomery.
Arkansas.....	Bureau of labor and statistics.	J. C. Clary.....	Commissioner.....	Little Rock.
Do.....	Department of health.		Commissioner of health.	
California.....	Bureau of labor statistics.	John P. McLaughlin.	Commissioner.....	948 Market Street, San Francisco.
Do.....	Industrial accident board.	A. J. Pillsbury....	Chairman.....	Underwood Building, 525 Market Street, San Francisco.
Colorado.....	Bureau of labor statistics.	Alex. Swanson....	Deputy commissioner of labor and chief factory inspector.	Denver.
Connecticut.....	Department of labor and factory inspection.	J. J. McPartland..	Factory inspector.	Hartford.
Delaware.....		Wm. Gibbons.....	Child labor inspector.	Ford Building, Wilmington.
		Miss Mary S. Malone.	Inspector for 10-hour law.	507 Washington Street, Wilmington.
		Dr. Wm. R. Mesick.	Inspector of canneries.	Rehoboth Beach.
Florida.....	Office of State labor inspector.	J. C. Privett.....	State labor inspector.	Room 6, Baldwin Building, Jacksonville.
Illinois.....	Department of factory inspection.	Oscar F. Nelson..	Chief.....	608 South Dearborn Street, Chicago.
Indiana.....	Industrial board.....	Edgar A. Perkins.	Chief inspector....	Room 120, State Capitol, Indianapolis.
Iowa.....	Bureau of labor statistics.	A. L. Urlick.....	Commissioner.....	Des Moines.
Kansas.....	Department of labor and industry.	P. J. McBride.....	Commissioner of labor and industry and ex officio State factory inspector.	Topeka.
Kentucky.....	Bureau of agriculture, labor, and statistics..	J. W. Newman....	Commissioner.....	Frankfort.
		Harry M. Leslie..	Labor inspector...	307 Kentucky Title Building, Louisville.
Louisiana.....	Bureau of statistics of labor.	Wm. McGilvray..	Commissioner.....	New Orleans.
		Mrs. Martha D. Gould.	Factories inspector of Orleans Parish.	Room 11, City Hall, New Orleans.
Maine.....	Department of labor and industry.	Roscoe A. Eddy..	Commissioner of labor and State factory inspector	Augusta.
Maryland.....	Bureau of statistics and information.	Frank A. White...	Chief.....	Baltimore.
Do.....	Women's 10-hour bureau.	Miss Sarah F. Martin.	Chief inspector....	Equitable Building, Baltimore.
Massachusetts.....	State board of labor and industries.	Alfred W. Donovan.	Chairman.....	721A New Albion Building, No. 1, Beacon Street, Boston.
		Edwin Mulready..	Commissioner of labor.	
Michigan.....	Department of labor..	J. V. Cunningham.	Commissioner of labor and chief factory inspector	Lansing.
Minnesota.....	Department of labor and industries.	W. F. Houk.....	Commissioner; chief inspector.	St. Paul.
Missouri.....	Department of factory inspection.	A. S. Johnston....	Chief inspector....	Fullerton Building, St. Louis.
Nebraska.....	Bureau of labor and industrial statistics.	Chas. W. Pool....	Deputy commissioner of labor and factory inspector.	Lincoln.
Nevada.....	Bureau of labor.....	W. E. Wallace....	Labor commissioner.	Carson City.

State bureaus charged with enforcement of factory inspection laws, and chief inspection officials—Concluded.

State.	Name of bureau.	Name and title of chief official.		Location of bureau.
		Name.	Title.	
New Hampshire....	Bureau of labor.....	J. S. B. Davie....	Labor commissioner and factory inspector.	Concord.
Do.....	Board of health.....	Irving A. Watson, M. D.	Secretary.....	
New Jersey.....	Department of labor..	Lewis T. Bryant..	Commissioner.....	Trenton.
New York.....	State industrial commission.	John Mitchell.....	Chairman ¹	Albany.
Ohio.....	Industrial commission.	{Wallace D. Yaple. T. P. Kearns.....	Chairman..... Chief deputy, division of work-shops, factories, and public buildings.	Columbus.
Oklahoma.....	Department of labor..	C. L. Daugherty...	Commissioner.....	Guthrie.
Oregon.....	Bureau of labor statistics and inspection of factories and work-shops.	O. P. Hoff.....	Commissioner of labor and factory inspector.	Salem.
Do.....	Child labor commissioner.	H. G. Kundret....	Chairman.....	
Pennsylvania.....	Bureau of inspection, department of labor and industry.	{John Price Jackson Lew R. Palmer...	Commissioner..... Chief inspector....	Harrisburg.
Rhode Island.....	Office of factory inspectors.	J. Ellery Hudson..	.....do.....	
South Carolina.....	Department of agriculture, commerce, and industries.	E. J. Watson.....	Commissioner.....	Room 306, State House, Providence, Columbia.
Tennessee.....	Department of work-shop and factory inspection.	W. L. Mitchell....	Chief inspector....	Nashville.
Do.....	State board of health..			
Texas.....	Bureau of labor statistics.	C. W. Woodman...	Commissioner.....	Austin.
Utah.....	Bureau of immigration, labor, and statistics.	H. T. Haines.....	.....do.....	Salt Lake City.
Vermont.....	Office of factory inspector.	Allan Calhoun....	Factory inspector	Middleburg.
Virginia.....	Bureau of labor and industrial statistics.	J. B. Doherty.....	Commissioner.....	Richmond.
Washington.....	Bureau of labor.....	Edward W. Olson..	Commissioner of labor.	Olympia.
West Virginia.....	.....do.....	Jack H. Nightingale.	Commissioner.....	Wheeling.
Wisconsin.....	Industrial commission.	{J. D. Beck..... C. W. Price.....	Chairman..... Assistant to commission.	Madison.

¹ The first deputy commissioner of labor is inspector general of the State. The State is divided into 2 factory inspection districts with a chief factory inspector under the commissioner of labor in charge of each.

MINIMUM WAGE BOARDS.**Arkansas.**—Minimum Wage Commission (3 members):

J. C. Clary.

Miss Eva Reichardt.

Miss Mary H. McCabe.

California.—Industrial Welfare Commission (5 members):

Hon. Frank J. Murasky, judge of superior court, chairman.

Mrs. Katherine Philips Edson.

A. B. C. Dohrmann.

A. Bonnheim.

Walter G. Matthewson.

H. A. Scheel, secretary.

Address of commission: San Francisco.

Colorado.—State Wage Board (3 members):

W. H. Kistler, president.

Mrs. Martha Slothower.

Mary C. Porter.

Address of board: Capitol Building, Denver.

Kansas.—Minimum Wage Commission (3 members):

P. J. McBride, chairman.

John Craddock.

Mrs. Genevieve M. Chalkley.

Massachusetts.—Minimum Wage Commission (3 commissioners):

Rev. Robert Bisbee, chairman.

Arthur N. Holcombe.

Mabel Gillespie.

E. Nathalie Matthews, secretary.

Address of commission: Rooms 720-721, New Albion Building, 1 Beacon Street Boston.

Minnesota.—Minimum Wage Commission (3 members):

W. F. Houk, commissioner of labor, chairman.

A. H. Lindeke.

Eliza P. Evans, secretary.

Address of commission: St. Paul.

Nebraska.—Minimum Wage Commission:

Not yet appointed.

Oregon.—Industrial Welfare Commission (3 members):

Edwin V. O'Hara, chairman.

Bertha Moores.

Amedee M. Smith.

Miss Caroline J. Gleason, secretary.

Address of commission: 610 Commercial Block, Portland.

Utah.—No board. Commissioner of immigration, labor, and statistics charged with enforcement of law.

Washington.—Industrial Welfare Commission (5 members):

Edw. W. Olson, commissioner of labor, chairman.

Mrs. Jackson Silbaugh, secretary.

M. H. Marvin.

Mrs. Florence H. Swanson.

Mrs. W. H. Udall.

Address of commission: Olympia.

Wisconsin.—Industrial Commission (3 commissioners):

J. D. Beck, chairman.

Fred M. Wilcox.

George P. Hambrecht.

P. J. Watrous, secretary.

Address of commission: Madison.

WORKMEN'S COMPENSATION AND INSURANCE COMMISSIONS.

California.—Industrial Accident Commission (3 commissioners):

A. J. Pillsbury, chairman.

Will J. French.

Harris Weinstock.

H. L. White, secretary.

Address of commission: Underwood Building, 525 Market Street, San Francisco.

Colorado.—Industrial Commission:

Gov. George A. Carlson, chairman.

E. E. McLaughlin.

W. C. Williams.

F. P. Lennon.

John E. Ramer, secretary of state, secretary ex officio.

Connecticut.—Workmen's Compensation Commission (5 commissioners):

Geo. E. Beers, chairman, New Haven.

Edward T. Buckingham, secretary, Bridgeport.

George B. Chandler, 209 Pearl Street, Hartford.

Dr. James J. Donohue, Willimantic.

Frederic M. Williams, chairman, Waterbury.

Illinois.—Industrial Board (3 members):

J. B. Vaughn, chairman.

P. J. Angsten.

Robert Eadie.

W. V. Conley, secretary.

Address of board: 1003-1004 City Hall Square Building, Chicago.

Indiana.—Industrial Board:

E. H. Perkins.

Chas. R. Hughes.

Samuel R. Artman.

H. S. Landers, secretary.

Iowa.—Iowa Industrial Commission:

Warren Garst, commissioner.

Address: Des Moines.

Maine.—Industrial Accident Board:

Eben F. Littlefield, chairman.

E. J. Carter.

R. G. Eddy.

Maryland.—Industrial Accident Commission:

John B. Hanna, chairman.

Charles D. Wagaman.

James Higgins.

Howard C. Hill, secretary.

Address: Baltimore.

Massachusetts.—Industrial Accident Board (5 members):

Frank J. Donahue, chairman.

Dudley M. Holman.

David T. Dickinson.

Thomas F. Boyle.

Joseph A. Parks

Robert E. Granfield, secretary and executive officer.

Address of board: New Albion Building, 1 Beacon Street, Boston.

Michigan.—Industrial Accident Board (3 members):

John E. Kinnane, chairman.

J. A. Kennedy.

Thos. B. Gloster.

Gilbert N. Dickson, secretary.

Address of board: Oakland Building, Lansing.

Montana.—Industrial Accident Board:

A. E. Spriggs, chairman.

William Keating.

W. J. Swindlehurst.

Nevada.—Industrial Commission (3 members):

John J. Mullin, chairman.

H. A. Lemmon.

William E. Wallace.

Address of commission: Carson City.

New Jersey.—Employers' Liability Commission (6 members):

Wm. B. Dickson, president.

Samuel Botterill.

J. Wm. Clark.

John T. Cosgrove.

Walter E. Edge.

Edward K. Mills.

Wm. E. Stubbs, secretary.

Address of commission: Trenton.

New York.—State Industrial Commission:

John Mitchell, chairman.

Jas. M. Lynch.

Wm. H. H. Rogers.

Louis Wiard.

Edward P. Lyons.

Henry D. Sayer, secretary.

Address of commission: Capitol Building, Albany.

Ohio.—Industrial Commission (3 commissioners):

Wallace D. Yaple, chairman.

Herbert L. Eliot, vice chairman.

T. J. Duffy.

George L. Stoughton, secretary.

Address of commission: Columbus.

Oklahoma.—Industrial Commission:

A. A. McDonald, chairman.

W. C. Jackson.

W. L. Blessing.

Oregon.—State Industrial Accident Commission (3 commissioners):

Wm. A. Marshall, chairman.

Harvey Beckwith.

C. D. Babcock.

F. W. Hinsdale, secretary.

Address of commission: Salem.

Pennsylvania.—Workmen's Compensation Board:

Harry Mackey, chairman.

J. W. Leech.

John A. Scott.

Texas.—Industrial Accident Board (3 members):

T. H. McGregor, chairman.

Henderson Fowles.

J. H. Fricke.

W. R. Long, secretary.

Address of board: Austin.

Vermont.—Industrial Accident Board:

Robert W. Simonds, chairman.

Sanford Daniels.

Fred T. Pease.

Washington.—Industrial Insurance Commission (3 commissioners):

Floyd L. Daggett, chairman.

Clarence Parker.

Ambrose B. Ernst.

P. Gilbert, secretary.

Address of commission: Olympia.

West Virginia.—Compensation Commissioner:

Lee Ott, commissioner.

C. L. Topping, secretary.

Wisconsin.—Industrial Commission (3 commissioners):

J. D. Beck, chairman.

Fred M. Wilcox.

George P. Hambrecht.

P. J. Watrous, secretary.

Address of commission: Madison.

BUREAUS OF LABOR IN FOREIGN COUNTRIES.

Country.	Name of bureau.	Chief official.	Location of bureau.	Title of publication.	Frequency of issue.
Argentina....	Departamento Nacional del Trabajo.	Presidente..	Buenos Aires.	Boletin del Departamento nacional del Trabajo.	Monthly.
Australia....	Labor and Industrial Branch (Bureau of Census and Statistics, Department of Home Affairs).	Commonwealth Statistician.	Melbourne..	Labour Bulletin..	Quarterly.
New South Wales.	Department of Labor and Industry.	Minister of Labor and Industry.	Sydney.....	New South Wales Industrial Gazette.	Monthly.
Queensland.	Department of Labor.....	Director.....	Brisbane.....	.....	.....
Austria.....	K. K. Arbeitsstatistisches Amt im Handelsministerium.	Vorstand...	Vienna.....	Soziale Rundschau	Do.
Belgium.....	Office du Travail (Ministère de l'Industrie et du Travail).	Directeur General.	Brussels....	Revue du Travail.	Do.
Canada.....	Department of Labor.....	Minister of Labor.	Ottawa.....	Labour Gazette...	Do.
Ontario....	Bureau of Labor (Department of Public Works).	Secretary...	Toronto.....	.....	.....
Chile.....	Oficina de Estadística del Trabajo.	Jefe.....	Santiago....	Boletin de la Oficina del Trabajo.	Do.
Denmark.....	Direktoratet for arbejds, og fabriktilsynet.	Direktor....	Copenhagen.	.....	.....
Finland.....	Industriстыrelsen (Keiserialla Senaten).	.....do.....	Helsingfors..	Arbetsstatistisk Tidskrift.	Bimonthly.
France.....	Office du Travail (Ministère du Travail et de la Prévoyance Sociale).	Directeur...	Paris.....	Bulletin du Ministère du Travail et de la Prévoyance Sociale.	Monthly.
Germany....	Abteilung für Arbeiterstatistik, Kaiserliches Statistisches Amt (Ministerium des Innern).	Präsident...	Berlin.....	Reichsarbeitsblatt	Do.
Great Britain.	Department of Labor Statistics (Board of Trade).	Director.....	London.....	Board of Trade Labour Gazette.	Do.
Greece.....	Division of Labor and Social Welfare (Department of Industry) (Tmema Ergasias Kai Koinonikes Pronomias—Upourgeo tes Ethnikes Oikonomias).	.....	Athens.....	.....	.....
Italy.....	Ufficio del Lavoro (Ministero di Agricoltura, Industria e Commercio).	Direttore Generale.	Rome.....	Bollettino dell' Ufficio del Lavoro.	Monthly, semi-monthly.
Mexico.....	Departamento del Trabajo	.....	Mexico City.	Boletin del Departamento del Trabajo.	Monthly.
Netherlands..	Directie van den Arbeid (Departement van Landbouw, Nijverheid en Handel).	Directeur Generaal.	The Hague..	.....	Do.

Bureaus of labor in foreign countries—Concluded.

Country.	Name of bureau.	Chief official.	Location of bureau.	Title of publication.	Frequency of issue.
New Zealand.	Department of Labor.....	Minister of Labor.	Wellington..	Journal of the Department of Labour.	Monthly.
Norway.....	Socialavdelingen (Departementet for Sociale Saker, Handel, Industri og fiskeri).	Direktor....	Christiania..	Sociale Meddelelser	Bimonthly.
Peru.....	(1).....	.....	.....	.....	.....
Porto Rico...	Negociado del Trabajo.....	Jefe.....	San Juan...	Boletin.....	Irregular.
Portugal.....	República do trabalho industrial (Direcção geral do comércio e indústria) Ministério do fomento.	.....	Lisbon.....	Boletim do Trabalho Industrial.	Do.
Roumania....	(2).....	.....	.....	.....	.....
Servia.....	Section for Industry, Trade, and Social Legislation (Ministry of Political Economy) (Ministar Narodne Privrede).	.....	Sofia.....	.....	.....
South Africa..	(3).....	.....	.....	.....	.....
Spain.....	Instituto de Reformas Sociales.	Secretario General.	Madrid.....	Boletin del Instituto de Reformas Sociales.	Monthly.
Do.....	Dirección General de Comercio, Industria y Trabajo.	Director.....	.....do.....	Boletin Oficial de Comercio, Industria y Trabajo.	Do.
Sweden.....	K. K. Socialstyrelsen.....	Direktor....	Stockholm..	Sociale Meddelanden.	Do.
Switzerland..	Secretariat Ouvrier Suisse (semiofficial).	Secrétaire...	Zurich.....	.....	.....
Uruguay.....	Oficina del Trabajo (Ministero de Industrias, Trabajo e Instrucción Publica).	.....	Montevideo.	Boletín de la Oficina del Trabajo.	Quarterly.
International.	International Labor Office.	Director.....	Basel, Switzerland.	Bulletin.....	Irregular.

¹ Special labor division in the police department created in 1913, but its scope of investigation, etc., limited to the cities of Lima and Callao.

² A general ministry of commerce and industry.

³ Only a public employment office (labor department) in the ministry of mines and industry.

