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NEW TRADE AGREEMENT IN THE DRESS AND WAIST INDUSTRY OF NEW YORK CITY.

BY BORIS EMMET, PH. D.

A trade agreement, radically different from those formerly in existence,¹ has recently been signed between the New York Dress and Waist Manufacturers' Association and the International Ladies' Garment Workers Union, as representing its locals, Nos. 10, 25, and 58. The agreement covers the majority of the larger shops of the industry—about 170 in number—with a total employed of about 15,000. The standards of pay and work specified are, however, in force throughout the entire industry in New York City and affect more than 25,000 workers.

A true appreciation of the novelty of some of the principal features of this new agreement may be obtained by comparing its main provisions with the main features of the so-called protocol agreements which were in force in the industry prior to this year. The protocol agreements were based largely upon the principle of arbitration. A board of arbitrators, consisting of one representative of each side, and presided over by an impartial outsider, governed the industry. Differences of opinion regarding general policies as well as individual and shop controversies were subject to the jurisdiction of this supreme tribunal.

The new agreement eliminates, to a very great extent, this method of adjusting differences. Arbitration is replaced by conciliation through a board of grievances consisting of an equal number of representatives from each side, without the assistance of outsiders. Unlike its predecessor, the new agreement is definite and inflexible. None of its provisions are subject to arbitration or interpretation by an outside party. Individual or shop disputes or grievances may, however, as of old, be submitted, in instances of deadlock, to arbitration.

Another radical departure from the former protocol agreements relates to discharges. Under the so-called protocol system of collective bargaining each case of discharge was subject to the review

¹ The nature and workings of the earlier (protocol) agreements in the New York dress and waist industry were described in detail in Bulletin 145 of the Bureau of Labor Statistics, and in a special study entitled "Trade agreements in the women's clothing industries of New York City," MONTHLY REVIEW for December, 1917, pp. 30-34.

of an arbitrator, with full power to reinstate the discharged employee. This arrangement, although satisfactory to the employees, was frequently obnoxious to the employer for the reason, it was said, that it became almost impossible to get rid of a worker without demonstrating gross incompetence or dishonesty. The new agreement substitutes a dismissal penalty wage, as an alternative for reinstatement, in certain cases of unjustifiable discharge. The dismissal wage alternative to reinstatement can not, however, be applied in cases of workers discharged for union activity. These must be reinstated.

The third innovation in the agreement relates to measures to be utilized to prevent individuals or groups of workers from resorting to shop strikes for the purpose of adjusting grievances. Workers unwilling to return to their work upon order of their union officials, and within 24 hours, are to be considered as having automatically forfeited their positions.

As pointed out in detail elsewhere in this article, the agreement grants substantial increases in wages to all workers and provides for a 44-hour week.

NEGOTIATIONS FOR RENEWAL OF AGREEMENT AND GENERAL STRIKE.

The old agreement, originally signed January 18, 1913, and subsequently amended a number of times, expired on December 31, 1918. Conferences for its renewal began in the early part of December. Long before the expiration of the old agreement, however, both parties expressed dissatisfaction with many of its features and submitted proposals for a new agreement.

On December 11, 1918, the union presented to the Manufacturers' Association a set of new demands, containing, among others, the following: (1) Forty-four hour week; (2) a flat increase of 15 per cent to pieceworkers; (3) increases from \$1 to \$3 per week, to week workers; (4) request that all factory organization changes which might affect the interests of the employees be submitted to the union for its approval; (5) the employer to be prohibited from discharging employees without previous investigation by a committee of representatives of both sides; (6) provision that no work be sent to outside shops while workers of inside shop are not fully employed; (7) union representatives to have free access to employer's shop, unaccompanied by an association representative, for investigation purposes; (8) complete unionization of shops;¹ (9) employers to be held responsible for the labor conditions in their outside shops.

¹ The extent of recognition demanded by the union was considerably greater than accorded to it under the previous agreements. In the preferential union shops formerly in existence, the employer, at the request of the union, was required to discharge nonunion employees, "provided a union member in good standing competent for the class or grade of work to be done in such shop shall be at once available." The new demand regarding recognition virtually amounted to what is known as the closed shop.

A summary of the objections of the employers to the new demands of the workers was made public by the association in its official publication.¹ The following is a brief statement of some of the points contained therein: (1) The 44-hour week would make it impossible for the New York trade to compete with other markets; (2) the demand for a wage increase is unjust because it was understood that no new wage demands would be made at the December conference; (3) to make factory reorganizations contingent upon union approval would make the union a business partner, with full power of decision; (4) the demand for the discharge of nonunion workers before competent substitutes are furnished is, for the union, "a new way to cripple a manufacturer whom it dislikes"; the union demand that "lazy, impertinent, or troublesome workers be kept until a complaint in writing against them has been decided amounts to the worker winning his case before the trial begins"; (5) permission to send a walking delegate into the shops would amount to constant "snooping, disturbing, faultfinding, and trouble making"; (6) the employer should not be held responsible for labor conditions of outside shops over which he exercises only a nominal control.

As a basis for negotiation the employers' association presented to the union a set of counter proposals, as follows: (1) That the preferential union shop of the old agreement remain in force, but be not applied to stretchers of cloth and examiners; (2) that workers who in violation of agreement go on strike be deemed to have voluntarily quit their employment; (3) that employers be free in discharging employees, except for union activity; (4) that the employment of all workers be automatically terminated at the end of each season; (5) that the principle of arbitration in the settlement of policies for the industry be eliminated; (6) that the old provision for equal distribution of work during the dull seasons be eliminated; (7) that the weekly hours of labor remain as heretofore; (8) that no overtime pay be granted unless employee works full week, or 49 hours; (9) that shop chairmen and members of price committees be selected from among employees with a record of service with the firm of at least three months.

As may readily be seen from the above demands of the respective sides, each of the parties insisted on conditions considerably at variance with those which had governed the industry since 1913. The employers insisted on reducing somewhat the extent of union recognition, on the absolute right to discharge, and on the elimination, to a great extent, of the principle of arbitration. The employees desired a greater extent of union recognition and a further curtailment of the employer's power to discharge. This curtailment was to be effected

¹ Dress and Waist News, Jan. 31, 1919, pp. 6 and 7.

by specifically prohibiting discharges unless agreed to, in advance, by a committee representing the union and the association. The employees, in addition, requested a shorter working week and considerable increases in wages.

The issues regarding wages and hours were not of great importance in the controversy which ensued. Although opposing the union demands in this direction, the spokesmen of the Manufacturers' Association concentrated their energies on insisting on the following points: (1) The freedom of the employer to discharge; (2) the refusal to increase further the extent of union recognition; (3) the elimination of arbitrators from the industry; and (4) the penalizing, by discharge, of workers, who, in violation of the agreement, go on strike. The question of shop strikes was said to be of utmost importance for the reason that the number of such shop stoppages was constantly on the increase. These frequent and deliberate violations of the contract, it was claimed, went unpunished because the old agreement did not provide for effective means to stop them. To remedy this serious condition, the employers insisted upon the insertion, in the new agreement, of a provision to the effect that striking employees are to be deemed as having automatically forfeited their positions.

Repeated negotiations, which lasted more than two weeks, failed to bring any satisfactory solution regarding the principal points of contention between the parties. In order to enforce its demands, the union, January 21, 1919, called a general strike. The strike lasted about 10 weeks. It was brought to a close on April 9, 1919, when the agreement described in this report was signed.

PRINCIPAL FEATURES OF THE NEW AGREEMENT.

The agreement outlaws strikes and lockouts and provides agencies for the peaceful adjustment of grievances. In instances of shop strikes the union officials are obligated to restore the striking employees to their work within 24 hours. From the contents of the agreement it appears that after the expiration of the 24-hour period the striking employees are considered as having automatically forfeited their positions. This provision is to be considered a valuable and practical gain for the employers. The expiring agreement endeavored to eliminate stoppages of work by specifying that union officials be given a "reasonable opportunity" to put their members back to work. Constant differences of opinion regarding the reasonable amount of time in which the workers were to return resulted frequently in stoppages extending over many days at a time.

The preferential union shop of the earlier agreements is to remain in force as heretofore. The weekly hours of labor are to be limited to 44. Overtime work is to be confined to 6 hours per week and to 1½ hours on any one day. It is to be paid for at double rate. As far as practicable, available work is to be distributed equally among all employees during the dull seasons. The employer, however, is given the option of eliminating head and apprentice cutters and pattern graders from this provision of the agreement.

Wage increases are granted to all workers. Pieceworkers are to receive an increase of 10 per cent over the prices which were in force on April 9, 1919. All week workers, except cleaners, drapers, dress pressers, and cutters, are to receive an increase of \$1.50 per week. Cleaners are to receive an increase of \$1 per week. Drapers, pressers, and cutters, except those most skilled (highest grade), are to receive an increase of \$2 per week. Most skilled cutters are granted an increase of \$3 per week. Increases are also granted to all other week workers.¹

The following legal holidays—paid for in full to the week workers—are to be observed in the industry: Washington's Birthday, Decoration Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas.

¹ The following table gives the weekly rates of wages in identical occupations, in force during the entire period of collective bargaining in the industry, since 1913 to date:

Weekly rates of wages in dress and waist industry on specified dates.

Occupation.	Rates in effect on—					
	Jan. 18, 1913.	Feb. 7, 1916.	Jan. 29, 1917.	Jan. 7, 1918. ^a	July 29, 1918. ^b	Apr. 7, 1919. ^c
Pressers (on woolens).....	\$20.00	\$23.00	\$25.00	\$27.00	\$31.00	\$33.00
Cutters:						
Grade A, first year.....	6.00	6.00	7.00	8.00	10.00	12.00
Grade B, second year.....	12.00	12.00	13.25	14.50	16.50	18.50
Grade C, third year.....	18.00	18.00	20.00	22.00	25.00	27.00
Grade D, fourth year, but not full-fledged.....	(c)	21.00	23.00	25.00	28.00	30.00
Grade E, fourth year, full-fledged.....	25.00	25.00	27.50	29.50	33.00	35.00
Grade F, 1 year after becoming full-fledged.....	(c)	27.50	29.00	31.00	35.00	38.00
Examiners.....	10.00	11.50	12.50	14.00	16.00	17.50
Drapers.....	14.00	15.00	16.50	18.00	21.00	23.00
Joiners.....	12.00	13.00	14.30	15.50	17.50	19.00
Finishers.....	8.00	9.50	10.50	12.00	14.00	15.50
Sample makers.....	14.00	15.00	16.50	18.00	21.00	22.50
Ironers, male.....	15.00	16.50	18.50	20.00	23.00	24.50
Ironers, female.....	12.00	14.00	15.50	17.00	19.00	20.50
Cleaners, girls:						
Under 16, first year.....	6.00	{	6.00	7.00	8.00	9.00
Under 16, second year.....			7.00	8.00	9.00	10.50
16 and over, first year.....	(d)		7.00	8.00	9.00	10.50
16 and over, second year.....	(d)		8.50	9.50	10.50	12.00
						13.00

^a All pieceworkers granted an increase of $\frac{1}{2}$ per cent.

^b All pieceworkers granted an increase of 10 per cent.

^c No such grade.

^d \$38 per week if required to do pattern grading.

^e Not specified.

METHODS FOR PIECE-RATE MAKING.

The new agreement modifies considerably the methods to be resorted to in the making of piece rates. The so-called schedule or log system of rate making is to prevail, except in cases of disagreement on the part of the respective clerks regarding its practicability.¹ In such instances the employer is given the privilege of putting the log system into operation. This privilege is, however, subject to the right of the employees to file complaints charging unfairness in the working of the system. Controversies regarding the application of the log system are to be adjusted through the regular grievance adjustment channels of the industry.

Piece rates for the making of specific garments are to be agreed upon not later than one week after the commencement of work on the garment in question. After one week the employees are given the option of refusing to work on garments on which the rates are unsettled. The rates of pay for the work done during the initial week are to be determined by the employer. The employees concerned are, however, privileged to file complaints charging underpayment, and to receive back pay if the grievance adjustment agency so orders.

AGENCIES FOR THE ADJUSTMENT OF GRIEVANCES.

For the purpose of adjusting grievances each of the parties to the agreement is to appoint a chief clerk, who may act through deputies. The chief clerks of the respective sides, or their deputies, are to investigate all complaints, and endeavor, to the limit of their ability, to adjust the difficulty. All decisions made by them are conclusive and binding upon both parties. In the event of failure to agree on the part of the clerks, the controversy is to be submitted for determination to a grievance board.

Each of the parties are to appoint an equal number of representatives, not exceeding four. The persons so appointed are to constitute a grievance board, the function of which is the settlement of controversies arising by reason of a disagreement between the clerks. The determinations of the grievance board on all matters submitted to it are conclusive and binding upon both parties. The board has the power to impose fines and other penalties upon offending organizations, establishments, or individuals.

Individual or establishment controversies upon the disposition of which the grievance board fails to agree are to be submitted for

¹ The so-called log system of piece-rate making involves the subdivision of the garment into parts for rate-making purposes and the setting of a rate on each specific part. The rate, as far as practicable, is to be based upon the number of labor hours consumed in the making of the specific part. The final piece rate paid is the equivalent of the number of labor hours multiplied by the standard hourly rate of pay for the particular kind of work. The advantage of the log system consists in the fact that changes in style (which very frequently amount only to changes in details) do not involve a reappraisal of the entire garment, but only of certain parts of it.

final adjudication to an impartial outside person, selected from a panel of persons mutually agreed to by both sides.

To facilitate the speedy adjustment of grievances rules of procedure to be followed by the grievance board were formulated and incorporated in the agreement. The grievance board is to meet on Tuesday and Friday of each week, except when unnecessary. All complaints are to be made in writing. Complaints filed (except those involving review of discharges) are deemed as automatically added to the current calendar of the board. All complaints filed on Saturday, Monday, and Tuesday of the week are to be deemed added to the succeeding Friday's calendar, and all complaints filed on Wednesday, Thursday, and Friday of the week are to be added to the calendar of the succeeding Tuesday. Grievances are to be heard and determined on the day for which they are set. Complaints not heard or settled at the appointed meeting of the board are considered as having been disagreed upon. All such cases are immediately to be submitted to an impartial person for final determination.

DISCHARGES.

The procedure in adjusting grievances involving discharges is distinctly different from that followed in other controversies. The adjustment of discharges is to be governed by the following rules: The first two weeks of employment are to be considered as probationary. During this period the employer is given absolute freedom to discharge employees. Discharged workers who have been in the firm's service more than two weeks are entitled to a review of their cases by the respective clerks of the association and the union. In the event of disagreement on the part of the clerks the discharge in question is to be reviewed by an impartial person, selected from the outside, by the mutual consent of both parties. The review is to determine whether the discharge was just or unjust.¹ A discharge found justifiable by the above-mentioned agencies is sustained and no further action taken. If, upon review, the discharge is found to be unjust, the case is to be disposed of in one of the following ways: (1) If the discharged worker had been employed for a period of more than two weeks, but less than four months, the employer is given the option of reinstating the employee or of paying him, in lieu of reinstatement, a dismissal wage or fine. The amount of the fine is to be fixed by the chief clerks of the respective sides or by an impartial person, but is to be not less than one week's pay nor more than six weeks' pay; (2) if the discharged worker has been employed for more than four months, the chief clerks or the impartial person (not the employer) are to agree whether the discharged worker is to

¹ The agreement defines the term unjust as "unfair, arbitrary, or oppressive."

be reinstated, or a dismissal wage or fine, in lieu of reinstatement, be granted to him (the amount to be granted is not to exceed six weeks' pay); (3) discharged workers are to be reinstated if it is found that they have been dismissed for union activity. Appeals from discharges for alleged union activity are, however, limited to members of price committees and the union representatives of the shop.

Under the previous agreements the industry, as a rule, was considered as being on a piecework basis. Employers who desired to change to week work (to develop better quality, for instance) had to get special permission from the union. Such permission, for a period not to exceed six months, was usually granted in return for an increase in week-work rates. At the expiration of this period a new permit had to be obtained, and as a prerequisite to that, another increase in weekly rates granted. The new agreement provides that all shops on a week-work basis on April 9, 1919, are to remain so until January 1, 1920. Thereafter the employer is given the option of either reverting to piecework or granting a new \$1.50 increase in the weekly rate of wages. No further increases, in return for a change to a week-work basis, are to be granted during the life of the agreement.

QUALIFICATIONS OF MEMBERS OF PRICE COMMITTEES.

The demand of the employers that workers who are members of shop price committees be selected from among their more permanent employees was, to a great extent, agreed to by the union. The new agreement specifies that only such workers as shall have been employed in the particular establishment for two months continuously shall be eligible for service on price committees. This provision is not to apply, however, to newly organized shops or to establishments where the proportion of employees with a continuous-service record of two months is less than 25 per cent.

JOINT BOARD OF SANITARY CONTROL.

The joint board of sanitary control of the industry, an institution created by the first collective agreement, in 1913, for the supervision of sanitation and the reduction of accident and fire hazards, is retained in the new agreement.

As already stated, the new agreement is rather inflexible. This inflexibility finds its expression in a provision to the effect that whatever is not specifically granted is reserved, and not subject to interpretation by arbitrators. Many provisions in the old agreement were ambiguous and subject to constant interpretations by the board of arbitration. The agreement is to run for 21 months, during which time neither the association nor the union may ask for changes.

TEXT OF THE AGREEMENT.

The text of the agreement is as follows:

ARTICLES OF AGREEMENT this 7th day of April, 1919, entered into between the Dress and Waist Manufacturers' Association of the city of New York, hereinafter for easy reference designated as the association, and Locals 25 (Ladies' Waist and Dressmakers Union), 10 (Cutters Union), and 58 (Buttonhole Makers and Button Sewers Union), of the International Ladies' Garment Workers Union, and the International Ladies' Garment Workers Union, hereinafter for easy reference collectively designated as the union, witnesseth:

1. OBLIGATION OF THE ASSOCIATION.

The association stipulates that every member of the association will comply with the terms of this contract.

2. PREFERENTIAL UNION SHOP.

Each member of the association shall maintain a "preferential union shop." A "preferential union shop" is hereby defined to be a shop in which the standards of safety, sanitation, working conditions, hours of labor, and rates of wages herein specified prevail, and in which members of the union in good standing shall be preferred in the hiring, employment, and retention of help, and in the distribution of work.

It is understood and agreed that the provisions hereof with respect to preference to union workers shall not apply to the parents and children of members of the association, and that the members of the association may employ their parents or children without regard to the latter's union affiliation.

3. CONTRACTS WITH NONASSOCIATION FIRMS.

The union agrees that all individual contracts entered into between such union and manufacturers not members of the association shall contain terms and conditions at least equal to those in this agreement specified.

The union agrees at all times and upon the written request of the association to permit the association to inspect all individual contracts entered into between the union and manufacturers of dresses or waists who are not members of the association.

4. HOURS OF LABOR.

A week's work shall consist of 44 hours either in six working days of not more than eight hours each on all days except the sixth, which shall consist of not more than four hours, or in five working days of not more than nine hours each. The working hours shall by mutual consent be arranged between the employers and their workers. The work shall not commence before 8 a. m. on any day, and no work shall be done after 12 noon on the sixth day, except as hereinafter provided. Workers observing Saturdays may work on Sundays instead.

5. PERIOD OF OVERTIME WORK.

Overtime work shall be limited to six hours in any one week and one and one-half hours in any one day, except on Saturdays and Sundays, as hereinafter provided.

No overtime work shall be permitted after 12 noon on Saturdays or Sundays, except that all workers engaged in work upon a garment after the same has passed from the regular machine operators—to wit, drapers, finishers, examiners, pressers, ironers, buttonhole makers, button sewers and cleaners—shall be permitted to work not more than two hours' overtime on Saturday or Sunday afternoon, provided that said work-

ers have not already worked more than four hours' overtime during the other five days of the week.

Cutters may work overtime not more than two and one-half hours on any day on any or all of the first five days of the week.

6. PAY FOR OVERTIME WORK.

All week workers shall receive double pay for overtime work. All pieceworkers shall receive extra compensation for overtime work on the basis of the base rate fixed for a worker of average skill and experience.

7. INCREASES—PIECEWORKERS.

Pieceworkers shall receive an increase of 10 per cent on their present prices.

8. INCREASES—WEEK WORKERS.

All week workers, except cleaners, drapers, dress pressers, and cutters, shall receive an increase of \$1.50 per week.

All cleaners shall receive an increase of \$1 per week.

All drapers, dress pressers, and cutters, except highest grade, shall receive an increase of \$2 per week.

Highest grade cutters shall receive an increase of \$3 per week.

All operators, special machine workers, and all other workers now employed by the week for whom no minimum is fixed in this contract shall continue to be employed as week workers until December 31, 1919. The employers of such workers shall have the option on January 1, 1920, of either changing to piecework basis for said workers or of continuing to employ said workers as week workers for the further period of one year from January 1, 1920, to December 31, 1920, upon giving to said last-mentioned week workers an additional increase of \$1.50 per week on January 1, 1920.

9. WAGES—SCHEDULE FOR WEEK WORKERS.

The following shall be the minimum rates for week workers, inclusive of the increases provided for in paragraph 8:

Cutters: (a) A full-fledged cutter is hereby defined as one who shall have worked at his trade not less than three years, and who either shall have passed the examination hereinafter provided for or have been recognized by both the association and the union as full-fledged.

(b) Full-fledged cutters who have been such more than one year shall receive a minimum of \$38.

(c) Full-fledged cutters who have been such less than one year shall receive a minimum of \$35 per week.

(d) If, however, any such cutter shall be required to do pattern grading, then he shall at once receive a minimum of \$38 per week.

(e) Cutters' apprentices shall be divided into four grades, and their minimum weekly wages shall be as follows:

Grade A, apprentices of less than one year's standing, \$12.

Grade B, apprentices of more than one year, but less than two years' standing, \$18.50.

Grade C, apprentices of more than two years' but less than three years' standing, \$27.

Grade D, apprentices of more than three years' standing, but not yet passed or recognized as full-fledged cutters, \$30.

(f) The parties hereto shall appoint and maintain an examination board, to consist of an equal number of representatives of each organization, and such board shall have power to advance cutters' apprentices to the rank of full-fledged cutters, after an

apprenticeship of at least three years and a proper examination as to other qualifications.

(g) Apprentice cutters may be employed in the proportion of one to five full-fledged cutters or part of full-fledged cutters, full fledged in the sense as heretofore defined, except where any other proportion now obtains. Any deviation from the above rules shall not be permitted, except on consent of the chief clerks or grievance board or impartial chairman. If a new apprentice is hired to replace a former apprentice, he shall in no event receive less than the apprentice he replaced has received or would receive if retained, except that where the apprentice is graduated into the full-fledged cutter class, he may be replaced in accordance with the provisions of the first sentence of this subdivision.

10. OTHER WEEK WORKERS.

(a) Drapers.....	\$23.00
Joiners.....	19.00
Sample makers.....	22.50
Examiners.....	17.50
Finishers.....	15.50
Ironers—women.....	20.50
Ironers—men.....	24.50
Pressers.....	33.00

Cleaners: Girls, during the first year, \$11.50; during the second year, \$13.

11. WAGES—PIECEWORKERS.

The rates for all pieceworkers hereinafter specified shall be inclusive of the increases granted by paragraph 7 hereof.

(a) All operators, tuckers, hemstitchers, lace runners, closers, hemmers, sleeve setters, buttonhole makers, button sewers, pressers, and ironers shall be paid by the piece, except as hereinbefore provided.

(b) Rate—operators: The piece rate for operators shall be fixed on a basis which will yield to an average experienced worker not less than 50 cents for each hour of continuous work.

(c) Rate—pressers: The piece rate for pressers shall be fixed upon a basis which shall yield to the average experienced worker employed in pressing dresses not less than 64 cents per hour, and those employed in pressing waists not less than 50 cents per hour for each hour of continuous work.

12. PIECE RATE—OTHER WORKERS.

The piece rate for tuckers, closers, sleeve setters, hemmers, and buttonhole makers, shall be fixed on a basis which will yield to an average experienced worker not less than 65½ cents for each hour of continuous work, and to hemstitchers, lace runners, and button sewers not less than 50 cents.

13. DETERMINATION OF PIECE PRICES.

(a) The schedule or log system shall prevail in the fixing of piece rates, except where in the judgment of the chief clerks it is found to be impracticable to adopt or enforce this system. But should the chief clerks disagree, the schedule or log system shall, nevertheless, be introduced at the option of the employer, subject to complaint by the workers on the ground that it operates unfairly against them, which complaints shall be disposed of in the usual manner. In cases in which such schedule or log system shall have been found to be impractical for adoption as above provided, and in all cases until such system shall have been introduced, the prevailing method for determining piece rates shall continue. Under the operation of the schedule

or log system, the garments shall be divided, so far as practicable, into working parts, and a schedule rate shall be placed upon each of such parts, based, as far as practicable, upon the estimated number of solid hours it would take a worker of average skill and experience to make the part, multiplied by the standard base rate per hour, taking into account the quality of the work required, variations in material, and operating conditions in the factory, as well as the relation of such part to the other parts of the garment.

(b) Piece rates and the division of garments into parts shall be fixed by agreement between the employer and the price committee.

(c) All price disputes shall be adjusted not later than one week after the commencement of work upon garments the prices of which are unsettled. If said prices are not then adjusted, the workers shall not be required to work upon said garments and shall receive for the work done during the week aforesaid at the rates fixed by the employer, but the workers may, after the expiration of said week, file a complaint of underpayment with respect to said week's work. In the event an adjustment is reached, the workers shall receive pay for all work done on said garments at said adjusted rates.

14. PRICE COMMITTEE.

The price committee shall be elected, subject to the limitations hereinafter provided, by the employees in each shop, at the regular shop meeting, in the presence of the shop chairman.

15. PAYMENT OF WAGES.

Payment of wages shall be made in cash weekly and such wages shall include all piecework completed, accepted, and approved within 72 hours of such pay day.

16. MACHINERY FOR THE ADJUSTMENT OF DISPUTES.

Each of the parties to this agreement shall forthwith appoint and be represented by a chief clerk, who may act through deputies, who, in the first instance, shall investigate all claims, complaints, grievances, and disputes arising hereunder, and shall be charged with the responsibility, if possible, of adjusting and deciding such claims and grievances, and any decision made by such clerks or their deputies with respect to any of such matters shall be conclusive and binding upon the parties hereto. In the event the clerks fail to agree upon any complaint, grievance, or controversy between the association and the union, as herein specified, or between the manufacturer and his workers, as herein specified, except in case of the review of a discharge as hereinafter provided, such dispute shall be submitted for determination to the grievance board to be created and constituted as hereinafter provided.

In the event the clerks or their deputies agree upon a finding that either an employer or a worker has been guilty of an evasion or violation of a provision of this agreement, and it is certified by either of the clerks of the respective parties hereto or their deputies that in his judgment a penalty should be imposed upon the offending party, or in the event such finding is made by the grievance board, or such finding and certificate are made by the impartial chairman as hereinafter provided, said finding shall be considered by the grievance board, and the grievance board shall have the power to recommend to the respective organization of which such offending party is a member the fine or penalty to be imposed upon such offending party, and such fine or penalty may include expulsion from membership.

Each of the parties hereto agrees to appoint from time to time an equal number of representatives, not, however, exceeding four, and the persons so appointed shall constitute a board for the hearing and determination of all controversies arising by reason of a disagreement between the clerks of the respective organizations or their deputies, as hereinbefore provided, save and except upon a review of discharges as

hereinafter provided, and for the purpose of recommending the imposition of fines or penalties as hereinbefore provided. The determination of said grievance board on all matters herein submitted for determination to said board shall be conclusive upon the parties hereto.

The parties hereto agree to appoint umpires or impartial chairmen, who shall serve as herein provided. In the event there be an equal division between the members of said grievance board, the matter in dispute shall be submitted for determination to one of said impartial chairmen, and the determination of said impartial chairman shall be conclusive and binding upon the parties hereto.

17. CALENDAR AND PROCEDURE BEFORE GRIEVANCE BOARD.

The grievance board shall meet on Tuesday and Friday of each week, except when not necessary or when session is waived in writing by the clerks of the parties hereto or their deputies. All complaints of the parties hereto against each other shall be made in writing. Upon the filing of any complaint by either of the parties hereto with the other, except the review of a discharge, such complaint shall automatically be deemed added to the calendar of the grievance board. All complaints filed on Saturday, Monday, and Tuesday of the week shall be deemed added to the succeeding Friday's grievance board calendar, and all complaints filed on Wednesday, Thursday, and Friday of the week shall be deemed added to the calendar of the succeeding Tuesday and shall be heard and determined by said grievance board on the day for which they are set, provided, however, that the party making the complaint shall be ready to proceed through its clerk with an investigation and adjustment thereof, at least 48 hours prior to the date of the grievance board meeting, to the calendar of which said complaint has been added, otherwise the said complaint shall be deemed adjourned to the subsequent grievance board meeting, and such adjournment shall continue until the investigation and attempted adjustment has been made, and it shall be the duty of the clerks and the deputies of the respective parties hereto to make an investigation of all complaints between the time of the filing thereof and the grievance board meeting for which said complaint has been set.

Upon the settlement or adjustment of any complaint by any clerk or his deputies, the said complaint shall be deemed automatically canceled from the grievance board calendar.

In the event, for any reason whatsoever, any complaint is not heard or determined at the grievance board meeting for which the same has been set, it shall be deemed at the conclusion of said meeting that the members of the grievance board have disagreed with respect to the said complaint, with the same force and effect as if said complaint had been heard and the members of said board had failed to agree, unless the clerks or their deputies agree in writing to an adjournment thereof. All complaints with respect to which there may at any time be a failure of agreement at the grievance board shall be submitted for determination to one of the impartial chairmen as aforesaid upon the day following the meeting of the said grievance board, unless the clerks agree to an adjournment.

18. NONCOMPLIANCE WITH DECISIONS.

In the event of the failure on the part of any member of the association or the union to comply with any decision of the chief clerks, grievance board, or impartial chairman within 72 hours after the rendition of such decision, said member shall, in addition to the other penalties and obligations herein provided for, forfeit all the rights and benefits of this agreement so long as said party remains in default. The association agrees that the operation of the machinery herein created for the adjustment of grievances shall be a condition of the obligations hereinafter assumed by the unions.

19. REVIEW OF DISCHARGES.

Each member of the association may discharge his workers, subject to the following provisions:

The first two-weeks period of employment of every worker shall be deemed to be the probationary period, and there shall be no review of the discharge of any worker during said period. In the event of the discharge of a worker after said probationary period, the discharged worker shall be entitled to a review thereof, which review shall be made in the first instance by the respective clerks of the association and the union or their deputies, and if they fail to agree, the review shall be had before one of the impartial chairmen aforesaid.

Upon such review there shall first be determined whether the discharge was just or unjust. The word "unjust" shall be deemed to include "unfair, arbitrary, or oppressive."

In the event of a determination that the discharge was just, the discharge shall be sustained and no further action taken.

In the event of a determination that the discharge was unjust, the case shall be disposed of as in subdivisions *a*, *b*, and *c* of this paragraph, provided:

(*a*) If the discharged worker has been employed by the manufacturer against whom the complaint is made for a period of less than four months, the manufacturer shall have the option of determining whether to reinstate the worker or to pay to the worker, in lieu thereof, a fine to be fixed by the chief clerks or their deputies, or by the impartial chairman, if they fail to agree, which fine, however, shall be not less than one week's nor more than six weeks' pay of the discharged worker. In the event the discharged worker has been employed by the piece, the weekly wage shall be based upon the base rate herein fixed for that class of work.

(*b*) If the discharged worker has been employed by the manufacturer against whom the complaint is made for a period of more than four months prior to the discharge, the chief clerks or their deputies shall agree or, in the event they fail to agree, the impartial chairman shall decide whether the discharged worker be reinstated, or a fine be paid by the employer to the discharged worker in lieu thereof, the amount of such fine not, however, to exceed the amount of the fine provided for in subdivision (*a*) of this paragraph.

(*c*) In the event, however, of the finding of a discharge due to discrimination for union activity, the discharged worker shall be reinstated with back pay. A discharge due to discrimination for union activity is hereby expressly defined and limited to an unjust discharge of a member of the current price committee, which shall consist of not less than three and not more than seven workers in a single factory, including the shop chairman, and assistant shop chairman, excepting, however, that in shops where there are more than one shop committee, because the operations are divided, and therefore there exist various departments, each price committee shall consist of not less than three and not more than seven members as aforesaid. Members of the price committee shall not be limited in their activities to the fixing of prices, but may discharge other proper union functions in the factory. Only such workers as shall have been employed in the particular factory for two months continuously shall be eligible for membership on the price committee, except in newly formed shops or in such shops where the number of employees who have worked over two months is less than 25 per cent of the entire working force.

20. REORGANIZATION OF FACTORIES.

Each member of the association shall have the right in good faith to reorganize his factory. A reorganization in good faith shall mean a bona fide reorganization of the employer's business, necessitated by a permanent curtailment of his business or a fundamental change in the character of his business. No member of the price committee shall be discharged on account of such reorganization.

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21. LOCKOUTS, STOPPAGES, AND SHOP STRIKES.

There shall be no lockout, stoppage, or shop strike pending the determination of any complaint or grievances hereunder throughout the entire period of this contract. In the event, however, there be a stoppage of work or shop strike in any factory, immediate notice thereof shall be given by the association to the union. The union agrees to restore the striking employees to their work within 24 hours after the receipt by the union of such notice, and until the expiration of said 24-hour period it shall not be deemed that the striking workers have abandoned their employment. The consideration of stoppage cases shall have precedence over all other complaints and grievances arising hereunder.

22. DISTRIBUTION OF WORK.

In case of slackness in the trade, work shall, as far as practicable, be divided equally among all the workers, except, however, that as to foremen cutters or head cutters, pattern makers, and cutters in grades A, B, C, and D, as hereinbefore specified, it shall be optional with the employer to include or exclude said workers from the operation of said last-mentioned provision.

23. PROVISION AGAINST UNNECESSARY ATTENDANCE.

Week workers who are requested to come in to work shall be supplied with one-half day's work or be paid therefor, except in case of unforeseen contingency.

24. INDIVIDUAL CONTRACTS.

There shall be no time contracts between members of the association and individual employees, and no security of any kind shall be exacted or accepted from workers.

25. REGISTRATION OF TIME.

If a time clock or other method of registering the time is adopted by the employer, it shall be the duty of the workers on arriving and leaving to register the time of such arrival or leaving.

26. LEGAL HOLIDAYS.

The following legal holidays shall be observed in the industry: Washington's Birthday, Decoration Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas. All week workers shall be paid full wages for such holidays. The refraining from work on May 1 or on Columbus Day (by Italians) shall not be deemed a violation of this contract.

27. CHANGING SYSTEM OF WORK.

The manufacturer may at any time adopt special machines or other labor-saving appliances. The manufacturer shall at the beginning of each season have the right to change the system of manufacturing which has obtained in his factory, to wit, whether the garment shall be manufactured in separate parts or as a whole, provided, however, that the workers shall have the right within two weeks after such change is effected to complain against such change in the event it appears that by reason thereof the standards obtaining in that factory are reduced, or the change is calculated to impair the health of the workers, or results in serious disadvantage to the workers.

28. SUBSIDIARY SHOPS.

Each member of the association shall be fully responsible for conditions existing in his subsidiary shops within Greater New York. A subsidiary shop shall include the following:

(a) A shop in which either he or a member of his firm (if it is a copartnership) owns 50 per cent or more of the stock of the corporation in whose name such shop is conducted.

(b) A shop in which either he or a member of his firm has a money interest of any kind, amounting substantially to control.

(c) A shop which is managed directly by the member or in which the management of the factory or business is under his supervision or control.

(d) A shop whose product is controlled by the member or is sold by the same general selling organization as his own.

(e) A shop whose credit is derived from or through the member, or whose standing in the trade is based upon his reputed ownership thereof.

(f) Where the member is a corporation, a shop which is subject to the financial control of the member, or in which it has a substantial money interest of any kind.

The words "money interest" shall include a loan, pledge, or mortgage or guaranty of credit.

The word "control" shall include the case of a near relative of a member, or, if a partnership, of any member of the firm.

29. CONTRACTORS.

Each member of the association shall register with the association and the association shall register with the union the names of the proprietors and addresses of all shops or factories in Greater New York in which such member shall be directly interested or in which he shall have any work done or garments manufactured.

In case of slackness, the employer shall, as far as practicable, distribute his work equally between the workers in the inside shop and the permanent union contractors employed by the firm, or among the workers in the inside shop only, and at all times preference shall be given to union contractors.

30. SUBCONTRACTING.

No subcontracting shall be permitted in the shops of members of the association, but all employees in every department shall be employed and paid directly by the concern.

31. RELATIONS TO FIRMS ON STRIKE.

No member of the association shall do work for any other employer of labor whose workers are on strike, nor shall any work be supplied by any member of the association to any firm during the pendency of a strike.

32. HOME WORK.

No work shall be given to workers to be performed at their homes.

33. APPRENTICESHIP DIVISION.

Apprentices in all branches of the industry, other than cutters, shall be made up of those learners in the trade who are within the first year of their service, but this provision shall not be available for the purpose of reducing standards.

34. DEDUCTION FOR DAMAGES TO MATERIAL.

No deduction from pay shall be made against any employee for damage to material, except where such damage is caused by willful negligence or wrongful act on the part of the workers, resulting in injury to the employer.

35. JOINT BOARD OF SANITARY CONTROL.

The joint board of sanitary control established in the dress and waist industry shall be continued during the period of this agreement, as heretofore, and the parties hereto agree to maintain, to the best of their ability, all standards which may hereafter be established and prescribed by said board, and to comply with all existing and future rules and regulations of said joint board of sanitary control, and to pay their respective contributions to the expenses of said board.

36. NEW MEMBERS.

The association shall have the right to accept so-called nonassociation employers as members of the association, save and except only during the pendency of a strike in the factory of such a nonassociation employer. In the event a dispute is pending between the nonassociation employer and the union at the time of the application by such manufacturer for membership in the association, the association shall, notwithstanding, have the right to accept such membership three weeks after notice of such application for membership has been given by the association to the union, but the association shall become answerable and responsible to the union for compliance with any decision or agreement that may be rendered or reached with respect to such dispute.

In the event the applicant at the time of his election to membership in the association is not under contract with the union, it shall be a condition of said membership that at least 75 per cent of the workers of said applicant shall become members of the union and that the applicant shall endeavor to have the remainder of said employees join the union.

The union shall give notice in writing to the association of the existence of any dispute with the applicant within five days after the receipt by the union of the notice of application of membership. Upon failure to give such notice, the dispute, if any, shall be deemed waived and the association shall have the right forthwith to accept such membership, without obligation of any kind, except as herein provided.

37. CONSTRUCTION OF CONTRACT.

It is further understood and agreed that this contract shall be strictly construed and that the rights and obligations of the parties hereto shall be deemed limited and defined by the express provisions hereof and not otherwise, and that no right or obligation upon either of the parties hereto shall be implied, or deemed incorporated herein by reason of any contract, matter or thing made or transpired prior to the date hereof, and that none of the rights and obligations fixed by this contract shall be deemed waived or modified, save and except by an instrument in writing of equal formality.

38. DURATION OF CONTRACT.

It is further understood and agreed that this contract shall be binding upon the parties hereto and shall continue in force and effect for the period commencing on April 8, 1919, and terminating on December 31, 1920.

It is further agreed that two months prior to the expiration of this contract a conference shall be had between the parties hereto for the purpose of considering a renewal thereof.

In witness whereof the parties hereto have hereunto set their hands and seals, the day and year first above written.

WATERSIDE WORKERS IN THE UNITED KINGDOM.

BY BENJAMIN M. SQUIRES.

The term "waterside workers" is used in the United Kingdom to designate a class of workers generally known in the United States as longshoremen.¹ It includes, broadly speaking, all men employed in loading, bunkering, and discharging all kinds of craft, men employed in conveying goods from ship to warehouse and from warehouse to ship, and any other labor immediately attendant upon this class of work.

Labor of this class is usually recruited from the water front and is extremely shifting, the casual nature of the work making it difficult for men to be employed regularly by individual concerns. In the absence of any system for regularizing and regulating employment, innumerable abuses have crept in making for "inefficiency, unreliable labor supply, both as regards number and composition, high cost of supervision and compensation for accidents, irresponsibility and hostility of the workers, and public opprobrium."²

Except for reports setting forth the evils attendant upon the situation and suggesting remedies, little attempt has been made in the United States to place dock labor on a basis comparable with other industries. During the war the shortage of labor gave rise to quite different problems, but with demobilization and the somewhat indiscriminate release of men from the Army and Navy it is important that steps be taken to stabilize employment and to put the industry on a sounder economic footing. A brief consideration of the problem elsewhere, together with the way in which it has been met, will serve to suggest ways and means by which it may be approached in this country.

ORGANIZATION OF WATERSIDE WORKERS IN THE UNITED KINGDOM.³

Unlike dock labor in the United States, which is rather closely organized as the International Longshoremen's Association, the so-called waterside workers in the United Kingdom are claimed by a score or more organizations, each competing for membership. The following list of the more important organizations will indicate the difficulty in securing united action upon any proposed general plan of regularizing employment:

¹ In the United States the term "freighthandlers" is used to designate railroad men engaged in transferring freight between railroad car and warehouse or pier.

² Report of the mayor's committee on unemployment, New York City, 1916.

³ Summary of a report presented in 1914 at the Fourth Annual General Council Meeting of the National Transport Workers' Federation.

National Union of Dock Laborers.
Dock, Wharf, Riverside, and General Workers' Union.
Irish Transport Workers' Union.
Scottish Union of Dock Laborers.
Amalgamated Stevedores' Labor Protection League.
National Amalgamated Union of Labor.
National Union of Gas Workers and General Laborers.
National Amalgamated Laborers' Union.
Cardiff, Barry, and Penarth Coal Trimmers' Union.
North of England Trimmers' and Teamers' Association.
National Union of Railwaymen.
National Amalgamated Union of Enginemen and Firemen, etc.
United Order of General Laborers of London.
Amalgamated General and Warehouse Workers' Union.
North East Coast Federated Societies.
Amalgamated Protective Union of Engine and Crane Drivers.

These various organizations attempt to provide for varying grades of men, which in some ports will be found all in one union. In London no less than seven unions have each an independent existence. The Dockers' Union is predominant. The Stevedores' Union ranks second and is an old-established union soliciting chiefly those who do the work of stowing and discharging cargoes that requires more than mere physical effort to handle satisfactorily. In some districts within the London area the Stevedores' Union provides for a particular class of workers, those who discharge deals from ships. On an adjoining dock the Dockers' Union solicits for men doing precisely the same kind of work. At Cardiff, Bristol, Liverpool, Hull, and Glasgow men doing work similar to that done by the London stevedores are members of one or another of the many dockers' unions. Other waterside workers in the London area are organized in the Gas Workers, the National Amalgamated Union of Labor, and the United Order of General Laborers, while two unions are competing for cranemen and enginemen. Of these one is confined to the London district. Again, as with the stevedores, the separate organization of cranemen and enginemen is quite adventitious and is confined to a few ports. In the majority of shipping centers cranemen and enginemen are in the same organization as the dockers.

With the exception of one or two of the General Laborers unions the southwest and west of England is dominated by the Dockers' Union.

On the Welsh side of the Bristol Channel at least four unions compete for the men of the Welsh ports. At Newport there is rivalry between the members of the Dockers' Union and the National Amalgamated Union of Labor. At the ports of Cardiff, Barry, and Penarth, where the chief industry is that of coal exporting, the coal trimmers are members of the Coal Trimmers' Union, confined exclusively to those ports, whereas the coal tippers are members of the National Union of

Railwaymen. At Barry Port, in New Wales, the coal trimmers are in the National Amalgamated Union of Labor, while at Llanelly, a couple of miles away, the coal trimmers are members of the Dockers' Union. At Swansea, the next port eastward, the trimmers and tippers are in the National Amalgamated Union of Labor; at Neath and Port Talbot, next on the coast, they are in the Dockers' Union.

At Liverpool the bulk of the waterside workers are in the National Union of Dock Laborers, and although a large number of cranemen are included in this union there is also a cranemen's union providing for this class of workers. In this district, too, the Gas Workers and the National Amalgamated Union of Labor have a large number of transport workers.

At the ports of Maryport, Northington, and Whitehaven, all small ports, the Dockers' Union competes with the Scottish Dockers.

In the Clyde district the Scottish Dockers' Union is strong, but the Steel Smelters' Union, not included in the above list, takes in transport workers.

On the east coast of Scotland the national claims of the Scottish Dockers were destroyed by the strength of the National Dockers.

The northeast coast of England has the North of England Trimmers' and Teamers' Association, the National Union of Railwaymen, and the North East Coast Federated Societies, made up chiefly of the National Amalgamated Union of Labor, but which is an attempt to include all transport workers.

In Hull there are five unions. The men employed in the shipment of coal are divided between the Gas Workers and the National Union of Railwaymen. The dockers proper are enrolled in one or the other of the two dockers' unions. The cranemen belong to the National Enginemen and Cranemen.

In Goole, an adjacent port, the coal trimmers are organized in the National Dockers despite the fact that in Hull men employed at the same calling are members of the Gas Workers.

At Grimsby the Seamen's Union have enrolled a number of shore workers, while the Gas Workers (the local union for shore workers) have organized a number of the seamen and firemen employed on ships trading across the North Sea.

In Ireland the majority of organized transport workers are members of the Irish Transport Workers' Union, but on the north and west coasts the National Union of Dockers has built up several strong branches.

It should be stated, however, that in spite of the apparent conflict of jurisdiction of these several unions competing for waterside workers, a considerable number of them, together with other transport workers' unions, are affiliated and effort is being made to bring about an amalgamation.

In 1910 the National Transport Workers' Federation was formed, which at the 1918 convention included 33 organizations. Four of the unions listed previously as soliciting waterside workers—the Irish Transport Workers' Union, the National Union of Railwaymen, the North East Coast Federated Societies, and the Amalgamated Protective Union of Engine and Crane Drivers—are not affiliated with this federation. The grades and occupations coming within the scope of the federation fall into three groups:

I. WATERSIDE WORKERS.—Dockers and waterside workers engaged in various sections and grades of transport employment and occupations ancillary to transport.

Dockers, stevedores, and waterside workers employed in all phases of loading and unloading steamships, sailing vessels, and lighters and barges; warehousemen and porters receiving, storing, and handling materials to and from ships, railway trucks, motor lorries, carts, vans, and road vehicles in general; tally clerks, warehouse clerks, checkers, weighers, and clerical workers assisting in the above occupations.

Mechanics and drivers and attendants of electric, hydraulic, and steam cranes, hoists, elevators, capstans, and power contrivances in general used in the transport and distribution of various materials; mechanics and lesser skilled workers employed in the production and maintenance of electric, hydraulic, and steam power in use around and about docks, wharves, warehouses, canals, etc., where transport is carried on.

Locomotive drivers, firemen, cleaners, shunters, and all grades of traffic workers attendant upon and supplementary to ports, harbors, wharves, canals, etc.

Harbor and sea pilots, shore riggers, shore donkeymen, boiler scalers and cleaners, boatmen engaged in mooring and unmooring; workers employed in the operation of lock gates, port and harbor entrances, and "docking" and "undocking," and dredgemen.

II. TRANSPORTATION BY WATER.—Sailors and firemen, officers and engineers, cooks, stewards, and other catering department employees, together with any unspecified employees on all overseas and coastal shipping tonnage.

Transport workers by inland waterway, watermen, lightermen, flatmen, bargemen, tugboat men, and all men employed on and about the above-mentioned craft.

III. TRANSPORTATION BY ROAD AND HIGHWAY.—Vehicular workers of all grades and classifications—tram, cab, omnibus, and hackney-carriage drivers and conductors; carters, lorry men, dray men, floatmen, and carmen in general; drivers and attendants of mechanically propelled vehicles engaged in the transport of all classes of goods or passengers by road and highway; stable, garage, and depot employees necessary for the cleaning, overhauling, and maintenance of the above-mentioned vehicles.

All workers who are or may be engaged in commercial aerial transport of goods and passengers.

Proposals for amalgamating all transport workers were made at the 1914 general council meeting, but at the 1916 meeting it was reported that of 31 unions circularized, 15 did not reply, 8 were in favor of proceeding at once, 7 were against any action being taken during the war crisis, and 1 reply was ambiguous. The question was not raised at the 1917 meeting of the general council, but at the 1918 meeting a motion to bring about complete amalgamation was lost.

One further point should be noted in connection with the organization of waterside workers. On December 9, 1915, a joint meeting

of miners, railwaymen, and transport workers was held and a Triple Industrial Alliance formed, which provided, in the main, for joint action after the question at issue has been before the members of the three organizations. Each organization agreed, before any definite steps were taken instituting a movement which might involve the other affiliated organizations, to submit the whole matter to the joint body for consideration. A formidable alliance is thus presented, the power of which has already been felt in the readjustment of wages and working conditions.

DECASUALIZATION SCHEMES BEFORE THE WAR.

LONDON.

Two noteworthy attempts to decasualize dock labor were made in England prior to the war. The first concerted effort was made by the London & India Docks Co. in 1892. The so-called list system then adopted provided that all workers in the port were to be classed in one of four groups:

1. Permanent laborers, with a guaranteed weekly wage.
2. Registered or "A" men, also with a guaranteed weekly wage.
3. Preference or "B" men, with a guaranteed hourly wage.
4. Second preference, or "C" men (the casuals), at the same rate as the "B" men.

The upper classes were to be recruited from the best of the classes below.

For the purposes of employment the entire dock system was divided into five controls, which were subdivided into 45 departments. A certain number of "B" men were assigned to each department.

The following quotation relating to the London scheme is from the report of the Special Committee on Unskilled Labor, quoted by Charles B. Barnes in *The Longshoremen*.¹

Every afternoon the head of each department forwards to the office of the superintendent of the dock a labor indent form attached, which gives an estimate of the number of men which will be required on the subsequent day. The form also shows the number of weekly men actually employed on the date of the indent. By comparing the number of weekly men employed on the current day with the requirement for the following day, the prospective surplus or deficiency is ascertained, and at the foot of the form instructions are inserted by the superintendent's clerk as to how the surplus is to be disposed of or the deficiency made up. The forms are then returned to the department.

When the requirements exceed the available number of weekly men, which is usually the case, forms are issued to the departments, showing not only the number but the registered numbers of the preference men needed in order of priority, and these forms are posted in conspicuous positions at each department in order that the preference men may learn how many will be required, and where they are to attend for work next morning. If next morning it is found more men than were indented for

¹ *The Longshoremen*, by Charles B. Barnes. New York, Survey Associates (Inc.), 1915, p. 194. (Russell Sage Foundation.)

are wanted the department is at liberty to engage additional preference men from its own list; but the numbers must be called strictly in the order in which they appear on the list. When a department has exhausted its own list, it is the rule for the officer to engage further men only in the order in which the numbers appear on a special list, which is arranged to give sets of 10 per cent of the men of each other department in the order of their priority. It is arranged thus in order to insure the distribution of the excess work of any one department amongst the men highest on the lists of the other departments.

The question may now arise as to what is done if any one of the controls has not sufficient work in its own departments to employ the whole of its weekly laborers. The answer is that when the day's returns are put together in the superintendent's office, and it is found that a number of weekly men will not be required, the superintendent of each of the other controls is telegraphed or telephoned to, and he is offered the surplus men. He is bound to take the weekly men offered in lieu of employing his own preference men, which he would otherwise do.

Briefly, "a taking-on foreman can only engage preference men in the following order: First, his own departmental preference list must be called; secondly, the preference lists of other departments within his own control are to be taken; and thirdly, preference men from other controls have to be engaged before local or any other casuals are booked."

This method, used continuously by the London & India Docks Co. and by its successor, the Port of London Authority, has not always worked smoothly, but by it "crowds of casuals competing haphazardly for work in scores of places have been replaced by supplies of men directed from a central office to wherever in the docks their services may be required." However, since the Port of London Authority employs only about one-fifth of the dock laborers in the port, and since the other employers in general still regard it as right and inevitable that a large surplus of labor should be allowed to accumulate at the docks, the benefits derived from the system extend to a comparatively small group.

LIVERPOOL.

A more ambitious program was laid down in the clearing-house scheme drafted by Mr. Williams in an attempt to solve the problem of casual dock labor in Liverpool and which went into effect in that port July 14, 1912. It is supported by the Board of Trade and by contributions from ship owners. The following is quoted from this report:¹

For the purpose of the clearing-house system the port of Liverpool is divided into six clearing-house areas, each with its own local clearing house. A central clearing house for the management of general affairs and the clearing of wages is established in a location convenient to all areas. Each clearing-house area has its own committee, and a joint committee of employers and workmen from all the areas acts as a final referee in matters of dispute.

¹ The Longshoremen, by Charles B. Barnes. New York, Survey Associates (Inc.), 1915, p. 200. (Russell Sage Foundation.) The original source of this quotation is a report by R. Williams on The First Year's Working of the Liverpool Docks Scheme. London, P. S. King & Son, 1914.

Dock laborers assemble at stands where foremen select those they wish to make up their gangs. Under the clearing-house scheme the ordinary stands are supplemented by "surplus stands." Two or three of these surplus stands are conveniently located in each area for the use of men who fail to secure work in the ordinary way. A surplus stand is a small hut in charge of one or two officials of the Board of Trade who have had dock experience. All the surplus stands in one area are connected by telephone with the local clearing house, which is in turn connected with the central clearing house. Notice can, therefore, be given almost immediately along the whole line of the docks of a shortage or surplus of labor at any point, and the labor distributed accordingly. Nearly all the firms are also connected directly by telephone with the clearing house of the area in which they are situated. By this system considerable progress has already been made toward overcoming the anomaly of a local shortage and a local surplus existing in the same port at the same time.

The clearing houses deal with six matters relating to dock labor, four of which will be described in detail.

I. The registration of the men.—This was effected in the following manner:

Between July 1 and July 13 every man working as a docker was required to present himself at the stand of the employer for whom he usually worked. There he received a slip which entitled him to a "tally."¹

Slips are divided into two blocks:

(a) Slips numbered consecutively were given out in numerical sequence to the more regular men, in order of preference as far as possible.

(b) Slips without any number on them were given to casual or irregular men in any order whatever. Each slip clearly showed at what clearing house the man was to register. A slip was given to any man who applied for it provided the firm could identify him as a man who had worked for it previously.

These two divisions correspond, respectively, to the classes of "company's" men and "clearing-house" men. Men belonging to the first class are in reality preference men and are hired first at the stands of the particular firm whose tallies they bear. It is the intention of the founders of the system that other privileges shall be attached to the tally held by the company's men.

II. The payment of wages.—The procedure with regard to the payment of wages has called for considerable modification since the scheme was originally drafted. Each firm is now supplied with official wage sheets. These are of two kinds. Wage sheets containing tally numbers printed in sequence are supplied to the large firms. Sheets in which the tally numbers have to be written without fixed order are given to the smaller firms. All wage sheets of each clearing-house area are of a color distinctive to that area. Firms which have drawn their labor supply from several areas must use wage sheets of as many different colors as there are areas from which the men have been drawn.

Each clearing-house area is allotted a certain letter by which its tallies can be recognized, and each firm is given a definite block of numbers, always starting at an even hundred. Quay porters and shipmen have different blocks of consecutive numbers. Each firm is allotted to a certain clearing house and the men belonging to that firm must register and always deal with that clearing house. They are, however, free to apply for work outside their clearing-house area.

The scheme went into effect on July 14, 1912. On and after that date a taking-on foreman was obliged to satisfy himself that every man he engaged was in possession of a local clearing-house tally. When a man is taken on, a record must be made both of the clearing-house number and of the firm's tally number allotted to him. During the week the firm can deal with him under its own tally number. When

¹ The tallies are small metal disks bearing letters and figures indicating the various areas in which they work, and their numbers on the lists of the firms by which they are employed.

wages are made up he must be identified not by the firm's tally number but by the clearing-house number. Each firm is required to get duplicate sets of private tallies of its special color and clearly marked with its own letter or cipher, for each man is required to hand over his firm's tally to the clearing house as a receipt when he receives his wages, and these tallies can not be returned to the firms in time for the Monday morning hiring.

Every firm is required to lodge pay sheets at the clearing house to which it is attached before midnight on Friday, the wages made up to 5 p. m. Friday. Firms are also obliged to pay a check covering their wage account into an agreed bank before 11 a. m. on Friday.

The clearance of wages takes place Friday night at the central clearing house, and the process occupies practically the entire night. The clerical staff of each area is accommodated in a separate room. When the wage sheets are received they are sorted by color and apportioned to their respective areas. First their numerical accuracy is verified; after this has been done they are divided among the clerks and each item of wages is transferred to pay sheets containing printed numbers corresponding with those borne by the men. The object of this is to make sure that in case a man has worked for two or more firms his earnings will be brought together, his insurance contribution deducted, and the net total due him clearly shown in one sum. Thus a man who has worked for several firms or in different areas gets his whole pay in the local clearing house of the area in which he is registered, whereas formerly he was obliged to collect it from individual firms often far removed from one another.

The pay sheets are distributed by the dock managers to the local clearing houses early Saturday morning, with the sum of money necessary to pay the men. The amounts are divided among the various pay clerks according to the sheets with which they have to deal. The clerks count out their money and deposit each man's wages in small vertical trays or pigeon holes which bear the appropriate tally numbers. By this method of balancing the cash before paying off begins, the risk of error is reduced to a minimum. The paying off of the men begins at 10 a. m. Each clerk pays from 600 to 700 men. In order that the men may find their way easily to their pay windows their tally numbers are printed outside the pay huts.

Firms which wish to pay their workmen themselves may have special windows in their local clearing house. In such a case a man registered in the "A" area who bears the letter "A" on his tally must be paid at the "A" clearing house whether or not he has worked outside that area. Thus although a firm has a window in the "A" clearing house it will only pay men there who are registered in the "A" area. Men registered in the "C" area must, in case this firm has no window in the "C" clearing house, be paid there by the Board of Trade.

There are three methods of payment:

1. A man who receives pay only from those firms which pay through the Board of Trade presents himself at the proper window and receives his pay from all firms in one sum, less his insurance contribution.

2. In the case of a man who receives his pay only from a firm which pays its own wages the procedure is the same.

3. The man who receives his pay both from a firm which pays only through the Board of Trade and from a firm that pays directly has obviously to attend at two windows in the local clearing house of the area in which he is registered. The insurance deduction is made at the pay window belonging to the private firm, while amounts due from other firms are paid in full by the Board of Trade. This arrangement requires firms paying directly to render to the central clearing house on Friday night a list of tally numbers of these men whom they intend to pay. Against these numbers on the Board of Trade sheets the letter "P" is inserted in the insurance column. The wages appearing on those sheets are then paid in full.

In case a man disputes the amount paid to him he is paid the amount shown on the wage ticket and moved on to a special dispute window. Here he receives a dispute form, which he takes to his employer. If unable to settle the dispute with him, he may lay his case before the clearing-house committee.

A voucher is given by the firms to any man who has worked for them during the current week and who, wishing to work outside the docks, applies for one in order to get his insurance card from the clearing house. The voucher is accepted as authority to stamp the card. If a man has not been employed inside the scheme during the current week, he simply deposits his tally at the clearing house and receives his insurance card (unstamped) in exchange.

III. The fulfillment of employers' obligations under the Insurance Act.

IV. Weekly meetings of the clearing-house committees.—A clearing-house committee is composed of five representatives of the employers and five representatives of the men registered within each area. In case of a deadlock, a dispute is referred to the joint committee. The manager of the local clearing house acts as secretary of the committee of his area, but has no vote and takes no part in the proceedings. The clearing-house committees deal with (1) the issue and withdrawal of tallies, (2) the adjustment of disputes in connection with work done at the clearing house, (3) the consideration of matters affecting its area referred to it by the joint committee, (4) advice to the Board of Trade with respect to the appointment of the indoor and outdoor staff of the clearing house, and (5) suggestions for the improvement of the machinery.

On the joint committee employers and men have equal representation. It meets once a month, when the proceedings of the clearing-house committees are submitted to it for confirmation. The divisional officer of labor exchanges or his deputy is present, but has no vote. In case of continued disagreement of the joint committee the matter is left to be provided for by the consent of the parties disagreeing.

The clearing-house committees practically control the labor supply of the port. They draft the detail working of the clearing house and it is their function to modify or improve the system as experience shows its weak points. They must decide when the labor supply of the port needs augmentation. It has been suggested that some system could be devised by which respectable boys drafted in for some of the lighter jobs would subsequently be given preference tallies, and thereby improve the status of dock work.

In addition, these committees, formed as they are of masters and men, should promote good feeling and the recognition that there are two sides to every question. Thus they should in time be a powerful factor in abolishing sectional disputes.

V. The provision of post-office savings facilities.—The depositing of money is made as convenient as possible in order that dockers may be encouraged to save.

VI. The dissemination of information.—Through the clearing house, for instance, the men are notified of irregularities in the times or places where stands are to be held or where they will be needed on the following day.

In case of trade disputes between employers and men the machinery provided in this agreement lapses in the area affected, except in so far as its continuance may be necessary for the payment of wages and of contributions under the Insurance Act.

WATERSIDE WORKERS DURING THE WAR.

During the war it was found that work in some of the ports was being seriously affected by the voluntary enlistment of transport workers. When the Military Service Acts went into effect it was found impracticable to bring individual cases of dock laborers before military service tribunals because most of the men were casually employed and did not work for any individual employer who could

claim the services of any particular man. It was therefore necessary to set up special tribunals which could consider the whole circumstances of each port with a view to retaining the men necessary for the work of each port and releasing for military service as many as could be spared. The bodies set up were the port labor committees, which consisted of employers and labor representatives in equal numbers in each port.

In the course of their work many of the committees found it necessary to introduce registration schemes or other means of regulating employment in the port, to insure that the services of men exempted from military service were being used to the best possible advantage. These schemes, as a rule, consisted of an arrangement under which all recognized transport workers in the port were registered and received either a tally or some badge of identification. Employers agreed that no additional labor should be engaged while registered men were available and a daily return was made by each employer showing the hours worked by each registered man. In this way the port labor committee was able to know whether sufficient labor was available in the port, whether additional men could be released for military service, and whether the men who had received exemption were fully employed. The following are summaries of some of the plans evolved:

ABERDEEN.

A registration scheme was introduced during the war under which tallies were issued to approved transport workers, and men might not be employed unless in possession of tallies. During the war a return of hours worked by each man was made to the employment exchange. The tally is handed by the transport worker to the employer when the man is engaged and is returned on the completion of the job.

The committee did not consider it necessary to provide for any special method of registering additional casual workers introduced during the war, but they are understood to be confident that there would be no difficulty in tracing all such cases.

CARDIFF.

A registration scheme was introduced during the war under which numbered cards were issued to the recognized transport workers by the trade-unions concerned. Particulars of cards issued were sent by the unions to the port labor committee and a register was formed by the committee. During the war each employer made a return to the committee showing the number of hours worked by each registered man. Cases of bad time keeping and neglect of work are inquired into and dealt with by the port labor committee through their inspector.

HULL.

Before the war no systematic attempt had been made to decasualize dock labor in the port of Hull. Under the pressure of war conditions and the necessity of economizing labor, a representative committee investigated the situation and recommended the following scheme:¹

There shall be a central office with a manager in charge who will administer the scheme under the direction of a joint committee of employers and employees.

¹ Report of the United States consul at Hull, England, July 13, 1916.

Branches, probably four in number, conveniently situated, will be set up. Each will be in charge of a foreman. These branches shall be linked by telephone with the central office.

The engaging of men will be as before; that is, at the point where the work is to be done, but the foreman at each shed, warehouse, etc., having engaged the number of men he requires, shall then communicate by telephone or messenger with the nearest branch the amount of surplus labor at his setting-on place, or if there is no surplus, to report the fact. The foreman in charge of the branch should record these facts in tabular form. If employers of labor are short of their requirements, they shall apply to the nearest branch, stating the number and grade of men they require and the next setting-on time. This information should be at once telephoned to the central office.

The manager will instruct each branch as to the number of cards to be issued.

Upon application for work the officer in charge of the branch shall issue to each applicant for whom there is work, a card bearing the name of the ship, dock, next setting-on time, and date. A man receiving one of these cards shall have the preference of being set on before anyone else, provided he appears at the appointed time at the setting-on place.

Each branch will have a notice board exhibited outside showing which ships, etc., require men at any stated time. The branches shall keep in close touch with the central office, and the manager of said office will control the whole operation, keep records, and prepare all reports and statistics for submission to the joint committee.

LEITH.

A registration scheme was introduced during the war under which tallies were issued to all transport workers, including the additional labor brought in to meet the shortage due to recruiting. Men without tallies could not be employed.

The port labor committee were understood to take the view that temporary tallies were not necessary, and that both the additional men brought in during the war and the transport workers who joined the colors would easily be absorbed at the end of the war.

MANCHESTER.¹

All labor in the port is hired through the medium of the Manchester Ship Canal Co. The dock laborers assemble each morning at 7.30 in two large waiting compounds (one for shed men and one for ship men) within the dock premises, and are there selected and given tallies by the foreman. Such tallies are handed in at the time-keeper's office, where their numbers are recorded. The men commence work at 8 a. m. Dock labor is taken on at stated hours only—that is, 8 a. m., 1 p. m., 7 p. m. They are hired from day to day at time or piece rates. Wages are paid weekly on Tuesdays. Payment is made from two or three central offices on the docks by the canal company's cashiers.

Decasualization of dock labor is effected to some extent by all workers being engaged by or through the medium of the canal company. An effort was made a few years ago to regularize a certain proportion of the dock laborers by instituting a "preference system," whereby 1,000 to 1,500 men were given preference of employment. Caps and badges were issued by the companies to be worn by the "preference" men so as to enable the foreman to identify them at the setting-on time. This system was abandoned at the request of the men concerned.

MILFORD HAVEN.

It is understood that the committee have under consideration proposals to restore a registration scheme which was formerly in operation. This scheme provided for the

¹ Report of the United States consul at Manchester, England, May 31, 1916.

registration of all transport workers and the issue of tallies. Men with tallies were to be employed before others, and employers could engage additional casual labor only if all men holding tallies had been absorbed or were otherwise not available.

NEWPORT.

A system of registration has been introduced, under which each transport worker is supplied with a colored registration certificate by his trade-union, which is exchanged for a certificate of a different color every three months, in order to provide against transfers. The employer holds the worker's certificate during the time that the man is employed, and during the war a return of hours worked by each man was made to the port labor inspector by the employer each day. Cases of bad time keeping and misbehavior are reported to the port labor committee.

During the war additional men might be employed without certificates, but employers agreed when the registration scheme was started that members of the union who were employed in the docks or other transport places prior to 1914 and had enlisted should on their release from the colors have preference for employment over those who had been engaged during the war.

SUNDERLAND.

An arrangement is in force under section 99 of the Insurance Act for the central stamping of health insurance cards at the employment exchange. The employers furnish a weekly statement of the men employed by them, the cards are stamped by the exchange, and the proper proportion of contribution is charged to each employer. The advantages of this arrangement to the men are that a man who is first employed toward the end of the week is not handicapped by incurring to the employer a charge of the whole week's contribution, while the employer who has employed men at the beginning of the week knows that any employer who may subsequently employ the same man will be compelled to pay his share of the insurance contribution for that week.

GRIMSBY.¹

A detailed account is here given of the Grimsby scheme in order to show the practical aspects of administration. The Grimsby port labor committee very soon after its inception realized the necessity of putting into operation a scheme for regulating the flow of transport workers onto the docks under its control. It was accordingly decided to ask all transport workers to register at the employment exchange, where, on proving their good faith, they were given a numbered registration card, which also acted as a permit to seek employment on the docks. This latter was necessary, as the docks were scheduled as a strictly prohibited area.

On completion of registration all the employers concerned were asked to submit a weekly return of the men engaged each day, quoting the numbers given on the cards. The statistics returned by the employers were then transferred to the workman's statistical card and a record of his work was thus obtained.

With the incorporation of the fish dock workers and the extension of the military service acts, and because of the fact that the men were engaged in a very haphazard fashion, the committee considered it

¹ Summary of a report submitted by the secretary of the Grimsby port labor committee.

very essential to establish a central "setting-on" station, where all the transport workers could congregate at specific times and be "set on."

The central office, known as the port labor office, was then inaugurated, and a small staff with a superintendent was installed.

With the opening of the port labor office it was found necessary to reregister the whole of the transport workers in the port and to adopt a different and more comprehensive system of returns. The following special rules and regulations were adopted:

1. All transport workers must be in possession of a port labor registration certificate. These registration certificates permit transport workers to enter the dock estates at Grimsby and Immingham in compliance with clauses of the Defense of the Realm Regulations, Defended Harbors, issued by the rear admiral commanding the east coast of England, dated July 1, 1917, and January 1, 1917, respectively.

The registration certificate is issued on the understanding that the holder is to devote his full time to the transport work of the port, and should he obtain work outside the docks, or not be available for work from any other cause, the registration certificate must be handed in to the superintendent.

2. For work on the Royal, Union, and Alexandra Docks all setting on must take place at the port labor office, the employers being given the use of the offices provided for this purpose.

The Great Central Railway Co. will continue to set on at their adjoining time office.

3. Immediately the men have been engaged, the employer must hand the superintendent a list showing—

(a) Time of engagement.

(b) Port labor registration certificate numbers of all engaged.

4. After engagement, employers and men retain their usual machinery, but the employers must hand the superintendent each morning a list showing—

(a) Port labor registration certificate numbers of men.

(b) Number of hours worked by each man on the previous day.

5. When continuous employment at full time ceases, the employer must immediately report the registration certificate numbers of the men released to the superintendent, and the men should report themselves at the port labor office in order that the earliest possible reengagement may be arranged.

Firms employing permanent gangs of coal trimmers must report to the superintendent each Monday morning the number of hours worked by each man during the seven days ending the preceding Saturday midnight, instead of supplying the information as called for in rules 3 and 4, but the employers and men will keep in touch with the superintendent when the men are available for other work, as provided above.

6. For work on the Immingham Dock, men may be set on at the Corporation Bridge Tramway terminus, but employers must leave at the tramway office the list provided for in rule 3, which will be collected by the superintendent, and men not engaged should immediately make their way to the port labor office, which can be reached before the corresponding Grimsby "market."

Similarly, the procedure under rules 4 and 5 must be strictly adhered to.

7. For work on the fish docks the existing system of setting on will be retained for the present, but fish dock workers may register for work on the Royal, Alexandra, and Immingham docks.

8. To insure the men being engaged in the employment for which they are best suited, the superintendent will keep a complete register of all transport workers, showing the classes of work in which each man specializes, but transport workers must be prepared to undertake any transport work where an unsatisfied demand exists, at the current rate of pay applicable to such work.

9. The port master, steamship owners, agents, and employers will keep in close touch with the superintendent respecting movements of ships, arrivals, work offering or expected, etc., to enable him to coordinate the labor supply and demand.

10. The superintendent will use the telephone or other means of ascertaining the position at the request of employers or men.

11. The superintendent will keep daily, weekly, and permanent records of the time worked by each transport worker.

12. Workers who, without adequate reason, fail to present themselves at the port labor office when work is offering, or who refuse to accept any transport work offered, will be reported to the port labor committee, who, after full investigation of the case, will decide whether, and for what period, the port labor registration certificate entitling the holder to seek work on the docks shall be withdrawn.

The committee will also investigate and deal with complaints against any person or persons contravening the letter or spirit of these rules.

13. When the demand for labor exceeds the supply, temporary registration certificates will be issued by the superintendent to suitable persons.

When such a shortage exists, a notice to that effect will be exhibited at the employment exchange, 174-176 Cleethorpe Road, where application should first be made for a permit to enter the dock to proceed to the port labor office.

14. The superintendent will complete a list of such temporary workers, whose employment must be recorded as provided in rules 2, 3, 4, 5, and 6.

The general policy of the scheme will be to work with a minimum of interference with existing arrangements.

Employers must not hold up men in anticipation of the arrival of any particular ship, as arrangements will be made, where other immediate work is offering, for the men to be engaged on the express understanding that they will be notified and released immediately such ship arrives.

This arrangement is intended to obviate wasted waiting time, and to expedite the dispatch of ships, but at the same time to insure the men not losing the work from their usual employer.

In the event of a shortage of labor, priority in discharge or loading will be given in the following order:

1. Vessels on Admiralty service.
2. Vessels with perishable food cargoes.
3. Vessels with other food cargoes or Government material.
4. Regular liners.
5. Other vessels.

Special registration cards were issued to regular dock workers and temporary cards to those individuals who required only temporary transport work in case of emergency. These latter men were engaged only after all available regular workers were absorbed.

Employers were supplied with pads of returns, each return bearing numbers corresponding with the cards issued. On engagement the employer or stevedore merely checked the workman's number on the return sheet.

At the end of the day the employer filled in a further return, showing the number of hours worked by each workman "set on."

The above-mentioned statistics were collected daily and entered on a special statistical card, so that practically at any time an up-to-date record of the workman's time could be obtained.

Reporting on the results of the scheme, the secretary of the port labor committee states that:

The committee has set up a minimum period of 40 hours per week to be worked, subject, of course, to shipping being available, and any man who fails to keep this minimum is required to give a satisfactory reason, or the committee considers the withdrawal of his registration card.

It will thus be seen that with the close cooperation of the employers it is practically impossible for any unauthorized person to obtain employment on the Grimsby docks, and the possibility of an undesired influx of workers is therefore removed. Such a scheme could be secured only with the closest cooperation and good will of everybody concerned, and that cooperation has been secured in Grimsby to a remarkable degree.

The result of the scheme has been to eliminate the undesirable transport worker and to assure the maximum of work to the genuine man. The records since the inauguration of the scheme show that the time keeping and the number of hours worked by each individual have improved tremendously. No difficulties regarding the scheme have been or are experienced from the men themselves and it is very doubtful if they would be prepared to go back to the old order of things.

DEMobilization AND RESETTLEMENT OF WATERSIDE WORKERS.

When the armistice was signed the port labor committees were asked by the Minister of Labor to remain in existence and to undertake the demobilization of transport workers, the inauguration of special plans for the administration of the out-of-work donation scheme, and for decasualization.

A central advisory (port labor) committee was also formed, consisting of representatives of employers and labor organizations from each port, to advise the minister on matters of principle and to coordinate the work of the port labor committees.

In the work of demobilization the port labor committees were responsible for ascertaining the number of "pivotal men" necessary to restore the port to normal efficiency, and for certifying and approving offers of employment to individual transport workers. These arrangements have proved satisfactory in the case of all the ports, since the committees knew what labor was required and were as a rule able to ascertain the names and particulars of individual men whose release was necessary.

Port labor committees were also made responsible for the administration of the Government's out-of-work donation scheme.¹ In view of the casual nature of employment in the ports, however, special arrangements were required for transport workers. To this end the following circular letter was addressed to all port labor committees on February 1, 1919:

In some of the ports special arrangements have been devised which meet the difficulty of applying the scheme to the special conditions under which transport workers are employed, but in most cases no adequate scheme is in operation.

¹ MONTHLY LABOR REVIEW, U. S. Bureau of Labor Statistics, January, 1919, p. 62.

The matter has now been considered by the central advisory (port labor) committee, which has advised the minister that the following special arrangements should be adopted:

1. *Issue of out-of-work donation policies.*—Applicants for policies who state that they are transport workers will not be entered on the policies as transport workers until they have been certified as such by the port labor committee.

It should be observed that while this procedure applies to civilian applicants, soldiers who are demobilized receive their policies at the dispersal camps, and their trades are recorded on the policies according to their own statement. It will be necessary for port labor committees to consider what special arrangements, if any, are required to prevent soldiers who are not bona fide transport workers, but have described themselves as such on their policy, from being recognized or registered as persons following one branch or another of transport work, e. g., dock laborer, crane driver, etc. Generally the soundest arrangement will be not to recognize as a transport worker any man who has not been certified as such by the port labor committee.

2. *Proof of applicant's unemployment and the fact that he is willing to work but unable to find employment.*—In ports where a registration scheme or a system of surplus stands or clearing houses is in existence, there will, as indicated below, be no difficulty in ascertaining whether the applicant has tried to obtain employment.

In other ports it is proposed that an emergency system by the provision of surplus stands or other appropriate schemes should be introduced. The system would need adaptation to the requirements of each port, but as a rule the stands would be distributed at convenient intervals through the port, and would be connected by telephone with the taking-on stations. Men desiring to obtain out-of-work donation would be required to attend at the surplus stands for, say, half an hour after each call. If work elsewhere in the port was available, they would be directed to it by the surplus stand officer. If none was available, the surplus stand officer would stamp or sign a card, showing that the man had unsuccessfully attempted to obtain work on that day. Only men in possession of approved transport workers' donation policies could receive such cards. On the last day of the donation pay week, i. e., on Wednesdays, these tickets will be collected by the surplus stand officer, who will forward them to the exchange or office at which the workmen's policies are lodged. Donation will then be computed in accordance with the evidence of unemployment furnished by the tickets, and payment would be made at the exchange on Fridays in the usual way.

It will be necessary for the committee in each port where an approved system is not in operation to consider the application of this scheme with the divisional officer, in order that detailed instruction may be prepared. In this connection it is very desirable that special attention be given to the question of promises. To bring to the employment exchange two or three times every day any considerable number of men wanting employment in the docks would almost certainly be detrimental to the development of the ordinary work of the exchange, and generally it is thought that separate clearing-house or surplus stand accommodation on the docks will be necessary. Even, therefore, when the employment exchange happens to be on or immediately adjacent to the docks and appears to be suitable for dock work, the committee will wish to give every consideration to any views on this aspect of the matter which may be urged by the divisional officer.

3. *Offers of suitable employment.*—In this connection it is suggested that each port labor committee should draw up a list of the several occupations followed by transport workers in the port. The procedure described in the foregoing paragraphs would then be applied to applicants who stated that they followed one of those occupations. It would be for the port labor committee to indicate for the guidance of the employment exchange the class of work which might be considered suitable for each group of workmen, and, in order to prevent an unnecessary influx of surplus labor, how many

jobs usually performed by one group could be regarded as suitable for unemployed members of another group.

It will also be open to the port labor committee to express their views generally by way of recommendations to the department (a) on any points on which decisions are likely to be asked from the courts of referees, such as the qualification constituting a bona fide transport worker; and (b) as to the nature of alternative employment on or away from the docks which might be considered suitable for certain classes of dock workers; and the department would see that such recommendations were made available for the guidance not only of the employment exchange office, but of the appeals officers who prepare and submit doubtful cases to the courts of referees.

It is proposed that the view expressed by several of the committees should be accepted; that after a period of 10 days' unemployment a transport worker may be required to take other suitable employment, if available, outside the port, or if he refuses it, to forfeit unemployment donation. Employment in the port for any period between midnight and midnight will count as employment for that day.

4. *Proof that the applicant besides being unemployed satisfies the other conditions of out-of-work donation.*—In the event the port labor committee finds that the man has lost work for any reason which disqualifies him from receipt of out-of-work donation, the employment exchange would report the case to the court of referees, in order that they might decide whether donation should be payable. The exchange will also, if desired, report such cases to the port labor committee, in order that, where registration schemes are in existence, the committee may consider whether the man should be retained upon the register as an approved transport worker.

5. *Determination of disputed claims (relations between the courts of referees and port labor committees).*—Under the provisions of the out-of-work donation scheme the decision of doubtful claims rests with the court of referees. In order, however, that port labor committees may have an opportunity of submitting their views, the employment exchange will send to the committee a copy of each reference, and the port labor committee will be at liberty to submit their observations to the court of referees for consideration in accordance with the usual procedure.

The port labor committees may further consider it desirable to nominate representatives to the panels of the courts of referees, in order to secure on the latter adequate representation of the interests in the ports.

It will be observed that these arrangements have been prepared with a view to protecting, so far as possible, the ports from an influx of casual labor, and to facilitate the introduction of registration schemes for regulating employment in the ports where such schemes are not already in existence.

A model scheme was also prepared by the central advisory (port labor) committee on the basis of schemes introduced during the war and sent to the various port labor committees to serve as a basis of discussion for committees which had not introduced registration schemes.

SUGGESTED MODEL SCHEME FOR REGISTRATION TO BE ADAPTED TO SPECIAL REQUIREMENTS OF EACH PORT.

1. All men recognized by the port labor committee as being bona fide transport workers of the port of —— to be registered and given a number by the committee.

2. In the absence of special conditions, registration to be confined in the first instance to men who were employed in the port on August 4, 1914, in order that the employment of transport workers who have left the port for military service may be safeguarded. A further issue of tallies may afterwards be made to men who were

first employed at a later date, if employment can be offered to them without prejudicing the chances of employment of bona fide transport workers.

3. Each man registered to receive from the employment exchange a metal tally or other token, bearing the registered number.

4. Registered men must, if required, produce their tallies on being engaged, and men without tallies may not be engaged except as provided by section 5.

5. The secretary of the port labor committee on being satisfied that all registered men are employed or are otherwise unavailable may sanction the issue of temporary employment tickets, available for one week's employment, to additional men not on the register, in sufficient numbers to meet the temporary requirements.

6. All tallies to be withdrawn and reissued at the end of each quarter, to avoid fraudulent transfers. On reissue of tallies registered numbers of transport workers to be changed.

7. In ports where the labor is definitely specialized into different classes, a special type of tally (e. g., round, square, triangular, etc.) may be issued to each class.

8. Cases of serious misbehavior or failure to work should be reported to the port labor committee, in order that the committee may, if after investigation they think it necessary, cancel the registration and withdraw the tally of the man complained of. Such reports will be signed by one of the principals of the firm (not the foreman) by whom the men had been employed, and it should be understood that it is expected that the reports will be made only after careful inquiry by the firm as to the facts and circumstances of each case.

In practically all ports schemes have now been introduced along the lines suggested. The following, adopted by the Bristol Port Labor Committee, is given as a sample:

BRISTOL PORT LABOR COMMITTEE—SCHEME FOR REGISTRATION OF TRANSPORT WORKERS.

1. There shall be a complete registration scheme for all general labor employed in or about the docks, divided into—

(a) All dock labor.

(b) All carters, warehousemen, and permanent loaders.

The term "general labor" does not include members of engineering and other craft trades and the permanent administrative staffs of employers.

2. All men at present holding record books to be registered. No other men to be registered except those men who previously were employed on the docks, and are now being demobilized from His Majesty's forces.

3. The scheme shall come into operation on March 31, 1919, and all men under the scheme to be members of the Dockers' Union.

4. Registration to be by means of a numbered tally. Tallies to be of two varieties, viz:

(a) All dock labor (round and square metaled "D").

(b) All carters, warehousemen, and permanent loaders (oval and triangular metaled "C").

Tallies are not interchangeable, and carters' tallies will not be accepted for employment as dock laborers, or vice versa.

The tally number issued to a man shall be retained by him during the whole of his service, and the same number shall be entered on his union card.

Tallies to be exchanged quarterly at the Dockers' Union offices.

Each quarter's tallies will be of distinct shape to insure that they are exchanged quarterly.

The change of record books for tallies will be made during the last week of the present quarter.

During this period the expiring record book or new tally will be valid, and during the last week of each subsequent quarter the expiring tally and the new tally will be similarly valid.

All tallies must be in possession of men by March 31.

5. No man shall be engaged who is not in possession of the official tally.

6. The tally must be collected by the employer or his representative upon a man's engagement and retained until the termination.

7. A man who is engaged for loading or discharging a ship is entitled and is required to retain his employment until the completion of the work for which he is engaged.

8. Interruption of the engagement on account of stress of weather or other causes not under the control of the employer or worker shall be dealt with in accordance with the respective agreements with the union.

9. Any breach of the regulations regarding the employment of men without tallies, or the discontinuance of work before its completion, on the part of either employer or worker, shall be reported to the port labor committee.

10. Any man either transferring a tally or fraudulently obtaining work by the use of another man's tally shall be reported to the port labor committee.

11. Men losing tallies will be required to pay the cost of same.

12. On completion of demobilization the number of men on the docks shall be reviewed, and in case it is necessary to reduce the number of men holding tallies, men who took up work on the docks after August 4, 1914, shall have their tallies taken away.

In case additional men are required at any time in the port, no men shall be admitted without the consent of the port labor committee, and in the event of more men being required, applications would be considered by the port labor committee, or subcommittee thereof, provision to be made that such committee meets at regular intervals.

The chief purpose of all the schemes as applied to after-the-war conditions is to protect the ports against an influx of casual labor. When the armistice was signed it was feared that on the transition from war to peace work large numbers of men who were unemployed might seek employment in the ports as the best-known means of obtaining casual work. The result would have been that bona fide transport workers who had joined the colors would have found on their return that their chance of employment had been greatly reduced. Such an influx would also have prejudiced any future schemes for decasualizing the work in the ports, since it would be difficult to reduce the number of men employed when they had once obtained work. Under the schemes which are now in force in most of the ports the bona fide transport workers are registered either by the port labor committee or by the union on behalf of the committee, and the men registered receive a tally or some mark of identification, which is usually changed every quarter to prevent fraudulent transfer. The employers agree that men who are not on the register shall not be employed until all tally holders are employed or are otherwise unavailable. In some of the ports it is agreed that additional labor employed to meet a shortage, when all tally holders are engaged, must be engaged through the employment exchange, or

must be engaged with a temporary registration ticket issued by the secretary of the port labor committee.

In certain ports the system of surplus stands has been introduced. Men who can not obtain employment at the usual taking-on stands go to the surplus stands, which are connected by telephone with the taking-on stands throughout the port. They are then directed to any points at which labor may be required.

CONCLUSION.

It may be observed that the schemes in force in the ports of the United Kingdom for the decasualization of dock labor are not supported by compulsory powers and are a matter for voluntary agreement between employers and the unions. This is apparently a weakness that must be overcome before the fullest measure of success can be attained. In the past such schemes have not been fully supported by either employers or workmen. Reporting in 1915 on labor exchanges and unemployment, Mr. W. H. Beveridge observes that—

The reduction of the number of separate centers for the engaging of men (dock labor) and the consequent concentration of their engagement upon a limited number of exchanges, which has constantly been urged as the main means of improving the conditions of employment, has not in fact been realized at Liverpool, Goole, or in the South Wales ports. In the absence of this feature and of any effective restriction in the numbers of men applying for work, no marked effect can be claimed for these schemes in actually improving the regularity of employment.

On the whole it can not be claimed that any substantial progress has yet been made with the decasualization of labor in the principal centers where such labor is employed. The powers of the board have not proved adequate to secure that change in the methods of engagement which alone appears to offer a prospect of real improvement.¹

With the setting up of port labor committees during the war and the continuation of these committees during the period, at least, of demobilization, a long step has been taken in the direction of a permanent arrangement for regularizing the employment of dock labor. Undoubtedly, however, there must come compulsory registration of dock labor with restrictions upon indiscriminate influx and upon the right of employers to take on unregistered men.

¹ Report on the Proceedings of the Board of Trade under the Labor Exchanges Act, 1909, and under Part II of the National Insurance Act, 1911, to July, 1914. London, 1915. p. 85.

PROHIBITORY AMENDMENT TO THE CONSTITUTION OF THE UNITED STATES AND ITS RELATION TO LABOR.

BY LINDLEY D. CLARK.

The proclamation by the State Department announcing the adoption of the eighteenth amendment to the Federal Constitution was in the minds of most people the final act in its incorporation into the fundamental law of the land. This amendment, known at first as Senate Joint Resolution No. 17, was introduced in the Senate by Mr. Sheppard, of Texas, on April 4, 1917, and with some textual alterations passed the Senate August 1 by a vote of 65 to 20, 11 members not voting. The resolution was amended in the House by deferring its effect until the end of a year after its adoption, and by giving the States concurrent power with Congress to enforce its provisions, instead of leaving the enforcement to Congress alone. As the measure came from the Senate it was to be inoperative unless ratified within six years from the date of its submission, but a friendly spirit influenced the House to add another year of grace. The House passed the amendment December 17 by a vote of 282 to 128, 23 members not voting. The Senate concurred in all amendments on the 18th of the same month. It was deposited in the Department of State on December 19, 1917, in the following form:

SECTION 1. After one year from the ratification of this article the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof for beverage purposes is hereby prohibited.

SEC. 2. The Congress and the several States shall have concurrent power to enforce this article by appropriate legislation.

SEC. 3. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the States by the Congress.

This amendment was of course immediately available for consideration by the legislatures of the various States, but the action of Congress came at a time when no such body was regularly in session, and just prior to the opening of a legislative year when normally but 11 of the 48 law-making bodies of the Union would meet. However, the movement in its favor started off briskly, Mississippi being the first State to ratify, securing its position by action in both houses on the opening day of the legislature, January 8, 1918. Virginia followed two days later; two other States ratified in the same month, and by the end of the year eight legislatures in regular session and seven in extra session, or 15 in all, had registered their approval of the amendment.

Such promptness made it sufficiently clear that the legislatures elected in November, 1918, would in all probability be called upon to make the final decision for or against the amendment, and in many States this was one of the principal factors in the election of legislators. On the assembling of the legislative bodies meeting in 1919, Oklahoma and Washington adopted the amendment on their opening day, though Michigan, opening earlier, was the first to act. Nebraska, acting on January 16, made up the required two-thirds, being the thirty-sixth State to ratify, though a reference to clocks was necessary to determine the fact, two other States taking action on the same day. Connecticut, New Jersey, and Rhode Island were the only States to take adverse action.

Official announcement of the adoption of the amendment was made by the Department of State on January 29, 1919. The list of States ratifying, with the dates of ratification, follows:

DATES OF RATIFICATION.

	1918.		1919.
1. Mississippi.....	January, 8	23. Washington.....	January, 13
2. Virginia.....	January, 10	24. California.....	January, 13
3. Kentucky.....	January, 14	25. Arkansas.....	January, 14
4. South Carolina.....	January, 23	26. Illinois.....	January, 14
5. North Dakota.....	January, 25	27. Indiana.....	January, 14
6. Maryland.....	February, 13	28. Kansas.....	January, 14
7. Montana.....	February, 19	29. North Carolina.....	January, 14
8. Texas.....	March, 4	30. Alabama.....	January, 14
9. Delaware.....	March, 18	31. Iowa.....	January, 15
10. South Dakota.....	March, 20	32. Colorado.....	January, 15
11. Massachusetts.....	April, 2	33. Oregon.....	January, 15
12. Arizona.....	May, 22	34. New Hampshire.....	January, 15
13. Georgia.....	July, 22	35. Utah.....	January, 15
14. Louisiana.....	August, 3	36. Nebraska.....	January, 16
15. Florida.....	December, 14	37. Missouri.....	January, 16
	1919.	38. Wyoming.....	January, 16
16. Michigan.....	January, 2	39. Minnesota.....	January, 17
17. Oklahoma.....	January, 7	40. Wisconsin.....	January, 17
18. Ohio.....	January, 7	41. New Mexico.....	January, 20
19. Tennessee.....	January, 8	42. Nevada.....	January, 21
20. Idaho.....	January, 8	43. Vermont.....	January, 29
21. Maine.....	January, 8	44. New York.....	January, 29
22. West Virginia.....	January, 9	45. Pennsylvania.....	February, 25

Opponents of the amendment have sought to find legal objections to its acceptance, and an injunction on the ground that not two-thirds of the entire membership of the House of Representatives voted for it has been under consideration. Interest in this plan received a severe check when the Supreme Court of the United States decided in a case involving the identical point that a constitutional requirement of a two-thirds vote means two-thirds of the quorum present and

voting, and not two-thirds of the roster of the body. (*Missouri Pacific R. Co. v. State of Kansas* (Jan. 7, 1919), 39 Sup. Ct. Rep., p. 93.)¹

A second contention has been that, in those States in which a referendum is provided for, the action of the legislature is still subject to review, and that a reversal of action by the vote of the people of 10 States would leave the amendment without the necessary three-fourths support. This point came to an issue in the State of Oregon, where the referendum exists, but was decided adversely by the supreme court of the State on April 29, on the ground that the referendum was applicable only to State legislation, and the referendum on this measure was denied a place on the ballot. A case involving the same question was submitted to the Supreme Court of Washington, which by a divided court—5 to 4—decided in favor of the referendum. The grounds for the decision are not yet available, but inasmuch as the Constitution (Art. V) specifies that it is to be amended by action of Congress and ratification “by the legislatures of three-fourths of the several States, or by conventions in three-fourths thereof,” and such action has been formally taken, the question involved is evidently whether or not the action of the States in adopting the referendum has in effect amended this article or has so changed the meaning of the word “legislature” as to make it include the entire citizenship of the State. In either case, a Federal question is involved, subjecting the matter to a final determination by the Supreme Court of the United States.

The Legislature of Rhode Island has adopted a resolution instructing the attorney general of the State to begin action in the name of the State to contest the constitutionality of the amendment as an infringement upon the police power of the State and “contrary to the spirit and system of the dual form of government erected by the Constitution.” This would raise a different question entirely from that involved in the action for a referendum, which relates to the mode of adoption only, while the resolution of the Rhode Island Legislature challenges the validity of a legally adopted constitutional provision.

The amendment is the result of an effort extending over many years to secure the extinction of the manufacture and sale of intoxicants. Initiated mainly as a movement for moral, physical, and social betterment, as conceived by its promoters, it gained great impetus by its indorsement as a step in improving industrial conditions. Railroad companies have for many years had rules against

¹ The case cited involved the validity of the Webb-Kenyon Act, giving the States power to regulate commerce in intoxicating liquors. This act was passed over a presidential veto, by a vote of two-thirds of a quorum of the Senate, but not of two-thirds of the membership. The court held this valid, and also declared “the identity in principle between the rule applicable to amendments to the Constitution and that controlling in passing a bill over a veto.”

drinking by employees connected with the movement of trains, and legislation is found against the employment of intoxicated persons in certain positions, the use of intoxicants by certain classes of employees, the sale of intoxicants to employees after notice from the employer, or the sale of liquor near a work camp, etc., laws on one or more of these points having been enacted in 38 States of the Union.

State-wide prohibition, based on the same arguments as indicated above, has been provided for in 33 States, Alaska, and the District of Columbia, either by statute (17) or by amendments incorporated in the State constitutions (18), beginning with Maine in 1851 and ending with Wyoming and Delaware, to be effective in 1920.

An act of August 10, 1917, as a matter of food conservation, forbade the use of foods, fruits, food materials, and feeds in the production of distilled spirits for beverage purposes. This provision was to be in effect after 30 days from the approval of the act, and to continue until the end of the present war as "ascertained and proclaimed by the President." The same act authorized the President to limit, regulate, or prohibit the use of the same articles as above in the production of malt or vinous liquors for beverage purposes; or he might limit the alcoholic content of any such malt or vinous liquor. This action was to be taken whenever the President should find it essential to the national defense, and to continue in force in his discretion. Orders have been issued in accordance with this power, and the supply of fuel to breweries was also regulated. The brewing of non-intoxicating or "near" beer was forbidden for a time, but early in the year 1919 the ban was removed, the Bureau of Internal Revenue adopting a standard of under one-half of 1 per cent alcoholic content as permissible.

None of these provisions restricted the sale of liquors, but an act of November 21, 1918, provides that after June 30, 1919, and "until the conclusion of the present war and thereafter until the termination of demobilization, the date of which shall be determined and proclaimed by the President," the sale of distilled spirits, or of beer, wine, or other intoxicating malt or vinous liquors for beverage purposes shall be unlawful; withdrawal from bond and sale for export are permitted. The provisions apply directly to the use of intoxicants, as distinguished from their manufacture only, and as such have attracted the immediate attention of a correspondingly larger number of persons. The fact that the war practically ended November 11, 1918, and that therefore the reasons assigned for the original enactment no longer exist is offered as ground for a rescission of the measure. Action on the subject rests, of course, with Congress, but no steps that it could take could be effective further than to do away

with prohibition beginning July 1, 1919, as, of course, a repeal of the constitutional amendment would require the same steps as its adoption.

The remark has been frequently made that when the soldiers return to civil life there will be a vigorous and effective protest against the action taken in their absence. No real preponderance of opinion has been obtainable on this point, but both friends and opponents of the measure confidently announce enthusiastic approval or disapproval of their respective views by the soldiers with whom they have come into contact. It seems reasonable to assume that, as they represent the whole area of the country, so also do they represent the diverse opinions in an average ratio, and that no unity of action is to be expected from them on this or any similar question on which men differ. Furthermore, the Congress which submitted the amendment was elected in 1916, with all voters at home, and with the attitude of candidates on the question an issue in many congressional districts.

No special enforcement laws have been enacted as yet by Congress, though it is claimed that existing statutes are adequate. Some of the State legislatures have enacted enforcement laws in contemplation of the coming into effect of the constitutional amendment. A question of interpretation is being discussed, relative to the meaning of the term "intoxicating liquors" used in the amendment, which will doubtless be met by the courts, though an enactment of a definition by Congress would go far to settle the dispute, especially by making the standard uniform for all States of the Union. Whether the limit will fall below one-half of 1 per cent of alcoholic content as now held by the Bureau of Internal Revenue, or whether it will be 2½ per cent, as fixed by certain brewers and their advisers, or whether some other amount is fixed, there is still a practical certainty that the friends of the measure will seek for national uniformity. At the date of this publication a Federal court has enjoined interference with the manufacture of beer with an alcoholic content of 2.75 per cent by the breweries bringing the action. Enforcement bills introduced in Congress put the lawful amount at less than one-half of 1 per cent.

Industrial conditions resultant upon the inception of prohibition have been in a large measure anticipated. The end of the use of grain and other materials, etc., in distilleries necessarily meant the closing of such places when materials in process of manufacture were worked up, and in the abnormal conditions of the time the distribution of the workers caused little if any disturbance. The breweries, too, though in less degree, have already made partial adjustments and are being converted into plants for a variety of uses, as cold-storage plants, packing houses, ice factories, canneries, creameries, factories for the production of soft drinks, ice cream, sirup, paint, soap and chemicals, etc.

Mr. William H. Waggaman, of the United States Department of Agriculture (*Review of Reviews*, April, 1919), forecasts a large development in the production of denatured alcohol for industrial uses, using for this purpose many products not suitable for the manufacture of spirits for beverage use. In this connection may be mentioned a statistical study by Mr. Rollin E. Smith (*Independent*, Mar. 1, 1919), in which he arrives at the conclusion that the produce of 5,000,000 acres of land will become available for food in place of being consumed in the manufacture of intoxicants.

The question of the loss of values of real estate used in connection with the manufacture and sale of liquor has received much attention from the fire insurance companies on account of the consequent increase in the so-called "moral hazard" due to the change. While, of course, each company is free to cancel or decline such insurance according to its own judgment, the opinion has been expressed by some of the leading insurance periodicals that with the very generally announced transformation of the property to other uses, the depreciation would not be such as to encourage incendiarism. Restaurants, soft-drink establishments, automobile tire shops, and the moving-picture business are spoken of as being most frequently chosen as new lines of business.

The Salvation Army is reported by the *New York Sun* (Apr. 28, 1919) as planning to take over a number of bar rooms and their equipment, operating them as "corner clubs for working men and boys," giving employment to former bartenders in the dispensing of soft drinks, sandwiches, and doughnuts; and the *Evening Star*, of Washington, D. C. (May 10, 1919), gives an account of the ceremonies attendant upon the taking over of a Baltimore bar room by the Salvation Army, and other publications refer to similar action in a number of cases.

The conclusion would seem to be that, despite the various efforts to stay the coming into effect of prohibition, there is in progress a pretty general adaptation of the manufacturing properties to other industrial uses, that to some extent at least bar-room fixtures will be found available for continued use, and that the "poor man's club," as the saloon has been called by various classes of persons, will be still available, if initiated plans prove successful.

RECONSTRUCTION.

SOCIAL RECONSTRUCTION PROGRAM OF THE NATIONAL CATHOLIC WAR COUNCIL.

The pronouncement of the National Catholic War Council on social reconstruction, giving a general review of the problems and a survey of remedies, is of more than passing importance in these days of social unrest when the great questions affecting the interests of capital and labor are being discussed, and a solution of the problems is being sought that will bring justice to all. The pronouncement is preceded by a brief introductory review of some of the more important statements and proposals that have been made by various social groups and classes, including the National Chamber of Commerce, various State federations of labor, certain British Quaker employees, and the interdenominational conference of social service unions comprising 10 religious bodies, including Catholics, organized in Great Britain. The pronouncement has the following to say concerning this interdenominational statement of social reconstruction:

This statement deals with principles, evils, and remedies. Presuming that Christianity provides indispensable guiding principles and powerful motives of social reform, it lays down the basic proposition that every human being is of inestimable worth and that legislation should recognize persons as more sacred than property; therefore the State should enforce a minimum living wage; enable the worker to obtain some control of industrial conditions; supplement private initiative in providing decent housing; prevent the occurrence of unemployment; safeguard the right of the laborer and his family to a reasonable amount of rest and recreation; remove those industrial and social conditions which hinder marriage and encourage an unnatural restriction of families, and afford ample opportunities for education of all children industrially, culturally, religiously, and morally. On the other hand, rights imply duties, and the individual is obliged to respect the rights of others, to cultivate self-control, to recognize that labor is the law of life and that wealth is a trust. Finally, the statement points out that all social reform must take as its end and guide the maintenance of pure and wholesome family life.

Such in barest outline are the main propositions and principles of this remarkable program. The text contains adequate exposition of the development and application of all these points and concrete specifications of the methods and measures by which the aims and principles may be brought into effect. In the latter respect the statement is not liable to the fatal objection that is frequently and fairly urged against the reform pronouncements of religious bodies—that they are abstract, platitudinous, and usually harmless. The statement of the interdenominational conference points out specific remedies for the evils that it describes; specific measures, legislative and other, by which the principles may be realized in actual life.

RECONSTRUCTION PROGRAM OF THE NATIONAL CATHOLIC WAR COUNCIL.

The following is the text of the social reconstruction program of the National Catholic War Council:

No attempt will be made in these pages to formulate a comprehensive scheme of reconstruction. Such an undertaking would be a waste of time as regards immediate needs and purposes, for no important group or section of the American people is ready to consider a program of this magnitude. Attention will therefore be confined to those reforms that seem to be desirable and also obtainable within a reasonable time, and to a few general principles which should become a guide to more distant developments. A statement thus circumscribed will not merely present the objects that we wish to see attained, but will also serve as an imperative call to action. It will keep before our minds the necessity for translating our faith into works. In the statements of immediate proposals we shall start, wherever possible, from those governmental agencies and legislative measures which have been to some extent in operation during the war. These come before us with the prestige of experience and should therefore receive first consideration in any program that aims to be at once practical and persuasive.

The first problem in the process of reconstruction is the industrial replacement of the discharged soldiers and sailors. The majority of these will undoubtedly return to their previous occupations. However, a very large number of them will either find their previous places closed to them or will be eager to consider the possibility of more attractive employments. The most important single measure for meeting this situation that has yet been suggested is the placement of such men on farms. Several months ago Secretary Lane recommended to Congress that returning soldiers and sailors should be given the opportunity to work at good wages upon some part of the millions upon millions of acres of arid, swamp, and cut-over timber lands in order to prepare them for cultivation. President Wilson in his annual address to Congress indorsed the proposal. As fast as this preliminary task has been performed, the men should be assisted by Government loans to establish themselves as farmers, either as owners or as tenants having long-time leases. It is essential that both the work of preparation and the subsequent settlement of the land should be effected by groups or colonies, not by men living independently of one another and in depressing isolation. A plan of this sort is already in operation in England. The importance of the project as an item of any social reform program is obvious. It would afford employment to thousands upon thousands, would greatly increase the number of farm owners and independent farmers, and would tend to lower the cost of living by increasing the amount of agricultural products. If it is to assume any considerable proportions it must be carried out by the Governments of the United States and of the several States. Should it be undertaken by these authorities and operated on a systematic and generous scale, it would easily become one of the most beneficial reform measures that has ever been attempted.

UNITED STATES EMPLOYMENT SERVICE.

The reinstatement of the soldiers and sailors in urban industries will no doubt be facilitated by the United States Employment Service. This agency has attained a fair degree of development and efficiency during the war. Unfortunately there is some danger that it will go out of existence or be greatly weakened at the end of the period of demobilization. It is the obvious duty of Congress to continue and strengthen this important institution. The problem of unemployment is with us always. Its solution requires the cooperation of many agencies, and the use of many methods, but the primary and indispensable instrument is a national system of labor exchanges, acting in harmony with State, municipal, and private employment bureaus.

WOMEN WAR WORKERS.

One of the most important problems of readjustment is that created by the presence in industry of immense numbers of women who have taken the places of men during the war. Mere justice, to say nothing of chivalry, dictates that these women should not be compelled to suffer any greater loss or inconvenience than is absolutely necessary, for their services to the Nation have been second only to the services of the men whose places they were called upon to fill. One general principle is clear: No female worker should remain in any occupation that is harmful to health or morals. Women should disappear as quickly as possible from such tasks as conducting and guarding street cars, cleaning locomotives, and a great number of other activities for which conditions of life and their physique render them unfit. Another general principle is that the proportion of women in industry ought to be kept within the smallest practical limits. If we have an efficient national employment service, if a goodly number of the returned soldiers and sailors are placed on the land, and if wages and the demand for goods are kept up to the level which is easily attainable, all female workers who are displaced from tasks that they have been performing only since the beginning of the war will be able to find suitable employments in other parts of the industrial field or in those domestic occupations which sorely need their presence. Those women who are engaged at the same tasks as men should receive equal pay for equal amounts and qualities of work.

NATIONAL WAR LABOR BOARD.

One of the most beneficial governmental organizations of the war is the National War Labor Board. Upon the basis of a few fundamental principles, unanimously adopted by the representatives of labor, capital, and the public, it has prevented innumerable strikes and raised wages to decent levels in many different industries throughout the country. Its main guiding principles have been a family living wage for all male adult laborers, recognition of the right of labor to organize and to deal with employers through its chosen representatives, and no coercion of nonunion laborers by members of the union. The War Labor Board ought to be continued in existence by Congress, and endowed with all the power for effective action that it can possess under the Federal Constitution. The principles, methods, machinery, and results of this institution constitute a definite and far-reaching gain for social justice. No part of this advantage should be lost or given up in time of peace.

PRESENT WAGE RATES SHOULD BE SUSTAINED.

The general level of wages attained during the war should not be lowered. In a few industries, especially some directly and peculiarly connected with the carrying on of war, wages have reached a plane upon which they can not possibly continue for this grade of occupations. But the number of workers in this situation is an extremely small proportion of the entire wage-earning population. The overwhelming majority should not be compelled or suffered to undergo any reduction in their rates of remuneration, for two reasons: First, because the average rate of pay has not increased faster than the cost of living; second, because a considerable majority of the wage earners of the United States, both men and women, were not receiving living wages when prices began to rise in 1915. In that year, according to Lauck and Sydenstricker, whose work is the most comprehensive on the subject, four-fifths of the heads of families obtained less than \$800, while two-thirds of the female wage earners were paid less than \$400. Even if the prices of goods should fall to the level on which they were in 1915—something that can not be hoped for within five years—the average present rates of wages would not exceed the equivalent of a decent livelihood in the case of the vast majority. The exceptional instances to the contrary are practically all among the skilled workers. Therefore, wages on the whole should not be reduced even when the cost of living recedes from its present high level.

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Even if the great majority of workers were now in receipt of more than living wages, there are no good reasons why rates of pay should be lowered. After all, a living wage is not necessarily the full measure of justice. All the Catholic authorities on the subject explicitly declare that this is only the *minimum* of justice. In a country as rich as ours, there are very few cases in which it is possible to prove that the worker would be getting more than that to which he has a right if he were paid something in excess of this ethical minimum. Why, then, should we assume that this is the normal share of almost the whole laboring population? Since our industrial resources and instrumentalities are sufficient to provide more than a living wage for a very large proportion of the workers, why should we acquiesce in a theory which denies them this measure of the comforts of life? Such a policy is not only of very questionable morality but is unsound economically. The large demand for goods which is created and maintained by high rates of wages and high purchasing power by the masses is the surest guaranty of a continuous and general operation of industrial establishments. It is the most effective instrument of prosperity for labor and capital alike. The only persons who would benefit considerably through a general reduction of wages are the less efficient among the capitalists and the more comfortable sections of the consumers. The wage earners would lose more in remuneration than they would gain from whatever fall in prices occurred as a direct result of the fall in wages. On grounds both of justice and sound economics, we should give our hearty support to all legitimate efforts made by labor to resist general wage reductions.

HOUSING FOR WORKING CLASSES.

Housing projects for war workers which have been completed, or almost completed by the Government of the United States, have cost some \$40,000,000, and are found in 11 cities. While the Federal Government can not continue this work in time of peace, the example and precedent that it has set, and the experience and knowledge that it has developed, should not be forthwith neglected and lost. The great cities in which congestion and other forms of bad housing are disgracefully apparent ought to take up and continue the work, at least to such an extent as will remove the worst features of a social condition that is a menace at once to industrial efficiency, civic health, good morals, and religion.

REDUCTION OF THE COST OF LIVING.

During the war the cost of living has risen at least 75 per cent above the level of 1913. Some check has been placed upon the upward trend by Government fixing of prices in the case of bread and coal and a few other commodities. Even if we believe it desirable, we can not ask that the Government continue this action after the articles of peace have been signed, for neither public opinion nor Congress is ready for such a revolutionary policy. If the extortionate practices of monopoly were prevented by adequate laws and adequate law enforcement, prices would automatically be kept at as low a level as that to which they might be brought by direct Government determination. Just what laws, in addition to those already on the statute books, are necessary to abolish monopolistic extortion is a question of detail that need not be considered here. In passing, it may be noted that Government competition with monopolies that can not be effectively restrained by the ordinary antitrust laws deserves more serious consideration than it has yet received.

More important and more effective than any Government regulation of prices would be the establishment of cooperative stores. The enormous toll taken from industry by the various classes of middlemen is now fully realized. The astonishing difference between the price received by the producer and that paid by the consumer has become a scandal to our industrial system. The obvious and direct means of reducing this discrepancy and abolishing unnecessary middlemen is the operation of retail and wholesale mercantile concerns under the ownership and management of the consumers.

This is no Utopian scheme. It has been successfully carried out in England and Scotland through the Rochdale system. Very few serious efforts of this kind have been made in this country because our people have not felt the need of these cooperative enterprises as keenly as the European working classes and because we have been too impatient and too individualistic to make the necessary sacrifices and to be content with moderate benefits and gradual progress. Nevertheless, our superior energy, initiative, and commercial capacity will enable us, once we set about the task earnestly, even to surpass what has been done in England and Scotland.

In addition to reducing the cost of living, the cooperative stores would train our working people and consumers generally in habits of saving, in careful expenditure, in business methods, and in the capacity for cooperation. When the working classes have learned to make the sacrifices and to exercise the patience required by the ownership and operation of cooperative stores, they will be equipped to undertake a great variety of tasks and projects which benefit the community immediately and all its constituent members ultimately. They will then realize the folly of excessive selfishness and senseless individualism. Until they have acquired this knowledge, training, and capacity desirable extensions of governmental action in industry will not be attended by a normal amount of success. No machinery of government can operate automatically, and no official and bureaucratic administration of such machinery can ever be a substitute for intelligent interest and cooperation by the individuals of the community.

THE LEGAL MINIMUM WAGE.

Turning now from those agencies and laws that have been put in operation during the war to the general subject of labor legislation and problems, we are glad to note that there is no longer any serious objection urged by impartial persons against the legal minimum wage. The several States should enact laws providing for the establishment of wage rates that will be at least sufficient for the decent maintenance of a family, in the case of all male adults, and adequate to the decent individual support of female workers. In the beginning the minimum wages for male workers should suffice only for the present needs of the family, but they should be gradually raised until they are adequate to future needs as well. That is, they should be ultimately high enough to make possible that amount of saving which is necessary to protect the worker and his family against sickness, accidents, invalidity, and old age.

SOCIAL INSURANCE.

Until this level of legal minimum wages is reached the worker stands in need of the device of insurance. The State should make comprehensive provision for insurance against illness, invalidity, unemployment, and old age. So far as possible the insurance fund should be raised by a levy on industry, as is now done in the case of accident compensation. The industry in which a man is employed should provide him with all that is necessary to meet all the needs of his entire life. Therefore, any contribution to the insurance fund from the general revenues of the State should be only slight and temporary. For the same reason no contribution should be exacted from any worker who is not getting a higher wage than is required to meet the present needs of himself and family. Those who are below that level can make such a contribution only at the expense of their present welfare. Finally, the administration of the insurance laws should be such as to interfere as little as possible with the individual freedom of the worker and his family. Any insurance scheme or any administrative method that tends to separate the workers into a distinct and dependent class, that offends against their domestic privacy and independence, or that threatens individual self-reliance and self-respect should not be tolerated. The ideal to be kept in mind is a condition in which all the workers would themselves have the

income and the responsibility of providing for all the needs and contingencies of life, both present and future. Hence all forms of State insurance should be regarded as merely a lesser evil, and should be so organized and administered as to hasten the coming of the normal condition.

The life insurance offered to soldiers and sailors during the war should be continued, so far as the enlisted men are concerned. It is very doubtful whether the time has yet arrived when public opinion would sanction the extension of general life insurance by the Government to all classes of the community.

The establishment and maintenance of municipal health inspection in all schools, public and private, is now pretty generally recognized as of great importance and benefit. Municipal clinics, where the poorer classes could obtain the advantage of medical treatment by specialists at a reasonable cost, would likewise seem to have become a necessity. A vast amount of unnecessary sickness and suffering exists among the poor and the lower middle classes because they can not afford the advantages of any other treatment except that provided by the general practitioner. The service of these clinics should be given gratis only to those who can not afford to pay.

LABOR PARTICIPATION IN INDUSTRIAL MANAGEMENT.

The right of labor to organize and to deal with employers through representatives has been asserted above in connection with the discussion of the War Labor Board. It is to be hoped that this right will never again be called in question by any considerable number of employers. In addition to this, labor ought gradually to receive greater representation in what the English group of Quaker employers have called the "industrial" part of business management—"the control of processes and machinery; nature of product; engagement and dismissal of employees; hours of work, rates of pay, bonuses, etc.; welfare work; shop discipline; relations with trade-unions." The establishment of shop committees, working wherever possible with the trade-union, is the method suggested by this group of employers for giving the employees the proper share of industrial management. There can be no doubt that a frank adoption of these means and ends by employers would not only promote the welfare of the workers, but vastly improve the relations between them and their employers and increase the efficiency and productiveness of each establishment.

There is no need here to emphasize the importance of safety and sanitation in work places, as this is pretty generally recognized by legislation. What is required is an extension and strengthening of many of the existing statutes and a better administration and enforcement of such laws everywhere.

VOCATIONAL TRAINING.

The need of industrial or, as it has come to be more generally called, vocational training is now universally acknowledged. In the interest of the Nation, as well as in that of the workers themselves, this training should be made substantially universal. While we can not now discuss the subject in any detail, we do wish to set down two general observations. First, the vocational training should be offered in such forms and conditions as not to deprive the children of the working classes of at least the elements of a cultural education. A healthy democracy can not tolerate a purely industrial or trade education for any class of its citizens. We do not want to have the children of the wage earners put into a special class in which they are marked as outside the sphere of opportunities for culture. The second observation is that the system of vocational training should not operate so as to weaken in any degree our parochial schools or any other class of private schools. Indeed, the opportunities of the system should be extended to all qualified private schools on exactly the same basis as to public schools. We want neither class divisions in education nor a State monopoly of education.

CHILD LABOR.

The question of education naturally suggests the subject of child labor. Public opinion in the majority of the States of our country has set its face inflexibly against the continuous employment of children in industry before the age of 16 years. Within a reasonably short time all of our States, except some stagnant ones, will have laws providing for this reasonable standard. The education of public opinion must continue, but inasmuch as the process is slow, the abolition of child labor in certain sections seems unlikely to be brought about by the legislatures of those States, and since the Keating-Owen Act has been declared unconstitutional, there seems to be no device by which this reproach to our country can be removed except that of taxing child labor out of existence. This method is embodied in an amendment to the Federal revenue bill, which would impose a tax of 10 per cent on all goods made by children.

Probably the foregoing proposals comprise everything that is likely to have practical value in a program of immediate social reconstruction for America. Substantially all of these methods, laws, and recommendations have been recognized in principle by the United States during the war or have been indorsed by important social and industrial groups and organizations. Therefore, they are objects that we can set before the people with good hope of obtaining a sympathetic and practical response. Were they all realized a great step would have been taken in the direction of social justice. When they are all put into operation the way will be easy and obvious to still greater and more beneficial result.

ULTIMATE AND FUNDAMENTAL REFORMS.

Despite the practical and immediate character of the present statement, we cannot entirely neglect the question of ultimate aims and a systematic program, for other groups are busy issuing such systematic pronouncements and we all need something of the kind as a philosophical foundation and as a satisfaction to our natural desire for comprehensive statements.

It seems clear that the present industrial system is destined to last for a long time in its main outlines. That is to say, private ownership of capital is not likely to be supplanted by a collectivist organization of industry at a date sufficiently near to justify any present action based on the hypothesis of its arrival. This forecast we recognize as not only extremely probable, but as highly desirable; for, other objections apart, Socialism would mean bureaucracy, political tyranny, the helplessness of the individual as a factor in the ordering of his own life, and, in general, social inefficiency and decadence.

MAIN DEFECTS OF PRESENT SYSTEM.

Nevertheless, the present system stands in grievous need of considerable modifications and improvement. Its main defects are three: Enormous inefficiency and waste in the production and distribution of commodities, insufficient incomes for the great majority of wage earners, and unnecessarily large incomes for a small minority of privileged capitalists. The evils in production and in the distribution of goods would be in great measure abolished by the reforms that have been outlined in the foregoing pages. Production will be greatly increased by universal living wages, by adequate industrial education, and by harmonious relations between labor and capital on the basis of adequate participation by the former in all the industrial aspects of business management. The wastes of commodity distribution could be practically all eliminated by cooperative mercantile establishments and cooperative selling and marketing associations.

COOPERATION AND COPARTNERSHIP.

Nevertheless, the full possibilities of increased production will not be realized so long as the majority of the workers remain mere wage earners. The majority must somehow become owners, or at least in part, of the instruments of production. They can be enabled to reach this stage gradually through cooperative productive societies and copartnership arrangements. In the former the workers own and manage the industries themselves; in the latter they own a substantial part of the corporate stock and exercise a reasonable share in the management. However slow the attainment of these ends, they will have to be reached before we can have a thoroughly efficient system of production or an industrial and social order that will be secure from the danger of revolution. It is to be noted that this particular modification of the existing order, though far-reaching and involving to a great extent the abolition of the wage system, would not mean the abolition of private ownership. The instruments of production would still be owned by individuals, not by the State.

INCREASED INCOMES FOR LABOR.

The second great evil, that of insufficient income for the majority, can be removed only by providing the workers with more income. This means not only universal living wages, but the opportunity of obtaining something more than that amount for all who are willing to work hard and faithfully. All the other measures for labor betterment recommended in the preceding pages would likewise contribute directly or indirectly to a more just distribution of wealth in the interest of the laborer.

ABOLITION AND CONTROL OF MONOPOLIES.

For the third evil mentioned above—excessive gains by a small minority of privileged capitalists—the main remedies are prevention of monopolistic control of commodities, adequate Government regulation of such public-service monopolies as will remain under private operation, and heavy taxation of incomes, excess profits, and inheritances. The precise methods by which genuine competition may be restored and maintained among businesses that are naturally competitive can not be discussed here, but the principle is clear that human beings can not be trusted with the immense opportunities for oppression and extortion that go with the possession of monopoly power. That the owners of public-service monopolies should be restricted by law to a fair or average return on their actual investment has long been a recognized principle of the courts, the legislatures, and public opinion. It is a principle which should be applied to competitive enterprises likewise, with the qualification that something more than the average rate of return should be allowed to men who exhibit exceptional efficiency. However, good public policy, as well as equity, demands that these exceptional business men share the fruits of their efficiency with the consumer in the form of lower prices. The man who utilizes his ability to produce cheaper than his competitors for the purpose of exacting from the public as high a price for his product as is necessary for the least efficient business man is a menace rather than a benefit to industry and society.

Our immense war debt constitutes a particular reason why incomes and excess profits should continue to be heavily taxed. In this way two important ends will be obtained—the poor will be relieved of injurious tax burdens and the small class of specially privileged capitalists will be compelled to return a part of their unearned gains to society.

A NEW SPIRIT A VITAL NEED.

"Society," said Pope Leo XIII, "can be healed in no other way than by a return to Christian life and Christian institutions." The truth of these words is more widely perceived to-day than when they were written, more than 27 years ago. Changes in

our economic and political systems will have only partial and feeble efficiency if they be not reinforced by the Christian view of work and wealth. Neither the moderate reforms advocated in this paper nor any other program of betterment or reconstruction will prove reasonably effective without a reform in the spirit of both labor and capital. The laborer must come to realize that he owes his employer and society an honest day's work in return for a fair wage, and that conditions can not be substantially improved until he roots out the desire to get a maximum of return for a minimum of service. The capitalist must likewise get a new viewpoint. He needs to learn the long-forgotten truth that wealth is stewardship, that profit making is not the basic justification of business enterprise, and that there are such things as fair profits, fair interest, and fair prices. Above and before all, he must cultivate and strengthen within his mind the truth which many of his class have begun to grasp for the first time during the present war, namely, that the laborer is a human being, not merely an instrument of production, and that the laborer's right to a decent livelihood is the first moral charge upon industry. The employer has a right to get a reasonable living out of his business, but he has no right to interest on his investment until his employees have obtained at least living wages. This is the human and Christian, in contrast to the purely commercial and pagan, ethics of industry.

SOLDIER SETTLEMENT PLANS IN CANADA.

In the Canadian repatriation program, as in those of other countries, the employment of returning soldiers occupies a conspicuous place. Agriculture is Canada's basic industry. She has still millions of acres of uncultivated, unoccupied land both in the newer western Provinces and in the older parts of the Dominion. For this reason a scheme of land settlement which would result in utilizing this land while providing an occupation and a home for a substantial proportion of the returning soldiers would be of double value to the country. It would satisfy the need for increased production that Canada has in common with other countries which were engaged in the war, and it would discharge her national debt to her Great War veterans, thereby adding to those engaged in her primary industry a large body of contented and prosperous citizens.

Recognizing these facts the Government has taken steps to facilitate, if possible, the adoption of agriculture as a permanent vocation by returning soldiers. The responsibility for this phase of Canada's reconstruction work rests upon the Department of Interior and involves: (1) Passing upon the qualifications of applicants; (2) providing the land; (3) assistance in financing; (4) agricultural training, where necessary, of returned men; (5) subsequent supervision.

In 1917 Parliament passed what is known as the Soldier Settlement Act,¹ designated as "An act to assist returned soldiers in settling upon the land and to increase agricultural production." This act became operative through the appointment of a Soldier Settlement

¹ Canada. The Soldier Settlement Board. Handbook. Ottawa, Dec. 31, 1918. 20 pp.

Board in February, 1918, and has as its principal feature provision for a long-term loan, at a low rate of interest, with the first two payments deferrable under certain circumstances, which enables the soldier-settler to acquire land and obtain the necessary stock and equipment.

QUALIFICATION REGULATIONS.

Under the provisions of the law persons entitled to benefit as "settlers" are those who have served in the naval and military expeditionary forces during the present war, and who have either left the service with an honorable record or have been honorably discharged. And the scheme applies not only to men of the Canadian forces but to men of the forces of the United Kingdom or of any of the self-governing British Dominions or colonies, and to British subjects resident in Canada before the war who fought with any of the allied forces. The widows of any such men as are mentioned above are also eligible for the benefits of the act. A liberal feature of the law should be noted in passing. It does not attempt to limit the application of its provisions to Canadians in the forces. An American, therefore, who has served with the Canadian expeditionary forces may secure a homestead and a loan with which to stock and improve it.

The act does provide for the appointment in the different Provinces of qualification committees which shall act in an advisory capacity to the board. It shall be the duty of these committees to determine the qualifications of each applicant as to (a) military service; (b) physical and personal fitness to farm; (c) capital or assets; (d) farming experience. Each applicant must secure from the qualification committee a certificate of his fitness for agricultural work before making application to the board for a loan.

PURPOSES OF THE LOAN.

Loans may be made by the Soldier Settlement Board to those entitled to them for any of the following objects: (a) The acquiring of land for agricultural purposes; (b) the payment of incumbrances on land used for agricultural purposes; (c) the improvement of agricultural land; (d) the erection of farm buildings; (e) the purchase of live stock, machinery, and equipment; and (f) such other purpose or purposes as the board may approve. All advances to the settlers are made under the supervision of the board in the form of payments for material equipment, improvements, or for other purposes.

AMOUNT OF LOAN.

Owing to the diversified agricultural conditions and to the varying values placed upon land in the various Provinces where land was available for settlement, the provisions of the original Land Settlement Act

were applied primarily to Dominion-owned land within a reasonable distance of railway transportation. But the supply of such land, which was limited to four Provinces, was early found entirely inadequate to the demand, and the Government was forced to consider the advisability of securing privately owned land. At a meeting of the premiers of all the Provinces it was decided that opportunity should be afforded the returning soldiers to settle on purchased land in any Province where it was available and met the requirements of the Soldier Settlement Board; and later a bill was prepared by the Minister of Interior authorizing the board to secure land in this way.

Before the bill could be presented to Parliament, however, the sudden signing of the armistice and the consequent cessation of hostilities and demobilization of the Canadian Expeditionary Forces, many members of which had indicated a desire to take up farming as their permanent work, necessitated the taking of some steps to enable the board to procure sufficient land to meet the emergency. Accordingly an order in council was passed February 11, 1919, under the War Measures Act, embodying the essential features of the bill and investing the Soldier Settlement Board with authority to act in advance of the proposed parliamentary action.

The provisions of the law as given in this order are briefly as follows:¹

The Soldier Settlement Board is empowered to purchase land suitable for immediate settlement, live stock, equipment, and building materials, for sale to the settlers. If the settler has the necessary farming qualifications and has been approved by the qualification committee for the Province in which he desires to settle, he may select agricultural land anywhere in that Province. In order that the land may be purchased through the board it must be reasonable in price and of such fertility that the settler will be able to earn a living from it and to pay for it.² The terms of payment are subject to the following conditions:

(c) The terms of payment shall be all cash down, or, at the option of the settler, not less than 10 per cent cash down and the balance to be payable in 25 or less equal consecutive annual installments, with interest at 5 per cent per annum, on the amortization plan, with full privilege of prepayment: *Provided*, That the board may, in the case of a settler who has had adequate and successful farming experience in Canada, and who is otherwise, in the opinion of the board, possessed of qualifications or equipment specially fitting him for success as a farmer, dispense the settler from the making of the whole or of any portion of the cash-down payment, in which case the full, or the remaining portion of the sale price shall be paid, in manner hereinbefore provided with respect to a balance of price by installments.

(d) No sale shall be made of a larger area than 320 acres, nor, except in the case of a settler who is within the terms of the proviso in the next preceding paragraph of

¹ Order in Council. Canadian Official Record, Feb. 18, 1919, vol. I, pp. 9, 10.

² A subsequent regulation provides that the land must be within 12 or 15 miles of adequate transportation facilities.

this section, shall the balance of purchase price left unpaid to the board at the time of sale exceed \$4,500, nor in the excepted case shall the balance or amount left unpaid exceed \$5,000.

To stock and equip these farms the board is furthermore authorized to acquire and resell at cost live stock and equipment. Payment to the board may be made in cash or, on the amortization plan, in "four equal consecutive annual installments," as the settler may elect, commencing at a date to be fixed by the board. The first of these installments must be paid not sooner than two years and not later than three years from the date of sale. The loan does not bear interest for the first two years, but thereafter the settler must pay the board 5 per cent per annum on the balance due. The balance of sale price left unpaid to the board at the time of sale shall not exceed \$2,000. A provision in the order also permits the board to advance up to \$1,000 for permanent improvements repayable on the same terms as the amount due on the land.

If the payments are not made promptly in the manner set forth by the agreements of sale the board may rescind such agreements and resell the property, real, personal, or other, to another settler. Any surplus from this sale above the amount due the board shall be paid to the settler; any deficiency arising therefrom must be met by him.

OPERATION OF THE ACT.

The loan privileges of the act came into operation on April 5, 1918. A census was taken of the men in the forces who were desirous of taking up agriculture as a permanent vocation on their return to civil life. While for several reasons the exact number of those who signified their intention to do so could not be considered absolutely reliable, the approximate number was sufficiently large to indicate the necessity of immediate preparation.

For the purpose of hastening the work, offices were first opened at Winnipeg, Regina, and Edmonton and placed in the charge of supervisors under the Soldier Settlement Board. In order that the administration of the assistance given the soldier settlers should be fair and discriminative, honorary loan advisory boards, composed of experienced men, were established. Similar offices were later opened in Montreal, Toronto, and Victoria and "arrangements [were] made with the Minister of Agriculture, Prince Edward Island, the secretary of the Farm Loan Board for the Province of New Brunswick, and the secretary of the Nova Scotia Returned Soldiers' Commission for the administration of the act in these Provinces." * * * "Up to December 15, 1918, 1,065 loans to returned soldiers, who have complied with the requirements of the act, have been approved, totaling \$1,385,786."¹ Since that date the number of applications approved by the board has passed 5,000.

¹ Canada. The Soldier Settlement Board. Handbook; Ottawa, Dec. 31, 1918, pp. 6, 7.

AGRICULTURAL TRAINING FOR EX-SOLDIERS.

The Soldier Settlement Board does not contemplate failure on the part of soldier-settlers through lack of knowledge of farming. To insure that every applicant shall have an opportunity to succeed it has adopted a system of training which will apply both to those who have had no experience and to those who have had little or insufficient experience along agricultural lines.

The proposed instruction is divided into two parts—preparatory instruction and field instruction. Preparatory instruction, which is designed as a test whereby the applicant may satisfy himself that farm work will be congenial to him and the board may reach a decision regarding the adaptability of the would-be settler to farm work, comprises the practical farming course and the institution course. The practical farming course, as may be inferred from its name, is taken on an up-to-date farm under the direct management of a successful farmer who is interested in extending agricultural instruction to veterans. This work will be under the general supervision of the Soldier Settlement Board, which will keep such a record as will determine whether the settler should be assigned a farm of his own.

The institution course, which covers a period of 12 weeks and may be taken at any period during the year convenient to training institutions, must be followed by "at least one summer season and preferably one year's practical experience on a selected farm." It includes instruction regarding farm power, farm management, farm machinery, and building construction and the use of tools necessary to building construction and the repair of farm machinery. As in the case of the course in practical farming, a record of the applicant's work will be kept and used by the board in determining his qualifications for settlement privileges.

Field instruction presumes a degree of efficiency in farming and will be given to settlers after settlement by specially trained instructors. In pursuing this method of instruction the settler will, as the handbook points out, have the benefit of expert counsel and direction and will at the same time be given an opportunity for the exercise of individuality and personal initiative. During the winter, men taking this instruction are urged to avail themselves of one of the short agricultural courses given by agricultural colleges or by the Department of Agriculture.

SPECIAL TRANSPORTATION RATES.

A special transportation rate of 1 cent per mile has been agreed upon between the railway companies and the Government for soldiers wishing to settle on the land. "This rate will apply to the soldiers' first trip to work with a farmer, to attend an agricultural school, or to look for land; it will also apply in case the soldier wishes to return

to his home destination for the purpose of transporting his goods or family to his farm, the same rate being also allowed to the adult members of his family who journey with him to the farm." By an order in council¹ passed April 22, 1919, provision has been made to grant generous allowances to men during their agricultural training, the amount depending upon the number of a man's dependents. In addition to these allowances "settlers receiving instruction at agricultural training centers may be provided with board and tuition, and settlers receiving practical training while employed on a farm shall be permitted to retain such remuneration as they may receive from the farmer."

GENERAL CHARACTERISTICS OF THE CANADIAN PLANS.

While any part of the sale price of land, stock, or equipment remains unpaid the board is protected against loss through legal action brought against the settler, through priority of claim on the part of heirs, or through any effort on the part of the settler to dispose of his claim. Care is exercised that the settler shall not be victimized by unscrupulous land owners and that the assistance intended for him shall not be diverted to anyone else. There is, however, no express provision of the law which makes continuous tenancy for any part of the year a condition of ownership. It appears to be purely a sale proposition in which speculation is possible.

If, in addition to furnishing a home and employment for returning soldiers, the Soldier Settlement Act aims to "increase agricultural production," it must be accomplished by developing agriculture as a permanent industry; and some condition which insures a continued occupation of the land, and therefore a growing interest in its development would undoubtedly be of value in promoting that end. The careful provision by the Government for testing the qualifications of every applicant and the thorough supervision to be exercised over his work on the land may presuppose an intention on his part of making agriculture a permanent vocation. In this case the objection just cited would doubtless be overcome.

Community settlements, which are finding favor in other land settlement schemes because they furnish the advantages derived from cooperative buying and selling and the inspiration of distinct community life and feeling, are lacking in the Canadian plan. Late official information² shows that arrangements are now being made whereby soldiers may be settled on the land in groups under the same conditions as apply to individual settlers. This will encourage community settlement and afford the men opportunity cooperatively to establish churches, schools, stores, and recreation grounds as they require them.

¹ Canadian Official Record, Apr. 17, 1919, p. 1.

² Idem, Mar. 18, 1919, p. 2.

It is evident from the law as now enacted that the Dominion is committed to the investment of a very substantial amount in land settlement. In the case of men whose previous farming experience entitles them to exemption as regards the initial payment, the expenditure may reach \$8,000 in each case. In the majority of cases it will probably reach \$7,500. The plan is among the first to be sufficiently well organized to begin this necessary and commendable work.

PLATFORM OF THE SOCIAL LABOR PARTY IN SPAIN.¹

The Social Labor Party (*Partido Socialista Obrero*), at a convention of the Socialist Party (*Partido Socialista*) held in Madrid November 23, 1918, adopted the following principles as being "palliative and influential in securing the basic principle (of socialism): The possession of political power and the conservation of land in collective and common ownership."

Economic.—Legal day of eight hours' labor for adults, prohibition of labor by persons under 16 years of age, and reduction to a six-hour day for those between 16 and 18 years of age. One and a half days of rest per week and a minimum annual vacation of two weeks. Minimum wages fixed by law and equal pay for equal work. Prohibition of the employment of women in work which may be either physically or morally harmful. Labor inspection service, in which delegates elected by the labor unions and paid by the Government shall be required. Compulsory insurance against accidents, sickness, old age, and involuntary employment. Laws relative to industrial safety and hygiene and child welfare. Regulation of prison work and abolition of home work. Reform in laws relating to tenants' rights and ejectment. Moderate-priced houses for workmen.

Financial.—Abolition of all indirect taxes. Progressive tax on all incomes in excess of 3,000 pesetas (\$579). Assessments against lands and estates on the basis of possible and not on actual production. Abolition of the public debt. Free trade. Nationalization of mines, mineral water, arsenals, and transportation service.

Municipal.—Minimum wage and eight-hour day for municipal employees. Abolition of indirect taxes. Tax on increased value of land by reason of the land becoming urban. Municipal autonomy. Free public laundries and baths. Lunch rooms for schools. Provision of clothing for children attending municipal schools. Establishment of playgrounds. Free medical attention and medicines. Free board and lodging for transient laborers. Homes for aged and invalids. Homes for the care of the infants of working women during work hours. Labor exchanges.

¹Boletin del Instituto de Reformas Sociales, December, 1918, p. 642.

Agrarian program.—Abolition of land rents and taxes of all kinds. Requisition by the State of all workable lands which for three years next preceding January 1, 1919, have not been utilized. Guaranties: All contracts of mortgage, rent, or sale of lands made by the occupants of distributed lands shall be null, and all such lands shall be free from seizure or any civil or judicial process except that requiring payment of a territorial tax. The establishment by the State of agricultural credit funds to displace the existing system of loans on grain stored in State elevators. The establishment by the State of institutions for furnishing seeds, tools, etc., to farmers not financially able to purchase them, and also to agricultural laborers' associations or cooperative societies.

Among various other propositions approved was one limiting the army to 40,000 men.

[1608]

PROVISION FOR THE DISABLED, AND VOCATIONAL EDUCATION.

A SURVEY OF INDUSTRIAL EDUCATION IN NEW YORK CITY.

The report of the New York City Industrial Survey¹ recently issued presents in a comprehensive manner the facilities for industrial education in certain trades of that city and suggests changes in the way of improvement.

Late in 1915 the board of estimate and control was requested by the board of education to appropriate \$15,000 for securing information regarding industrial education in New York City, the work to be undertaken in cooperation with the United States Department of Labor, and to be of such a nature as to indicate the direction which a further extension of industrial education should take. The demand for this survey was first voiced in a "Declaration of principles and policies of organized labor of the city of New York" at a conference held April 20, 1915, and subsequently ratified by the following organizations: New York Central Federated Union, Brooklyn Central Labor Union, Bronx Labor Council, United Hebrew Trades, Allied Printing Trades, United Board of Business Agents of the Building Trades of Manhattan and Vicinity, Metal Trades of Greater New York, Men's and Boys' Clothing Trades, Women's Trade-Union League, Women's Garment Trades.

This expression of what organized labor in New York City wants from industrial education "insists that such training shall be based upon and continually modified with reference to the industrial character of the community. * * * The school authorities must provide that sort of industrial training which employers and wage earners jointly demand." As a result of this demand the amount specified was duly authorized, and on June 15, 1916, Mayor John P. Mitchel appointed the following Industrial Education Survey Committee:

C. R. Richards, director of Cooper Union, chairman.

John Martin, member of board of education.

Thomas J. Carroll, member of board of education (died Oct. 27, 1916).

William J. Ettinger, associate superintendent of schools.

Miss Florence M. Marshall, principal, Manhattan Trade School for Girls.

Mrs. Mathilde C. Ford, secretary, committee on education, board of estimate and apportionment.

Charles Delaney, board of aldermen.

¹ New York (City) Industrial Education Survey Committee. Report: Part I, The printing trade; Part II, Inside electrical work; Part III, Carpentry and joinery; Part IV, The machinist trade; Part V, Industrial classes in the public schools. New York City, Manhattan Linotype Co., 1918.

Royal Meeker, United States Commissioner of Labor Statistics.

George A. Stevens, New York department of labor.

Arthur D. Dean, director, division of agricultural and industrial education, New York State education department.

C. G. Norman, president, Manhattan Fireproof Door Co.

Frederick Alfred, president, M. B. Brown Printing & Binding Co.

Emil J. Deering, business agent, International Association of Machinists.

John J. Munholland, Pattern Makers' League of North America.

Mrs. Sidney C. Borg, chairman, committee on investigation of commercial schools.

The committee organized for work in the summer of 1916, appointing Mr. Lewis A. Wilson, specialist in industrial schools of the New York State Department of Education, as director. Owing to the limited time and money at its disposal, the committee decided to confine its investigations to the four trades of printing, machine work, inside electrical work, and carpentry and joinery, and its school studies to the four day vocational schools maintained by the city and the evening, part-time, and cooperative-industrial classes then in operation. The actual work of investigation was begun in the fall of 1916. All the field workers were men of practical knowledge and long experience in the trades surveyed, and their reports are careful detailed accounts covering organization of the trade, divisions of work, apprenticeship conditions, means of outside training, and other informational subjects pertinent to a survey of this character. While it would be neither possible nor practicable in a review of this kind to discuss these reports in detail, some of the outstanding facts as to the present status of the industries described and the recommendations of the committees regarding the education and training necessary for their future success indicate the varying conditions of the trades and the modern trend of opinion as to the extent to which the educational system should minister to their needs.

THE PRINTING INDUSTRY.

The latest official reports on the printing and publishing trade in New York City present surprising statistics. In 1914 the industry comprised 2,650 establishments, employing 68,540 persons, and producing one-fourth of the printing done in the United States. About \$76,955,000¹ was expended in wages and salaries, the invested capital amounted to \$155,587,228, while the value of the product was \$215,570,954, a sum estimated to be "one-twelfth of the [value of the] output of the printing and publishing establishments of the world." In this particular New York now outranks London, which has been the printing center of the world.

In their summary of the trade study the investigators report that the printing and publishing trade in New York City is a centralized,

¹ This includes bookbinding and blank-book making, engraving steel and copper plate, plate printing, lithographing, book, job, music, newspaper and periodical printing and publishing.

growing, progressive industry, in which, as a result of a successful system of arbitration between employers and employed, industrial peace has generally existed. Wages are good, employment is steady, and advancement is possible to the wide-awake painstaking workman. An organized system of apprenticeship exists at least in some divisions of the industry, but "the findings indicate that this apprenticeship system is not sufficient to furnish the related technical knowledge demanded for a full mastery of the trade with its constantly advancing standards. They also indicate that only in a small range of establishments is it possible for the apprentice to secure the broad, practical experience necessary for the all-round skilled worker." The survey, moreover, reveals the fact that instruction in the nature of preemployment courses for boys under 16 years of age and instruction bearing upon the various phases of the work for the older employees would advance the interests both of the individual worker and of the trade as a whole.

INSIDE ELECTRICAL WORK.

In emphasizing the rapidly increasing demand for inside electrical work in New York City, the trade investigating committee reports that in 1916 "buildings were equipped with inside wiring to supply electricity for 1,492,146 incandescent lights, 634 arc lamps, 98,513 horsepower in electric motors, and to convey 7,039 kw. from dynamos installed in isolated plants." The value of the electrical contracts for the same period was \$6,000,000, and 6,815 electrical workers were employed, of whom 3,180 were journeymen, 2,940 helpers, and 695 apprentices. Applications for the approval of electric light and power equipment were received to the number of 90,451, an increase of 17,092 over the number of applications submitted the previous year.

The study made of this industry indicates a comparatively new, moderate-sized trade, but one increasing in importance and progressiveness, and representing good wages and fairly steady employment. A joint trade board of employers and workmen exists for the settlement of disputes. The electrical trade has a good apprentice and helper system, but since effectiveness depends more upon a "knowledge of certain scientific facts and technical methods of procedure" than upon skill, the apprentice or the helper can not in the ordinary workshop obtain the knowledge necessary for a thorough, comprehensive, and intelligent performance of the responsible duties of his craft. As a result, the apprentice or helper must serve in several shops to become master of his trade. The unions, however, try to overcome this defect in instruction by supervision of work and examinations for advancement. The summary concludes that in view of the existing lack of facilities for securing the necessary

scientific knowledge, preemployment courses for boys up to 16 years of age and trade extension courses for those already employed in the trade would be especially valuable.

CARPENTRY AND JOINERY.

While the trade of carpentry and joinery at present represents about 55,000 workers in Greater New York, it has, during the last 20 years, declined from being one of the best of the building trades as regards wages and regularity of employment to one of the poorest. This is due to two causes, namely, the development of a code for fire prevention which requires the erection of brick buildings, and the increasing amount of work turned out of mills ready for erection or assembling. The demand is for specialists in quantity of work rather than in quality. The inquiries brought out the fact that the skill and knowledge required can be picked up in the practice of the trade. Apprenticeship has consequently almost ceased to exist, and the investigators found little necessity for preemployment classes, the only useful purpose of such instruction being to develop foremen, supervisors, and high-grade workmen or to train workers in the furniture trade.

THE MACHINIST TRADE.

The data on the machinist trade gathered by the survey show that there are now in New York City approximately 1,000 machine shops employing 12,000 general machinists, 1,300 tool, jig, and die makers, 16,425 helpers and specialists, and 1,275 apprentices, or 31,000 in all. But, notwithstanding this apparently large number of machinists, the city must be regarded as a machine-repairing rather than as a machine-manufacturing center. The survey points out that the industry is constantly improving in methods and machinery, and the tendency is to substitute the specialist for the all-round machinist. The situation indicates the need of supervisors and foremen, of well-equipped workmen for repair work, and of highly skilled mechanics for jig, gauge, and tool making.

The trade is only partially organized, and trade agreements for the trade as a whole are lacking. Only four establishments were found having regular indentured apprentices. Eleven other large establishments, employing 4,477 machinists, were training only 164 apprentices. It is apparent from the statistics quoted that the number of apprentices is relatively small, a condition probably due to the tendency toward specialization.

It is, furthermore, pointed out in the summary that while the trade offers many lines of advancement it can not be secured through the routine work. A broader knowledge of mathematics, physics, drawing, applied mechanics, properties of metals, and mechanism is necessary to the men who would occupy the higher positions in the machine

industry. An apprenticeship to provide a basis for advancement must, in addition to training given in practical processes, be based upon the subjects mentioned. In order, then, that practical experience in mechanical operations and a thorough understanding of the principles underlying these operations may be acquired, preemployment classes and evening classes offering such training and instruction would, as in the case of the printing and electrical trades, serve a very present need.

INDUSTRIAL CLASSES IN THE PUBLIC SCHOOLS.

Part V of this report is devoted to a survey of the opportunities for industrial education at present offered in the public schools of New York City. The data were collected by a staff of men well known in school work throughout the country, and include entrance requirements, age and grade and number of pupils, buildings and equipment, courses, licensing of teachers, relation between trade and academic instruction, training and salaries of teachers, and administration of industrial classes in both day and evening schools.

The fact is emphasized that the administrative organization of industrial education has not been of a kind to meet the peculiar and exacting needs of this type of instruction. The buildings in many instances are not adapted to the work, the shops being small, poorly lighted, and too inadequately equipped to offer well-rounded courses. Insufficient correlation exists between the academic and trade subjects. The supervision of the evening trade classes, which represent the largest field of industrial education in New York City, is left almost entirely in the hands of the principals of the schools, and this lack of centralized authority is shown in methods of teaching, entrance requirements, and kinds of instruction offered. Classes in these schools are not organized to meet the needs of the special groups which attend them. Such cooperation as exists between employers and trade-unions in the development of the evening classes has been secured through individual principals.

Teachers in the part-time classes are not specially prepared to meet the problems of this kind of instruction, and the salary and assignment of work render it difficult to secure properly trained men for these classes. Employers, it is stated, favor part-time industrial classes and are trying to improve them.

RECOMMENDATIONS SUBMITTED BY THE VARIOUS COMMITTEES.

Early in the survey employers' organizations and trade-unions of the trades being studied were invited to appoint committees to confer and coordinate with the director regarding the methods of conducting the trade investigations. This was done, and these representatives not only cooperated with the survey in the collection of data, but

later checked up the submitted trade studies, and finally presented reports incorporating recommendations for changes in existing industrial education as related to their respective trades. In addition to these committees and during the progress of the survey, advisory committees, composed of prominent educators from various parts of the country, were appointed to deal with special phases of the educational problem.

TRADE COMMITTEES.

With the exception of a few points of special importance to their respective trades, the various employers' and trade-union committees reporting reached the same general conclusions. Each recommends that industrial education and training for its trade be carried on in one or possibly two schools, in which shall be centralized all the equipment now used in the vocational and evening schools studied, this central school to be further provided with the most modern and complete shop equipment, in order that students may learn the best current practices in each trade.

The two-year day vocational school courses should be continued. Attendance in the day-school classes should, in the opinion of the committees, be limited. The committees for the printing trade would limit such attendance to 300 boys, in order to safeguard the trade, which usually absorbs about 400 boys a year. The committees for the electrical trade recommend two central schools, with attendance limited to 200 boys in each school, while the metal trades favor classes limited to 300 boys.

Part-time continuation classes for apprentices are recommended by every committee, except that for carpentry and joinery, which makes no mention of this point, due, no doubt, to the findings of the survey regarding the decline of this trade in recent years. The employers' committee on the printing trades urges the members of its association to send their apprentices, during the first two years of their training, to this school for four hours a week, with pay, with the understanding that the boys attend two nights a week on their own time. The trade-union committee of the same industry would confine the night work to the third, fourth, and fifth years of apprenticeship. In the report of the electrical trade recommendation is made that the unions require the first and second year apprentices to attend evening and trade extension classes for two nights a week for two years. And the committee for the metal trades recommends that, so far as possible, part-time classes be established for first and second year apprentices.

Evening classes for men and boys already engaged in the various trades studied are strongly advocated and in some instances courses of instruction are outlined. A nominal admission fee of \$2 is suggested for entrance to these extension courses, but provision is made

that such fee shall be returned upon completion of 75 per cent of the course. Libraries and reading rooms for men taking these courses would be provided.

A development in the administration of industrial education is found in the recommendation for a special advisory committee in each trade, to advise the board of education in matters regarding the extension of industrial education. The committee would be composed of nine members—four representing employers' organizations, four from labor organizations, and one other member. The members of all the reporting trade and employers' committees united in this recommendation, with the exception of the committee appointed by the Metal Trades Association, which proposed that the special advisory committee for the metal trades be confined to members of its association.

ADVISORY COMMITTEES.

The centralization of industrial instruction in each of the trades studied was indorsed by the advisory committees. It was pointed out that such centralization has numerous advantages. In the first place, economies not possible in other types of schools would result. Central schools, in which both employers and employees have a part, would awaken interest and secure cooperation on their part. More extensive and modern equipment would attract and keep men and boys entering the trades by providing opportunity for a thorough training in the fundamental principles of the trades. Courses could be arranged suited to the age, needs, and capacity of those desiring instruction. And the variety of equipment would make it possible to change the courses to meet the varying needs of the different trades. Expert teachers could be secured and standards unified. An adequate scheme of part-time education could in this manner be provided for boys and girls between the ages of 14 and 18 years of age who are obliged to leave school and go to work, and this the committees emphasize as an imperative obligation on the part of the community.

SURVEY COMMITTEE.

Basing its report upon the entire findings of the survey, the survey committee recommended—

That the administration of industrial education in the public schools of the city center in a director of industrial education responsible to the city superintendent of the schools and the board of superintendents. * * * That in order to insure the essential cooperation of the trades and industries in the administration of industrial education advisory committees, consisting of employers and employees, be appointed by the board of education for each of the trades of printing, carpentry, machine work, and electrical work; such committees to consist of seven persons each, three of whom shall be selected from trade employers' associations, three from labor organizations, and these six shall nominate one additional member, who shall be a layman.

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That the schools may keep in touch with changing conditions of the trade, it shall be the duty of the director to advise with these committees in regard to the establishment of new industrial schools and classes, the selection of equipment, the content and length of the courses of study, the requirements for graduation and certification, and the number of pupils admitted to day vocational schools.

The employment and licensing of teachers for these schools shall be placed in the hands of special committees appointed by the board of examiners. Requirements as to age, training, and education are to be raised and salaries increased to a point of attractiveness.

As regards central schools, the committee recommends, for each trade studied, the establishment of a central school or, as in the case of the building trades, not more than two schools which shall provide trade extension courses for journeymen and advanced apprentices, part-time classes for younger apprentices, as well as all-day preemployment courses, and that such courses take the place of the instruction at present carried on in the day vocational schools and evening trade schools.

Pupils admitted to the day schools must be at least 14 years old and have completed at least the sixth grade of school. Only such numbers shall be admitted as will safeguard the interests of the trade. The courses in these schools must include not only shop training, but instruction for citizenship and elements of general education. Evening trade schools are recommended for pupils employed during the day in occupations to which instruction offered in such schools is related. The pupils in both day and evening classes shall be limited to a number to which thorough instruction can be given. Instruction in voluntary part-time industrial classes shall consist in part of subjects related to the industrial needs of the occupations in which the workers are employed and in part of those contributing to the social and civic development of the employees. It should be the policy of the board of education to extend voluntary part-time education wherever possible, but, in the absence of compulsory school attendance laws for young people between the ages of 16 and 18 years, opportunities for such instruction must be created through the employers' and employees' organizations in the various trades. In the judgment of the committee, the only effective solution of this problem is a State law requiring part-time vocational instruction for boys between the ages of 16 and 18 who are legally employed, and compelling employers to allow such minors to attend these classes on company time.

The report furthermore recommends the centralization of cooperative classes, which shall divide their work equally between the shop and the school, as they do at present. But the committee believes

that these classes should not be organized unless there is a definite agreement between the school and employers regarding hours of labor and wages, for without such agreements the needs of the State, the boy, and the employer can not be adequately met.

The conviction is also expressed that provision should be made to extend the survey to other trades and to further investigations in the trades studied. And, finally, the recommendation is made that—

The director of industrial education in cooperation with the trade advisory committees make every effort to develop trade agreements with employers' associations and labor organizations in regard to the following matters:

1. Credit on apprenticeship time for the graduates of preemployment schools.
 2. Compulsory attendance of apprentices or young workers in part-time and evening classes.
 3. The development of dull-season classes.
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TWELFTH ANNUAL CONVENTION OF NATIONAL SOCIETY FOR VOCATIONAL EDUCATION.

The Twelfth Annual Convention of the National Society for Vocational Education was held in St. Louis February 20-22, 1919. It is regarded as one of the most successful meetings ever held by this organization, for it offered an opportunity to evaluate the vocational education experience developed by the war and, in the light of this experience, to work out future policies and practice in the promotion of vocational education.

More than a thousand delegates attended the meetings. Forty-five States were represented, many of them by official delegations appointed by the governors or by the State departments of education. A meeting of the official representatives of the Federal Board for Vocational Education from all parts of the United States, held in St. Louis on February 19, brought to the convention a group of men who are most actively engaged in the administration of the Smith-Hughes Act.

The program opened with a general meeting on the "Lessons of the war." The topics discussed were "Rehabilitation of wounded soldiers," "Methods and results of industrial training for workers in the war industries," "Lessons from the experience of training shipyard workers," "Use of vocational and technical schools for training Army mechanicians," and "The war work of the industrial and trade schools under the Smith-Hughes Act."

On the afternoon of the first day the program provided for sectional meetings for agricultural, commercial, industrial, and home-making education. The banquet in the evening, given under the auspices of the St. Louis general committee, was attended by 500 guests.

The second general session was given over to the discussion of "The States and the Smith-Hughes Act." The topics discussed were "Policies and problems of the Federal Board in administering the Smith-Hughes Act," "Policies of the Federal Board from the stand-point of the State superintendent," "Effect of the Smith-Hughes Act in an industrial State," and "Effect of the Smith-Hughes Act in an agricultural State." On the afternoon of the second day the sectional meetings were again in session, divided as on the former occasion.

The meeting on Saturday morning was divided between a general discussion of the war-time participation of women in industry and a symposium on the future of the National Society for Vocational Education.

The business meeting was largely attended. Prof. David Snedden, Teachers' College, New York City, was unanimously reelected to the position of president of the society. The consensus seemed to be that the opportunities for constructive work on the part of the society are bigger and better than at any time in the history of the organization.

Resolutions were adopted as follows:

* * * Recognizing the great value of the lessons taught by the war, as to the possibilities of training American youth on a comprehensive scale for civic, military, and vocational service, and believing that plans of national training for national service will certainly be brought before the Congress of the United States and will be given serious consideration therein,

Resolved, That the National Society for Vocational Education go on record as convinced that whether the ultimate purpose of such training be military defense or civil efficiency, or both, systematic training leading toward some vocation essential to the national welfare, should form an integral and controlling feature of such national training.

Resolved, That it is the sense of this meeting that the time has now arrived when Federal aid should be extended to vocational commercial education on a plan similar to that on which such aid is now extended to industrial education, agricultural education, and home economics education.

Whereas there exist at the present time such agencies as the boys' and girls' agricultural clubs, Boys' Working Reserve, and the United States school garden army supported by Federal funds and designed to promote activities of an agricultural and homemaking nature among young people of elementary and secondary school age; and

Whereas this multiplicity of agencies interested in activities of such similar character results in a confusion of aims and purposes in the several States; and

Whereas it seems desirable in the interest of the children of the country to eliminate this overlapping of educational programs and to provide for the coordination of the activities of these various agencies in the several States; be it

Resolved, That the National Society for Vocational Education go on record as favoring the public school system of the several States as the proper agent for the coordination and administration of the activities of the aforementioned agencies.

PLAN TO PREVENT DISCRIMINATION AGAINST EMPLOYMENT OF MILITARY CRIPPLES IN GREAT BRITAIN.

Apprehension among employers in Great Britain that the employment of disabled soldiers and sailors would be attended with greatly increased risk of accident has resulted in an investigation of the problem by a special committee appointed by the Secretary of the Home Office.¹ The committee's inquiries did not lead to any very definite conclusions as regards the extent of discriminatory practices. Different opinions were expressed by different employers and associations of employers even in the heavier and more dangerous trades. The information received showed that the question has not yet arisen in an acute form. Labor is scarce and employers are glad to get any man who is capable of doing efficient work. In some of the industries, however, employers felt considerable apprehension in employing disabled men, chiefly because of the fear of increased compensation liability. Representatives of the shipbuilding industry in particular stated that they would not employ crippled men unless the State assumed the liability for compensation.

It was suggested that the employment of a disabled man involves a greater compensation risk in two ways: (1) He is more liable to accident, as his disability renders him less able to protect himself; (2) the consequences of an accident to a man who is crippled or of weakened constitution may be more serious. The committee, however, found no statistical data which would throw light on either of these points. As regards the first point there was a divergence of opinion. The inspectors of the factory department gave it as their general impression, based upon many years' experience, that in fact accidents were not relatively more numerous among disabled than among ordinary men, or that at any rate the difference was so small as to be negligible. It was stated that a disabled man was less able to protect himself against certain dangers; but, on the other hand, he is, as a rule, not employed on work of the more dangerous kinds and his disability has rendered him more cautious. The opinion, however, of both employers' and workmen's representatives on the engineering and shipbuilding trade advisory committee was that there was an appreciable increase of risk, at any rate in occupations where machinery is used; and similar views were expressed by a number of other associations of employers. Many disabled men will probably desire to go back to the industries in which they were engaged before the war, despite a measure of risk which may attach to them; and if, as is the case in some of the specially dangerous industries, the openings for light employment suitable to disabled men are limited, there

¹ Report of the Departmental Committee on Compensation for Disabled Sailors and Soldiers under the Workmen's Compensation Act, 1906. [Cmd. 49] 1919. 8 pp.

will be a tendency for them to go into more hazardous processes. It was also suggested to the committee that a disabled man was a greater source of danger to his fellow workmen. As regards the second point mentioned above there is no doubt that the consequences resulting from an injury to a crippled man would be much more serious than those resulting from a similar injury to a normal workman.

The committee's general conclusion is that the employment of disabled soldiers and sailors will entail on the average a heavier charge for compensation. But whether this increased charge, if allowed to fall upon the employer, will weigh very much with him in selecting men is a different question. In the first place, a majority of the employers insure their risks, and the practice of the insurance companies is to charge employers a flat rate of premium based upon the amount of wages paid and fixed either for the whole of the trade or industry or for large subdivisions thereof. The insured employer, therefore, will not incur by reason of his employment of disabled men any special liability, and the small addition to his premium which would at the most be required to cover the increased cost of compensation, if this is spread over the whole trade, would not be felt to be a serious matter by most employers. In case of the self-insured employer, however, the whole burden of any increased liability due to employing disabled men will fall on him. Many of these employers may be expected to provide as far as possible for their own men, but the risk of increased compensation costs will operate as a deterrent in the reemployment of disabled men, especially in case of the smaller employers.

The committee believed, however, that a much more important factor than any increased liability for compensation will be the diminished efficiency of the disabled men. Many industries, in making the difficult change from a war to a peace basis, will be preparing for the struggle which will ensue for the control of the world markets; and it must be anticipated the able-bodied men will be given preference, and employers could not be urged to do otherwise.

At the same time the influence of the increased liability for compensation can not be excluded. Under the conditions that prevail after the war costs will be closely scrutinized and working expenses reduced by every possible means. In cases where the disability might not mean any serious diminution of efficiency it may still be sufficient to turn the scale against the man if the employer has to bear the increased compensation risk himself.

The committee, therefore, came to the conclusion that the individual employer should be relieved of any additional compensation liability which the employment of disabled soldiers or sailors may

entail, so as to prevent the apprehension of such liability prejudicing the employment of such men. Three alternative ways for meeting the situation were considered:

1. The increased cost might be borne by the man himself through the payment of an additional premium rate. This suggestion was rejected without hesitation because it would not be in accordance with public sentiment and would be accompanied by great practical difficulties.

2. It might be borne by the trade as a whole. It could be arranged with the insurance companies that no increase of premium should be charged to the individual employer of disabled men, but that any additional charge which experience might show to be necessary should be spread over the whole industry, or section of industry, by an increase of the flat rate. If all the employers were insured this would be much the simplest method of dealing with the problem and the committee would have recommended it. But such a scheme would not meet the case of the self-insured employer, and because of this fact the committee could not recommend it.

3. It might be borne by the State. This is the course the committee recommended. It was held that the State, in whose service the disability has been incurred, should be prepared to accept the liability for any increase in the cost of compensation which may result from the employment of disabled men. The consideration, however, of the machinery for giving effect to the proposal has presented considerable difficulty. There is no simple method by which the increase, if any, in cost of compensation due to the employment of disabled men can be assessed. There is no machinery available for determining in individual cases whether the injury was due to the previous disability, or to what extent it was contributed to by the disability, or how far the results have been aggravated by the disability, and even if there were such machinery, the determination of the questions would often be an extremely difficult matter, involving expenditure out of all proportion to the amount at stake.

The plan finally recommended by the committee provided that the insurance companies be required to insure all disabled men at the ordinary flat rate for the trade and that the State should refund to the companies the excess, if any, of the compensation charge—plus a due proportion of administration expenses—over the premiums received. It would be necessary under such a scheme for separate accounts to be kept by the insurance companies with regard to disabled men, and for employers to specify separately in their annual returns to the companies the total wages paid to such men and to identify all claims for compensation made in respect to disabled men. The scheme would sufficiently meet the case of the uninsured em-

ployer, as he would be able to insure a disabled man at ordinary rates without insuring all his men. As regards employers who elect to carry their own risk, an arrangement could be made whereby they would be reimbursed by the State at the end of the year for the excess compensation cost paid for injuries sustained by disabled men.

DEPARTMENT OF INDUSTRIAL TRAINING ESTABLISHED BY BRITISH GOVERNMENT.

[From British Labour Gazette, February, 1919, p. 47.]

In view of the importance of providing industrial training such as is required by large numbers of the demobilized members of H. M. forces and civilian war workers who are being set free from their war occupations, the Government has decided to set up a special department of the Ministry of Labor to deal entirely with questions of industrial training.

This department not only will administer various schemes for the vocational training of discharged soldiers and sailors, of civil war workers of either sex, and of women who are being discharged from the various auxiliary corps, but will, in due course, take over from the Ministry of Pensions the training of disabled men, with the exception of those who require medical supervision or training of a curative nature.

Further, the new department will lay down the general lines upon which the training of serving soldiers and of men in hospitals will be carried on.

Representatives of the trade-unions and employers will be consulted in regard to the proposed systems of training so as to receive their advice and cooperation in the work of the department. Arrangements are also being made to insure the interest of local authorities in all training work.

The Minister of Labor has appointed Mr. James Currie, C. M. G., formerly Director of the Munitions Training Section of the Labor Supply Department of the Ministry of Munitions, controller of the new department.

PRICES AND COST OF LIVING.

RETAIL PRICES OF FOOD IN THE UNITED STATES.

The price of food for the United States shows an increase of 4 per cent for April, 1919, as compared with March, 1919. Twenty-six of the 41 articles were higher in April than they were in March. The greatest increase, 72 per cent, is shown in cabbage; onions increased in April, 15 per cent; pork chops, potatoes, and butter, 7 per cent each; lard and flour, 6 per cent each. Other articles show increases ranging from less than five-tenths of 1 per cent in the price of salmon, and 1 per cent each for oleomargarine and crisco, to 5 per cent for sirloin steak, lamb, hens, and prunes. Bread, rice, peas, and sugar show no change in price. The articles which decreased were as follows: Navy beans and tomatoes, 3 per cent each; fresh milk, evaporated milk, and baked beans, 2 per cent each; nut margarine, corn flakes, canned corn, tea, and raisins, 1 per cent each; and Cream of Wheat, less than five tenths of 1 per cent.

In April, 1919, the cost of all articles of food combined was 18 per cent more than in April, 1918. Onions were 109 per cent higher than a year ago. Other articles showing an increase are butter and potatoes, 41 per cent; prunes, 32 per cent; coffee, 28 per cent; cheese, 23 per cent; and sugar and eggs, 16 per cent each. During this year period navy beans decreased 33 per cent and corn meal 16 per cent.

AVERAGE RETAIL PRICES IN THE UNITED STATES AND PER CENT OF INCREASE OR DECREASE, APR. 15, 1919, COMPARED WITH APR. 15, 1918, AND MAR. 15, 1919.

Article.	Unit.	Average retail price.			Per cent of increase (+) or decrease (-) Apr. 15, 1919, compared with—
		Apr. 15, 1918.	Mar. 15, 1919.	Apr. 15, 1919.	
Sirloin steak.....	Pound.....	\$0.366	\$0.418	\$0.437	+ 19 + 5
Round steak.....	do.....	.345	.394	.405	+ 17 + 3
Rib roast.....	do.....	.293	.334	.346	+ 18 + 4
Chuck roast.....	do.....	.255	.284	.294	+ 15 + 4
Plate beef.....	do.....	.199	.221	.226	+ 14 + 7
Pork chops.....	do.....	.356	.386	.414	+ 16 + 2
Bacon.....	do.....	.495	.549	.572	+ 16 + 4
Ham.....	do.....	.446	.514	.529	+ 19 + 3
Lamb.....	do.....	.380	.399	.....	+ 5
Hens.....	do.....	.411	.430	.....	+ 5
Salmon, canned.....	do.....	.295	.321	.322 + 9	(1)
Milk, fresh.....	Quart.....	.132	.153	.150 + 14	- 2
Milk, evaporated (unsweetened).....	(2).....	.....	.153	.150	- 2
Butter.....	Pound.....	.507	.665	.713 + 41	+ 7
Oleomargarine.....	do.....	.....	.390	.392	+ 1
Nut margarine.....	do.....	.....	.355	.352	- 1
Cheese.....	do.....	.341	.405	.419 + 23	+ 3
Lard.....	do.....	.331	.334	.353 + 7	+ 6
Crisco.....	do.....	.....	.332	.334	+ 1
Eggs, strictly fresh.....	Dozen.....	.425	.483	.493 + 16	+ 2
Bread.....	Pound ³.....	.097	.098	.098 + 1	(4)
Flour.....	Pound.....	.066	.068	.072 + 9	+ 6
Corn meal.....	do.....	.071	.059	.060 - 16	+ 2
Corn flakes.....	8-oz. pkg.....	.....	.141	.140	- 1
Cream of Wheat.....	28-oz. pkg.....	.....	.251	.250	(5)
Rice.....	Pound.....	.121	.134	.134 + 11	(4)
Beans, navy.....	do.....	.180	.125	.121 - 33	- 3
Potatoes.....	do.....	.022	.029	.031 + 41	+ 7
Onions.....	do.....	.033	.060	.069 + 109	+ 15
Cabbage.....	do.....	.....	.053	.091	+ 72
Beans, baked.....	No. 2 can.....	.....	.181	.177	- 2
Corn, canned.....	do.....	.....	.193	.192	- 1
Peas, canned.....	do.....	.....	.190	.190	(4)
Tomatoes, canned.....	do.....	.....	.164	.159	- 3
Sugar, granulated.....	Pound.....	.091	.106	.106 + 16	(4)
Tea.....	do.....	.639	.704	.697 + 9	- 1
Coffee.....	do.....	.301	.376	.385 + 28	+ 2
Prunes.....	do.....	.166	.209	.219 + 32	+ 5
Raisins.....	do.....	.151	.164	.163 + 8	- 1
Bananas.....	Dozen.....	.....	.366	.376	+ 3
Oranges.....	do.....	.....	.532	.555	+ 4
All articles combined.....	.....	.....	.....	+ 18	+ 4

¹ Increase of less than five-tenths of 1 per cent.

² 15-16-ounce can.

³ Baked weight.

⁴ No change in price.

⁵ Decrease of less than five-tenths of 1 per cent.

For the six-year period, April, 1913, to April, 1919, the increase in the retail prices of all articles of food combined was 85 per cent.

Six articles show an increase of 100 per cent or over; lard, 123 per cent; flour, 118 per cent; bacon, 114 per cent; potatoes, 107 per cent; ham and corn meal, 100 per cent each. Other increases range from 70 per cent for fresh milk to 98 per cent for lamb.

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AVERAGE RETAIL PRICES IN THE UNITED STATES AND PER CENT OF INCREASE OR DECREASE, APR. 15 OF EACH SPECIFIED YEAR COMPARED WITH APR. 15, 1913.

Article.	Unit.	Average retail price Apr. 15—							Percent of increase (+) or decrease (-) Apr. 15 of each specified year compared with Apr. 15, 1913.					
		1913	1914	1915	1916	1917	1918	1919	1914	1915	1916	1917	1918	1919
Sirloin steak.....	Pound.....	Cts. 25.4	Cts. 25.4	Cts. 25.1	Cts. 27.0	Cts. 31.7	Cts. 36.6	Cts. 43.7	(¹)	- 1	+ 6	+ 25	+ 44	+ 72
Round steak.....	do.....	22.3	23.0	22.3	24.0	28.9	34.5	40.5	+ 3	(¹)	+ 8	+ 30	+ 55	+ 82
Rib roast.....	do.....	19.9	20.1	19.7	21.0	25.2	29.3	34.6	+ 1	- 1	+ 6	+ 27	+ 47	+ 74
Chuck roast.....	do.....	16.2	17.0	16.0	21.2	25.5	29.4	35.5	+ 5	- 1	+ 31	+ 31	+ 57	+ 81
Plate beef.....	do.....	12.2	12.4	12.2	12.8	16.1	19.9	22.6	+ 2	(¹)	+ 5	+ 32	+ 63	+ 85
Pork chops.....	do.....	21.6	21.6	19.7	22.5	30.6	35.6	41.4	(¹)	- 9	+ 4	+ 42	+ 65	+ 92
Bacon.....	do.....	26.7	26.7	26.4	28.1	38.2	49.5	57.2	(¹)	- 1	+ 5	+ 43	+ 85	+ 114
Ham.....	do.....	26.5	26.8	25.3	31.2	36.5	44.6	52.9	+ 1	- 5	+ 18	+ 38	+ 68	+ 100
Lamb.....	do.....	20.2	19.8	21.0	23.0	27.6	35.3	39.9	- 5	+ 4	+ 14	+ 37	+ 75	+ 98
Hens.....	do.....	22.2	23.0	21.3	23.7	29.1	—	43.0	+ 4	- 4	+ 7	+ 31	—	+ 94
Salmon, canned.....	do.....	19.8	20.0	23.6	29.5	32.2	—	—	—	—	—	—	—	—
Milk, fresh.....	Quart.....	8.8	8.9	8.8	8.8	10.2	13.2	15.0	+ 1	(¹)	(¹)	+ 16	+ 50	+ 70
Milk, evaporated (un-sweetened).....	15-16-oz. can.....	—	—	—	—	—	—	15.0	—	—	—	—	—	—
Butter.....	Pound.....	40.6	32.7	35.9	41.4	50.8	50.7	71.3	- 19	- 12	+ 2	+ 25	+ 25	+ 76
Oleomargarine.....	do.....	—	—	—	—	—	—	39.2	—	—	—	—	—	—
Nut margarine.....	do.....	—	—	—	—	—	—	35.2	—	—	—	—	—	—
Cheese.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Lard.....	do.....	15.8	15.6	15.1	18.7	26.4	33.1	35.3	- 1	- 4	+ 18	+ 67	+ 109	+ 123
Crisco.....	do.....	—	—	—	—	—	—	33.4	—	—	—	—	—	—
Eggs, strictly fresh.....	Dozen.....	25.1	25.5	25.9	27.4	38.6	42.5	49.3	+ 2	+ 3	+ 9	+ 54	+ 69	+ 96
Bread.....	Pound.....	5.6	6.2	7.1	7.0	8.4	9.7	9.8	+ 11	+ 27	+ 25	+ 50	+ 73	+ 75
Flour.....	Pound.....	3.3	3.3	4.5	3.9	6.7	6.6	7.2	(¹)	+ 36	+ 18	+ 103	+ 100	+ 118
Corn meal.....	do.....	3.0	3.1	3.3	3.3	4.7	7.1	6.0	+ 3	+ 10	+ 10	+ 57	+ 137	+ 100
Corn flakes.....	8-oz. pkg.....	—	—	—	—	—	—	14.0	—	—	—	—	—	—
Cream of Wheat.....	28-oz. pkg.....	—	—	—	—	—	—	25.0	—	—	—	—	—	—
Rice.....	Pound.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Beans, navy.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Potatoes.....	do.....	1.5	1.8	1.5	2.4	5.9	2.2	3.1	+ 20	(¹)	+ 60	+ 293	+ 47	+ 107
Onions.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Cabbage.....	do.....	—	—	—	—	—	—	9.1	—	—	—	—	—	—
Beans, baked.....	No. 2 can.....	—	—	—	—	—	—	17.7	—	—	—	—	—	—
Corn, canned.....	do.....	—	—	—	—	—	—	19.2	—	—	—	—	—	—
Peas, canned.....	do.....	—	—	—	—	—	—	19.0	—	—	—	—	—	—
Tomatoes, canned.....	do.....	—	—	—	—	—	—	15.9	—	—	—	—	—	—
Sugar, granulated.....	Pound.....	5.4	5.0	6.6	7.9	9.6	9.1	10.6	- 7	+ 22	+ 46	+ 78	+ 69	+ 96
Tea.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Coffee.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Prunes.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Raisins.....	do.....	—	—	—	—	—	—	—	—	—	—	—	—	—
Bananas.....	Dozen.....	—	—	—	—	—	—	37.6	—	—	—	—	—	—
Oranges.....	do.....	—	—	—	—	—	—	55.5	—	—	—	—	—	—
All articles combined.....	—	—	—	—	—	—	—	—	- 1	+ 1	+ 12	+ 48	+ 57	+ 85

¹ No change in price.² Baked weight.

RELATIVE RETAIL PRICES OF FOOD IN THE UNITED STATES ON MAR. 15, 1919, AND APR. 15, 1913, TO 1919, AS COMPARED WITH AVERAGE PRICE FOR 1913.

[Average price for year 1913=100.]

Article.	Unit.	Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—					
				1913	1914	1915	1916	1917	1918
Sirloin steak.....	Pound.....	165	172	101	100	99	106	125	144
Round steak.....	do.....	177	182	99	103	100	108	130	155
Rib roast.....	do.....	169	175	101	102	100	106	127	148
Chuck roast.....	do.....	178	184	101	103	98	106	131	159
Plate beef.....	do.....	184	188	102	103	101	106	133	166
Pork chops.....	do.....	184	165	103	103	94	107	146	170
Bacon.....	do.....	203	212	99	99	98	104	141	183
Ham.....	do.....	191	197	99	99	94	116	136	166
Lard.....	do.....	211	223	100	99	96	119	167	209
Hens.....	do.....	193	202	104	108	100	111	136	—
Eggs.....	Dozen.....	140	143	73	74	75	79	112	123
Butter.....	Pound.....	174	186	106	86	94	108	133	132
Milk.....	Quart.....	172	172	100	110	126	124	150	172
Bread.....	Pound ¹	172	218	100	99	99	99	114	148
Bread.....	do.....	206	218	100	99	137	119	206	200
Corn meal.....	do.....	197	200	98	103	109	108	154	237
Potatoes.....	do.....	171	182	87	105	86	138	339	129
Sugar.....	do.....	193	193	98	91	122	145	175	165
All articles combined.....	—	175	182	98	97	99	109	145	154

¹ Baked weight.

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AVERAGE RETAIL PRICES OF THE PRINCIPAL ARTICLES OF FOOD FOR

[The prices shown below are computed from reports sent monthly to the bureau by retail dealers.]

Article.	Unit.	Atlanta, Ga.						Baltimore, Md.					
		Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.
		1913	1914	1917	1918			1913	1914	1917	1918		
Sirloin steak.....	Lb.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
Round steak.....	Lb.	24.5	24.6	30.0	35.0	38.6	40.4	24.0	24.0	31.6	37.0	44.3	46.1
Rib roast.....	Lb.	21.0	21.1	26.0	31.9	36.4	37.4	22.7	22.7	29.8	36.0	43.5	44.7
Chuck roast.....	Lb.	20.6	19.6	24.6	26.1	31.2	32.4	18.7	18.7	23.6	29.8	35.3	36.6
Plate beef.....	Lb.	14.5	15.7	19.0	22.8	25.6	26.9	16.3	15.3	21.8	26.5	30.5	31.7
Pork chops.....	Lb.	11.6	9.9	15.1	18.6	20.5	22.9	13.2	13.3	17.6	21.7	24.4	25.7
Bacon, sliced.....	Lb.	24.5	23.1	30.0	35.2	36.9	39.6	21.0	19.2	28.8	37.6	38.4	40.7
Ham, sliced.....	Lb.	32.4	31.0	40.0	51.5	59.6	59.2	22.7	23.8	38.7	45.7	49.0	50.2
Lamb.....	Lb.	29.5	30.0	37.6	46.0	53.5	54.4	31.0	30.0	40.0	48.6	57.2	57.2
Hens.....	Lb.	20.0	20.2	26.9	34.3	40.6	41.3	20.5	18.5	27.5	36.1	38.8	42.1
Salmon, canned.....	Lb.	21.1	22.3	24.0	—	36.8	39.6	22.0	23.8	29.0	—	44.9	46.7
Milk, fresh.....	Qt.	10.0	10.0	13.2	18.0	21.7	20.0	8.8	8.7	9.2	13.0	15.0	14.3
Milk, evaporated (unsweetened).....	(1)	—	—	—	—	15.9	15.7	—	—	—	—	15.1	14.8
Butter.....	Lb.	42.4	34.3	52.0	57.2	68.9	73.4	42.9	35.1	51.6	54.5	68.0	74.7
Oleomargarine.....	Lb.	—	—	—	—	41.5	41.5	—	—	—	—	36.1	37.0
Nut margarine.....	Lb.	—	—	—	—	39.2	39.0	—	—	—	—	34.8	34.5
Cheese.....	Lb.	—	—	34.0	34.9	40.7	40.6	—	—	33.8	35.7	41.7	42.1
Lard.....	Lb.	15.4	15.6	26.2	33.9	34.8	35.8	14.3	14.4	26.3	32.6	31.4	33.7
Crisco.....	Lb.	—	—	—	—	32.6	33.4	—	—	—	—	32.2	31.8
Eggs, strictly fresh.....	Doz.	22.4	23.9	40.0	42.6	42.2	42.0	21.7	22.4	37.0	40.2	46.9	47.9
Bread.....	Lb. ²	6.0	5.9	8.4	10.0	9.5	10.0	5.4	5.6	7.5	9.7	9.6	9.6
Flour.....	Lb.	3.7	3.5	6.7	7.1	7.0	7.2	3.2	3.2	6.8	6.6	6.8	7.3
Corn meal.....	Lb.	2.4	2.7	4.0	5.6	5.5	5.5	2.4	2.5	4.0	6.6	5.3	5.4
Corn flakes.....	(3)	—	—	—	—	14.0	14.2	—	—	—	—	13.4	13.1
Cream of Wheat.....	(4)	—	—	—	—	24.9	24.9	—	—	—	—	23.4	23.2
Rice.....	Lb.	—	—	7.9	12.2	13.1	12.8	—	—	10.3	11.8	13.1	13.1
Beans, navy.....	Lb.	—	—	16.6	18.7	15.0	14.2	—	—	15.8	18.3	18.1	12.6
Potatoes.....	Lb.	2.0	2.2	6.3	3.0	4.1	4.1	1.5	1.9	6.3	2.2	2.9	3.0
Onions.....	Lb.	—	—	12.9	4.5	7.2	8.9	—	—	12.4	2.6	5.7	6.3
Cabbage.....	Lb.	—	—	—	—	6.3	9.0	—	—	—	—	5.9	10.5
Beans, baked.....	(5)	—	—	—	—	18.6	17.4	—	—	—	—	15.9	15.9
Corn, canned.....	(5)	—	—	—	—	21.2	20.0	—	—	—	—	19.4	18.8
Peas, canned.....	(5)	—	—	—	—	20.2	18.9	—	—	—	—	17.7	18.3
Tomatoes, canned.....	(5)	—	—	—	—	14.0	13.3	—	—	—	—	15.5	14.5
Sugar, granulated.....	Lb.	5.3	5.0	10.2	9.3	11.1	10.9	4.8	4.4	8.8	8.5	10.2	10.1
Tea.....	Lb.	—	—	66.0	79.5	91.5	88.2	—	—	55.0	67.9	73.0	72.5
Coffee.....	Lb.	—	—	30.0	28.3	37.4	36.6	—	—	23.5	28.6	35.5	36.5
Prunes.....	Lb.	—	—	15.2	17.3	21.0	20.6	—	—	13.9	16.6	21.2	21.9
Raisins.....	Lb.	—	—	15.9	16.7	17.0	17.4	—	—	14.3	15.2	16.1	16.0
Bananas.....	Doz.	—	—	—	—	31.0	29.7	—	—	—	—	30.0	30.0
Oranges.....	Doz.	—	—	—	—	53.1	55.8	—	—	—	—	53.8	56.4

¹ 15-16-ounce can.² Baked weight.³ 8-ounce package.

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APR. 15, 1913, 1914, 1917, 1918, 1919, AND MAR. 15, 1919, FOR 19 CITIES.

As some dealers occasionally fail to report, the number of quotations varies from month to month.]

Birmingham, Ala.					Boston, Mass.					Buffalo, N. Y.								
Apr. 15—		Mar. 15, 1919.	Apr. 15, 1919.	Cts.	Apr. 15—		Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—		Mar. 15, 1919.	Apr. 15, 1919.						
1913	1914	1917	1918	Cts.	1913	1914	1917	1918	1913	1914	1917	1918	Cts.					
26.1	28.0	34.2	38.5	41.6	44.3	36.3	32.7	42.0	45.7	59.2	60.1	22.3	21.6	29.0	33.9	39.2	39.4	
22.0	23.0	31.3	34.8	39.3	41.5	34.0	34.3	40.3	46.5	56.5	57.5	19.3	19.4	26.8	31.4	36.7	36.9	
19.3	21.0	26.3	29.7	33.4	35.6	24.4	24.4	29.1	32.9	39.9	41.6	17.5	16.8	22.5	27.1	32.2	32.1	
16.8	17.0	22.8	25.0	29.8	31.0	18.0	16.8	24.2	27.4	32.4	31.5	15.5	15.4	20.3	24.5	28.0	28.4	
10.5	12.0	17.2	20.3	22.4	23.9	.....	.....	.....	.....	.....	.....	11.8	11.8	16.3	18.6	21.8	21.9
22.5	22.9	29.7	34.5	36.2	39.9	23.8	23.0	32.6	38.3	38.6	42.8	20.8	21.0	33.0	36.1	40.9	42.1	
32.5	34.0	42.0	54.0	60.7	62.6	25.0	25.0	37.5	46.6	51.0	51.0	21.5	21.2	36.3	45.5	46.5	47.7	
30.0	32.0	40.8	45.5	53.0	58.7	30.5	31.3	39.8	46.9	56.2	56.2	25.7	25.3	38.3	48.2	51.4	51.3	
21.8	21.9	31.0	35.0	41.1	46.4	24.3	21.3	29.5	36.4	41.6	41.8	18.7	16.2	24.8	33.3	36.6	36.1	
19.3	20.5	23.3	.....	36.6	38.6	24.6	25.3	31.4	.....	43.0	48.7	22.8	22.8	31.0	.....	41.2	43.6
.....	
23.8	28.5	30.9	32.6	.....	24.8	30.7	32.5	32.3	.....	.....	.....	20.7	28.7	28.9	28.7	.....	.....
10.3	10.0	12.8	15.5	20.0	20.8	8.9	8.9	11.0	14.5	16.5	15.5	8.0	8.0	10.0	13.0	15.0	14.0	
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	15.5	14.5
44.4	37.5	55.0	54.5	70.8	46.7	42.1	34.0	50.5	50.7	65.1	72.3	40.2	31.4	49.4	49.1	65.5	70.9	
.....	.....	.....	.....	41.0	41.2	.....	.....	39.8	40.1	.....	.....	.....	.....	.....	.....	38.4	39.2
.....	.....	.....	.....	40.1	40.0	.....	.....	35.2	34.6	.....	.....	.....	.....	.....	33.4	33.4	.....
15.8	16.0	25.7	32.2	33.7	35.0	18.0	15.6	26.5	32.9	35.1	36.4	14.3	14.0	25.0	32.3	37.1	34.2	
.....	.....	.....	.....	32.9	33.1	.....	.....	33.2	33.4	.....	.....	.....	.....	.....	30.8	31.1	.....
22.7	25.0	37.0	40.2	45.0	46.3	31.0	33.0	45.1	52.9	60.2	60.6	25.2	25.7	39.5	43.4	50.8	49.4	
5.3	5.6	9.6	10.0	10.8	9.7	5.9	5.9	8.3	8.9	9.2	9.2	5.6	5.1	9.3	10.0	9.5	9.5	
3.8	3.7	6.7	6.8	7.4	7.4	3.7	3.8	7.5	7.0	7.2	7.6	3.0	3.0	6.5	6.3	6.4	6.6	
2.1	2.5	4.4	5.8	4.9	5.2	3.5	3.5	5.6	8.0	6.7	6.6	2.5	2.6	4.6	7.8	5.3	5.5	
.....	.....	.....	.....	14.7	14.7	.....	.....	13.8	13.7	.....	.....	.....	.....	.....	12.9	12.7	.....
.....	.....	.....	.....	25.3	25.3	.....	.....	24.7	24.8	.....	.....	.....	.....	.....	24.3	24.0	.....
.....	.....	.....	.....	9.7	12.0	13.2	13.1	.....	.....	.....	.....	9.5	12.5	13.3	13.0	.....	.....
.....	17.6	18.5	14.9	14.0	17.1	18.6	11.8	11.7	16.4	18.4	11.5	10.9
1.9	2.3	6.3	2.7	3.9	4.1	1.5	2.0	6.1	2.5	2.7	3.0	1.3	1.7	6.0	2.2	2.4	2.7	
.....	15.0	3.2	6.9	8.8	14.0	3.5	6.1	6.9	17.7	3.4	5.7	6.7
.....	.....	.....	.....	6.1	9.4	.....	.....	6.2	11.7	.....	.....	.....	.....	3.6	8.5	.....	.....
.....	.....	.....	.....	20.1	20.1	.....	.....	19.0	18.6	.....	.....	.....	.....	15.1	13.9	.....	.....
.....	.....	.....	.....	20.1	20.2	.....	.....	21.9	21.4	.....	.....	.....	.....	20.1	18.4	.....	.....
.....	.....	.....	.....	20.6	21.8	.....	.....	22.1	21.7	.....	.....	.....	.....	17.7	17.5	.....	.....
.....	.....	.....	.....	14.3	14.0	.....	.....	20.4	17.3	.....	.....	.....	.....	15.5	15.3	.....	.....
5.2	5.0	10.0	9.2	11.0	11.1	5.1	4.9	9.2	9.2	10.4	10.4	5.4	4.8	9.3	9.6	10.4	10.3	
.....	72.5	78.6	85.3	86.2	62.4	63.9	68.6	67.4	47.5	57.0	67.2	64.8
.....	31.0	32.3	41.0	40.5	34.0	34.1	42.5	48.1	28.5	30.2	36.4	36.5
.....	15.0	16.0	21.1	22.5	15.3	17.2	21.7	23.5	13.2	17.6	22.1	22.3
.....	14.9	15.3	17.3	17.7	14.7	15.1	15.8	15.8	12.2	14.1	14.7	14.8
.....	.....	.....	.....	39.7	40.6	.....	.....	46.3	43.0	.....	.....	.....	.....	40.9	41.9	.....	.....
.....	.....	.....	.....	51.4	54.7	.....	.....	57.1	55.9	.....	.....	.....	.....	57.4	57.4	.....	.....

† 28-ounce package.

* No. 2 can.

AVERAGE RETAIL PRICES OF THE PRINCIPAL ARTICLES OF FOOD FOR

Article.	Unit.	Chicago, Ill.						Cleveland, Ohio.					
		Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.
		1913	1914	1917	1918			1913	1914	1917	1918		
Sirloin steak.....	Lb.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
Round steak.....	Lb.	22.3	24.4	29.2	33.7	38.0	39.7	25.0	25.0	30.5	35.2	38.9	39.9
Rib roast.....	Lb.	19.0	21.3	25.6	30.4	34.4	35.7	21.8	22.3	28.3	33.4	36.4	37.5
Chuck roast.....	Lb.	19.7	20.1	24.1	28.8	32.4	34.2	20.0	19.6	24.5	28.1	30.7	32.2
Plate beef.....	Lb.	15.4	16.1	20.5	24.9	28.0	29.2	17.2	17.1	22.0	26.1	28.3	29.0
Pork chops.....	Lb.	11.4	12.0	15.5	19.4	20.9	21.4	12.3	12.1	15.8	19.7	20.8	22.0
Bacon, sliced.....	Lb.	19.5	19.8	28.5	33.0	35.5	37.9	21.3	22.4	33.0	35.2	41.2	43.3
Ham, sliced.....	Lb.	31.4	31.3	39.5	51.9	57.1	58.2	27.0	27.8	40.0	48.8	55.3	55.5
Lamb.....	Lb.	32.5	31.7	38.2	46.7	50.8	54.6	36.0	35.0	39.0	46.7	55.5	57.1
Hens.....	Lb.	20.7	20.0	26.3	35.6	37.1	38.3	21.5	19.7	28.8	34.3	38.5	39.6
Salmon, canned.....	Lb.	8.0	8.0	10.0	11.9	13.0	13.0	8.3	8.0	10.0	13.0	13.0	13.0
Milk, fresh.....	Qt.	32.5	31.7	38.2	46.7	50.8	54.6	36.0	35.0	39.0	46.7	55.5	57.1
Milk, evaporated (unsweetened).....	(1)	39.0	30.1	48.4	46.0	63.9	67.1	42.0	33.7	54.3	49.6	68.2	72.0
Butter.....	Lb.	36.4	36.8	36.4	36.8	36.4	36.8	36.4	36.8	36.4	36.8	38.7	40.4
Oleomargarine.....	Lb.	33.7	35.3	38.5	40.5	40.5	40.5	32.2	32.2	33.8	41.8	42.7	42.7
Nut margarine.....	Lb.	14.9	15.0	25.2	31.7	32.2	34.0	16.5	16.3	27.2	33.0	34.0	36.4
Cheese.....	Lb.	15.4	15.0	25.2	31.7	32.2	34.0	16.5	16.3	27.2	33.0	32.6	32.9
Lard.....	Lb.	22.9	21.8	37.6	38.0	46.1	46.6	23.6	24.1	39.9	41.5	50.2	51.0
Eggs, strictly fresh.....	Doz.	6.1	6.1	8.6	10.2	10.2	10.0	5.5	5.5	8.4	9.7	9.7	9.7
Bread.....	bL ^a .	2.7	2.9	6.4	6.2	6.4	6.8	3.1	3.2	6.6	6.7	6.8	7.3
Flour.....	Lb.	2.9	2.8	5.0	7.2	5.5	5.8	2.7	2.9	4.5	7.1	5.8	5.9
Corn meal.....	Lb.	1.3	1.7	5.8	1.7	2.5	2.5	1.4	1.9	5.9	2.1	2.8	3.1
Corn flakes.....	(8)	12.6	2.8	5.7	5.9	12.6	12.6	12.6	12.6	12.6	12.6	14.3	13.7
Cream of Wheat.....	(4)	17.0	17.3	23.9	23.9	23.9	23.9	23.9	23.9	23.9	23.9	24.8	24.9
Rice.....	Lb.	9.2	12.2	13.3	13.3	13.3	13.3	9.4	12.0	13.5	13.5	13.3	13.3
Beans, navy.....	Lb.	17.0	17.8	11.9	11.2	11.2	11.2	17.3	17.6	11.3	11.3	11.3	11.3
Potatoes.....	Lb.	1.3	1.7	5.8	1.7	2.5	2.5	1.4	1.9	5.9	2.1	2.8	3.1
Onions.....	Lb.	12.6	2.8	5.7	5.9	12.6	12.6	12.6	12.6	12.6	12.6	12.6	12.6
Cabbage.....	Lb.	5.2	9.0	9.0	9.0	9.0	9.0	5.2	5.2	9.0	9.0	5.8	10.2
Beans, baked.....	(6)	16.8	16.4	16.4	16.4	16.4	16.4	16.8	16.8	16.8	16.8	16.5	16.6
Corn, canned.....	(6)	17.6	17.7	17.7	17.7	17.7	17.7	17.6	17.6	17.6	17.6	20.5	20.1
Peas, canned.....	(6)	17.0	17.3	17.3	17.3	17.3	17.3	17.0	17.0	17.0	17.0	19.4	19.1
Tomatoes, canned.....	(6)	16.0	16.4	16.4	16.4	16.4	16.4	16.0	16.0	16.0	16.0	16.9	16.4
Sugar, granulated.....	Lb.	5.0	4.9	9.2	8.7	10.0	9.9	5.2	5.0	9.7	9.0	10.8	10.8
Tea.....	Lb.	53.0	56.9	62.7	62.0	62.0	62.0	53.0	53.0	53.0	53.0	67.7	66.5
Coffee.....	Lb.	29.0	28.1	34.3	35.7	35.7	35.7	28.8	28.8	28.8	28.8	37.5	38.8
Prunes.....	Lb.	14.8	16.3	21.1	22.3	22.3	22.3	14.6	14.6	17.2	21.7	22.9	22.9
Raisins.....	Lb.	14.7	15.0	16.4	16.7	16.7	16.7	13.9	13.9	14.6	15.4	15.7	15.7
Bananas.....	Doz.	.....	.....	41.3	35.1	35.1	35.1	.....	.....	.....	.....	42.3	43.7
Oranges.....	Doz.	.....	.....	45.1	49.9	49.9	49.9	.....	.....	.....	.....	58.0	55.2

^a 15-16-ounce can.^b Baked weight.^c 8-ounce package.

APR. 15, 1913, 1914, 1917, 1918, 1919, AND MAR. 15, 1919, FOR 19 CITIES—Continued.

Denver, Colo.					Detroit, Mich.					Los Angeles, Calif.								
Apr. 15—				Mar. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.			
1913	1914	1917	1918		1913	1914	1917	1918		1913	1914	1917	1918		Cts.	Cts.		
Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.		
23.1	22.9	27.3	36.7	38.4	40.8	23.8	24.4	28.2	34.4	37.2	40.6	23.4	23.3	28.0	31.5	34.9	35.9	
20.3	21.0	25.8	34.5	35.6	38.6	19.4	20.5	24.4	31.8	33.4	36.5	20.8	21.3	24.7	28.8	32.4	32.6	
17.4	16.7	22.1	27.6	29.4	31.3	19.2	20.0	25.0	28.8	29.8	33.1	19.1	19.8	23.1	27.6	31.1	31.6	
15.3	15.8	18.9	25.2	26.2	28.1	15.2	15.8	19.0	24.8	25.5	27.8	15.5	16.6	18.7	22.5	24.9	25.0	
9.4	9.7	12.4	18.1	18.6	19.3	11.2	11.6	14.4	19.2	20.1	21.3	12.4	13.4	15.3	18.7	20.7	21.0	
19.9	20.0	29.6	34.4	37.6	40.7	19.6	20.4	27.4	33.9	36.6	40.9	24.4	26.0	31.3	39.6	44.6	45.8	
29.0	27.4	38.1	53.3	59.4	60.0	22.8	23.2	37.2	47.8	50.5	53.4	33.8	33.5	43.3	58.3	65.6	65.8	
29.2	29.2	38.6	50.5	58.1	58.8	25.0	28.0	30.0	44.6	51.7	55.8	35.0	34.8	45.6	53.9	62.2	62.6	
18.1	16.5	24.0	33.1	32.0	34.8	17.4	17.9	26.0	37.0	38.6	40.3	19.0	18.5	25.5	32.8	34.1	34.5	
21.8	21.9	25.1	—	36.2	38.5	21.8	23.6	30.4	—	40.8	43.4	25.6	27.9	28.9	—	45.6	46.5	
—	—	19.7	23.7	31.5	32.3	—	21.8	29.3	32.9	31.3	—	—	27.9	31.9	40.6	40.6	40.6	
8.4	8.4	8.7	11.5	13.0	12.6	8.0	8.0	11.0	13.0	15.0	15.0	10.0	10.0	9.0	14.0	14.0	14.0	
—	—	—	—	15.4	14.0	—	—	—	—	15.2	14.7	—	—	—	—	13.4	13.4	13.4
39.0	29.3	47.6	44.8	64.9	67.8	37.9	31.2	48.6	47.5	65.9	69.9	35.0	31.9	43.5	44.1	64.1	60.2	—
—	—	—	—	39.2	39.4	—	—	—	—	38.7	38.6	—	—	—	—	40.6	40.7	—
—	—	—	—	35.2	35.1	—	—	—	—	34.6	34.5	—	—	—	—	36.1	35.5	—
—	—	33.9	36.1	41.2	42.3	—	30.5	32.2	39.0	40.3	—	—	31.2	33.5	41.5	44.2	—	—
16.3	15.8	26.4	34.6	34.7	36.7	16.0	16.0	25.4	33.1	33.4	35.3	17.9	18.0	25.7	33.8	32.2	34.1	—
—	—	—	—	32.5	33.1	—	—	—	—	32.7	32.8	—	—	—	—	33.3	33.7	—
24.6	23.6	38.1	41.2	46.5	45.9	23.2	23.3	39.6	41.3	49.1	49.1	26.0	27.5	36.8	42.6	44.1	52.0	—
5.3	5.4	8.7	10.0	11.3	11.3	5.6	5.6	8.4	9.4	9.5	10.3	6.2	6.1	6.8	9.1	8.9	8.9	—
2.6	2.6	6.1	5.7	5.9	6.1	3.1	3.1	6.4	6.9	6.5	6.9	3.6	3.6	6.6	6.3	7.2	7.4	—
2.4	2.6	4.0	6.1	5.4	5.5	2.8	2.9	5.1	7.3	6.2	6.0	3.2	3.5	5.2	8.3	6.6	7.0	—
—	—	—	—	14.7	14.6	—	—	—	—	13.9	14.3	—	—	—	—	13.8	14.0	—
—	—	—	—	25.4	25.1	—	—	—	—	24.9	24.7	—	—	—	—	24.3	24.8	—
—	—	9.7	12.5	14.2	14.2	—	8.6	12.4	13.2	13.2	—	—	9.5	12.1	13.7	13.6	—	—
—	—	14.7	17.2	13.7	12.8	—	17.0	17.9	11.3	11.3	—	—	16.7	17.1	10.8	10.9	—	—
1.1	1.4	5.9	1.6	2.3	2.9	1.2	1.6	5.4	1.7	2.3	2.5	1.0	1.9	6.0	1.7	3.0	3.9	—
—	—	14.2	3.0	5.8	6.5	—	13.1	8.8	5.9	6.2	—	—	12.6	2.2	6.1	6.5	—	—
—	—	—	—	3.8	7.0	—	—	—	—	5.1	9.2	—	—	—	—	3.2	5.2	—
—	—	—	—	19.2	19.4	—	—	—	—	16.6	16.3	—	—	—	—	19.3	19.7	—
—	—	—	—	18.9	19.0	—	—	—	—	18.8	19.5	—	—	—	—	19.2	19.1	—
—	—	—	—	19.4	19.6	—	—	—	—	17.7	18.8	—	—	—	—	19.4	18.9	—
—	—	—	—	15.3	15.4	—	—	—	—	16.6	16.7	—	—	—	—	16.2	15.8	—
5.3	4.7	9.3	9.2	11.2	11.2	5.0	5.0	9.3	8.8	10.5	10.4	5.3	4.9	8.8	8.6	10.5	10.4	—
—	—	55.0	58.3	67.3	68.4	—	—	45.0	53.2	63.0	60.0	—	—	54.5	60.6	70.5	70.4	—
—	—	28.9	30.7	39.6	40.0	—	—	27.5	30.4	37.2	37.8	—	—	30.4	30.3	38.1	38.9	—
—	—	14.2	16.5	20.4	22.7	—	—	13.4	17.5	20.3	21.8	—	—	13.9	16.3	22.0	22.6	—
—	—	14.0	14.5	17.4	17.4	—	—	13.3	14.5	16.0	16.3	—	—	12.7	13.8	16.2	15.9	—
—	—	—	—	43.2	44.7	—	—	—	—	30.7	30.6	—	—	—	—	37.5	39.2	—
—	—	—	—	50.9	55.1	—	—	—	—	52.3	54.1	—	—	—	—	35.7	37.1	—

†28-ounce package.

§No. 2 can.

AVERAGE RETAIL PRICES OF THE PRINCIPAL ARTICLES OF FOOD FOR

Article.	Unit.	Milwaukee, Wis.								New Orleans, La.								
		Apr. 15—				Mar. 15, 1919	Apr. 15, 1919	Apr. 15—				Mar. 15, 1919	Apr. 15, 1919					
		1913	1914	1917	1918			1913	1914	1917	1918		1913	1914	1917	1918		
		Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	
Sirloin steak.....	Lb.	21.5	23.0	29.2	33.0	37.0	39.3	22.1	23.2	26.0	31.7	35.6	37.6					
Round steak.....	Lb.	19.5	21.0	26.6	31.3	35.2	37.1	19.3	20.0	23.5	28.6	32.7	34.2					
Rib roast.....	Lb.	18.0	18.5	23.8	27.0	31.0	32.8	20.9	20.7	23.1	28.3	32.0	32.9					
Chuck roast.....	Lb.	15.8	16.3	21.6	25.1	27.9	29.7	15.4	15.4	18.6	22.4	25.9	26.2					
Plate beef.....	Lb.	11.5	11.8	15.4	18.8	21.0	22.5	11.6	12.4	15.4	18.4	21.1	22.2					
Pork chops.....	Lb.	19.5	19.5	29.2	33.4	36.5	38.3	22.5	23.9	30.5	36.4	41.0	44.3					
Bacon, sliced.....	Lb.	26.8	27.3	37.8	48.5	55.2	55.7	29.1	30.0	41.0	50.1	57.7	60.3					
Ham, sliced.....	Lb.	26.8	27.7	36.2	45.3	51.9	53.2	27.6	26.0	36.3	41.6	50.3	50.4					
Lamb.....	Lb.	20.0	19.2	29.3	35.4	39.3	39.7	22.0	21.1	30.0	35.4	41.8	43.8					
Hens.....	Lb.	22.3	22.3	30.5	—	39.1	42.7	24.3	24.1	29.2	—	40.8	44.1					
Salmon, canned.....	Lb.			23.6	29.0	31.8	33.0			25.0	31.0	35.1	34.5					
Milk, fresh.....	Qt.	7.0	7.0	8.0	10.0	12.0	12.0	10.0	9.7	10.0	14.2	16.0	16.0					
Milk, evaporated (unsweetened).....	(1)					15.7	15.8					15.2	14.9					
Butter.....	Lb.	38.2	30.0	50.8	46.5	65.3	69.1	40.3	32.2	53.2	58.0	66.4	72.6					
Oleomargarine.....	Lb.					37.8	38.3					39.8	39.6					
Nut margarine.....	Lb.					33.8	33.4						35.8	35.6				
Cheese.....	Lb.			31.5	30.8	38.4	39.2					34.0	33.7	41.7	41.9			
Lard.....	Lb.	15.4	15.8	26.9	31.1	33.5	35.8	14.8	14.9	25.4	32.5	32.6	34.3					
Crisco.....	Lb.					32.7	33.5						33.7	34.7				
Eggs, strictly fresh.....	Doz.	21.2	21.4	35.3	37.5	43.8	45.2	21.9	22.0	36.8	38.2	41.6	44.6					
Bread.....	Lb. ²	5.6	5.9	8.7	9.2	9.2	9.2	—	—	4.8	8.2	9.4	9.2	9.1				
Flour.....	Lb.	3.1	3.1	6.8	6.4	6.6	7.0	3.8	3.6	7.0	7.3	7.3	7.5					
Corn meal.....	Lb.	3.3	8.3	5.8	8.2	6.2	5.7	2.6	2.8	4.8	6.3	5.1	5.1					
Corn flakes.....	(3)					14.3	13.9					14.4	14.1					
Cream of Wheat.....	(4)					24.9	24.6					24.8	24.8					
Rice.....	Lb.			10.0	12.4	14.4	14.6				8.8	10.7	12.2	12.1				
Beans, navy.....	Lb.			17.0	18.4	11.5	11.2				17.0	16.7	12.2	11.1				
Potatoes.....	Lb.	1.2	1.6	6.2	1.6	2.6	2.7	2.0	2.1	6.2	2.5	3.8	3.7					
Onions.....	Lb.			13.7	2.6	5.4	5.7			13.3	3.0	6.3	6.7					
Cabbage.....	Lb.					5.8	10.0						4.2	5.3				
Beans, baked.....	(5)					16.5	16.7						18.1	18.1				
Corn, canned.....	(5)					18.2	18.7						18.1	17.6				
Peas, canned.....	(5)					17.1	18.1						18.4	18.6				
Tomatoes, canned.....	(6)					16.3	16.2						15.1	14.9				
Sugar, granulated.....	Lb.	5.3	4.8	9.3	8.9	10.7	10.6	5.2	4.8	9.2	8.8	10.4	10.3					
Tea.....	Lb.			56.5	62.3	67.3	66.7			63.0	58.1	67.1	66.6					
Coffee.....	Lb.			28.3	27.0	35.6	35.8			28.4	24.8	33.8	34.6					
Prunes.....	Lb.			15.7	15.8	21.8	21.6					14.2	16.0	20.0	21.3			
Raisins.....	Lb.			14.8	15.1	16.0	16.3					14.3	15.4	16.8	16.9			
Bananas.....	Doz.					35.9	37.5							16.3	25.0			
Oranges.....	Doz.					50.7	57.9							56.4	56.0			

¹ 15-16-ounce can.² Baked weight.³ 8-ounce package.

APR. 15, 1913, 1914, 1917, 1918, 1919, AND MAR. 15, 1919, FOR 19 CITIES—Continued.

• 28-ounce package.

• No. 2 can.

AVERAGE RETAIL PRICES OF THE PRINCIPAL ARTICLES OF FOOD FOR

Article.	Unit.	St. Louis, Mo.						San Francisco, Calif.					
		Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.
		1913	1914	1917	1918			1913	1914	1917	1918		
Sirloin steak.....	Lb.	Cts. 23.4	Cts. 25.8	Cts. 30.7	Cts. 34.8	Cts. 39.4	Cts. 41.5	Cts. 20.3	Cts. 20.7	Cts. 23.5	Cts. 29.1	Cts. 33.3	Cts. 32.6
Round steak.....	Lb.	Cts. 21.4	Cts. 23.2	Cts. 29.0	Cts. 34.2	Cts. 38.8	Cts. 41.0	Cts. 19.0	Cts. 19.7	Cts. 23.2	Cts. 29.0	Cts. 32.4	Cts. 31.7
Rib roast.....	Lb.	Cts. 19.1	Cts. 20.0	Cts. 24.4	Cts. 29.2	Cts. 32.3	Cts. 33.8	Cts. 21.0	Cts. 22.1	Cts. 22.3	Cts. 28.1	Cts. 30.9	Cts. 30.8
Chuck roast.....	Lb.	Cts. 14.7	Cts. 15.5	Cts. 20.4	Cts. 24.0	Cts. 25.9	Cts. 27.9	Cts. 15.0	Cts. 15.5	Cts. 16.3	Cts. 21.6	Cts. 23.9	Cts. 24.0
Plate beef.....	Lb.	Cts. 10.9	Cts. 13.9	Cts. 15.9	Cts. 19.6	Cts. 22.0	Cts. 22.9	Cts. 13.3	Cts. 15.0	Cts. 15.6	Cts. 20.5	Cts. 22.3	Cts. 22.0
Pork chops.....	Lb.	Cts. 18.8	Cts. 20.2	Cts. 30.6	Cts. 32.8	Cts. 36.1	Cts. 39.6	Cts. 24.0	Cts. 24.6	Cts. 29.7	Cts. 38.2	Cts. 43.3	Cts. 44.2
Bacon, sliced.....	Lb.	Cts. 24.3	Cts. 25.0	Cts. 37.0	Cts. 48.2	Cts. 53.3	Cts. 54.3	Cts. 33.9	Cts. 42.2	Cts. 54.9	Cts. 59.5	Cts. 61.0	Cts. 61.0
Ham, sliced.....	Lb.	Cts. 25.7	Cts. 27.5	Cts. 37.6	Cts. 47.0	Cts. 54.5	Cts. 56.2	Cts. 30.0	Cts. 40.5	Cts. 50.6	Cts. 57.1	Cts. 56.1	Cts. 56.1
Lamb.....	Lb.	Cts. 17.3	Cts. 18.4	Cts. 28.2	Cts. 36.1	Cts. 39.6	Cts. 41.7	Cts. 17.5	Cts. 18.0	Cts. 24.3	Cts. 32.1	Cts. 33.8	Cts. 33.9
Hens.....	Lb.	Cts. 19.1	Cts. 20.0	Cts. 27.6	Cts. 37.9	Cts. 41.7	Cts. 47.4	Cts. 24.8	Cts. 25.0	Cts. 28.5	Cts. 49.3	Cts. 51.9	Cts. 51.9
Salmon, canned.....	Lb.	Cts. 22.3	Cts. 29.3	Cts. 31.8	Cts. 36.6	Cts. 36.6	Cts. 36.6	Cts. 21.4	Cts. 25.4	Cts. 28.1	Cts. 27.8	Cts. 27.8	Cts. 27.8
Milk, fresh.....	Qt.	Cts. 8.0	Cts. 8.0	Cts. 10.0	Cts. 12.0	Cts. 14.0	Cts. 13.0	Cts. 10.0	Cts. 10.0	Cts. 10.0	Cts. 12.1	Cts. 14.0	Cts. 14.0
Milk, evaporated (unsweetened).....	(¹)	Cts. 38.8	Cts. 32.0	Cts. 53.1	Cts. 49.9	Cts. 68.1	Cts. 72.3	Cts. 33.2	Cts. 30.7	Cts. 45.2	Cts. 45.2	Cts. 64.5	Cts. 62.9
Oleomargarine.....	Lb.	Cts. -----	Cts. -----	Cts. -----	Cts. 37.0	Cts. 37.1	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 37.4	Cts. 36.0	Cts. 36.0
Nut margarine.....	Lb.	Cts. -----	Cts. -----	Cts. 34.8	Cts. 34.8	Cts. 34.6	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 36.0	Cts. 36.5	Cts. 36.5
Cheese.....	Lb.	Cts. -----	Cts. 32.0	Cts. 33.0	Cts. 38.9	Cts. 40.5	Cts. -----	Cts. 29.7	Cts. 33.5	Cts. 40.5	Cts. 40.5	Cts. 40.0	Cts. 40.0
Lard.....	Lb.	Cts. 13.8	Cts. 12.6	Cts. 25.0	Cts. 29.9	Cts. 32.0	Cts. 34.1	Cts. 17.9	Cts. 17.8	Cts. 25.9	Cts. 33.8	Cts. 33.7	Cts. 34.4
Crisco.....	Lb.	Cts. -----	Cts. -----	Cts. 32.8	Cts. 33.3	Cts. 33.3	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 32.5	Cts. 34.6	Cts. 34.6
Eggs, strictly fresh.....	Doz.	Cts. 19.4	Cts. 20.0	Cts. 36.8	Cts. 36.4	Cts. 44.5	Cts. 45.7	Cts. 23.2	Cts. 27.1	Cts. 37.4	Cts. 41.9	Cts. 44.6	Cts. 51.7
Bread.....	Lb. ²	Cts. 5.6	Cts. 5.6	Cts. 9.7	Cts. 10.0	Cts. 10.0	Cts. 10.0	Cts. 5.7	Cts. 5.9	Cts. 6.9	Cts. 10.0	Cts. 10.0	Cts. 10.0
Flour.....	Lb.	Cts. 2.9	Cts. 2.9	Cts. 6.6	Cts. 6.2	Cts. 6.5	Cts. 6.9	Cts. 3.3	Cts. 3.5	Cts. 5.8	Cts. 6.2	Cts. 7.1	Cts. 7.1
Corn meal.....	Lb.	Cts. 2.1	Cts. 2.6	Cts. 4.3	Cts. 6.6	Cts. 5.0	Cts. 5.0	Cts. 3.4	Cts. 3.6	Cts. 5.3	Cts. 7.4	Cts. 6.3	Cts. 6.2
Corn flakes.....	(³)	Cts. -----	Cts. -----	Cts. 13.9	Cts. 14.0	Cts. 14.0	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 14.0	Cts. 14.0	Cts. 14.0
Cream of Wheat.....	(⁴)	Cts. -----	Cts. -----	Cts. 24.2	Cts. 24.3	Cts. 24.3	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 24.8	Cts. 24.7	Cts. 24.7
Rice.....	Lb.	Cts. -----	Cts. 8.9	Cts. 12.1	Cts. 13.3	Cts. 13.2	Cts. -----	Cts. -----	Cts. 9.7	Cts. 12.1	Cts. 13.6	Cts. 13.0	Cts. 13.0
Beans, navy.....	Lb.	Cts. -----	Cts. 17.9	Cts. 17.7	Cts. 11.8	Cts. 11.6	Cts. 11.6	Cts. 16.1	Cts. 15.7	Cts. 16.7	Cts. 10.6	Cts. 10.0	Cts. 10.0
Potatoes.....	Lb.	Cts. 1.2	Cts. 1.7	Cts. 5.9	Cts. 2.0	Cts. 2.7	Cts. 2.9	Cts. 1.2	Cts. 1.7	Cts. 5.2	Cts. 2.2	Cts. 2.9	Cts. 3.2
Onions.....	Lb.	Cts. -----	Cts. 12.6	Cts. 2.8	Cts. 6.8	Cts. 6.4	Cts. -----	Cts. 10.2	Cts. 2.2	Cts. 4.9	Cts. 5.3	Cts. 5.3	Cts. 5.3
Cabbage.....	Lb.	Cts. -----	Cts. -----	Cts. -----	Cts. 5.7	Cts. 8.1	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 5.0	Cts. 10.0	Cts. 10.0
Beans, baked.....	(⁵)	Cts. -----	Cts. -----	Cts. 16.1	Cts. 16.1	Cts. 16.1	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 20.0	Cts. 19.9	Cts. 19.9
Corn, canned.....	(⁶)	Cts. -----	Cts. -----	Cts. 16.4	Cts. 16.3	Cts. 16.3	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 19.6	Cts. 19.2	Cts. 19.2
Peas, canned.....	(⁶)	Cts. -----	Cts. -----	Cts. 16.9	Cts. 16.2	Cts. 16.2	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 17.9	Cts. 18.1	Cts. 18.1
Tomatoes, canned.....	(⁶)	Cts. -----	Cts. 4.9	Cts. 4.7	Cts. 10.5	Cts. 8.6	Cts. 10.7	Cts. 10.4	Cts. 5.2	Cts. 4.9	Cts. 9.1	Cts. 8.6	Cts. 14.8
Sugar, granulated.....	Lb.	Cts. 4.9	Cts. 4.7	Cts. 10.5	Cts. 8.6	Cts. 10.7	Cts. 10.4	Cts. 5.2	Cts. 4.9	Cts. 9.1	Cts. 8.6	Cts. 10.5	Cts. 10.4
Tea.....	Lb.	Cts. -----	Cts. 54.3	Cts. 67.0	Cts. 72.7	Cts. 72.4	Cts. -----	Cts. -----	Cts. 50.0	Cts. 52.8	Cts. 57.2	Cts. 56.9	Cts. 56.9
Coffee.....	Lb.	Cts. -----	Cts. 23.7	Cts. 27.6	Cts. 34.9	Cts. 35.7	Cts. -----	Cts. -----	Cts. 29.8	Cts. 30.3	Cts. 36.6	Cts. 36.1	Cts. 36.1
Prunes.....	Lb.	Cts. -----	Cts. 14.1	Cts. 16.7	Cts. 20.4	Cts. 22.0	Cts. -----	Cts. -----	Cts. 12.6	Cts. 13.5	Cts. 19.1	Cts. 19.3	Cts. 19.3
Raisins.....	Lb.	Cts. -----	Cts. 14.9	Cts. 16.7	Cts. 16.4	Cts. 16.4	Cts. -----	Cts. -----	Cts. 13.4	Cts. 13.3	Cts. 14.6	Cts. 14.4	Cts. 14.4
Bananas.....	Doz.	Cts. -----	Cts. -----	Cts. 33.5	Cts. 31.2	Cts. 31.2	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 35.0	Cts. 38.9	Cts. 38.9
Oranges.....	Doz.	Cts. -----	Cts. -----	Cts. 50.4	Cts. 49.5	Cts. 49.5	Cts. -----	Cts. -----	Cts. -----	Cts. -----	Cts. 50.8	Cts. 53.0	Cts. 53.0

¹ 15-16-ounce can.² Baked weight.³ 8-ounce package.

APR. 15, 1913, 1914, 1917, 1918, 1919, AND MAR. 15, 1919, FOR 19 CITIES—Concluded.

Seattle, Wash.								Washington, D. C.					
Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.	Apr. 15—				Mar. 15, 1919.	Apr. 15, 1919.		
1913	1914	1917	1918			1913	1914	1917	1918				
Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
22.6	24.2	24.6	31.6	38.0	39.9	27.3	27.1	32.4	41.1	49.9	51.8		
20.6	20.8	23.6	29.8	36.3	37.5	24.1	23.4	30.3	38.8	47.4	48.6		
18.6	19.3	22.4	26.7	32.0	33.3	22.0	21.0	26.9	31.5	40.2	40.9		
15.6	15.3	17.4	23.1	27.1	27.8	17.4	17.3	22.7	28.2	34.2	35.0		
11.7	12.5	14.0	19.6	22.4	23.1	11.7	12.5	17.8	20.9	23.5	24.2		
24.4	24.2	31.4	38.8	45.7	47.7	22.8	21.3	31.2	40.8	44.5	46.9		
31.3	32.5	41.0	54.6	60.2	61.7	26.5	24.9	38.6	48.8	52.0	53.0		
30.0	30.0	37.0	47.8	55.4	58.3	29.0	28.6	39.6	48.4	57.7	59.6		
20.4	19.3	26.8	33.7	37.8	40.4	23.3	20.1	28.5	38.8	44.8	48.5		
24.0	25.5	28.0	.....	44.5	46.5	22.8	23.5	30.2	.....	45.6	47.7		
.....	.....	21.7	28.8	32.2	31.8	.....	.....	21.3	29.1	34.7	33.6		
8.6	8.6	10.0	12.5	13.7	12.0	9.0	9.0	10.0	14.0	17.0	16.0		
40.0	33.2	48.3	49.6	68.4	66.3	43.3	34.4	54.0	54.6	71.1	76.7		
.....	.....	.....	.....	42.5	40.8	.....	.....	.....	.....	37.9	38.4		
.....	.....	.....	.....	38.4	36.8	.....	.....	.....	.....	35.3	35.8		
17.7	16.5	30.0	31.0	40.8	43.2	.....	.....	32.9	35.6	41.8	42.9		
.....	.....	26.6	33.0	33.4	34.2	14.7	14.1	26.5	33.5	33.0	35.3		
25.0	25.8	36.9	44.1	50.0	52.0	22.6	23.6	38.3	44.2	47.9	49.4		
5.5	5.7	9.7	10.0	10.0	9.8	5.6	5.5	8.3	9.3	9.9	9.9		
3.0	2.9	5.7	5.8	6.5	6.6	3.7	3.7	6.7	6.6	6.8	7.3		
3.0	3.1	4.6	7.6	6.9	6.9	2.5	2.5	4.4	6.3	5.2	5.4		
.....	.....	.....	.....	14.9	14.5	.....	.....	.....	.....	13.9	14.0		
.....	.....	.....	.....	27.2	27.2	.....	.....	.....	.....	24.3	24.5		
.....	.....	9.2	12.2	14.2	14.3	.....	.....	9.3	12.5	14.3	14.4		
.....	.....	16.2	17.8	11.8	11.1	.....	.....	16.6	19.0	13.5	13.5		
.8	1.1	4.4	1.6	2.1	2.4	1.5	1.8	6.6	2.5	2.7	2.9		
.....	.....	11.8	3.3	5.9	6.4	.....	.....	12.5	8.6	5.8	7.1		
.....	.....	.....	.....	5.6	8.0	.....	.....	.....	.....	7.0	12.7		
.....	.....	.....	.....	23.3	22.7	.....	.....	.....	.....	16.6	15.9		
.....	.....	.....	.....	21.0	21.3	.....	.....	.....	.....	19.5	19.5		
.....	.....	.....	.....	20.4	20.4	.....	.....	.....	.....	20.1	19.9		
.....	.....	.....	.....	19.7	18.5	.....	.....	.....	.....	17.5	17.5		
5.9	5.4	9.4	9.1	10.8	10.8	4.9	4.8	9.0	8.8	10.2	10.2		
.....	.....	50.0	56.9	63.8	63.3	.....	.....	56.7	66.9	77.2	77.1		
.....	.....	32.6	31.5	39.0	39.3	.....	.....	28.8	29.4	36.3	37.7		
.....	.....	13.6	14.8	19.5	19.7	.....	.....	14.5	17.5	22.6	23.1		
.....	.....	13.1	14.0	15.8	16.7	.....	.....	13.3	15.6	15.8	15.6		
.....	.....	.....	.....	50.0	49.1	.....	.....	.....	.....	41.3	41.8		
.....	.....	.....	.....	57.8	58.1	.....	.....	.....	.....	58.6	59.4		

† 28-ounce package.

* No. 2 can.

RETAIL PRICES OF THE PRINCIPAL ARTICLES

Article.	Unit.	Bridgeport, Conn.		Butte, Mont.		Charleston, S. C.		Cincinnati, Ohio.		Columbus, Ohio.	
		Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.
Sirloin steak.....	Lb....	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
Round steak.....	Lb....	51.2	52.0	37.7	38.3	39.7	40.7	36.1	38.3	38.4	40.6
Rib roast.....	Lb....	49.2	50.0	35.2	35.7	39.5	40.7	34.5	37.1	36.7	38.8
Chuck roast.....	Lb....	39.5	39.8	32.3	31.4	34.1	34.3	30.0	33.1	32.3	35.6
Plate beef.....	Lb....	33.1	33.1	26.2	26.3	28.2	28.7	25.2	26.9	28.4	30.6
Pork chops.....	Lb....	21.9	21.0	19.3	19.7	22.1	22.7	23.0	23.7	22.9	23.7
Bacon, sliced.....	Lb....	87.8	42.2	37.3	40.6	39.7	42.4	38.6	40.2	35.9	39.0
Ham, sliced.....	Lb....	58.1	57.6	60.0	58.6	56.4	55.9	51.7	52.6	49.8	53.3
Lamb.....	Lb....	59.5	60.9	55.6	54.6	52.1	53.8	53.0	53.9	53.8	56.2
Hens.....	Lb....	40.0	40.5	34.2	35.0	41.1	43.2	36.4	37.1	35.0	43.3
Salmon, canned.....	Lb....	37.7	37.6	43.2	40.8	30.1	30.1	29.2	29.2	30.9	30.0
Milk, fresh.....	Qt....	16.0	15.0	15.5	15.5	20.3	20.3	14.0	14.0	13.7	13.7
Milk, evaporated (unsweetened).....	(¹)	15.9	15.4	15.4	15.1	15.1	15.0	14.1	14.2	15.1	14.4
Butter.....	Lb....	63.8	70.9	64.6	71.3	66.1	74.1	65.9	71.4	70.0	70.4
Oleomargarine.....	Lb....	37.3	38.2	44.0	45.0	40.9	41.0	37.4	38.2	37.5	37.7
Nut margarine.....	Lb....	36.2	35.8	42.0	42.0	39.7	40.6	34.1	35.1	35.1	34.9
Cheese.....	Lb....	42.6	42.8	41.3	41.5	39.9	43.6	40.0	40.6	39.8	40.8
Lard.....	Lb....	33.3	35.6	33.3	36.4	33.9	34.6	30.8	33.6	31.3	34.3
Crisco.....	Lb....	33.5	33.2	36.4	36.3	34.0	33.5	31.8	32.0	32.3	32.7
Eggs, strictly fresh.....	Doz.	62.2	59.4	55.8	52.0	50.9	49.9	42.5	44.4	41.0	42.8
Bread.....	Lb. ^a	10.0	10.0	10.6	9.9	10.0	10.0	9.9	9.9	9.6	9.6
Flour.....	Lb....	6.6	7.1	6.9	7.0	7.3	7.5	6.7	7.2	6.5	6.8
Corn meal.....	Lb....	7.1	6.8	7.8	7.4	4.9	5.0	4.9	5.0	5.7	5.7
Corn flakes.....	(³)	13.9	13.9	14.4	14.6	15.0	14.9	13.8	13.8	14.3	14.2
Cream of Wheat.....	(⁴)	24.1	24.1	29.2	29.7	25.0	25.0	24.7	24.9	26.0	25.0
Rice.....	Lb....	13.9	14.0	12.9	13.2	12.3	12.0	13.6	13.4	12.9	12.8
Beans, navy.....	Lb....	13.7	12.4	11.7	11.7	14.4	14.1	11.3	11.0	11.0	10.5
Potatoes.....	Lb....	2.9	3.2	1.9	1.8	3.6	4.0	3.0	3.2	2.6	2.8
Onions.....	Lb....	5.2	6.7	4.4	5.0	6.7	8.7	5.2	5.8	5.8	8.3
Cabbage.....	Lb....	6.1	12.3	6.4	6.2	6.1	9.4	4.4	9.4	5.4	9.5
Beans, baked.....	(⁵)	17.5	16.8	22.1	23.9	17.0	15.6	16.0	15.7	17.4	16.4
Corn, canned.....	(⁵)	21.7	21.0	19.3	19.3	21.8	21.5	17.4	17.6	16.1	16.0
Peas, canned.....	(⁵)	21.0	20.7	19.0	18.5	22.8	21.3	17.2	17.1	16.1	16.7
Tomatoes, canned.....	(⁵)	18.1	18.6	18.5	18.3	15.4	15.9	14.8	14.7	14.4	14.2
Sugar, granulated.....	Lb....	10.4	10.2	11.9	12.0	10.6	10.6	10.5	10.3	10.7	10.6
Tea.....	Lb....	65.6	63.3	77.0	76.3	75.0	75.5	70.8	74.8	80.8	81.4
Coffee.....	Lb....	36.2	38.5	49.2	49.3	38.2	38.9	35.0	36.5	38.4	39.5
Prunes.....	Lb....	22.8	24.5	19.2	20.3	23.0	23.2	20.6	21.8	20.9	21.5
Raisins.....	Lb....	16.5	16.4	16.0	16.6	16.8	16.4	16.9	16.6	15.0	15.7
Bananas.....	Doz.	36.7	38.9	46.7	48.9	40.0	40.0	35.0	34.7	38.2	38.2
Oranges.....	Doz.	53.7	57.3	47.5	52.2	57.1	57.2	49.8	52.3	49.5	54.5

15-16-ounce-can.

^aBaked weight.^b8-ounce package.

MONTHLY LABOR REVIEW.

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OF FOOD FOR 31 CITIES ON MAR. 15 AND APR. 15, 1919.

Dallas, Tex.		Fall River, Mass.		Houston, Tex.		Indianapolis, Ind.		Jacksonville, Fla.		Kansas City, Mo.	
Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.
Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
44.8	42.2	59.8	58.9	39.5	40.0	38.3	39.8	42.5	42.7	39.2	40.2
43.8	41.6	50.1	48.8	39.3	39.7	37.8	39.4	40.0	39.3	36.2	37.8
36.6	35.0	37.2	36.2	33.2	32.0	28.6	29.7	33.5	33.2	29.1	30.4
33.5	31.8	31.3	30.3	30.0	28.7	26.8	27.9	27.8	28.1	25.3	25.9
28.1	27.3			26.2	24.8	21.0	22.2	21.3	22.1	20.6	20.8
40.5	41.0	36.4	40.1	38.6	39.0	37.8	40.7	38.3	39.7	35.3	38.1
60.0	62.1	51.6	51.7	62.4	65.5	54.3	54.5	56.2	56.2	54.0	58.7
57.5	56.4	53.9	53.9	52.2	51.7	56.4	57.4	54.7	55.3	53.1	54.1
41.0	46.7	39.6	40.5	40.0	38.8	45.0	44.6	36.3	37.2	34.3	35.2
36.2	37.7	44.1	44.3	47.5	43.5	36.3	38.0	42.4	40.9	35.5	40.0
31.7	31.8	30.5	30.2	29.6	29.6	26.7	26.9	29.5	32.8	31.4	31.9
20.0	18.0	16.0	15.3	18.7	18.4	12.7	12.5	18.0	18.0	15.0	15.0
16.2	15.7	15.8	15.3	15.9	15.5	15.1	14.9	15.4	15.4	15.8	15.3
64.5	68.2	62.6	71.3	64.2	68.7	65.4	68.8	67.0	76.4	65.1	69.2
35.3	36.5	38.7	39.7	39.1	39.9	39.8	38.9	40.3	40.9	37.4	37.1
36.9	36.3	36.6	36.7	37.2	37.4	35.4	34.9	36.3	37.6	35.2	34.9
40.5	42.4	41.6	42.4	39.5	40.7	41.5	42.5	39.9	42.6	41.1	42.2
35.5	36.0	33.2	35.6	31.9	32.1	32.9	35.5	33.4	34.9	35.2	37.6
32.9	33.3	33.0	32.7	33.9	34.9	34.1	33.8	32.8	32.6	35.0	35.6
40.3	44.5	62.2	60.5	39.6	44.3	42.3	44.0	46.8	48.4	45.9	45.6
10.0	10.0	10.0	10.0	8.9	8.9	9.5	9.5	10.0	10.0	10.0	10.0
7.0	7.8	7.0	7.4	7.1	7.4	6.8	7.1	7.1	7.3	6.4	6.8
6.5	6.5	7.8	8.4	5.6	5.8	5.2	5.2	5.1	5.1	6.0	6.5
15.0	14.9	14.4	14.2	14.1	13.9	14.6	14.5	14.6	14.6	14.8	15.0
25.2	25.4	25.2	25.5	24.7	24.7	25.9	25.6	25.3	25.5	25.0	24.6
13.0	12.7	13.4	13.4	11.8	11.8	14.0	13.6	12.0	12.6	13.1	13.0
13.6	13.2	13.1	12.2	13.2	12.0	11.0	11.2	14.5	13.4	13.0	13.0
3.0	3.6	3.0	3.0	3.4	3.5	2.6	2.9	3.4	4.3	2.7	2.9
7.5	7.7	6.2	7.3	6.1	8.0	6.5	6.9	6.7	8.8	8.9	9.2
5.6	7.7	6.8	13.1	3.7	6.0	4.7	10.1	4.8	5.9	5.3	9.6
20.4	20.3	18.2	17.2	19.3	18.3	19.6	18.2	18.5	18.2	17.2	16.4
19.5	19.8	21.6	20.1	18.3	17.7	18.9	18.3	21.2	21.3	17.3	17.3
19.3	20.0	20.0	19.6	19.1	18.8	18.3	18.1	20.2	20.1	17.8	18.3
16.1	15.1	17.4	15.6	14.1	12.8	16.2	15.8	14.5	14.9	16.2	16.1
11.2	11.3	10.6	10.6	10.8	10.8	11.0	11.0	10.5	10.6	11.1	11.1
78.0	81.4	62.0	59.2	64.4	61.3	83.6	83.3	82.9	83.2	77.2	80.5
40.7	42.0	38.1	38.2	33.5	34.1	39.3	39.3	39.9	42.7	38.6	39.0
21.8	22.1	20.1	20.9	20.6	21.8	19.7	22.7	21.3	22.2	19.0	19.6
16.8	16.8	16.2	16.3	16.5	16.4	20.5	18.3	17.4	17.7	19.3	17.8
36.3	36.3	35.8	37.7	32.5	33.0	29.4	29.0	37.5	37.9	41.3	41.7
47.2	51.6	53.0	55.0	48.7	52.0	48.3	48.9	47.1	55.8	55.6	57.3

* 23-ounce package.

* No. 2 can.

[1637]

RETAIL PRICES OF THE PRINCIPAL ARTICLES OF

Article.	Unit.	Little Rock, Ark.		Louisville, Ky.		Manchester, N. H.		Memphis, Tenn.		Minneapolis, Minn.	
		Mar. 15 1919.	Apr. 15 1919.	Mar. 15 1919.	Apr. 15 1919.	Mar. 15 1919.	Apr. 15 1919.	Mar. 15 1919.	Apr. 15 1919.	Mar. 15 1919.	Apr. 15 1919.
Sirloin steak.....	Lb.	41.8	43.1	38.0	38.5	55.4	55.3	40.4	42.5	35.2	37.2
Round steak.....	Lb.	38.8	39.6	37.0	37.2	49.9	51.0	37.9	39.6	33.0	34.4
Rib roast.....	Lb.	34.6	35.8	31.8	32.1	33.0	34.8	31.9	33.8	29.3	31.2
Chuck roast.....	Lb.	29.1	29.4	27.5	28.5	30.4	31.1	27.8	29.1	24.3	26.0
Plate beef.....	Lb.	25.0	24.8	23.2	23.8	.....	.....	23.5	24.5	18.9	19.9
Pork chops.....	Lb.	38.1	42.1	35.1	38.8	36.1	40.3	37.1	39.8	35.2	38.1
Bacon, sliced.....	Lb.	59.2	59.6	56.3	56.2	50.1	52.2	58.4	60.0	57.4	58.8
Ham, sliced.....	Lb.	53.6	53.1	53.3	55.7	48.7	52.7	52.3	55.4	53.6	56.3
Lamb.....	Lb.	42.5	43.8	36.4	40.0	38.5	40.9	36.7	42.5	33.4	35.3
Hens.....	Lb.	34.7	36.9	44.0	42.6	43.4	44.6	36.0	38.5	35.1	36.6
Salmon, canned.....	Lb.	30.1	30.8	29.7	29.3	31.1	31.5	34.6	33.7	37.2	36.7
Milk, fresh.....	Qt.	18.5	16.0	15.0	15.0	15.0	15.0	18.0	18.0	13.0	13.0
Milk, evaporated (unsweetened).....	(¹)	15.8	15.8	15.0	14.7	16.9	16.2	16.3	16.0	15.3	15.3
Butter.....	Lb.	65.5	70.8	68.3	73.4	68.1	75.2	68.7	73.9	62.2	66.2
Oleomargarine.....	Lb.	39.3	39.9	40.3	39.7	38.6	38.2	41.2	41.8	37.1	37.3
Nut margarine.....	Lb.	38.8	39.0	35.7	35.6	34.2	34.8	39.4	39.8	32.1	31.9
Cheese.....	Lb.	41.7	43.1	40.0	40.5	40.1	40.2	39.3	40.8	36.8	39.4
Lard.....	Lb.	33.6	35.0	32.4	34.9	32.9	35.5	34.5	36.3	32.3	35.8
Crisco.....	Lb.	33.2	34.4	33.3	33.5	33.7	33.5	32.9	33.2	33.7	33.4
Eggs, strictly fresh.....	Doz.	41.5	42.9	41.9	43.3	60.7	59.6	43.6	44.8	42.7	45.0
Bread.....	Lb. ²	10.0	10.0	9.8	10.0	9.3	9.3	10.0	10.0	9.2	9.2
Flour.....	Lb.	7.1	7.3	6.8	7.4	6.8	7.2	7.2	7.4	6.4	6.9
Corn meal.....	Lb.	5.1	5.5	5.0	5.3	7.3	7.1	5.1	5.4	5.3	5.7
Corn flakes.....	(³)	15.0	14.8	13.5	13.4	15.0	15.0	14.3	14.3	14.2	14.2
Cream of Wheat.....	(⁴)	25.0	25.0	25.2	25.3	25.2	24.9	24.6	24.5	25.2	25.2
Rice.....	Lb.	12.9	12.5	13.0	13.2	13.3	13.1	12.4	12.2	13.7	13.6
Beans, navy.....	Lb.	13.3	13.2	13.0	12.1	12.5	11.7	13.4	12.9	9.8	9.8
Potatoes.....	Lb.	3.1	3.4	2.3	2.5	2.5	2.8	2.9	3.2	2.3	2.6
Onions.....	Lb.	6.5	9.1	6.4	8.0	5.4	6.7	7.2	7.9	4.6	6.1
Cabbage.....	Lb.	6.0	9.1	6.1	9.2	4.3	8.2	4.8	8.1	3.7	6.7
Beans, baked.....	(⁵)	19.1	18.3	16.3	16.0	18.8	19.0	19.2	18.6	20.0	19.1
Corn, canned.....	(⁶)	19.4	18.2	18.6	17.6	21.9	22.1	18.8	18.5	16.6	16.7
Peas, canned.....	(⁶)	20.8	18.8	18.7	18.1	21.0	20.4	17.9	18.0	17.1	16.9
Tomatoes, canned.....	(⁶)	15.7	15.0	15.4	15.4	21.5	20.0	15.2	15.5	16.4	16.3
Sugar, granulated.....	Lb.	11.1	11.1	10.7	10.7	10.7	10.6	10.8	10.9	10.9	10.9
Tea.....	Lb.	86.4	85.0	79.8	77.6	63.1	60.7	83.7	85.3	61.0	63.1
Coffee.....	Lb.	42.1	44.8	37.3	37.8	41.2	41.5	39.2	39.2	40.4	39.4
Prunes.....	Lb.	17.5	19.6	21.0	22.3	20.2	21.7	22.5	24.0	21.8	22.6
Raisins.....	Lb.	18.8	18.0	16.4	16.5	16.2	16.6	16.7	17.4	15.8	15.8
Bananas.....	Doz.	35.6	37.5	37.1	37.3	34.5	35.8	35.0	36.5	39.3	40.6
Oranges.....	Doz.	57.3	56.4	48.1	50.9	51.8	55.3	51.1	54.9	53.4	57.8

¹ 15 -16-ounce can.² Baked weight.³ 8-ounce package.

MONTHLY LABOR REVIEW.

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FOOD FOR 81 CITIES ON MAR. 15 AND APR. 15, 1919—Continued.

Mobile, Ala.		Newark, N. J.		New Haven, Conn.		Norfolk, Va.		Omaha, Nebr.	
Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.
Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
35.7	37.9	48.1	48.1	55.5	55.6	47.9	48.0	38.6	43.0
35.4	36.9	48.3	48.8	49.7	50.5	43.2	42.4	36.5	40.4
31.2	32.5	40.5	39.3	38.8	39.8	38.9	38.0	30.3	32.6
27.1	27.9	33.4	33.2	33.8	35.5	34.0	31.9	26.3	28.8
24.5	24.6	25.1	23.6			21.8	24.0	19.1	20.0
41.8	45.0	39.7	43.0	37.4	40.4	39.1	40.8	36.1	38.5
61.1	63.0	49.7	48.9	56.8	56.4	55.7	52.8	58.8	60.0
54.0	55.4	55.0	55.0	58.2	59.3	42.0	50.0	55.9	58.9
37.8	37.9	42.8	41.8	41.1	41.7	44.3	46.1	34.9	40.0
43.6	44.0	42.8	43.3	42.9	44.6	45.8	47.4	37.1	40.3
31.0	31.0	36.4	33.9	35.9	33.5	34.2	32.1	31.9	32.2
18.3	18.3	15.5	15.7	16.0	14.4	21.5	22.7	13.8	13.5
16.2	15.8	14.3	13.9	15.3	15.1	15.0	15.2	16.8	16.1
68.7	74.1	69.5	74.1	63.5	72.3	67.1	75.4	64.9	70.6
41.1	42.1	39.4	39.1	38.7	40.4	43.3	43.5	40.1	40.4
37.0	37.0	35.8	34.7	36.5	35.8	38.0	39.0	36.0	36.2
40.2	41.8	44.2	43.8	42.3	41.9	40.6	43.3	38.8	41.2
34.0	35.4	33.5	35.2	33.7	35.7	35.1	36.5	35.1	37.2
33.5	34.3	31.4	31.1	34.0	33.3	33.9	34.3	32.9	33.9
43.4	47.7	58.6	57.3	60.7	58.9	46.5	48.7	45.3	45.3
9.7	9.6	9.9	9.8	10.0	10.0	9.9	9.9	10.0	10.0
7.2	7.4	6.9	7.3	6.4	7.1	6.9	7.2	6.3	6.8
5.5	5.7	7.0	7.1	7.4	7.2	5.9	5.9	5.6	5.8
14.7	14.6	12.6	12.5	14.0	13.8	14.3	14.6	14.9	14.9
25.3	25.3	23.8	23.4	24.6	24.4	25.3	25.7	25.2	25.7
12.8	12.5	13.6	13.7	14.1	13.8	14.8	14.8	13.9	14.0
13.9	13.7	13.1	12.6	14.6	13.6	12.1	12.7	13.3	12.9
3.8	4.1	3.6	3.6	2.8	3.1	3.0	3.3	2.5	2.7
6.0	7.4	6.2	7.1	6.3	7.1	7.2	8.5	6.4	7.3
5.2	7.0	5.6	11.3	5.7	11.6	6.5	10.2	5.5	8.2
18.9	18.6	15.7	15.2	18.7	18.2	14.8	15.1	21.5	21.1
19.0	19.3	19.7	20.1	21.7	21.6	24.6	21.8	17.2	17.4
19.1	19.5	19.5	18.6	21.9	21.1	23.3	22.5	18.1	17.9
15.6	15.3	15.1	14.8	18.1	16.5	15.5	15.6	17.4	17.5
10.8	10.9	10.0	10.0	10.1	10.2	10.3	10.4	10.9	10.8
73.6	77.1	57.7	56.4	65.5	63.8	86.3	83.9	75.9	76.8
34.9	36.7	35.4	35.1	39.1	38.8	40.9	40.3	40.3	40.6
20.3	21.1	22.2	23.2	24.4	23.9	22.7	22.5	20.7	22.5
19.4	18.0	15.5	15.4	16.5	16.0	16.3	17.1	17.1	17.1
30.0	29.4	39.0	40.5	35.6	35.0	38.6	39.1	36.3	40.0
54.7	55.0	60.8	59.8	58.9	56.9	70.0	60.5	52.4	56.8

* 28-ounce package.

* No. 2 can.

[1639]

RETAIL PRICES OF THE PRINCIPAL ARTICLES OF

Article.	Unit.	Peoria, Ill.		Portland, Me.		Portland, Oreg.		Providence, R. I.		Richmond, Va.	
		Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.
Sirloin steak.....	Lb.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
Round steak.....	Lb.	36.3	38.6	61.1	64.0	35.2	35.2	65.5	66.7	44.8	44.1
Rib roast.....	Lb.	35.3	37.6	53.0	53.7	33.1	33.7	53.3	54.1	41.8	41.8
Chuck roast.....	Lb.	27.8	30.1	35.1	35.2	31.6	31.7	42.3	43.5	35.7	36.7
Plate beef.....	Lb.	25.9	26.7	30.2	30.5	28.4	28.6	38.3	37.8	31.4	32.3
Pork chops.....	Lb.	20.4	21.3			20.4	21.3			25.0	24.8
Bacon, sliced.....	Lb.	56.8	58.1	52.1	52.4	58.1	58.5	52.1	52.7	50.7	49.2
Ham, sliced.....	Lb.	55.0	56.5	54.2	54.7	55.4	54.7	60.3	60.0	49.6	50.6
Lamb.....	Lb.	37.0	40.3	28.2	39.5	33.7	38.7	43.5	44.5	42.1	43.8
Hens.....	Lb.	38.4	39.8	44.5	45.5	41.8	45.0	44.5	45.1	42.6	46.4
Salmon, canned.....	Lb.	30.3	30.7	29.3	29.3	36.1	36.4	35.6	34.6	28.2	25.8
Milk, fresh.....	Qt.	11.9	11.9	16.0	15.3	14.7	14.6	16.5	15.5	16.0	15.7
Milk, evaporated (unsweetened). ⁽¹⁾	Lb.	16.0	15.3	15.8	15.4	15.0	15.0	15.9	15.4	15.3	15.7
Butter.....	Lb.	64.8	68.4	68.8	73.6	68.3	65.8	64.7	73.0	68.5	76.6
Oleomargarine.....	Lb.	39.6	39.9	39.2	39.5	40.7	38.8	36.6	36.8	39.8	40.3
Nut margarine.....	Lb.	35.9	36.1	35.4	35.6	36.5	35.4	33.8	33.5	37.3	36.8
Cheese.....	Lb.	40.9	42.7	42.0	43.7	40.2	43.9	41.9	42.1	41.4	42.3
Lard.....	Lb.	34.3	36.0	34.9	37.2	34.5	35.2	34.4	36.0	33.7	34.3
Crisco.....	Lb.	33.6	34.4	33.6	34.2	35.2	34.6	33.8	32.8	33.8	34.5
Eggs, strictly fresh.....	Doz.	44.1	44.2	59.1	55.9	50.1	45.9	60.5	59.0	45.2	46.2
Bread.....	Lb. ²	10.0	10.0	10.0	10.0	8.9	8.9	10.0	10.0	10.0	10.0
Flour.....	Lb.	7.0	7.4	6.5	7.2	6.5	6.3	7.0	7.6	6.8	7.2
Corn meal.....	Lb.	5.9	6.2	6.0	6.4	7.4	7.3	5.8	5.9	5.4	5.7
Corn flakes..... ⁽³⁾	Lb.	14.9	14.9	14.1	14.1	14.6	14.7	14.2	13.7	14.6	14.6
Cream of Wheat..... ⁽⁴⁾	Lb.	26.4	26.5	24.6	24.6	28.2	28.2	24.6	24.5	24.8	25.2
Rice.....	Lb.	14.0	14.2	13.9	13.6	13.6	13.6	13.5	13.3	14.7	14.7
Beans, navy.....	Lb.	13.0	12.4	13.3	11.8	11.1	10.9	12.1	11.8	14.3	13.8
Potatoes.....	Lb.	2.5	2.7	2.5	2.9	2.0	2.2	2.8	3.0	2.8	2.8
Onions.....	Lb.	6.7	8.0	6.4	7.1	4.9	4.9	5.9	6.6	6.8	7.5
Cabbage.....	Lb.	6.1	9.6	8.1	5.9	4.7	6.4	5.4	10.8	6.5	11.0
Beans, baked..... ⁽⁵⁾	Lb.	19.0	20.0	22.0	22.3	24.4	23.8	18.4	16.8	16.7	15.2
Cern, canned..... ⁽⁶⁾	Lb.	17.0	17.2	21.9	21.3	22.3	21.0	19.9	20.0	19.2	18.9
Peas, canned..... ⁽⁴⁾	Lb.	18.9	18.7	20.4	20.7	21.7	21.6	19.9	20.1	21.2	21.5
Tomatoes, canned..... ⁽⁸⁾	Lb.	16.3	16.0	21.7	20.3	20.3	18.7	18.0	15.9	18.5	17.1
Sugar, granulated.....	Lb.	11.1	11.0	10.4	10.3	10.8	10.8	10.5	10.5	10.8	10.9
Tea.....	Lb.	71.8	70.0	63.6	63.8	61.1	61.0	63.4	61.7	80.1	81.8
Coffee.....	Lb.	35.9	37.0	38.3	39.7	39.7	41.0	41.2	43.9	36.2	38.3
Prunes.....	Lb.	22.6	25.3	20.5	20.8	15.2	16.0	21.4	23.9	19.3	22.1
Raisins.....	Lb.	17.6	16.5	15.3	15.1	15.3	15.2	15.6	15.4	16.2	16.0
Bananas.....	Doz.	10.0	10.1	27.5	38.5	45.0	42.1	38.0	43.3	41.8	40.9
Oranges.....	Doz.	48.2	57.4	61.3	64.3	57.5	59.6	59.3	62.2	57.1	56.3

¹ 15-16-ounce can.² Baked weight.³ 8-ounce package.

MONTHLY LABOR REVIEW.

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FOOD FOR 31 CITIES ON MAR. 15 AND APR. 15, 1919—Concluded.

Rochester, N. Y.		St. Paul, Minn.		Salt Lake City, Utah.		Scranton, Pa.		Springfield, Ill.	
Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.	Mar. 15, 1919.	Apr. 15, 1919.
Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
39.5	40.4	36.9	40.3	36.8	36.5	47.6	48.2	35.7	37.3
37.5	38.6	33.5	35.5	34.3	33.9	43.2	43.5	35.0	37.3
32.7	33.5	31.8	35.2	29.7	28.8	38.2	38.9	29.5	30.4
30.1	30.7	26.7	29.6	26.1	25.4	32.5	32.7	26.0	27.2
22.3	23.3	19.2	20.6	20.1	20.5	22.8	22.4	22.1	22.2
38.3	40.4	35.4	39.0	39.5	40.4	39.4	43.9	35.9	39.1
48.6	47.3	53.9	56.1	59.5	58.8	57.3	58.6	53.8	53.2
51.9	52.6	52.9	54.7	53.5	53.8	55.0	56.7	49.7	51.7
36.8	41.3	32.0	37.2	32.6	33.0	42.2	45.7	35.0	39.7
44.3	46.0	36.3	37.3	36.6	37.5	45.3	45.1	35.7	38.5
30.4	30.7	31.5	31.2	33.3	32.1	32.9	34.2	32.5	31.5
13.5	13.0	13.0	12.0	12.5	12.5	14.0	13.0	14.3	14.3
15.2	15.2	14.9	15.0	14.9	14.8	15.4	14.8	17.3	16.5
65.5	72.2	63.0	67.3	66.3	69.1	62.1	70.5	66.9	71.5
40.9	39.9	38.1	38.2	40.0	40.0	38.4	39.4	39.7	40.7
33.9	33.3	33.1	33.2	39.4	40.0	36.0	36.8	36.2	36.1
40.8	41.1	36.9	38.4	37.3	39.1	40.3	42.3	40.9	42.8
32.8	33.6	34.0	35.6	34.6	37.2	33.4	35.8	33.5	36.3
32.8	32.2	34.1	34.6	36.2	37.7	33.8	33.7	35.0	35.3
51.6	48.1	42.1	45.7	48.8	45.8	51.9	50.8	46.4	43.7
9.9	9.9	8.8	8.8	10.0	10.0	10.0	10.0	10.0	10.0
6.6	7.1	6.5	6.9	5.6	5.8	6.9	7.4	6.6	7.2
6.4	6.4	5.8	5.9	7.4	7.7	6.8	7.9	6.1	6.3
13.7	13.6	14.9	14.5	14.8	14.5	14.0	13.8	14.7	14.9
24.4	24.7	25.4	25.3	26.0	26.3	24.8	24.9	26.4	26.5
14.0	13.4	13.5	13.6	13.0	13.0	13.1	13.3	13.4	13.8
12.1	11.5	10.5	10.0	12.7	12.7	14.5	18.9	12.8	12.3
2.4	2.6	2.1	2.3	2.0	2.1	2.6	2.6	2.7	2.8
5.7	5.9	4.6	4.9	5.0	6.7	5.5	6.8	6.4	6.8
4.0	5.2	4.4	8.3	5.5	7.2	4.1	9.6	4.8	9.5
16.2	15.2	19.8	19.8	17.9	17.5	16.2	16.9	19.1	19.7
20.7	19.9	17.6	17.2	18.0	18.0	19.6	19.9	16.7	16.3
19.3	18.8	16.7	16.1	18.0	18.3	17.8	18.8	17.4	17.0
18.6	15.9	16.5	16.4	16.6	16.6	17.8	16.8	17.3	16.7
10.3	10.2	11.1	11.1	11.1	11.1	10.3	10.4	10.9	11.0
60.8	60.8	59.5	60.7	68.0	68.9	64.2	65.3	81.1	80.9
34.9	35.5	36.3	38.3	42.5	46.1	35.8	38.0	37.0	38.6
20.8	21.6	21.0	21.6	18.6	18.7	19.4	19.8	19.8	19.8
15.2	15.0	15.6	15.7	15.2	15.4	14.8	14.8	18.0	17.9
40.5	40.5	50.0	50.0	44.3	44.2	34.1	35.0	40.0	37.5
53.1	55.6	51.4	54.1	48.8	55.4	49.5	53.9	52.0	55.8

† 29-ounce package.

* No. 2 can.

[1641]

PRICES OF GAS FOR HOUSEHOLD USE IN THE UNITED STATES.

Prices of gas for household use on April 15 of each year, 1913 to 1919, inclusive, are given in the table following.

The prices given are per 1,000 cubic feet and are the net rates charged for gas for household use as distinguished from use by manufacturing plants and industrial establishments. Where a sliding scale of prices, based on amount consumed, was reported, the price for the smallest quantity has been quoted. Prices are in most cases for manufactured gas, but natural gas has also been quoted where that is in general use.

Prices are shown for manufactured gas in 44 cities. Twenty-four companies, representing 20 cities, show an increase in price on April 15, 1919, as compared with April 15, 1918. Thirty companies, representing 22 cities, show no change in price. One company shows a decline in the price per 1,000 cubic feet. In Portland, Oreg., the price of gas decreased \$0.051.

Prices for natural gas in 9 cities are also given. Buffalo, Cleveland, Little Rock, and one company in Pittsburgh show an increase of \$0.05. Another company in Pittsburgh shows an increase of \$0.075. In Kansas City the price of natural gas increased \$0.20.

Prices for manufactured and natural gas, mixed, are given for Los Angeles, Calif., on April of each year, 1915 to 1919, inclusive. There has been an increase of \$0.07 since 1918.

NET PRICE PER 1,000 CUBIC FEET OF GAS FOR HOUSEHOLD USE ON APR. 15 OF EACH YEAR, 1913 TO 1919, BY CITIES AND COMPANIES.

Manufactured gas.

City and company.	Apr. 15, 1913.	Apr. 15, 1914.	Apr. 15, 1915.	Apr. 15, 1916.	Apr. 15, 1917.	Apr. 15, 1918.	Apr. 15, 1919.
Atlanta, Ga.	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00
Baltimore, Md.	.90	.80	.80	.75	.75	.75	.75
Birmingham, Ala.	1.00	.95	.95	.95	.95	.95	.95
Boston, Mass.:							
Company A	.80	.80	.80	.80	.80	.90	1.00
Company B							
Company C	.85	.85	.80	.80	.80	.80	.95
Bridgeport, Conn.					1.00	1.00	1.00
Buffalo, N. Y.	1.00	1.00	1.00	1.00	1.00	1.00	1.45
Butte, Mont.				1.50	1.50	1.485	1.485
Charleston, S. C.	1.10	1.10	1.10	1.10	1.00	1.10	1.10
Chicago, Ill.	.80	.80	.80	.80	.80	.755	.88
Cleveland, Ohio	.80	.80	.80	.80	.80	.80	.80
Denver, Colo.	.85	.80	.80	.80	.80	.85	.95
Detroit, Mich., Company B.	.75	.75	.75	.75	.75	.75	.79
Fall River, Mass.	.80	.80	.80	.80	.80	.95	.95
Houston, Tex.						1.00	1.00
Indianapolis, Ind., Company B.	.60	.55	.55	.55	.55	.55	.60
Jacksonville, Fla.	1.20	1.20	1.15	1.15	1.15	1.25	1.25
Los Angeles, Calif.:							
Company A	.75	.70					
Company B	.75	.70					
Company C	.75	.70					
Manchester, N. H.	1.10	1.10	1.00	1.00	1.00	1.00	1.10
Memphis, Tenn.	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Milwaukee, Wis.	.75	.75	.75	.75	.75	.75	.75
Minneapolis, Minn., Company A.	.85	.80	.80	.77	.77	.77	.95
Mobile, Ala.						1.10	1.35
Newark, N. J.	1.00	.90	.90	.90	.90	.97	.97
New Haven, Conn.	.90	.90	.90	.90	.90	1.00	1.10
New Orleans, La.	1.10	1.00	1.00	1.00	1.00	1.00	1.30

NET PRICE PER 1,000 CUBIC FEET OF GAS FOR HOUSEHOLD USE ON APR. 15 OF EACH YEAR, 1913 TO 1919, BY CITIES AND COMPANIES—Concluded.

Manufactured gas—Concluded.

City and company.	Apr. 15, 1913.	Apr. 15, 1914.	Apr. 15, 1915.	Apr. 15, 1916.	Apr. 15, 1917.	Apr. 15, 1918.	Apr. 15, 1919.
New York, N. Y.:							
Company A.....	\$0.80	\$0.80	\$0.80	\$0.80	\$0.80	\$0.80	\$0.80
Company B.....	.80	.80	.80	.80	.80	.80	.80
Company C.....	.80	1.00					
Company D.....	1.00	.95	.95	.95	.80	.80	.80
Company E.....	.80	.80	.80	.80	.80	.80	.80
Company F.....	.80	.80	.80	.80	.80	.80	.80
Company G.....	.80	.80	.80	.80	.80	.80	.80
Company H.....	.80	.80	.80	.80	.80	.80	.80
Company I.....	.80	.80	.80	.80	.80	.80	.80
Company J.....	.80	.80	.80	.80	.80	.80	.80
Norfolk, Va.						1.20	1.20
Omaha, Nebr.	1.15	1.15	1.15	1.00	1.00	1.15	1.15
Peoria, Ill. ....						.85	.85
Philadelphia, Pa., Company B	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Pittsburgh, Pa.:							
Company A.....	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Company B.....	1.00	1.00	1.00	1.00	1.00		
Portland, Me.						1.00	1.40
Portland, Oreg. ....	.95	.95	.886	.95	.886	.83	.779
Providence, R. I. ....	.85	.85	.85	.85	.85	1.00	1.30
Richmond, Va. ....	.90	.90	.90	.80	.80	.80	1.00
Rochester, N. Y. ....						.95	.95
St. Louis, Mo. ....	.80	.80	.80	.80	.75	.75	.75
St. Paul, Minn. ....	.95	.90	.90	.85	.85	.85	.85
Salt Lake City, Utah:							
Illuminating.....	11.30	11.30	11.30				
Cooking and heating.....	1.90	1.90	1.90	1.90	1.90	1.90	11.10
San Francisco, Calif. ....	.75	.85	.85	.85	.85	.85	.90
Scranton, Pa.:							
Company A.....	.95	.95	.95	.95	.95	1.15	1.30
Company B.....	1.20	1.20	1.20	1.20	1.20	1.15	1.30
Seattle, Wash.	1.00	1.00	1.00	1.00	1.00	1.25	1.25
Springfield, Ill.				1.00	1.00	1.00	1.10
Washington, D. C.:							
Company A.....	1.00	.85	.85	.85	.75	.90	.95
Company B.....	.85	1.00	1.00	1.00	.85	.90	.95

Natural gas.

	\$0.30	\$0.30	\$0.30	\$0.30	\$0.30	\$0.30	\$0.35
Buffalo, N. Y.	\$0.30	\$0.30	\$0.30	\$0.30	\$0.30	\$0.30	\$0.35
Cincinnati, Ohio. ....	.30	.30	.30	.30	.30	.35	.35
Cleveland, Ohio. ....	.30	.30	.30	.30	.30	.30	.35
Columbus, Ohio:							
Company A.....					.30	.30	.30
Company B.....						.30	.30
Dallas, Tex. ....	.45	.45	.45	.45	.45	.45	.45
Kansas City, Mo. ....	.27	.27	.27	.27	.30	.60	.80
Little Rock, Ark. ....	.40	.40	.40	.40	.40	.40	.45
Louisville, Ky. ....	.62	.648	.648	.648	.648	.648	.648
Pittsburgh, Pa.:							
Company C.....	.275	.275	.275	.275	.275	.275	
Company D.....	.30	.30	.30	.30	.30	.30	.35
Company E.....	.275	.275	.275	.275	.275	.275	
Company G.....	.275	.275	.275	.275	.275	.275	
Company H.....	.275	.275	.275	.275	.275	.275	.35

Manufactured and natural gas mixed.

Los Angeles, Cal.:				\$0.68	\$0.68	\$0.68	\$0.68	\$0.75
Company A.....				.68	.68	.68	.68	
Company C.....							.68	.75

¹ Rate entered is for first 2,000 cubic feet.

**INDEX NUMBERS OF WHOLESALE PRICES IN THE UNITED STATES, 1913
TO APRIL, 1919.**

The bureau's weighted index number of wholesale prices in representative markets of the United States registered another sharp increase in April from the preceding month, standing at 203 as compared with 200 in March. Marked increases were shown in the groups of farm products and food, etc., the index numbers for these groups rising from 225 to 233 and from 200 to 207, respectively. A slight increase also occurred in the cloths and clothing group. On the other hand, the index number for metal and metal products dropped from 161 to 153, that for chemicals and drugs from 171 to 167, and that for lumber and building materials from 164 to 161. In the groups of fuel and lighting, house-furnishing goods, and miscellaneous articles the decrease was slight.

Among important commodities whose wholesale prices averaged higher in April than in March were flaxseed, barley, corn, wheat, hay, hides, hops, hogs, peanuts, poultry, beans, butter, coffee, eggs, rye and wheat flour, lard, bacon, hams, pork, potatoes, and cotton and woolen goods. Tobacco, canned goods, cheese, milk, rice, tea, coke, bar iron, pig iron, iron ore, bar silver, steel products, window glass, oak and poplar lumber, opium, quinine, lubricating oil, paper, rope, and laundry soap were cheaper in April than in March, while cotton, cattle, sheep, fresh beef, sugar, vinegar, shoes, leather, underwear, dress goods, coal, and gasoline were practically unchanged in price.

Comparing prices in April, 1919, with those of a year ago, it is seen that the index number of farm products increased from 217 to 233, that of food articles from 179 to 207, and that of fuel and lighting from 170 to 179. During the same time the index number of lumber and building materials increased from 145 to 161, that of house-furnishing goods from 188 to 231, and that of miscellaneous articles, including such important commodities as cottonseed meal, jute, malt, lubricating oil, newsprint paper, rubber, starch, soap, plug tobacco, and wood pulp, from 193 to 216. In the same period the index number of cloths and clothing decreased from 230 to 215, that of metals and metal products from 176 to 153, and that of chemicals and drugs from 214 to 167.

INDEX NUMBERS OF WHOLESALE PRICES IN SPECIFIED MONTHS, 1913, TO APRIL, 1919,
BY GROUPS OF COMMODITIES.

[1913=100.]

Year and month.	Farm products.	Food, etc.	Cloths and clothing.	Fuel and lighting.	Metals and metal products.	Lumber and building materials.	Chemicals and drugs.	House-furnishing goods.	Miscellaneous.	All commodities.
1913.										
Average for year.....	100	100	100	100	100	100	100	100	100	100
January.....	97	99	100	99	107	100	101	100	100	99
April.....	97	96	100	99	102	101	100	100	99	98
July.....	101	101	100	100	98	101	99	100	102	101
October.....	103	102	100	100	99	98	100	100	100	101
1914.										
January.....	101	102	99	99	92	98	101	103	98	100
April.....	103	95	100	98	91	99	101	103	99	98
July.....	104	103	100	90	85	97	101	103	97	99
October.....	103	107	98	87	83	90	109	103	95	99
1915.										
January.....	102	106	96	86	83	94	106	101	98	98
April.....	107	105	98	84	91	94	102	101	97	99
July.....	108	104	99	84	102	94	107	101	96	101
October.....	105	104	103	90	100	93	121	101	99	101
1916.										
January.....	108	114	110	102	126	99	140	105	107	110
April.....	114	117	119	105	147	102	150	109	111	116
July.....	118	121	126	105	145	98	143	111	122	119
October.....	136	140	137	128	151	101	135	114	132	133
1917.										
January.....	147	150	161	170	183	106	144	128	137	150
February.....	150	160	162	178	190	108	146	129	138	165
March.....	162	161	163	181	199	111	151	129	140	160
April.....	180	182	169	178	203	114	155	151	144	171
May.....	196	191	173	187	217	117	164	151	148	181
June.....	196	187	179	193	239	127	165	162	153	184
July.....	198	180	187	183	257	132	185	165	151	185
August.....	204	180	193	159	249	133	198	165	156	184
September.....	203	178	193	155	228	134	203	165	155	182
October.....	207	183	194	142	182	134	242	165	164	180
November.....	211	184	202	151	173	135	232	175	165	182
December.....	204	185	206	153	173	135	230	175	166	181
1918.										
January.....	205	188	209	169	173	136	216	188	178	185
February.....	207	186	213	171	175	137	217	188	181	187
March.....	211	178	220	171	175	142	217	188	184	187
April.....	217	179	230	170	176	145	214	188	193	191
May.....	212	178	234	172	177	147	209	188	197	191
June.....	214	179	243	171	177	148	205	192	199	193
July.....	221	185	249	178	183	152	202	192	192	198
August.....	229	191	251	178	183	156	207	227	191	202
September.....	236	199	251	179	183	158	206	233	195	207
October.....	223	199	253	179	186	157	204	233	197	204
November.....	219	203	253	182	186	163	201	233	207	206
December.....	221	207	246	183	183	163	182	233	204	206
1919.										
January.....	220	204	231	181	172	160	179	233	206	202
February.....	215	193	220	181	167	162	173	233	207	197
March.....	225	200	214	180	161	164	171	233	218	200
April ¹	233	207	215	179	153	161	167	231	216	203

¹ Preliminary.

[1645]

**WHOLESALE PRICES IN THE UNITED STATES AND FOREIGN COUNTRIES
1890 TO MARCH, 1919.**

In the following table the more important index numbers of wholesale prices in the United States and several foreign countries, as compiled by recognized authorities, have been reduced to a common base in order that the trend of prices in the several countries may be directly compared. The results here shown have been obtained by merely shifting the base for each series of index numbers to the year 1913, i. e., by dividing the index for 1913 on the original base into the index for each year or month on that base. These results are therefore to be regarded only as approximations of the correct index numbers in the case of series constructed by averaging the relative prices of individual commodities. This applies to the index numbers of the Annalist, Gibson, the Economist, Sauerbeck, the Department of Labor of Canada, the Statistique Générale of France, and, presumably, the Monthly Statistical Bulletin of New South Wales, Australia. The index numbers of the U. S. Bureau of Labor Statistics, Bradstreet, Dun, and the Bureau of Census and Statistics of Australia are built on aggregates of actual money prices, or relatives made from such aggregates of actual prices, and therefore can be readily shifted to any desired base. In cases where no index numbers for years are shown in the original sources, the figures here presented have been obtained by averaging the 12 monthly index numbers.

WHOLESALE PRICES IN THE UNITED STATES AND CERTAIN FOREIGN COUNTRIES.

[Index numbers expressed as percentages of the index number for 1913. See text explanation.]

Year and month.	United States.				United King- dom.		Canada.	Australia.		France.
	Bureau of Labor Statistics: 294 com- modi- ties (vari- able).	Annal- ist: 25 com- modi- ties.	Brad- street: 96 com- modi- ties.	Dun: 200 com- modi- ties.	Gib- son: 22 com- modi- ties.	Econo- mist: 44 com- modi- ties.	Sauer- beck: 45 com- modi- ties.	De- part- ment of Labor: 272 com- modi- ties (vari- able).	Com- mon- wealth Bureau of Cen- sus and Statistics: 92 com- modi- ties.	New South Wales Monthly Statisti- cal Bulle- tin: Num- ber of com- modi- ties not shown.
1890.....	81	78	.....	175	75	183	85	81	97	.....
1895.....	70	68	70	167	72	73	71	70	.....	.....
1900.....	80	71	86	77	76	82	88	80	82	.....
1905.....	86	79	88	83	81	81	85	84	84	85
1910.....	99	98	98	98	102	90	92	92	92	93
1913.....	100	100	100	100	100	100	100	100	100	100
1914.....	99	104	97	101	105	99	100	100	106	102
1915.....	100	106	107	105	110	123	127	110	147	114
1916.....	123	126	128	123	129	160	160	134	138	188
1917.....	175	187	170	169	191	204	205	174	153	262
1918.....	196	205	203	190	211	225	226	205	.....	339
1914.										
January....	100	102	97	103	100	97	98	101	2100	98
April.....	98	101	95	99	99	96	96	101	2102	2100
July.....	99	104	94	99	101	95	104	99	2109	101
October....	99	107	100	102	108	101	106	102	2113	95
1915.										
January....	98	108	99	103	111	112	118	103	2127	101
April.....	99	109	106	103	117	124	125	108	2153	109
July.....	101	105	107	103	111	122	126	111	2167	115
October....	101	101	108	105	103	125	134	112	2142	117
1916.										
January....	110	110	119	114	113	143	149	127	2138	123
April.....	116	118	128	121	123	156	157	132	2137	137
July.....	119	121	125	120	124	156	157	132	2138	134
October....	133	136	131	126	141	171	175	138	2139	140
1917.										
January....	150	151	149	140	150	184	187	154	2140	150
February....	155	159	151	146	156	188	193	160	.....	151
March.....	160	170	154	154	166	197	199	163	.....	151
April.....	171	188	158	157	188	200	203	169	2146	150
May.....	181	203	164	172	204	201	205	177	.....	153
June.....	184	198	168	176	197	210	211	179	.....	152
July.....	185	189	175	175	200	208	208	179	2158	152
August....	184	190	178	181	203	207	207	181	.....	156
September....	182	195	181	178	206	209	207	179	.....	152
October....	180	200	184	182	207	212	212	179	2166	147
November....	182	199	185	183	206	214	214	183	.....	163
December....	181	200	191	182	209	217	218	187	.....	166
1918.										
January....	185	200	195	184	205	215	219	190	2173	161
February....	187	204	196	188	210	216	220	194	.....	165
March.....	187	204	196	189	217	218	221	199	.....	156
April.....	191	207	200	191	225	221	223	199	.....	155
May.....	191	207	205	188	216	223	225	204	.....	164
June.....	193	201	206	186	211	227	226	207	.....	163
July.....	198	203	208	192	212	228	227	210	.....	160
August....	202	207	208	192	210	233	230	210	.....	170
September....	207	210	207	193	212	231	232	211	.....	164
October....	204	203	207	193	205	231	233	214	181	160
November....	206	205	205	191	204	231	230	215	180	159
December....	206	208	207	191	208	226	231	213	180	163
1919.										
January....	202	211	201	190	206	217	224	211	.....	.....
February....	197	201	192	182	201	216	221	206	.....	.....
March....	200	209	187	180	212	213	217	205	.....	.....

¹ Average for January and July.² Quarter beginning in specified month.

PRICE CHANGES, WHOLESALE AND RETAIL, IN THE UNITED STATES.

Exact comparison of wholesale with retail prices is not attempted in the following tables. Some food products—fresh meats, for example—are not sold by the retailer in the same form in which they leave the wholesaler, hence strictly comparable prices are not obtainable. It was found impracticable also to obtain both wholesale and retail prices for the same date, the retail prices being those prevailing on the 15th of the month, while the wholesale prices are for a variable date, usually several days prior to the 15th. The figures in the table are therefore to be considered as merely indicative of price variations in the retail as compared with the wholesale markets.

To assist in comparing the fluctuations at wholesale and at retail, the differential between the two series of quotations at successive dates is given. It should not be assumed, however, that this differential in any case represents the margin of profit to the retailer, since, in addition to a possible difference of grade between the articles shown at wholesale and retail, the various items of handling cost to both the wholesaler and retailer are included in the figure.

WHOLESALE AND RETAIL PRICES OF IMPORTANT FOOD ARTICLES IN SELECTED CITIES.

[The initials W=wholesale; R=retail. The wholesale price is the mean of the high and low quotation on the date selected, as published in leading trade journals. The retail price is the average of prices reported to the Bureau of Labor Statistics by dealers.]

Article and city.	Unit.	1913: Av- erage for year.	July—			1917			1918			1919		
			1914	1915	1916	Jan.	July	Jan.	Apr.	July	Oct.	Jan.	Feb.	Mar.	Apr.
Beef, Chicago:			Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.
Steer loin ends..W.	Lb.	16.8	17.5	16.0	20.5	20.0	19.0	20.0	23.0	34.0	34.0	32.0	32.0	32.0
Sirloin steak....R.	Lb.	23.2	26.0	25.8	28.1	26.5	30.2	30.2	33.7	37.7	37.6	37.5	37.9	38.0
Price differential.....		6.4	8.5	9.8	7.6	6.5	11.2	10.2	10.7	3.7	3.6	5.5	5.9	4.0
Beef, Chicago:														
Steer rounds, No. 2.....W.	Lb.	13.1	14.5	14.3	14.5	12.0	17.0	16.5	18.5	25.0	26.0	22.0	22.0	23.0
Round steak....R.	Lb.	20.2	23.3	22.8	24.1	22.7	26.6	27.3	30.4	35.0	34.3	34.0	34.4	35.7
Price differential.....		7.1	8.8	8.5	9.6	10.7	9.6	10.8	11.9	10.0	8.3	12.0	12.4	11.4
Beef, Chicago:														
Steer ribs, No. 2.W.	Lb.	15.7	16.5	14.5	17.5	16.0	20.0	20.0	22.0	28.0	31.0	30.0	38.0	36.0
Rib roast.....R.	Lb.	19.5	21.2	21.3	22.9	22.3	24.6	25.4	28.8	31.8	31.3	31.1	32.0	34.2
Price differential.....		3.8	4.7	6.8	5.4	6.3	4.6	5.4	6.8	3.8	-----	-----	-----	-----
Beef, New York:														
No. 2, loins.....W.	Lb.	15.8	18.3	17.0	20.0	18.0	19.0	23.5	26.0	28.0	35.0	37.0	35.0	39.0
Sirloin steak....R.	Lb.	25.9	27.4	28.2	29.4	28.4	33.7	34.4	38.0	43.9	43.8	44.8	44.9	45.3
Price differential.....		10.1	9.1	11.2	9.4	10.4	14.7	10.9	12.0	15.9	8.8	7.8	9.9	5.3
Beef, New York:														
No. 2, rounds....W.	Lb.	12.1	13.5	13.5	14.5	13.0	17.5	18.0	20.0	28.0	27.0	25.0	24.0	24.0
Round steak....R.	Lb.	24.9	27.0	27.1	28.9	27.5	33.7	35.2	38.4	46.3	45.4	47.3	46.9	47.0
Price differential.....		12.8	13.5	13.6	14.4	14.5	16.2	17.2	18.4	18.3	18.4	22.3	22.9	23.0
Beef, New York:														
No. 2, ribs.....W.	Lb.	15.1	16.5	16.0	18.0	16.0	19.0	23.5	25.0	28.0	32.0	35.0	35.0	36.0
Rib roast.....R.	Lb.	21.8	22.5	22.7	24.3	23.8	27.9	29.4	32.4	37.5	37.2	40.9	40.9	41.3
Price differential.....		6.7	6.0	6.7	6.3	7.8	8.9	5.9	7.4	9.5	5.2	5.9	5.7	5.3
Pork, Chicago:														
Loins.....W.	Lb.	14.9	16.5	15.0	16.5	16.5	25.0	27.0	29.0	29.0	34.0	27.0	26.0	30.0
Chops.....R.	Lb.	19.0	20.4	20.1	21.7	22.7	24.2	31.6	33.0	35.5	39.0	35.2	33.3	35.5
Price differential.....		4.1	3.9	5.1	5.2	6.2	4.2	4.6	4.0	6.5	5.0	8.2	7.3	6.4

* Price is for different quality of beef from that quoted at wholesale.

WHOLESALE AND RETAIL PRICES OF IMPORTANT FOOD ARTICLES IN SELECTED CITIES—Continued.

Article and city.	Unit	1913: Av- erage for year.	July—			1917			1918			1919			
			1914	1915	1916	Jan.	July	Jan.	Apr.	July	Oct.	Jan.	Feb.	Mar.	Apr.
Pork, New York:															
Loins, western..W.	Lb..	15.2	16.3	15.3	16.5	17.0	23.5	26.5	27.5	30.5	37.0	33.0	32.0	34.5	
Chops.....R.	Lb..	21.7	23.0	21.7	23.9	24.8	32.6	34.8	36.7	40.6	46.7	43.5	39.9	39.8	43.7
Price differential.....		6.5	6.7	6.4	7.4	7.8	9.1	8.3	9.2	10.1	9.7	10.5	6.9	7.8	9.2
Bacon, Chicago:															
Short clear sides..W.	Lb..	12.7	13.9	11.3	15.9	15.8	24.7	30.1	27.5	27.4	29.1	29.4	27.3	29.3	32.6
Sliced.....R.	Lb..	29.4	31.8	31.5	32.8	31.6	43.9	49.8	51.9	54.7	59.3	61.6	57.1	57.1	58.2
Price differential.....		16.7	17.9	20.2	16.9	15.8	19.2	19.7	24.4	27.3	30.2	32.2	29.8	27.8	25.6
Ham, Chicago:															
Smoked.....W.	Lb..	16.6	17.5	16.3	19.0	18.8	24.3	29.8	30.0	30.1	33.6	35.3	33.8	33.3	35.3
Smoked, sliced..R.	Lb..	26.6	33.8	32.8	34.9	33.3	41.4	42.8	46.7	49.1	52.0	55.3	52.1	50.8	54.6
Price differential.....		10.0	16.3	16.5	15.9	14.5	17.1	13.0	16.7	19.0	18.4	20.0	18.3	17.5	19.3
Lard, New York:															
Prime, contract..W.	Lb..	11.0	10.4	8.0	13.3	15.9	20.1	24.6	26.3	26.2	26.2	24.2	25.3	28.1	31.2
Pure, tub.....R.	Lb..	16.0	15.6	15.1	16.8	21.3	27.4	33.0	33.4	32.2	34.1	33.1	31.8	33.7	36.0
Price differential.....		5.0	5.2	7.1	3.5	5.4	7.3	8.4	7.1	6.0	7.5	8.9	6.5	5.6	4.8
Lamb, Chicago:															
Dressed round..W.	Lb..	14.9	17.0	19.0	19.0	20.0	26.0	24.0	29.0	31.0	24.0	28.0	29.0	33.0	33.0
Leg of, yearling..R.	Lb..	19.8	21.9	20.8	23.1	23.2	28.7	30.6	35.6	35.7	32.3	34.2	36.3	37.1	38.3
Price differential.....		4.9	4.9	1.8	4.1	3.2	2.7	6.6	6.6	4.7	8.3	6.2	7.3	4.1	5.3
Poultry, New York:															
Dressed fowls..W.	Lb..	18.2	18.8	17.5	21.5	22.0	24.8	29.8	34.0	36.0	34.5	35.5	32.5	34.8	35.5
Dressed hens....R.	Lb..	21.4	22.0	21.9	25.6	26.1	28.7	32.6	32.6	41.0	41.0	40.8	39.5	40.4	41.7
Price differential.....		3.2	3.2	4.4	4.1	4.1	3.9	2.8	5.0	6.5	5.3	7.0	5.6	6.2	
Butter, Chicago:															
Creamery, extra..W.	Lb..	31.0	26.5	26.5	27.5	37.0	37.5	49.0	40.0	42.5	55.0	66.0	45.5	59.8	61.0
Creamery, extra..R.	Lb..	36.2	31.2	32.2	33.5	43.8	43.3	54.4	46.0	48.0	61.5	71.3	53.5	63.9	67.1
Price differential.....		5.2	4.7	5.7	6.0	6.8	5.7	5.4	6.0	5.5	6.5	5.3	8.0	4.1	6.1
Butter, New York:															
Creamery, extra..W.	Lb..	32.3	28.0	27.0	28.5	39.5	39.5	51.0	41.5	44.4	60.0	67.0	49.8	59.5	62.5
Creamery, extra..R.	Lb..	38.2	32.8	33.6	34.6	46.0	45.3	57.4	49.3	51.4	65.6	75.5	58.1	67.3	72.9
Price differential.....		5.9	4.8	6.6	6.1	6.5	5.8	6.4	7.8	7.0	5.6	8.5	8.3	7.8	10.4
Butter, San Francisco:															
Creamery, extra..W.	Lb..	31.7	24.5	26.5	25.5	35.5	38.5	53.0	37.5	50.0	62.5	64.5	54.0	56.0	58.0
Creamery, extra..R.	Lb..	38.8	32.9	33.8	33.3	42.5	45.5	60.2	45.2	56.6	70.0	72.3	62.7	64.5	62.9
Price differential.....		7.1	8.4	7.3	7.8	7.0	7.0	7.2	7.7	6.6	7.5	7.8	8.7	8.5	4.9
Cheese, Chicago:															
Whole milk....W.	Lb..	14.2	13.3	14.5	14.5	21.8	21.6	23.3	21.5	22.7	35.0	36.3	27.3	30.3	29.8
Full cream.....R.	Lb..			22.9	24.2	32.1	33.9	37.5	35.3	34.5	39.5	43.9	38.9	38.5	40.5
Price differential.....				8.4	9.7	10.3	12.3	14.2	13.8	11.8	4.5	7.6	8.2	10.7	
Cheese, New York:															
Whole milk,															
State.....W.	Lb..	15.4	14.4	14.6	15.1	22.0	23.8	23.0	22.5	23.9	32.5	36.8	29.5	32.1	31.5
Full cream.....R.	Lb..			22.9	22.8	30.1	32.8	34.4	33.8	33.2	35.9	42.7	42.6	42.3	42.7
Price differential.....				8.3	7.7	8.1	9.0	11.4	11.3	9.3	3.4	5.9	13.1	10.2	11.2
Cheese, San Francisco:															
Fancy.....W.	Lb..	15.9	12.5	11.5	13.5	18.0	20.0	25.5	26.0	26.0	30.5	33.5	27.5	31.0	32.5
Full cream.....R.	Lb..			20.0	22.9	24.2	29.7	33.5	33.3	32.3	37.5	41.9	37.4	40.5	40.0
Price differential.....				8.5	9.4	6.2	9.7	8.0	7.5	6.3	7.0	8.4	9.9	9.5	7.5
Milk, Chicago:															
Fresh.....W.	Qt.	3.8	3.6	3.7	3.6	4.5	4.7	7.0	5.8	5.3	7.5	8.4	7.8	6.8	6.4
Fresh, bottled..R.	Qt.	8.0	8.0	8.0	8.1	10.0	10.0	11.9	11.9	12.0	12.0	14.0	14.0	13.0	
Price differential.....		4.2	4.4	4.3	4.5	5.5	5.3	4.9	6.1	6.7	5.4	5.6	6.2	6.2	
Milk, New York:															
Fresh.....W.	Qt.	3.5	3.0	3.0	3.1	5.1	5.0	8.1	5.9	5.4	8.2	9.2	8.1	7.6	6.1
Fresh, bottled..R.	Qt.	9.0	9.0	9.0	9.0	10.0	11.4	15.0	14.0	12.7	15.6	16.0	15.5		
Price differential.....		5.5	6.0	6.0	5.9	4.9	6.4	6.9	8.1	7.3	7.4	6.8	7.9	7.9	9.4
Milk, San Francisco:															
Fresh.....W.	Qt.	3.8	3.9	3.8	3.8	3.8	4.3	6.6	5.9	5.9	7.4	7.4	7.4	7.4	
Fresh, bottled..R.	Qt.	10.0	10.0	10.0	10.0	10.0	10.0	12.1	12.1	12.1	14.0	14.0	14.0	14.0	14.0
Price differential.....		6.1	6.1	6.2	6.2	6.2	5.7	5.5	6.2	6.2	6.6	6.6	6.6	6.6	6.6
Eggs, Chicago:															
Fresh, firsts....W.	Doz.	22.6	18.8	16.8	21.8	48.5	31.0	56.5	31.5	36.5	49.3	58.8	38.8	38.4	39.4
Strictly fresh....R.	Doz.	29.2	26.1	24.8	29.6	52.5	40.6	65.1	38.0	45.7	55.9	69.5	46.1	46.1	46.6
Price differential.....		6.6	7.3	8.0	7.8	4.0	9.6	8.6	6.5	9.2	9.6	10.7	7.3	7.7	7.2
Eggs, New York:															
Fresh, firsts....W.	Doz.	24.9	21.5	20.0	24.1	50.5	35.0	64.5	33.3	40.0	52.5	61.3	46.5	41.0	41.8
Strictly fresh....R.	Doz.	39.7	35.3	32.6	37.2	66.7	47.7	80.8	47.6	57.3	69.2	78.1	60.5	56.9	56.9
Price differential.....		14.8	13.8	12.6	13.1	16.2	12.7	16.3	14.3	17.3	6.7	16.8	14.0	15.9	15.1
Eggs, San Francisco:															
Fresh.....W.	Doz.	26.8	23.0	22.0	24.0	38.0	32.0	61.0	36.5	44.0	62.0	53.0	37.5	37.5	46.0
Strictly fresh....R.	Doz.	37.3	33.8	31.0	33.3	48.0	39.2	71.0	41.9	51.4	75.6	65.7	44.4	44.6	51.7
Price differential.....		10.5	10.8	9.0	9.3	10.0	7.2	10.0	5.4	7.4	3.6	12.7	6.9	7.1	5.7
Meal, corn, Chicago:															
Fine.....W.	Lb..	1.4	1.6	1.0	1.9	2.4	4.5	5.1	6.0	5.4	4.1	3.6	3.2	3.0	3.2
Fine.....R.	Lb..	2.9	2.8	3.1	3.1	4.2	5.8	7.0	7.2	6.8	6.7	5.8	5.8	5.5	5.8
Price differential.....		1.5	1.2	1.0	1.2	1.8	1.3	1.9	1.2	1.4	2.6	2.2	2.4	2.8	2.6

WHOLESALE AND RETAIL PRICES OF IMPORTANT FOOD ARTICLES IN SELECTED CITIES—Concluded.

Article and city.	Unit.	1913: Ave- rage for year.	July—			1917			1918				1919			
			1914	1915	1916	Jan.	July	Jan.	Apr.	July	Oct.	Jan.	Feb.	Mar.	Apr.	
Beans, New York:																
Medium, choice. W.	Lb.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	Cts.	
Navy, white. ....R.	Lb.	4.0	4.0	5.8	9.8	10.8	15.4	14.1	13.7	11.9	11.0	9.9	8.0	7.5	7.9	
Price differential.	R.	.....	.....	8.1	11.3	14.9	18.8	18.5	18.2	17.5	17.2	15.3	14.3	12.6	12.7
Potatoes, Chicago:																
White ¹. ....W.	Lb.	2.3	1.5	4.1	3.4	4.4	4.5	5.6	6.2	5.4	6.3	5.1	4.8			
White. ....R.	Lb.	1.0	2.4	.7	1.6	2.9	4.4	2.0	1.1	1.5	1.5	1.9	1.8	1.7	1.8	
Price differential.	R.	1.5	2.7	1.2	2.3	3.9	5.0	2.8	1.7	3.7	2.7	2.7	2.4	2.5	2.5	
Rice, New Orleans:																
Head. ....W.	Lb.	5.0	5.4	4.9	4.6	4.8	7.1	8.8	8.8	9.3	9.1	9.1	9.1	9.1	8.5	
Head. ....R.	Lb.	.....	.....	7.5	7.4	7.4	10.1	10.6	10.7	11.9	12.3	12.0	12.1	12.2	12.1
Price differential.	R.	.....	.....	2.6	2.8	2.6	3.0	1.8	1.9	2.6	3.2	2.9	3.0	3.1	3.6
Sugar, New York:																
Granulated. ....W.	Lb.	4.3	4.2	5.9	7.5	6.6	7.4	7.3	7.3	7.4	8.8	8.8	8.8	8.8	8.8	
Granulated. ....R.	Lb.	4.9	4.6	6.3	7.9	7.4	8.4	9.7	8.8	8.8	10.6	10.1	9.9	9.9	10.0	
Price differential.	R.	.....	.....	.6	.4	.4	.8	1.0	2.4	1.5	1.4	1.8	1.3	1.1	1.1

¹ Good to choice.

The following table of wholesale and retail prices, expressed as percentages of the average money prices for 1913, will enable the reader to follow more readily the trend of price fluctuations of food articles at wholesale and retail. A few articles included in the preceding table are omitted from the following one, owing to lack of satisfactory data for 1913. The table shows that, as compared with the 1913 base price, the wholesale prices of most of the commodities in recent months were relatively higher than the retail prices. This is particularly noticeable in the case of beef, bacon, lamb, eggs, corn meal, and potatoes. The preceding table shows, however, that the margin between the wholesale and the retail price of many of the articles was greater in recent months than in 1913.

RELATIVE WHOLESALE AND RETAIL PRICES OF IMPORTANT FOOD ARTICLES IN SELECTED CITIES (AVERAGE FOR 1913=100).

[The initials W=wholesale; R=retail.]

Article and city.	1913: Ave- rage for year.	July—			1917			1918				1919			
		1914	1915	1916	Jan.	July	Jan.	Apr.	July	Oct.	Jan.	Feb.	Mar.	Apr.	
Beef, Chicago:															
Steer loin ends (hips). W.	100	104	95	122	119	113	119	137	202	202	190	190	202	190	
Sirloin steak. ....R.	100	112	111	121	114	130	130	145	163	162	162	163	164	171	
Beef, Chicago:															
Steer rounds, No. 2. ....W.	100	111	109	111	92	130	126	141	191	198	168	168	176	183	
Round steak. ....R.	100	115	113	119	112	132	135	151	173	170	168	170	170	177	
Beef, Chicago:															
Steer ribs, No. 2. ....W.	100	105	92	111	102	127	127	140	178	197	191	242	229	217	
Rib roast. ....R.	100	109	109	117	114	126	130	148	163	161	159	164	166	175	
Beef, New York:															
No. 2 loins, city. ....W.	100	116	108	127	114	120	149	165	177	222	234	222	247	253	
Sirloin steak. ....R.	100	106	109	114	110	130	133	147	170	169	173	173	173	175	
Beef, New York:															
No. 2 rounds, city. ....W.	100	112	112	120	107	145	149	165	231	223	207	198	198	198	
Round steak. ....R.	100	108	109	116	110	135	141	154	186	182	190	188	188	189	
Beef, New York:															
No. 2 ribs, city. ....W.	100	109	106	119	106	126	156	166	185	212	232	232	232	238	
Rib roast. ....R.	100	103	104	111	109	128	135	149	172	171	188	188	187	189	

[1650]

RELATIVE WHOLESALE AND RETAIL PRICES OF IMPORTANT FOOD ARTICLES IN SELECTED CITIES—Concluded.

Article and city.	1913: Aver- age for year.	July—			1917		1918				1919			
		1914	1915	1916	Jan.	July.	Jan.	Apr.	July.	Oct.	Jan.	Feb.	Mar.	Apr.
Pork, Chicago:														
Loins.....W.	100	111	101	111	111	168	181	195	195	228	181	175	201	211
Chops.....R.	100	107	106	114	119	154	166	174	187	205	185	175	187	199
Pork, New York:														
Loins, western.....W.	100	107	101	109	112	155	174	181	201	243	217	217	211	227
Chops.....R.	100	106	100	110	114	150	160	169	187	215	200	184	183	201
Bacon, Chicago:														
Short clear sides.....W.	100	109	89	125	124	194	237	217	216	229	232	215	231	257
Sliced.....R.	100	108	107	112	107	149	169	177	186	202	210	194	194	198
Ham, Chicago:														
Smoked.....W.	100	105	98	114	113	146	180	181	181	202	213	204	201	213
Smoked, sliced.....R.	100	127	123	131	125	156	161	176	185	195	208	196	191	205
Lard, New York:														
Prime, contract.....W.	100	95	73	121	145	183	224	239	238	242	220	230	255	284
Pure, tub.....R.	100	98	94	105	133	171	206	209	201	213	207	199	211	225
Lamb, Chicago:														
Dressed, round.....W.	100	114	128	128	134	174	161	195	208	161	188	195	221	221
Leg of, yearling.....R.	100	111	105	117	117	145	155	180	180	163	173	183	187	193
Poultry, New York:														
Dressed fowls.....W.	100	103	96	118	121	136	164	187	198	190	195	179	191	195
Dressed hens.....R.	100	103	102	120	122	134	152	192	192	191	185	189	195	
Butter, Chicago:														
Creamery, extra.....W.	100	85	85	89	119	121	158	129	137	177	213	147	193	197
Creamery, extra.....R.	100	86	89	93	121	119	150	127	133	170	197	148	177	185
Butter, New York:														
Creamery, extra.....W.	100	87	84	88	122	122	158	128	137	186	207	154	184	194
Creamery, extra.....R.	100	86	88	91	120	119	150	129	135	172	198	152	176	191
Butter, San Francisco:														
Creamery, extra.....W.	100	77	84	80	112	121	167	118	158	197	203	170	177	183
Creamery, extra.....R.	100	85	87	86	110	117	155	116	146	180	186	162	166	162
Milk, Chicago:														
Fresh.....W.	100	95	97	95	118	124	184	153	139	197	221	205	179	168
Fresh, bottled, del'vd.R.	100	100	101	125	125	149	149	150	161	175	175	163	163	
Milk, New York:														
Fresh.....W.	100	86	86	89	146	143	231	169	154	234	263	231	217	174
Fresh, bottled, del'vd.R.	100	100	100	111	127	167	156	141	173	178	178	172	172	
Milk, San Francisco:														
Fresh.....W.	100	100	97	97	97	110	169	151	151	190	190	190	190	190
Fresh, bottled.....R.	100	100	100	100	100	100	121	121	121	140	140	140	140	140
Eggs, Chicago:														
Fresh, firsts.....W.	100	83	74	96	215	137	250	139	162	218	260	172	170	174
Strictly fresh.....R.	100	89	85	101	180	139	223	130	137	191	238	158	158	160
Eggs, New York:														
Fresh, firsts.....W.	100	86	80	97	203	141	259	134	161	211	246	187	165	168
Strictly fresh.....R.	100	89	82	94	168	120	204	120	144	174	197	152	143	143
Eggs, San Francisco:														
Fresh.....W.	100	86	82	90	142	119	228	136	164	231	198	140	140	172
Strictly fresh.....R.	100	91	83	89	129	105	190	112	138	203	176	119	120	139
Meat, corn, Chicago:														
Fine.....W.	100	114	—	136	171	321	364	429	386	293	257	229	214	229
Fine.....R.	100	97	107	107	145	200	241	248	234	231	200	193	190	200
Potatoes, Chicago:														
White, good to choice.W.	100	237	66	160	286	429	200	110	150	150	190	180	170	180
White.....R.	100	182	78	151	263	331	187	113	247	180	180	160	167	167
Sugar, New York:														
Granulated.....W.	100	98	137	174	153	172	170	170	172	205	205	205	205	205
Granulated.....R.	100	94	129	161	151	171	198	180	180	216	206	202	202	

COST OF LIVING IN THE UNITED STATES.

Continuing the presentation in the May number of the LABOR REVIEW of data relating to the cost of living in industrial centers, the following table shows the results of the investigation in 21 localities in the North Central section of the United States. The period covered by the investigation in these cities varied from the year ending August 31, 1918, to the year ending February 28, 1919.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS.

BRAZIL, IND.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. surplus(+) or deficit(-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.....	2	3.5	2.24	\$284.21	\$65.91	\$63.00	\$68.81	\$9.15	\$95.73	\$586.80	-----	-----	2	\$20.35	-----	-\$20.35
\$900 and under \$1,200.....	27	4.4	3.07	433.76	160.90	87.50	66.76	62.40	211.90	1,023.23	18	\$99.26	6	61.16	3	+52.58
\$1,200 and under \$1,500.....	20	4.7	3.27	508.03	214.64	96.08	69.68	78.86	258.44	1,225.72	17	120.11	1	60.00	2	+99.09
\$1,500 and under \$1,800.....	20	4.2	2.98	485.08	226.03	134.10	71.87	108.42	404.83	1,430.33	18	215.71	2	10.97	-----	+193.04
\$1,800 and under \$2,100.....	5	4.8	3.64	541.56	243.66	112.80	79.12	173.33	511.74	1,662.21	4	250.94	1	11.00	-----	+195.55
\$2,100 and under \$2,500.....	2	6.0	4.83	633.66	306.53	132.00	77.85	62.66	608.56	1,821.25	2	384.20	-----	-----	-----	+384.20
\$2,500 and over.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total.....	76	4.5	3.16	475.23	198.96	104.21	70.03	84.75	302.02	1,235.20	59	160.74	12	41.72	5	+118.20

PER CENT.

[1652]	Under \$900.....	2.6	-----	48.4	11.2	10.7	11.7	1.6	16.3	100.0	-----	-----	100.0	-----	-----	-----
	\$900 and under \$1,200.....	35.5	-----	42.4	15.7	8.6	6.5	6.1	20.7	100.0	66.7	-----	22.2	-----	11.1	-----
	\$1,200 and under \$1,500.....	26.3	-----	41.4	17.5	7.8	5.7	6.4	21.1	100.0	85.0	-----	5.0	-----	10.1	-----
	\$1,500 and under \$1,800.....	26.3	-----	33.9	15.8	9.4	5.0	7.6	28.3	100.0	90.0	-----	10.0	-----	-----	-----
	\$1,800 and under \$2,100.....	6.6	-----	32.6	14.7	6.8	4.8	10.4	30.8	100.0	80.0	-----	20.0	-----	-----	-----
	\$2,100 and under \$2,500.....	2.6	-----	34.8	16.8	7.2	4.3	3.4	33.4	100.0	100.0	-----	-----	-----	-----	-----
	\$2,500 and over.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
	Total.....	100.0	-----	38.5	16.1	8.4	5.7	6.9	24.5	100.0	77.6	-----	15.8	-----	6.6	-----

CALUMET, MICH.

Under \$900.....	2	3.5	2.22	\$338.52	\$107.41	\$78.00	\$85.75	\$33.59	\$148.58	\$791.85	2	\$40.71	-----	-----	-----	+40.71
\$900 and under \$1,200.....	20	4.9	3.28	459.21	204.25	187.11	178.63	68.52	177.09	1,071.56	17	71.01	3	\$143.42	-----	+38.84
\$1,200 and under \$1,500.....	35	5.7	3.52	540.06	233.38	103.02	97.12	63.45	226.18	1,263.21	32	121.83	3	68.00	-----	+105.56
\$1,500 and under \$1,800.....	9	4.9	3.88	552.74	267.57	150.88	109.09	73.33	292.30	1,445.91	9	190.95	-----	-----	-----	+190.95
\$1,800 and under \$2,100.....	2	3.5	3.22	505.36	302.24	253.00	161.95	38.20	338.25	1,599.00	2	285.83	-----	-----	-----	+285.83
\$2,100 and under \$2,500.....	4	7.0	5.33	712.76	573.27	198.67	111.33	99.77	441.51	2,038.26	4	256.65	-----	-----	-----	+256.65
\$2,500 and over.....	1	6.0	5.28	683.00	574.00	78.00	133.00	94.00	521.00	2,083.00	1	431.75	-----	-----	-----	+431.75
Total.....	73	5.3	3.57	524.42	251.34	2 ¹ 07.81	2 ¹ 96.30	66.96	237.66	1,283.21	67	133.37	6	105.71	-----	+113.72

PER CENT.

Under \$900.....	2.7			42.8	13.6	9.9	10.8	4.2	18.8	100.0	100.0				
\$900 and under \$1,200....	27.4			42.9	19.1	18.1	17.3	6.4	16.5	100.0	85.0			15.0	
\$1,200 and under \$1,500....	47.9			42.8	18.5	8.2	7.7	5.0	17.9	100.0	91.4			8.6	
\$1,500 and under \$1,800....	12.3			38.2	18.5	10.4	7.5	5.1	20.2	100.0	100.0				
\$1,800 and under \$2,100....	2.7			31.6	18.9	15.8	10.1	2.4	21.2	100.0	100.0				
\$2,100 and under \$2,500....	5.5			35.0	28.1	14.7	15.3	4.9	21.7	100.0	100.0				
\$2,500 and over.....	1.4			32.8	27.6	3.7	6.4	4.5	25.0	100.0	100.0				
Total.....	100.0			40.9	19.6	28.4	27.5	5.2	18.5	100.0	91.8			8.2	

CHARLESTON, W. VA.

[163]

Under \$900.....															
\$900 and under \$1,200....	13	5.2	2.92	\$421.45	\$181.57	\$182.04	\$30.68	\$87.86	\$196.11	\$1,099.71	8	\$61.09	3	\$192.42	2 - \$6.81
\$1,200 and under \$1,500....	23	4.7	2.90	522.56	199.58	190.03	33.84	93.17	263.84	1,303.03	14	132.72	8	111.85	1 + 41.88
\$1,500 and under \$1,800....	32	5.2	3.55	620.87	241.51	198.39	35.38	122.41	298.80	1,517.36	22	202.94	10	111.34	+104.73
\$1,800 and under \$2,100....	19	5.2	3.73	674.89	323.59	236.95	39.52	103.67	420.33	1,799.00	16	180.88	3	104.65	+135.79
\$2,100 and under \$2,500....	13	6.4	4.40	761.63	441.55	299.41	39.35	178.58	542.51	2,263.05	7	136.81	6	96.93	+ 28.93
\$2,500 and over.....	3	6.3	5.11	976.74	706.81	268.17	37.29	207.74	436.48	2,633.22	2	129.84	1	124.05	+ 45.21
Total.....	103	5.3	3.51	611.84	278.52	216.36	35.76	117.64	335.23	1,595.36	69	158.30	31	116.29	3 + 71.05

PER CENT.

Under \$900.....															
\$900 and under \$1,200....	12.6			38.3	16.5	16.6	2.8	8.0	17.8	100.0	61.5			23.1	15.4
\$1,200 and under \$1,500....	22.3			40.1	15.3	14.6	2.6	7.2	20.2	100.0	60.9			34.8	4.3
\$1,500 and under \$1,800....	31.1			40.9	15.9	13.1	2.3	8.1	19.7	100.0	68.8			31.3	
\$1,800 and under \$2,100....	18.4			37.5	18.0	13.2	2.2	5.8	23.4	100.0	84.2			15.8	
\$2,100 and under \$2,500....	12.6			33.7	19.5	13.2	1.7	7.9	24.0	100.0	53.8			46.2	
\$2,500 and over.....	2.9			37.1	26.8	10.2	1.4	7.9	18.6	100.0	66.7			33.3	
Total.....	100.0			38.4	17.5	13.6	2.2	7.4	21.0	100.0	67.0			30.1	2.9

¹ Not including 1 family in which rent is combined with fuel and light.² Not including 2 families in which rent is combined with fuel and light.

CHICAGO, ILL.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. surplu(s)(+) or deficit(−) for group.
		Total	Equivalent adult males	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having	Average amount.	Families having	Average amount.		
Under \$900.....	4	4.8	3.07	\$403.90	\$142.27	\$102.00	\$59.78	\$32.96	\$170.80	\$911.69	2	\$75.61	2	\$179.87	.	-\$52.13
\$900 and under \$1,200.....	65	4.5	2.97	454.75	143.78	173.89	72.08	35.79	201.42	1,088.94	28	79.00	26	117.79	11	-13.08
\$1,200 and under \$1,500.....	120	4.9	3.20	523.01	205.76	208.04	82.99	55.84	258.74	1,334.82	74	85.42	38	119.76	8	+14.75
\$1,500 and under \$1,800.....	92	4.9	3.42	553.65	248.80	239.69	93.54	75.22	344.40	1,561.27	70	135.53	19	152.09	3	+71.71
\$1,800 and under \$2,100.....	39	5.0	3.36	585.65	292.60	1251.89	96.31	94.11	376.67	1,705.58	33	298.75	6	155.82	.	+228.81
\$2,100 and under \$2,500.....	20	6.8	4.90	816.36	396.29	268.69	117.54	79.04	494.67	2,174.79	12	267.26	6	131.79	2	+120.82
\$2,500 and over.....	8	7.3	5.77	1,026.76	576.35	210.25	103.38	147.44	475.19	2,539.36	7	267.58	1	225.00	.	+206.01
Total.....	348	5.0	3.39	552.45	234.03	216.22	87.15	64.68	301.42	1,461.42	226	146.51	98	130.75	24	+ 58.32

PER CENT.

Under \$900.....	1.1	.....	44.3	15.6	11.2	6.6	3.6	18.7	100.0	50.0	.....	50.0	.....	50.0	.....	16.9
\$900 and under \$1,200.....	18.7	.....	41.8	13.2	16.2	6.7	3.3	18.5	100.0	43.1	.....	40.0	.....	40.0	.....	6.7
\$1,200 and under \$1,500.....	34.5	.....	39.2	15.4	21.57	6.2	4.2	19.4	100.0	61.7	.....	31.7	.....	31.7	.....	3.3
\$1,500 and under \$1,800.....	26.4	.....	35.5	15.9	15.4	6.0	4.8	22.1	100.0	76.1	.....	20.7	.....	20.7	.....	.
\$1,800 and under \$2,100.....	11.2	.....	34.3	17.2	14.8	5.7	5.5	22.1	100.0	84.6	.....	15.4	.....	15.4	.....	.
\$2,100 and under \$2,500.....	5.7	.....	37.5	18.2	12.3	5.4	3.6	22.7	100.0	60.0	.....	30.0	.....	30.0	.....	10.0
\$2,500 and over.....	2.3	.....	40.4	22.7	8.3	4.1	5.8	18.7	100.0	87.5	.....	12.5	.....	12.5	.....	.
Total.....	100.0	.....	37.8	16.0	14.9	6.0	4.4	20.6	100.0	64.9	.....	28.2	.....	28.2	.....	6.9

CHIPPEWA FALLS, WIS.

Under \$900.....	11	4.4	2.86	\$364.97	\$106.91	\$91.47	\$75.65	\$27.34	\$139.77	\$806.11	4	\$66.58	5	\$151.40	2	-\$44.61
\$900 and under \$1,200.....	33	4.9	3.27	431.56	155.21	134.38	76.91	40.40	178.96	1,017.43	16	127.92	14	64.53	3	+34.65
\$1,200 and under \$1,500.....	17	4.6	2.97	513.20	199.40	157.04	93.00	72.44	250.20	1,285.27	10	138.44	6	91.14	1	+49.27
\$1,500 and under \$1,800.....	8	6.0	4.18	553.23	338.18	210.02	111.59	95.40	357.41	1,687.82	5	142.93	3	328.04	.	-33.68
\$1,800 and under \$2,100.....	3	4.7	3.63	562.29	303.23	207.84	101.56	135.40	328.50	1,638.82	3	324.40	.	.	.	+324.40
\$2,100 and under \$2,500.....	2	4.5	4.07	551.13	329.15	150.00	106.26	68.60	622.95	1,828.08	2	466.99	.	.	.	+466.99
Total.....	74	4.9	3.27	465.35	187.80	144.79	85.96	56.38	226.86	1,167.12	40	157.98	28	113.98	6	+ 42.27

PER CENT.

Under \$900.....	14.9			45.3	13.3	11.3	9.4	3.4	17.3	100.0	36.4		45.5		18.2
\$900 and under \$1,200.....	44.6			42.4	15.3	13.2	7.6	4.0	17.6	100.0	48.5		42.4		9.1
\$1,200 and under \$1,500.....	23.0			39.9	15.5	12.2	7.2	5.6	19.5	100.0	58.8		35.3		5.9
\$1,500 and under \$1,800.....	10.8			34.6	19.6	12.4	6.6	5.7	21.2	100.0	62.5		37.5		
\$1,800 and under \$2,100.....	4.1			34.3	18.5	12.7	6.2	8.3	20.0	100.0	100.0				
\$2,100 and under \$2,500.....	2.7			30.1	18.0	8.2	5.8	3.8	34.1	100.0	100.0				
\$2,500 and over.....															
Total.....	100.0			39.9	16.1	12.4	7.4	4.8	19.4	100.0	54.1		37.8		8.1

CINCINNATI, OHIO.

Under \$900.....	33	4.6	3.20	\$356.11	\$114.79	\$122.28	\$36.49	\$35.55	\$151.11	\$816.32	17	\$55.51	11	\$63.13	5 + \$7.55
\$900 and under \$1,200.....	84	4.5	3.08	429.30	150.92	150.59	144.93	54.60	207.03	1,038.45	47	64.93	23	84.97	14 + 13.06
\$1,200 and under \$1,500.....	86	4.9	3.30	504.41	195.39	171.56	49.97	66.26	254.08	1,241.35	60	141.10	22	108.87	4 + 70.59
\$1,500 and under \$1,800.....	35	5.1	3.50	576.83	217.63	227.57	62.03	77.00	289.91	1,450.96	29	236.02	5	92.96	1 + 182.28
\$1,800 and under \$2,100.....	8	4.5	3.33	608.36	256.48	228.74	52.67	94.07	358.47	1,628.78	7	318.24	1	15.51	+274.02
\$2,100 and under \$2,500.....	2	4.5	2.24	568.82	344.91	251.50	96.13	150.32	528.11	1,939.77	2	328.47		+328.47	
\$2,500 and over.....	1	3.0	2.90	806.44	465.30	312.00	29.46	18.78	785.78	2,417.76	1	783.74		+783.74	
Total.....	249	4.7	3.23	474.67	178.04	169.16	7 48.61	61.14	237.29	1,168.82	163	140.95	62	89.10	24 + 70.08

PER CENT.

Under \$900.....	13.3			43.6	14.1	15.0	4.5	4.4	18.5	100.0	51.5		33.3		15.2
\$900 and under \$1,200.....	33.7			41.3	14.5	14.4	14.3	19.9	100.0	56.0		27.4		16.7	
\$1,200 and under \$1,500.....	34.5			40.6	15.7	13.8	4.0	5.3	20.5	100.0	69.8		25.6		4.7
\$1,500 and under \$1,800.....	14.1			39.8	15.0	15.7	4.3	5.3	20.0	100.0	82.9		14.3		2.9
\$1,800 and under \$2,100.....	3.2			37.4	17.6	14.0	3.2	5.8	22.0	100.0	87.5		12.5		
\$2,100 and under \$2,500.....	.8			29.3	17.8	13.0	5.0	7.7	27.2	100.0	100.0				
\$2,500 and over.....	.4			33.4	19.2	12.9	1.2	.8	32.5	100.0	100.0				
Total.....	100.0			40.6	15.2	7 14.4	74.1	5.2	20.3	100.0	65.5		24.9		

¹ Not including 4 families in which rent is combined with fuel and light.² Not including 11 families in which rent is combined with fuel and light.³ Not including 16 families in which rent is combined with fuel and light.⁴ Not including 2 families in which rent is combined with fuel and light.⁵ Not including 37 families in which rent is combined with fuel and light.⁶ Not including 1 family in which rent is combined with fuel and light.⁷ Not including 5 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

CLEVELAND, OHIO.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. sur. plus (+) or deficit (-) for group.	
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.			
Under \$900.																	
\$900 and under \$1,200.	25	4.1	2.78	\$444.45	\$155.11	\$187.77	\$48.80	\$64.11	\$206.69	\$1,108.21	14	\$53.70	9	\$69.03	2	+\$5.22	
\$1,200 and under \$1,500.	89	4.5	2.99	502.51	201.39	230.65	59.57	66.42	276.75	1,338.55	62	92.24	27	118.98		+	28.16
\$1,500 and under \$1,800.	61	4.7	3.39	557.99	245.88	246.40	65.17	92.15	354.36	1,562.39	50	134.33	11	219.04		+	70.61
\$1,800 and under \$2,100.	47	5.1	3.47	590.95	295.22	236.98	69.99	139.29	339.11	1,791.02	35	199.96	12	94.96		+	124.66
\$2,100 and under \$2,500.	22	5.6	4.38	680.33	390.28	327.05	70.76	124.23	513.92	2,106.56	18	225.43	3	241.81	1	+	151.47
\$2,500 and over.	1	13.0	9.66	1,086.05	809.84	240.00	67.00	164.20	509.41	2,876.50	1	82.50				+	82.50
Total.	245	4.8	3.31	545.71	245.19	251.79	62.93	92.16	334.64	1,532.82	180	135.14	62	130.78	3	+	66.19

PER CENT.

Under \$900.																	
\$900 and under \$1,200.	10.2			40.1	14.0	17.1	14.4	5.8	18.7	100.0	56.0		36.0			8.0	
\$1,200 and under \$1,500.	36.3			37.5	15.0	17.3	14.5	5.0	20.7	100.0	69.7		30.3				
\$1,500 and under \$1,800.	24.9			35.7	15.7	15.7	14.2	5.9	22.7	100.0	82.0		18.0				
\$1,800 and under \$2,100.	19.2			33.0	16.5	16.6	13.9	7.8	22.3	100.0	74.5		25.5				
\$2,100 and under \$2,500.	9.0			32.3	18.5	15.5	3.4	5.9	24.4	100.0	81.8		13.6			4.5	
\$2,500 and over.	.4			37.8	28.2	8.3	2.3	5.7	17.7	100.0	100.0						
Total.	100.0			35.6	16.0	216.4	24.1	6.0	21.8	100.0	73.5		25.3			1.2	

COLUMBUS, OHIO: White Families.

Under \$900.	1	3.0	2.90	\$440.82	\$250.37	\$264.00	\$49.50	\$38.38	\$301.77	\$1,344.84			1	\$513.50		-\$513.50
\$900 and under \$1,200.	46	4.4	2.78	438.62	155.96	185.07	52.87	55.59	202.30	1,090.40	23	\$69.01	18	93.51	5	- 2.08
\$1,200 and under \$1,500.	75	4.9	3.13	491.19	201.77	206.56	54.97	78.21	260.08	1,292.69	55	88.34	14	70.59	6	+ 51.61
\$1,500 and under \$1,800.	28	5.1	3.33	536.57	248.34	240.09	60.49	89.10	360.30	1,534.89	21	164.11	3	85.58	4	+ 113.91
\$1,800 and under \$2,100.	18	5.2	3.72	597.25	307.20	249.27	70.10	83.25	401.95	1,709.01	15	254.87	3	138.53		+ 189.30
\$2,100 and under \$2,500.	1	6.0	5.00	595.60	273.93	216.00	65.00	124.80	515.07	1,790.40	1	934.60				+ 334.60
Total.	169	4.8	3.14	496.01	208.96	211.21	56.95	74.43	277.29	1,325.39	115	122.17	39	98.90	15	+ 60.31

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PER CENT.

Under \$900.....	0.6			32.8	18.6	19.6	3.7	2.9	22.4	100.0				
\$900 and under \$1,200.....	27.2			40.2	14.3	17.0	4.8	5.1	18.6	50.0		39.1		10.9
\$1,200 and under \$1,500.....	44.4			38.0	15.6	16.0	4.3	6.0	20.1	.....	73.3		18.7		8.0
\$1,500 and under \$1,800.....	16.6			35.0	16.2	15.6	3.9	5.8	23.5	.....	75.0		10.7		14.3
\$1,800 and under \$2,100.....	10.7			34.9	18.0	14.6	4.1	4.9	23.5	.....	83.3		16.7		
\$2,100 and under \$2,500.....	.6			33.3	15.3	12.1	3.6	7.0	28.8	.....	100.0				
\$2,500 and over.....															
Total.....	100.0			37.4	15.8	15.9	4.3	5.6	21.0	.....	68.0		23.1		8.9

COLUMBUS, OHIO: Colored Families.

Under \$900.....	1	4.0	3.55	\$331.90	\$67.10	\$120.00	\$20.75	\$44.00	\$122.00	\$705.75	1	\$30.00	.....		+\$30.00
\$900 and under \$1,200.....	24	4.6	2.96	460.09	135.71	161.56	49.64	53.44	189.50	1,047.16	16	64.53	5	\$79.46	3 + 26.47
\$1,200 and under \$1,500.....	18	5.2	3.38	515.07	191.82	197.17	57.62	54.55	259.29	1,275.51	11	101.23	6	50.83	1 + 44.92
\$1,500 and under \$1,800.....	3	4.0	2.57	527.34	265.94	268.00	76.67	61.09	548.42	1,747.46	2	115.05	1	224.67	+ 1.81
\$1,800 and under \$2,100.....	5	5.4	3.27	549.90	290.00	300.80	71.77	94.30	428.51	1,730.28	4	253.59	1	124.20	+178.03
\$2,100 and under \$2,500.....															
\$2,500 and over.....															
Total.....	51	4.8	3.13	489.74	176.95	193.86	155.77	58.10	256.86	1,229.23	34	100.60	13	80.86	4 + 46.46

PER CENT.

Under \$900.....	2.0			47.0	9.5	17.0	2.9	6.2	17.3	.....	100.0				
\$900 and under \$1,200.....	47.1			43.9	13.0	15.4	14.7	5.1	18.1	.....	66.7		20.8		12.5
\$1,200 and under \$1,500.....	35.3			40.4	15.0	15.5	4.5	4.3	20.3	.....	61.1		33.3		5.6
\$1,500 and under \$1,800.....	5.9			30.2	15.2	15.3	4.4	3.5	31.4	.....	66.7		33.3		
\$1,800 and under \$2,100.....	9.8			31.8	16.8	17.4	4.1	5.4	24.5	.....	80.0		20.0		
\$2,100 and under \$2,500.....															
\$2,500 and over.....															
Total.....	100.0			39.8	14.4	15.7	14.5	4.7	20.9	.....	66.7		25.5		7.8

¹ Not including 1 family in which rent is combined with fuel and light.² Not including 4 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

DANVILLE, ILL.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit for group.	Av. surpl. (+) or deficit (-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.....	1	6.0	4.00	\$407.71	\$73.21	\$96.00	\$79.46	\$7.14	\$236.09	\$899.61	1	\$27.00	-----	-----	-----	-\$27.00
\$900 and under \$1,200.....	18	4.4	2.84	424.94	144.93	136.50	71.85	63.91	219.90	1,062.03	10	65.64	6	27.10	2	+ 27.43
\$1,200 and under \$1,500.....	23	4.7	3.31	505.37	210.32	154.74	84.68	70.98	252.99	1,279.08	14	120.16	8	71.73	1	+ 48.19
\$1,500 and under \$1,800.....	16	5.1	3.29	551.77	309.42	1 188.76	1 90.25	63.16	366.80	1,576.43	11	143.34	5	135.98	-----	+ 56.06
\$1,800 and under \$2,100.....	11	4.2	2.84	464.85	284.29	1 223.15	1 93.26	88.88	411.17	1,555.58	10	396.47	1	25.30	-----	+ 358.13
\$2,100 and under \$2,500.....	3	4.7	4.15	645.50	375.20	1 172.00	1 80.18	43.76	559.71	1,972.81	3	230.60	-----	-----	-----	+ 230.60
\$2,500 and over.....	2	5.5	3.83	699.70	383.57	201.00	113.27	188.33	472.50	2,059.35	2	568.50	-----	-----	-----	+ 568.50
Total.....	74	4.7	3.18	499.43	236.35	2 167.90	2 84.42	72.54	311.20	1,375.76	50	194.18	21	69.93	3	+ 111.36

[1658]

PER CENT.

Under \$900.....	1.4	-----	-----	45.3	8.1	10.7	8.8	0.8	26.2	100.0	-----	100.0	-----	-----	-----	-----
\$900 and under \$1,200.....	24.3	-----	-----	40.0	13.6	12.9	6.8	6.0	20.7	100.0	55.6	33.3	-----	-----	11.1	-----
\$1,200 and under \$1,500.....	31.1	-----	-----	39.5	16.4	12.1	6.6	5.5	19.8	100.0	60.9	34.8	-----	-----	4.3	-----
\$1,500 and under \$1,800.....	21.6	-----	-----	35.0	19.6	1 12.0	1 5.7	4.3	23.3	100.0	68.8	31.3	-----	-----	-----	-----
\$1,800 and under \$2,100.....	14.9	-----	-----	29.9	18.3	1 14.1	1 5.9	5.7	26.4	100.0	90.9	9.1	-----	-----	-----	-----
\$2,100 and under \$2,500.....	4.1	-----	-----	32.7	19.0	1 8.5	1 3.9	2.2	28.4	100.0	100.0	-----	-----	-----	-----	-----
\$2,500 and over.....	2.7	-----	-----	34.0	18.6	9.8	5.5	9.2	22.9	100.0	100.0	-----	-----	-----	-----	-----
Total.....	100.0	-----	-----	36.3	17.2	2 12.3	2 6.2	5.3	22.6	100.0	67.6	-----	28.4	-----	4.1	-----

DETROIT, MICH.

Under \$900.....	1	4.0	2.45	\$357.32	\$185.60	\$180.00	\$81.00	\$26.75	\$110.03	\$940.70	-----	1	\$122.00	-----	-----	-\$122.00
\$900 and under \$1,200.....	36	4.4	2.82	436.91	178.04	1 180.49	1 72.11	54.11	166.67	1,092.47	22	\$54.76	13	162.10	1	- 25.08
\$1,200 and under \$1,500.....	78	4.5	2.81	483.71	216.24	2 222.87	2 90.58	78.71	236.71	1,333.20	58	99.95	16	134.85	4	+ 46.66
\$1,500 and under \$1,800.....	106	4.8	3.06	544.56	244.50	3 283.31	3 99.26	96.49	277.64	1,548.15	81	148.59	23	113.56	2	+ 88.91
\$1,800 and under \$2,100.....	48	5.3	3.48	599.11	305.57	1 348.01	1 111.33	96.97	350.01	1,813.55	37	185.43	10	132.95	1	+ 115.24
\$2,100 and under \$2,500.....	14	5.7	3.96	696.94	391.29	2 297.43	1 07.65	146.63	423.18	2,063.12	13	191.34	1	113.80	-----	+ 169.55
\$2,500 and over.....	5	6.0	4.80	842.28	580.41	358.43	112.87	152.54	688.90	2,735.44	5	315.43	-----	-----	-----	+ 315.43
Total.....	288	4.8	3.11	535.64	251.98	4 266.75	4 96.15	89.62	278.38	1,520.74	216	138.72	64	131.91	8	+ 74.73

PER CENT.

Under \$900.....	0.3			38.0	19.7	19.1	8.6	2.8	11.7				100.0			
\$900 and under \$1,200.....	12.5			40.0	16.3	16.6	16.6	5.0	15.3				36.1			2.8
\$1,200 and under \$1,500.....	27.1			36.3	16.2	2 16.7	2 16.8	5.9	17.8				20.5			5.1
\$1,500 and under \$1,800.....	36.8			35.2	15.8	18.3	6.4	6.2	17.9				21.7			1.9
\$1,800 and under \$2,100.....	16.7			33.0	17.0	19.2	6.1	5.3	19.3				20.8			2.1
\$2,100 and under \$2,500.....	4.9			33.8	19.0	14.4	5.2	7.1	20.5				7.1			
\$2,500 and over.....	1.7			30.8	21.2	13.1	4.1	5.6	25.2				100.0			
Total.....	100.0			35.2	16.6	4 17.5	4 6.3	5.9	18.3				75.0		22.2	2.8

EVANSVILLE, IND.

Under \$900.....	13	4.4	2.96	\$334.50	\$93.32	\$125.66	\$49.52	\$32.00	\$148.01	\$788.01	6	\$75.13	4	\$149.08	3	-\$11.20
\$900 and under \$1,200.....	37	4.3	2.95	413.09	164.10	133.34	52.22	52.56	195.48	1,010.79	25	79.36	8	75.57	4	+ 37.28
\$1,200 and under \$1,500.....	37	5.0	3.71	481.78	211.29	137.39	60.76	66.80	279.78	1,237.80	27	113.61	5	39.03	5	+ 77.63
\$1,500 and under \$1,800.....	11	4.6	3.48	491.48	230.08	130.41	58.43	126.16	384.32	1,420.88	11	221.91				+ 221.91
\$1,800 and under \$2,100.....	4	4.3	3.41	586.38	307.03	208.50	65.27	71.51	389.89	1,608.57	4	303.52				+ 303.52
\$2,100 and under \$2,500.....	3	5.3	4.61	794.41	335.03	144.00	62.46	76.80	585.48	1,998.17	3	343.93				+ 343.93
\$2,500 and over.....	1	7.0	6.40	1,122.90	493.13	156.00	96.86	187.27	426.49	2,482.65	1	248.50				+ 248.50
Total.....	106	4.6	3.37	459.59	192.69	136.86	56.72	65.32	258.48	1,169.65	77	135.55	17	82.12	12	+ 85.30

PER CENT.

Under \$900.....	12.3			42.4	12.5	15.9	6.3	4.1	18.8	100.0	46.2		30.8		23.1	
\$900 and under \$1,200.....	34.9			40.9	16.2	13.2	5.2	5.2	19.3	100.0	67.6		21.6		10.8	
\$1,200 and under \$1,500.....	34.9			38.9	17.1	11.1	4.9	5.4	22.6	100.0	73.0		13.5		13.5	
\$1,500 and under \$1,800.....	10.4			34.6	16.2	9.2	4.1	8.9	27.0	100.0	100.0					
\$1,800 and under \$2,100.....	3.8			36.5	19.1	13.0	4.1	4.4	23.0	100.0	100.0					
\$2,100 and under \$2,500.....	2.8			39.8	16.8	7.2	3.1	3.8	29.3	100.0	100.0					
\$2,500 and over.....	.9			45.2	19.9	6.3	3.9	7.5	17.2	100.0	100.0					
Total.....	100.0			39.3	16.5	11.7	4.8	5.6	22.1	100.0	72.6		16.0		11.3	

¹ Not including 1 family in which rent is combined with fuel and light.² Not including 3 families in which rent is combined with fuel and light.³ Not including 4 families in which rent is combined with fuel and light.⁴ Not including 9 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

FORT WAYNE, IND.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. surpl. (+) or deficit (-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.	4	4.5	2.75	\$325.03	\$108.23	\$196.50	\$84.07	\$51.41	\$109.39	\$874.64	-----	-----	3	\$41.48	1	-\$41.48
\$900 and under \$1,200.	27	4.7	2.94	377.57	148.70	187.21	92.93	44.56	209.56	1,060.53	18	\$104.65	7	167.02	2	+ 26.46
\$1,200 and under \$1,500.	25	4.4	2.93	429.55	180.78	207.77	98.05	71.80	244.99	1,232.93	20	124.46	5	123.42	-----	+ 74.89
\$1,500 and under \$1,800.	14	4.3	2.54	466.84	241.04	244.99	106.97	94.20	342.59	1,496.62	11	196.59	3	125.43	-----	+ 127.85
\$1,800 and under \$2,100.	18	4.3	3.35	520.02	208.47	1,268.63	119.26	94.47	496.94	1,796.74	12	292.56	6	165.38	-----	+ 139.91
\$2,100 and under \$2,500.	5	6.6	4.60	635.16	368.49	252.82	115.98	95.14	530.38	1,997.98	4	501.92	1	77.62	-----	+ 386.01
\$2,500 and over.	4	5.5	4.36	741.94	496.68	286.00	105.15	186.44	643.24	2,459.44	2	779.93	2	217.80	-----	+ 281.06
Total.	97	4.6	3.09	458.09	222.10	1 222.85	1 102.14	76.75	321.51	1,402.86	67	203.24	27	140.46	3	+ 101.29

[691]

PER CENT.

Under \$900.	4.1	-----	-----	37.2	12.4	22.5	9.6	5.9	12.5	100.0	-----	66.7	-----	75.0	-----	25.0	
\$900 and under \$1,200.	27.8	-----	-----	35.6	14.0	17.7	8.8	4.2	19.8	100.0	-----	66.7	-----	25.9	-----	7.4	
\$1,200 and under \$1,500.	25.8	-----	-----	34.8	14.7	16.9	8.0	5.8	19.9	100.0	-----	80.0	-----	20.0	-----	-----	
\$1,500 and under \$1,800.	14.4	-----	-----	31.2	16.1	16.4	7.1	6.3	22.9	100.0	-----	78.6	-----	21.4	-----	-----	
\$1,800 and under \$2,100.	18.6	-----	-----	29.4	16.6	1 15.4	1 6.8	5.3	27.7	100.0	-----	66.7	-----	33.3	-----	-----	
\$2,100 and under \$2,500.	5.2	-----	-----	31.8	18.4	12.7	5.8	4.8	26.5	100.0	-----	80.0	-----	20.0	-----	-----	
\$2,500 and over.	4.1	-----	-----	30.2	20.2	11.6	4.3	7.6	26.2	100.0	-----	50.0	-----	50.0	-----	-----	
Total.	100.0	-----	-----	32.7	15.8	1 16.1	1 7.4	5.5	22.9	100.0	69.1	-----	27.8	-----	3.1	-----	-----

GRAND RAPIDS, MICH.

Under \$900.	2	4.0	2.45	\$370.53	\$133.30	\$111.00	\$74.67	\$9.55	\$95.86	\$794.90	2	\$27.15	-----	-----	-----	+\$27.15
\$900 and under \$1,200.	34	4.4	2.99	433.56	162.95	148.67	93.13	38.77	178.26	1,055.33	21	68.23	11	\$125.82	2	+ 1.44
\$1,200 and under \$1,500.	39	5.1	3.38	486.51	190.05	189.48	144.40	52.52	264.64	1,297.61	29	112.51	9	154.92	1	+ 47.91
\$1,500 and under \$1,800.	12	4.7	2.86	477.01	205.49	204.88	109.98	112.77	293.96	1,404.08	11	192.57	1	63.50	-----	+ 171.23
\$1,800 and under \$2,100.	9	5.7	3.67	568.47	248.28	242.78	121.32	54.42	421.89	1,657.15	7	343.11	2	56.97	-----	+ 254.21
\$2,100 and under \$2,500.	2	4.5	3.86	609.53	292.23	132.00	124.78	100.43	604.66	1,863.63	1	710.75	-----	1	+ 355.38	-----
\$2,500 and over.	2	5.0	3.90	617.69	367.60	362.50	134.85	58.33	1,090.70	2,631.66	1	229.60	1	166.00	-----	+ 31.80
Total.	100	4.8	3.21	477.51	192.39	182.99	107.08	55.46	272.88	1,288.32	72	141.81	24	130.07	4	+ 70.89

PER CENT.

Under \$900.	2.0	.....	.....	46.6	16.8	14.0	9.4	1.2	12.1	100.0	100.0	.....	.....	.....	.....
\$900 and under \$1,200.	34.0	.....	.....	41.1	15.4	14.1	8.8	3.7	16.9	100.0	61.8	.....	32.4	.....	5.9
\$1,200 and under \$1,500.	39.0	.....	.....	37.5	14.6	14.6	8.8	4.0	20.4	100.0	74.4	.....	23.1	.....	2.6
\$1,500 and under \$1,800.	12.0	.....	.....	34.0	14.6	14.6	7.8	8.0	20.9	100.0	91.7	.....	8.3	.....	.....
\$1,800 and under \$2,100.	9.0	.....	.....	34.3	15.0	14.7	7.3	3.3	25.5	100.0	77.8	.....	22.2	.....	.....
\$2,100 and under \$2,500.	2.0	.....	.....	32.7	15.7	7.1	6.7	5.4	32.4	100.0	50.0	.....	.....	50.0	.....
\$2,500 and over.	2.0	.....	.....	23.5	14.0	13.8	5.1	2.2	41.4	100.0	50.0	.....	50.0	.....	50.0
Total.	100.0	.....	.....	37.1	14.9	14.2	8.3	4.3	21.2	100.0	72.0	.....	24.0	.....	4.0

GREEN BAY, WIS.

Under \$900.	4	3.3	2.38	\$280.87	\$122.63	\$97.25	\$67.09	\$50.93	\$170.18	\$788.95	1	\$69.20	2	\$74.13	1 -\$19.76
\$900 and under \$1,200.	27	4.1	3.00	417.21	174.42	122.49	71.93	43.65	179.10	1,008.80	22	111.45	5	42.96	..... + 82.86
\$1,200 and under \$1,500.	25	5.1	3.56	498.39	224.11	131.34	90.44	50.26	211.85	1,206.40	20	183.53	5	40.10	..... + 138.81
\$1,500 and under \$1,800.	12	6.2	4.46	584.15	260.04	161.85	99.83	78.47	326.67	1,511.01	8	170.10	3	49.96	1 + 100.91
\$1,800 and under \$2,100.	5	5.8	4.81	671.33	379.82	207.00	107.53	118.07	344.47	1,828.21	3	121.18	1	5.83	1 + 71.54
\$2,100 and under \$2,500.	2	5.5	3.52	594.61	476.99	207.68	112.39	65.47	346.59	1,803.72	2	514.68	.....	.....	+ 514.68
Total.	75	4.9	3.52	485.38	223.68	138.30	85.76	57.36	228.64	1,219.12	56	159.74	16	44.95	3 + 109.68

PER CENT.

Under \$900.	5.3	.....	.....	35.6	15.5	12.3	8.5	6.5	21.6	100.0	25.0	.....	50.0	.....	25.0
\$900 and under \$1,200.	36.0	.....	.....	41.4	17.3	12.1	7.1	4.3	17.8	100.0	81.5	.....	18.5	.....	.....
\$1,200 and under \$1,500.	33.3	.....	.....	41.3	18.6	10.9	7.5	4.2	17.6	100.0	80.0	.....	20.0	.....	.....
\$1,500 and under \$1,800.	16.0	.....	.....	38.7	17.2	10.7	6.6	5.2	21.6	100.0	66.7	.....	25.0	.....	8.3
\$1,800 and under \$2,100.	6.7	.....	.....	36.7	20.8	11.3	5.9	6.5	18.8	100.0	60.0	.....	20.0	.....	20.0
\$2,100 and under \$2,500.	2.7	.....	.....	33.0	26.4	11.5	6.2	3.6	19.2	100.0	100.0	.....	.....	.....	.....
Total.	100.0	.....	.....	39.8	18.3	11.3	7.0	4.7	18.8	100.0	74.7	.....	21.3	.....	4.0

* Not including 2 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

INDIANAPOLIS, IND.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. surpl. (+) or def. (-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.....	9	4.3	3.11	\$378.12	\$96.24	\$135.80	\$60.22	\$48.51	\$151.73	\$870.62	2	\$48.75	6	\$79.74	1	-\$42.33
\$900 and under \$1,200.....	37	4.2	2.74	399.15	130.72	145.00	62.71	71.08	191.18	999.83	23	84.83	11	68.26	3	+\$32.44
\$1,200 and under \$1,500.....	45	4.6	3.13	486.63	190.23	1 167.39	1 77.93	70.74	276.23	1,272.04	39	116.82	6	70.19	.....	+ 91.89
\$1,500 and under \$1,800.....	32	4.5	3.05	504.15	241.10	1 193.47	1 82.01	92.54	343.16	1,459.50	29	176.43	2	140.72	1	+151.10
\$1,800 and under \$2,100.....	12	5.2	3.92	593.91	340.57	217.54	104.72	74.34	417.94	1,749.04	11	219.40	1	141.43	.....	+189.33
\$2,100 and under \$2,500.....	7	4.7	4.00	574.70	334.16	2 210.33	2 96.00	99.47	519.16	1,833.17	7	456.00	.....	.....	.....	+456.00
\$2,500 and over.....	3	8.0	6.72	949.76	518.87	148.00	93.20	154.67	522.06	2,386.56	3	470.36	.....	.....	.....	+470.36
Total.....	145	4.6	3.19	484.15	206.63	3 170.76	3 77.04	77.68	290.11	1,308.66	114	164.36	26	79.74	5	+114.93

PER CENT.

Under \$900.....	6.2	.....	43.4	11.1	15.6	6.9	5.6	17.4	100.0	22.2	.....	66.7	.....	11.1	.....
\$900 and under \$1,200.....	25.5	.....	39.9	13.1	14.5	6.3	7.1	19.1	100.0	62.2	.....	29.7	.....	8.1	.....
\$1,200 and under \$1,500.....	31.0	.....	38.3	15.0	1 13.2	1 6.1	5.6	21.7	100.0	86.7	.....	13.3	.....	.....	.....
\$1,500 and under \$1,800.....	22.1	.....	34.5	16.5	1 13.2	1 5.6	6.3	23.5	100.0	90.6	.....	6.2	.....	3.1	.....
\$1,800 and under \$2,100.....	8.3	.....	34.0	19.5	12.4	6.0	4.3	23.9	100.0	91.7	.....	8.3	.....	.....	.....
\$2,100 and under \$2,500.....	4.8	.....	31.4	18.2	2 11.6	2 5.3	5.4	28.3	100.0	100.0	.....	.....	.....	.....	.....
\$2,500 and over.....	2.1	.....	39.8	21.7	6.2	3.9	6.5	21.9	100.0	100.0	.....	.....	.....	.....	.....
Total.....	100.0	.....	37.0	15.8	3 13.1	3 5.9	5.9	22.2	100.0	78.6	.....	17.9	.....	3.4	.....

LOUISVILLE, KY.

Under \$900.....	4	5.5	3.16	\$360.59	\$83.36	\$127.50	\$60.87	\$19.90	\$176.32	\$828.53	2	\$30.00	1	\$87.80	1	+\$ 6.95
\$900 and under \$1,200.....	35	4.6	3.20	445.28	144.68	134.59	58.83	49.35	206.32	1,039.04	26	74.00	6	87.27	3	+\$ 40.01
\$1,200 and under \$1,500.....	38	5.2	3.59	503.22	191.43	154.99	61.74	65.68	291.36	1,268.42	29	111.10	6	107.66	3	+\$ 67.79
\$1,500 and under \$1,800.....	19	5.2	3.67	575.40	278.25	166.72	66.78	65.94	390.64	1,543.72	14	160.69	5	88.40	.....	+ 95.14
\$1,800 and under \$2,100.....	6	6.0	4.36	631.36	305.01	139.93	73.03	121.58	383.94	1,654.86	5	384.78	1	182.37	.....	+290.26
\$2,100 and under \$2,500.....	3	6.7	5.17	726.25	364.30	157.09	75.22	242.32	443.14	2,008.31	3	345.36	.....	.....	.....	+345.36
\$2,500 and over.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	105	5.1	3.55	505.23	198.87	148.46	62.68	66.78	286.22	1,268.24	79	131.84	19	99.04	7	+\$ 81.27

PER CENT.

Under \$900.....	3.8	.....	.....	43.5	10.1	15.4	7.3	2.4	21.3	100.0	50.0	.....	25.0	.....	25.0	.....
\$900 and under \$1,200.....	33.3	.....	.....	42.9	13.9	13.0	5.7	4.7	19.9	100.0	74.3	.....	17.1	.....	8.6	.....
\$1,200 and under \$1,500.....	36.2	.....	.....	39.7	15.1	12.2	4.9	5.2	23.0	100.0	76.3	.....	15.8	.....	7.9	.....
\$1,500 and under \$1,800.....	18.1	.....	.....	37.3	18.0	10.8	4.3	4.3	25.3	100.0	73.7	.....	26.3	.....	.....	.....
\$1,800 and under \$1,100.....	5.7	.....	.....	38.2	18.4	8.5	4.4	4.3	23.2	100.0	83.3	.....	16.7	.....	.....	.....
\$2,100 and under \$2,500.....	2.9	.....	.....	36.2	18.1	7.8	3.7	12.1	22.1	100.0	100.0	.....	.....	.....	.....	.....
\$2,500 and over.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	100.0	.....	.....	39.8	15.7	11.7	4.9	5.3	22.6	100.0	75.2	.....	18.1	.....	6.7	.....

MILWAUKEE, WIS.

Under \$900.....	5	3.4	2.46	\$358.68	\$96.07	\$142.30	\$66.10	\$44.51	\$140.33	\$847.99	3	\$43.34	1	\$70.43	1	+\$11.92
\$900 and under \$1,200.....	48	4.1	2.82	425.97	158.69	2 148.64	2 75.03	53.77	190.32	1,053.27	34	77.17	13	108.78	1	+ 25.20
\$1,200 and under \$1,500.....	74	4.8	3.21	505.36	216.76	2 167.85	2 85.20	41.75	260.87	1,278.03	57	92.93	15	88.62	2	+ 53.62
\$1,500 and under \$1,800.....	43	4.9	3.45	561.54	237.69	200.57	98.37	102.96	301.22	1,502.36	38	177.50	5	97.07	.....	+145.58
\$1,800 and under \$2,100.....	16	6.8	4.99	654.17	372.35	187.94	102.41	118.23	415.69	1,850.80	12	115.85	4	110.58	.....	+ 59.24
\$2,100 and under \$2,500.....	6	5.8	4.33	701.14	378.11	232.50	112.22	120.64	313.02	1,857.63	6	307.47	.....	.....	.....	+307.47
\$2,500 and over.....	6	6.8	5.36	731.40	517.61	221.50	101.61	139.62	519.38	2,231.12	5	691.40	1	74.80	.....	+563.70
Total.....	198	4.9	3.39	519.42	230.76	1 175.03	1 87.89	69.56	271.41	1,354.13	155	138.63	39	97.86	4	+ 89.25

PER CENT.

Under \$900.....	2.5	.....	.....	42.3	11.3	16.8	7.8	5.2	16.5	100.0	60.0	.....	20.0	.....	20.0	.....
\$900 and under \$1,200.....	24.2	.....	.....	40.4	15.1	2 14.2	2 7.2	5.1	18.1	100.0	70.8	.....	27.1	.....	2.1	.....
\$1,200 and under \$1,500.....	37.4	.....	.....	39.5	17.0	2 13.1	2 6.7	3.3	20.4	100.0	77.0	.....	20.3	.....	2.7	.....
\$1,500 and under \$1,800.....	21.7	.....	.....	37.4	15.8	13.4	6.5	6.9	20.1	100.0	88.4	.....	11.6	.....	.....	.....
\$1,800 and under \$2,100.....	8.1	.....	.....	35.3	20.1	10.2	5.5	6.4	22.5	100.0	75.0	.....	25.0	.....	.....	.....
\$2,100 and under \$2,500.....	3.0	.....	.....	37.7	20.4	12.5	6.0	6.5	16.9	100.0	100.0	.....	.....	.....	.....	.....
\$2,500 and over.....	3.0	.....	.....	32.8	23.2	9.9	4.6	6.3	23.3	100.0	83.3	.....	16.7	.....	.....	.....
Total.....	100.0	.....	.....	38.4	17.0	1 12.9	1 6.5	5.1	20.0	100.0	78.3	.....	19.7	.....	2.0	.....

¹ Not including 2 families in which rent is combined with fuel and light.² Not including 1 family in which rent is combined with fuel and light.³ Not including 5 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Continued.

MINNEAPOLIS AND ST. PAUL, MINN.

Income group.	Number of families.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither surplus nor deficit.	Av. surplus (+) or deficit (-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furnishings.	Miscellaneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.	6	4.3	3.45	\$360.58	\$130.04	\$150.02	\$78.76	\$25.94	\$175.48	\$920.81	1	\$10.00	5	\$89.53	-----	-\$72.94
\$900 and under \$1,200.	49	4.2	2.90	384.18	142.96	180.67	81.73	48.68	181.26	1,021.10	36	66.94	12	48.34	1	+ 37.34
\$1,200 and under \$1,500.	101	4.9	3.40	479.57	203.57	223.71	90.96	56.54	246.37	1,303.79	69	127.52	29	143.79	3	+ 45.83
\$1,500 and under \$1,800.	45	5.2	3.70	539.16	236.89	244.82	99.49	70.19	328.61	1,518.97	38	172.52	7	250.10	-----	+106.78
\$1,800 and under \$2,100.	30	4.9	3.37	537.15	269.39	1262.87	113.42	94.92	373.12	1,669.41	27	273.75	3	185.78	-----	+227.79
\$2,100 and under \$2,500.	8	4.8	3.43	548.68	312.85	298.70	92.16	130.93	628.54	2,011.85	7	249.69	1	80.00	-----	+208.48
\$2,500 and over.	1	5.0	4.03	589.04	668.92	216.00	110.00	186.05	452.38	2,222.39	1	588.21	-----	-----	-----	+588.21
Total.	240	4.8	3.35	478.25	209.41	4 226.65	4 92.61	64.54	276.16	1,349.98	179	153.64	57	133.08	4	+ 82.98

PER CENT.

Under \$900.	2.5	-----	-----	39.2	14.1	16.3	8.6	2.8	19.1	100.0	16.7	-----	83.3	-----	2.0	-----
\$900 and under \$1,200.	20.4	-----	-----	37.6	14.0	17.7	18.0	4.8	17.8	100.0	73.5	-----	24.5	-----	2.0	-----
\$1,200 and under \$1,500.	42.1	-----	-----	36.8	15.6	2 17.1	2 7.0	4.3	18.9	100.0	68.3	-----	28.7	-----	3.0	-----
\$1,500 and under \$1,800.	18.8	-----	-----	35.5	15.6	2 16.1	2 6.5	4.6	21.6	100.0	84.4	-----	15.6	-----	10.0	-----
\$1,800 and under \$2,100.	12.5	-----	-----	32.2	16.1	1 16.8	16.4	5.7	22.4	100.0	90.0	-----	-----	12.5	-----	-----
\$2,100 and under \$2,500.	3.8	-----	-----	27.3	15.6	14.8	4.6	6.5	31.2	100.0	87.5	-----	-----	-----	-----	-----
\$2,500 and over.	.4	-----	-----	26.5	30.1	9.7	4.9	8.4	20.4	100.0	100.0	-----	-----	-----	-----	-----
Total.	100.0	-----	-----	35.4	15.5	4 16.8	4 6.8	4.8	20.5	100.0	74.6	-----	23.8	-----	1.7	-----

PANA, ILL.

Under \$900.	2	4.0	3.48	\$349.80	\$166.66	\$222.00	\$82.15	\$53.75	\$458.24	\$1,332.59	1	\$122.00	1	\$1,151.55	-----	-\$514.78
\$900 and under \$1,200.	10	4.0	2.95	451.93	189.23	144.20	67.15	73.81	220.59	1,146.90	3	25.79	6	132.94	1	- 72.03
\$1,200 and under \$1,500.	28	4.7	3.14	487.60	220.18	139.57	64.27	96.88	306.82	1,315.31	12	142.73	11	81.11	5	+ 29.31
\$1,500 and under \$1,800.	23	5.2	3.72	548.24	262.04	141.87	62.74	112.63	365.67	1,493.19	18	247.16	4	181.57	1	+ 161.86
\$1,800 and under \$2,100.	9	5.1	3.74	600.42	319.59	159.00	70.36	181.79	440.77	1,771.94	8	191.20	1	350.95	-----	+ 130.96
\$2,100 and under \$2,500.	2	5.0	3.79	653.97	337.73	137.89	98.30	160.48	565.78	1,954.13	2	466.20	-----	-----	466.20	-----
\$2,500 and over.	1	8.0	4.39	509.89	229.37	180.00	67.60	625.29	419.98	2,032.13	1	528.40	-----	-----	-----	+ 528.40
Total.	75	4.8	3.41	516.04	242.65	145.92	66.34	116.41	341.90	1,429.26	45	207.81	23	170.37	7	+ 72.44

PER CENT.

Under \$900.	2.7			26.2	12.5	16.7	6.2	4.0	34.4	100.0	50.0		50.0	
\$900 and under \$1,200.	13.3			39.4	16.5	12.6	5.9	6.4	19.2	100.0	30.0		60.0	
\$1,200 and under \$1,500.	37.3			37.1	16.7	10.6	4.9	7.4	23.3	100.0	42.9		39.3	
\$1,500 and under \$1,800.	30.7			36.7	17.5	9.5	4.2	7.5	24.5	100.0	78.3		17.4	
\$1,800 and under \$2,100.	12.0			33.9	18.0	9.0	4.0	10.3	24.9	100.0	88.9		11.1	
\$2,100 and under \$2,500.	2.7			33.5	17.3	7.1	5.0	8.2	29.0	100.0	100.0			
\$2,500 and over.	1.3			25.1	11.3	8.9	3.3	30.8	20.7	100.0	100.0			
Total.....	100.0			36.1	17.0	10.2	4.6	8.1	23.9	100.0	60.0		30.7	
														9.3

ROCK ISLAND AND MOLINE, ILL., AND DAVENPORT, IOWA.

Under \$900.	1	5.0	2.60	\$418.91	\$98.10	\$168.00	\$76.80	\$3.05	\$127.49	\$892.35			1	
\$900 and under \$1,200.	19	3.9	2.77	438.61	141.01	155.73	69.47	48.86	191.67	1,045.35	14	\$81.32	5	\$48.83
\$1,200 and under \$1,500.	56	4.5	3.00	480.77	205.26	188.81	84.28	63.50	255.17	1,280.09	40	109.73	11	66.91
\$1,500 and under \$1,800.	39	5.2	3.31	565.17	233.11	220.15	101.90	99.62	315.10	1,552.38	31	148.89	8	130.14
\$1,800 and under \$2,100.	22	4.7	3.20	554.98	285.04	224.74	105.24	110.87	377.09	1,660.21	20	273.61	2	72.83
\$2,100 and under \$2,500.	6	5.5	4.07	608.27	370.63	284.97	118.24	121.64	534.42	2,038.17	4	605.51	2	272.00
\$2,500 and over.	3	5.3	4.53	749.75	472.61	229.28	140.82	87.43	652.06	2,331.95	3	634.95		+634.95
Total.....	146	4.7	3.16	519.35	233.26	202.76	82.63	80.85	300.04	1,429.67	112	178.06	28	96.82
													6	+118.02

PER CENT.

Under \$900.	0.7			46.9	11.0	18.8	8.6	0.3	14.3	100.0	73.7			100.0
\$900 and under \$1,200.	13.0			42.0	13.5	14.9	6.6	4.7	18.3	100.0			26.3	
\$1,200 and under \$1,500.	38.4			37.6	16.0	14.8	6.6	5.0	19.9	100.0	71.4		19.6	
\$1,500 and under \$1,800.	26.7			36.4	16.3	14.2	6.6	6.4	20.3	100.0	79.5		20.5	
\$1,800 and under \$2,100.	15.1			33.4	17.2	13.5	6.3	6.7	22.7	100.0	90.9		9.1	
\$2,100 and under \$2,500.	4.1			29.8	18.2	14.0	5.8	6.0	26.2	100.0	66.7		33.3	
\$2,500 and over.	2.1			32.2	20.3	9.8	6.0	3.7	28.0	100.0	100.0			
Total.....	100.0			36.3	16.3	14.2	8.5	5.7	21.0	100.0	76.7		19.2	
														4.1

¹ Not including 2 families in which rent is combined with fuel and light.² Not including 4 families in which rent is combined with fuel and light.³ Not including 1 family in which rent is combined with fuel and light.⁴ Not including 9 families in which rent is combined with fuel and light.⁵ Not including 3 families in which rent is combined with fuel and light.

AVERAGE AMOUNT AND PER CENT OF EXPENDITURE PER ANNUM FOR THE PRINCIPAL GROUPS OF ITEMS OF COST OF LIVING OF FAMILIES IN SPECIFIED INDUSTRIAL CENTERS, BY CITIES AND BY INCOME GROUPS—Concluded.

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STEUBENVILLE, OHIO.

Income group.	Num- ber of fami- lies.	Average persons in family.		Average yearly expenses per family for—						Total average yearly expenses per family.	Surplus.		Deficit.		Families having neither nor deficit.	Av. sur- plus (+) or defi- cit (-) for group.
		Total.	Equivalent adult males.	Food.	Clothing.	Rent.	Fuel and light.	Furniture and furni- shings.	Miscel- laneous.		Families having—	Average amount.	Families having—	Average amount.		
Under \$900.	1	3.0	2.30	\$280.00	\$34.80	\$240.00	\$31.70	\$78.20	\$197.30	\$862.00	-----	-----	1	\$100.00	-----	-\$100.00
\$900 and under \$1,200.	2	4.0	2.81	449.28	138.61	211.20	53.75	34.90	318.07	1,205.80	-----	-----	2	44.25	-----	+ 44.25
\$1,200 and under \$1,500.	10	4.8	3.03	541.37	197.93	208.58	57.60	48.43	297.70	1,351.61	6	\$146.80	4	99.50	-----	+ 48.28
\$1,500 and under \$1,800.	15	4.7	3.45	622.47	233.47	259.37	58.58	83.79	260.48	1,518.16	13	168.16	2	217.90	-----	+ 16.69
\$1,800 and under \$2,100.	20	4.8	3.12	628.23	295.96	228.37	61.14	109.70	399.76	1,723.16	16	292.26	4	135.53	-----	+ 206.70
\$2,100 and under \$2,500.	13	5.3	3.68	693.05	367.64	282.11	64.80	150.66	443.62	2,001.87	10	377.50	3	146.07	-----	+ 256.67
\$2,500 and over.	13	5.1	3.57	715.44	410.11	343.92	77.87	199.47	566.00	2,312.82	11	639.64	2	449.00	-----	+ 472.16
Total.	74	4.9	3.33	632.49	294.91	261.41	63.13	116.69	389.70	1,758.33	56	331.32	18	161.15	-----	+ 211.53

PER CENT

Under \$900.	1.4	-----	-----	32.5	4.0	27.8	3.7	9.1	22.9	100.0	-----	-----	100.0	-----	-----	-----
\$900 and under \$1,200.	2.7	-----	-----	37.3	11.5	17.5	4.5	2.9	26.4	100.0	-----	-----	100.0	-----	-----	-----
\$1,200 and under \$1,500.	13.5	-----	-----	40.1	14.6	15.4	4.3	3.6	22.0	100.0	60.0	-----	40.0	-----	-----	-----
\$1,500 and under \$1,800.	20.3	-----	-----	41.0	15.4	17.1	3.9	5.5	17.2	100.0	86.7	-----	13.3	-----	-----	-----
\$1,800 and under \$2,100.	27.0	-----	-----	36.5	17.2	13.3	3.5	6.4	23.2	100.0	80.0	-----	20.0	-----	-----	-----
\$2,100 and under \$2,500.	17.6	-----	-----	34.6	18.4	14.1	3.2	7.5	22.2	100.0	76.9	-----	23.1	-----	-----	-----
\$2,500 and over.	17.6	-----	-----	30.9	17.7	14.9	3.4	8.6	24.5	100.0	84.6	-----	15.4	-----	-----	-----
Total.	100.0	-----	-----	36.0	16.8	14.9	3.6	6.6	22.2	100.0	75.7	-----	24.3	-----	-----	-----

COST OF LIVING IN THE DISTRICT OF COLUMBIA.

The cost of living in the District of Columbia was 44.85 per cent higher in April, 1919, than in December, 1916, according to figures compiled by the Bureau of Labor Statistics, although it was 1.48 per cent lower than it was in December, 1918. Distributed over the various groups of items entering into the family budget, the changes from December, 1918, to April, 1919, varied from a decrease of 3.85 per cent in the prices of food to an increase of 0.98 per cent in the housing and 0.99 per cent in miscellaneous items.

These figures are based on a cost of living survey made in the District in January, 1917, to which have been applied the prices at the several dates mentioned as determined from reports made by merchants giving the prices on a large number of items usually purchased by representative families. In determining the total increase in the cost of living the changes in each group of items have been given a weighting proportionate to the percentage that the expenses for the group bore to the total expenses of the families as shown by the survey mentioned.

The figures in the following table show the per cent of changes by groups of items in June and December, 1917 and 1918, and in April, 1919, as compared with December, 1916; in December, 1918, as compared with June, 1918; and in April, 1919, as compared with December, 1918.

CHANGES IN COST OF LIVING IN WASHINGTON, D. C., FROM DECEMBER, 1916, TO APRIL, 1919, INCLUSIVE.

Items of expenditure.	Per cent of increase from December, 1916, to—					Per cent of increase from June, 1918, to December, 1918.	Per cent of increase (+) or decrease (-) from December, 1918, to April, 1919.
	June, 1917.	Decem- ber, 1917.	June, 1918.	Decem- ber, 1918.	April, 1919.		
Food.....	30.09	38.89	45.47	65.03	59.68	13.45	-3.85
Clothing:							
Male.....	2.54	26.06	46.30	60.82	57.83	9.92	-1.86
Female.....	1.55	34.70	55.34	86.59	84.68	20.12	-1.91
Total clothing.....	2.09	30.00	50.41	72.56	70.06	14.73	-1.45
Housing.....	.08	.30	1.26	2.21	2.33	.94	+.98
Fuel and light.....	23.05	42.25	53.75	58.50	57.30	3.09	-.76
Furniture and furnishings.....	15.68	31.92	61.59	74.22	73.15	7.82	-.68
Miscellaneous.....	18.12	25.17	23.63	35.19	36.53	9.35	+.99
All items.....	18.12	27.58	33.56	47.02	44.85	9.54	-1.48

WHOLESALE PRICES IN CANADA IN 1917.

A recent report on Wholesale Prices in Canada in 1917 contains a summary of wholesale prices in the Dominion since 1890 and a detailed record for 1917. The arrangement of the subject matter is somewhat the same as in previous reports, a brief review and analysis of price changes during the year being given, followed by actual statistics of prices. The latter are divided into two parts, the first containing the absolute weekly or monthly quotations for each article throughout 1917 and the second consisting of tables of relative prices for certain months and years back to 1890. Eighteen charts are used to show price fluctuations.

A section of the report is devoted to retail prices and gives averages for over 50 Canadian cities in 1900, 1905, and 1910-1917. The final chapter contains a review of the course of wholesale and retail prices during 1917 in other countries.

A comparison of wholesale prices in 1917 with those for other selected periods is shown in the table which follows:

PERCENTAGE OF INCREASE SHOWN BY PRICES IN CANADA IN 1917.

	Compared with decade 1890-1899.	Compared with 1890.	Compared with the low year.	Compared with 1916.
Grains and fodder.....	181.5	141.2	249.3-1897	37.5
Animals and meats.....	188.1	159.1	249.6-1896	28.8
Dairy products.....	130.5	123.8	155.8-1897	26.8
Fish.....	105.8	99.2	127.2-1892	11.4
Other foods.....	120.6	83.4	156.5-1897	41.6
Textiles:				
(a) Woolens.....	213.5	194.6	268.4-1902	40.9
(b) Cottons.....	126.9	93.6	151.0-1898	39.2
(c) Silk.....	17.3	11.0	38.2-1912	5.4
(d) Flax.....	197.1	199.8	279.4-1895	36.2
(e) Jute.....	370.5	340.1	425.7-1898	49.3
(f) Oilecloths.....	55.6	27.8	91.9-1899	16.8
Hides, tallow, leather, boots, and shoes:				
(a) Hides and tallow.....	218.6	199.4	298.7-1894	9.7
(b) Leather.....	166.9	181.2	186.7-1894	28.8
(c) Boots and shoes.....	128.0	127.3	178.4-1894	18.5
Metals and implements:				
(a) Metals.....	159.1	106.6	202.3-1897	33.8
(b) Implements.....	81.6	75.0	95.1-1897	33.3
Fuel and lighting.....	93.0	79.7	106.4-1898	52.3
Building materials:				
(a) Lumber.....	114.5	107.2	136.2-1898	22.4
(b) Miscellaneous materials.....	103.5	73.0	132.8-1898	35.1
(c) Paints, oils, and glass.....	157.9	135.5	170.1-1894	31.0
House furnishings.....	103.7	103.3	108.9-1896	21.5
Drugs and chemicals.....	167.9	142.4	187.1-1899	42.9
Miscellaneous:				
(a) Furs, raw.....	311.6	275.8	411.3-1895	22.0
(b) Liquors and tobacco.....	67.8	76.8	76.8-1890	17.8
(c) Sundries.....	86.8	66.8	104.8-1891	30.6
All commodities.....	137.0	114.9	157.0-1897	30.2

¹ Decrease.

COST OF LIVING IN GREAT BRITAIN.

The following brief account of the cost of living in Great Britain in February, 1919, as compared with July, 1914, has been furnished this bureau by its special agent at London, the article being prepared by F. H. McLeod, Esq., of the British Department of Labor Statistics:

Official statistics bearing on the cost of living are published each month in the Labor Gazette, the journal of the Department of Labor Statistics (Ministry of Labor). For the purpose of these statistics information as to the retail prices of the principal articles of food is collected at the beginning of each month by the managers of the Ministry of Labor employment exchanges, who summarize the quotations obtained from the various retailers applied to in their area and submit the results to the Department of Labor Statistics.

Returns are obtained from all towns with a population exceeding 50,000 (the provincial large towns number 90, regarding some places in the London Outer Ring; e. g., West Ham and Willesden, as being in London) and from a representative selection of 550 small towns and villages. Altogether 670 places (including 30 London districts) are reported upon.

The number of retailers applied to varies with the size of the place; in a large town it would be 30 or more—five or six grocers, a similar number of butchers, and so on. In a village there might only be two or three shops in the place. The retailers applied to are those conducting a working-class trade; the selection of typical retailers is left to the discretion of the local officer.

When the average prices of the various items and the consequent percentage increases have been determined, percentage increases for the separate articles are combined into a general figure to represent the average increase in the level of retail prices by multiplying each percentage by a "weight" based on the relative importance of the several articles in prewar working-class budgets and dividing the product by the sum of these "weights." The resultant percentage increase as between July, 1914, and February 1, 1919, was 130.

A figure has also been computed as an estimate of the average rise since July, 1914, in actual expenditure on the principal articles of food. This figure, which for February, 1919, was 77 per cent, is obtained by applying to the ascertained price percentages a series of weights representing the change in consumption between 1914 and the current date. These weights are compiled from confidential information as to consumption in the possession of the Ministry of Food and are furnished to the Department of Labor Statistics by that ministry. They are based on the consumption of the population as a whole during the three months prior to the month preceding that to which the prices relate.

Increases in rents during the war period are restricted by statute to an amount corresponding to the increase in local rates (local taxation), in regard to which information is obtained from time to time from town clerks and other local authorities. Up to the present the average increase in rents has not been more than about 2 per cent.

With regard to the prices of other items—clothing, fuel, and light, etc.—the information collected by the department is not so extensive as in the case of food, but it is sufficient for the purpose of combining with the percentage increase in prices of food in order to obtain a general figure relating to the increase since July, 1914, in respect of all items entering into the ordinary working-class family budget. This figure for February 1, 1919, was estimated at 120 per cent, taking the same quantities and, so far as possible, the same qualities in 1919 as in 1914.

As no information is available with regard to changes in the quantities purchased of the various commodities other than food, it is not possible to compile an expenditure percentage increase for all items corresponding to that for food, but a figure is computed

combining the increase since July, 1914, in expenditure on the principal articles of food with the increase in retail prices of other items. For February 1, 1919, this percentage was between 85 and 90.

It may be of interest to add that the prices of all the articles included in our list of principal foods have been regulated by orders of the food controller, the first item to be brought under control being the price of milk at the end of 1916 and the last, the price of eggs in November, 1918. This has simplified greatly the collection of our information in recent months, as in practice the maximum retail prices laid down by the food controller have until this month been the prices actually charged in the majority of cases. With the prospect of early de-control, and doubtless in the hope of hastening the release from restrictions, a number of large firms have this week announced their decision to sell some articles at less than maximum prices. This restoration of competition marks the end of the simplification which has attended the collection of retail-prices information during many months past.

COOPERATION.

PROGRESS OF COOPERATIVE MOVEMENT IN GREAT BRITAIN.¹

The signing of the armistice has stimulated a new interest in the cooperative movement throughout Great Britain, where there already were some 2,500 industrial cooperative distributive and productive societies in operation, with a membership of three and one-half million persons, a total share, loan, and reserve capital of over \$375,000,-000, a total trade (distributive and productive) of just over \$1,000,-000,000, and a total profit in 1916, before deduction of interest or share capital, of about \$90,000,000.

On the whole the war has had a favorable effect on the progress of cooperation in Great Britain. Controlled prices have helped rather than hindered the movement, since in the case of the controlled commodities, for which everybody must pay a certain retail price, members of the cooperative society have an advantage over nonmembers in that they receive a dividend on all purchases. Cooperative stores are the only stores paying such a dividend, and in many cases this has been an excellent argument to prove the soundness of the cooperative system.

The number of members of individual cooperative societies has shown a fair increase, and this increase would undoubtedly have been much greater had the societies been able to obtain sufficient supplies. Government restrictions, applying equally to all stores, made it very difficult for a stock of supplies to be maintained in any section of the country. During the last 10 days of the present month (January) British consumers have the option of changing their retail dealers, and this is expected to result in a substantial gain in the membership of retail cooperative societies, since it is believed that many persons who were not members during the war now appreciate to a greater extent the merits of the cooperative idea.

The extent to which the war has interfered with the normal organization of cooperative societies can be realized when it is known that the British Cooperative Society alone had 6,000 employees called to the colors. The society undertook to make up the difference between their pay as soldiers and their wages by means of the payment of a separation allowance, and to date \$3,000,000 has been disbursed for this purpose. As demobilization proceeds and former employees

¹ From Commerce Reports, United States Department of Commerce, May 5, 1919 (pp. 674-676.)

return the society will be in an excellent position to proceed with the new development schemes referred to below.

The British Cooperative Wholesale Society (Ltd.), with headquarters at Manchester, England, and the Scottish Cooperative Wholesale Society (Ltd.), with head offices at Glasgow and Edinburgh, Scotland, are the most important single units in this cooperative movement in Great Britain. The British society commenced business on March 14, 1864, and the Scottish society on September 8, 1868. The membership of both societies is made up entirely of individual cooperative retail societies. The British society now comprises 1,189 societies having 2,653,257 members. That the societies have prospered during the war is evident from the table given below, which covers the operations of the wholesale cooperative societies from January, 1913, to June 30, 1918:

OPERATIONS OF WHOLESALE COOPERATIVE SOCIETIES, JANUARY, 1913, TO JUNE 30, 1918.

	1913	1914	1915	1916	1917	1918 ¹
Number of £5 shares taken out.....	416,366	432,049	469,869	556,098	616,048	636,578
Members in constituent societies.....	2,272,496	2,336,460	2,535,972	2,653,227	2,748,277	2,803,325
Shares.....	\$9,923,056	\$10,370,312	\$11,118,775	\$12,914,591	\$14,532,260	\$15,068,903
Loans and deposits.....	24,735,398	26,760,713	31,165,441	40,894,776	44,908,400	50,908,851
Trade and bank reserve fund.....	3,950,703	4,396,177	4,172,221	8,940,337	3,989,192	3,930,755
Insurance fund.....	4,270,252	4,890,609	5,503,432	6,111,925	6,824,804	7,156,222
Reserved balances.....	88,950	582,014	512,769	530,137	3,833,838	3,830,578
Total.....	42,968,359	46,999,825	52,472,638	64,391,766	74,083,494	80,895,309
Net sales.....	\$152,671,721	\$169,893,471	\$209,783,851	\$254,177,655	\$280,846,357	\$144,157,298
Increase over previous year:						
Amount.....	\$9,558,234	\$17,221,750	\$39,890,379	\$44,393,804	\$26,668,702	\$352,208
Per cent.....	6.68	11.28	23.19	21.16	10.49	0.25
Distributing expenses.....	\$3,008,568	\$3,104,599	\$3,481,324	\$3,823,132	\$4,319,087	\$2,345,741
Net profits.....	\$3,095,673	\$4,088,196	\$5,289,700	\$7,392,238	\$5,600,037	\$592,589
Average dividend, per cent.....	4	5	6	5	3	1

¹ Six months.

It will be noted that the profits of the trade department for the six months ending with June, 1918, show a sharp decrease from those for the year 1917. This is explained by the policy of the board of directors to keep wholesale prices as low as possible, in order that the members of the retail societies may reap the benefit.

The total sales of the wholesale societies for the first six months of 1918 are given as \$144,157,298. It is estimated that the total sales for the year ending December 31, 1918, will amount to \$311,456,000. Practically all of this total represents sales to cooperative retail societies—in other words, wholesale prices. Groceries and provisions make up the biggest item in the business of the Cooperative Wholesale Society.

Up until the past two or three years the contact between the cooperative societies and the trade-unions has not been at all close. Recently, however, there has been a definite attempt made to persuade trade-unions to do their banking business with the banking department of the Cooperative Wholesale Society, and an important scheme of agricultural and industrial development which will shortly be announced by the society will tend, it is believed, toward establishing a closer working arrangement between the cooperative societies and the trade-unions.

For a long time the leaders of the cooperative movement have sought to widen the field of cooperative trading, and efforts have been made to have the law governing cooperative trading so amended as to allow individual members of societies to increase their interest beyond the limit of \$1,000. The Treasury has now sanctioned the proposal to issue what will be called "development bonds" in denominations of \$100, \$250, \$500, \$2,500, and \$5,000 up to a sum of \$12,500,000. These bonds will bear interest at the rate of $5\frac{1}{2}$ per cent, payable half yearly, and they may be redeemed at par at the end of ten years. At a meeting of the shareholders of the Cooperative Wholesale Society held in Manchester during the past week this scheme for issuing development bonds was ratified.

The directors of the Cooperative Wholesale Society believe that their scheme will appeal not only to individuals but also to trade-unions as a good investment for their funds. Already several hundred trade-unions are banking with the local retail cooperative society in their districts, which acts as an agent of the banking department of the Cooperative Wholesale Society at Manchester. Trade-unions also invest their funds in municipal, government, and railway stocks. The proposal which the Cooperative Wholesale Society now makes to the trade-unions is that it will be to their interest to invest their money in a cooperative scheme for development in the field of agriculture and industry.

Among the projects contemplated under this development-bond scheme is the acquisition and operation by the society of flour mills, tanneries, jam factories, boot and shoe factories, corn mills, dairy farms and similar enterprises. Not long ago the Cooperative Wholesale Society began the manufacture of textiles. It bought and is now running three weaving sheds—one at Bury with 900 looms, another at Radcliffe with 500 looms, and a third at Chorley with 500 looms. It proposes to extend its interest in cotton-textile manufacturing when it is in position to consume the yarn output of a moderate-sized mill. It intends to build such a mill for the spinning of yarn in the near future.

Another big development foreshadowed is the acquisition of large coal fields in Yorkshire. Already the society owns a coal mine near

Newcastle. During the war the society has spent large sums for the purchase of farm lands and factories. For land in connection with factory extensions it has paid \$573,480; for new factories and workshops, \$3,049,650; and for farms and other land, \$3,333,960—a total of nearly \$7,000,000. It is estimated that the society now holds about 33,000 acres of farm lands, mostly in Lancashire, Cheshire, Yorkshire, and Cambridgeshire.

It is hoped eventually to establish 1,400 branches of the banking department of the Cooperative Wholesale Society.

EMPLOYMENT AND UNEMPLOYMENT.

EMPLOYMENT IN SELECTED INDUSTRIES IN APRIL, 1919.

The Bureau of Labor Statistics received and tabulated reports concerning the volume of employment in April, 1919, from representative establishments in 13 manufacturing industries. Comparing the figures of April of this year with those of identical establishments for April, 1918, it appears that one industry, automobile manufacturing, shows an increase of 3.1 per cent in the number of persons employed, while 12 industries show a decrease. Respective decreases of 28 and 20.9 per cent are shown in woolen and men's ready-made clothing.

Eight of the 13 industries show an increase in the total amount of the pay roll for April, 1919, as compared with April, 1918, and 5, a decrease. Percentage increases of 22.1, 19, 16.3, and 14.6 appear in automobile manufacturing, leather manufacturing, silk, and boots and shoes, respectively. A decrease of 27.2 per cent is found in woolen, while hosiery and underwear and cotton finishing show decreases of 13.4 and 10.4 per cent, respectively.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN APRIL, 1918, AND APRIL, 1919.

Industry.	Establishments reporting for April both years.	Period of pay roll.	Number on pay roll in April—		Per cent of increase (+) or decrease (-).	Amount of pay roll in April—		Per cent of increase (+) or decrease (-).
			1918	1919		1918	1919	
Automobile manufacturing.	46	1 week..	103,853	107,088	+ 3.1	\$2,497,874	\$3,050,270	+22.1
Boots and shoes.....	74	...do....	63,312	61,179	- 3.4	1,035,837	1,187,385	+14.6
Car building and repairing.....	45	½ month.	56,787	49,999	-12.0	2,656,727	2,751,209	+ 3.6
Cigar manufacturing.....	59	1 week..	20,447	17,837	-12.8	280,983	268,186	- 4.6
Men's ready-made clothing.....	36	...do....	23,901	18,917	-20.9	414,617	434,319	+ 4.8
Cotton finishing.....	18	...do....	14,481	12,417	-14.3	254,177	227,685	-10.4
Cotton manufacturing.....	52	...do....	47,768	43,571	-8.8	682,362	656,742	- 3.8
Hosiery and underwear.....	62	...do....	34,195	28,560	-16.5	450,778	390,155	-13.4
Iron and steel.....	106	½ month.	200,761	170,592	-15.0	10,552,509	10,699,134	+ 1.4
Leather manufacturing.....	30	1 week..	14,533	14,440	- .6	264,480	314,615	+19.0
Paper making.....	58	...do....	31,501	28,823	- 8.5	575,699	585,680	+ 2.3
Silk.....	39	2 weeks.	13,594	13,360	- 1.7	376,708	438,218	+16.3
Woolen.....	51	1 week..	51,371	37,010	-28.0	938,446	683,222	-27.2

The following table shows the number of persons actually working on the last full day of the reported pay period in April, 1918, and April, 1919. The number of establishments reporting on this question is small and this fact should be taken into consideration when studying these figures.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS ON THE LAST FULL DAY'S OPERATION IN APRIL, 1918, AND APRIL, 1919.

Industry.	Establishments reporting for April both years.	Period of pay roll.	Number actually working on last full day of reported pay period in April—		Per cent of increase (+) or decrease (-).
			1918	1919	
Automobile manufacturing.....	25	1 week....	55,068	65,168	+18.3
Boots and shoes.....	22	...do.....	10,999	10,584	-3.5
Car building and repairing.....	43	½ month....	48,231	44,284	-8.2
Cigar manufacturing.....	20	1 week....	5,382	4,927	-8.5
Men's ready-made clothing.....	7	...do.....	4,724	3,774	-20.1
Cotton finishing.....	14	...do.....	10,346	9,079	-12.2
Cotton manufacturing.....	31	...do.....	20,741	20,601	.7
Hosiery and underwear.....	19	...do.....	12,839	11,656	-9.2
Iron and steel.....	83	½ month....	156,736	133,876	-14.6
Leather manufacturing.....	16	1 week....	10,558	10,609	+.5
Paper making.....	22	...do.....	12,296	10,099	-17.9
Silk.....	24	2 weeks....	9,380	9,019	-3.8
Woolen.....	43	1 week....	40,304	27,862	-30.9

Comparative data for April, 1919, and March, 1919, appear in the following table. The figures show that in 8 industries there was an increase in the number of persons on the pay roll in April as compared with March, and in 5 industries a decrease. The greatest increase, 37.3 per cent, is shown in woolen, while the largest decrease, 6.7 per cent, appears in car building and repairing.

In comparing April, 1919, with March of this year, 6 industries show an increase in the amount of money paid to employees and 7 show a decrease. The most important increase was one of 48.2 per cent in woolen, which was largely due to the fact that some plants which, during the preceding months, had been compelled for various reasons to reduce the working time, resumed operations in April on a basis more nearly approaching full time. Iron and steel, cigar manufacturing, and boots and shoes show the largest respective decreases of 8.6, 8.4, and 7.4 per cent.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN MARCH AND APRIL, 1919.

Industry.	Establishments reporting for March and April.	Period of pay roll.	Number on pay roll in—		Per cent of increase (+) or decrease (-).	Amount of pay roll in—		Per cent of increase (+) or decrease (-).
			March, 1919.	April, 1919.		March, 1919.	April, 1919.	
Automobile manufacturing.....	45	1 week..	92,197	97,309	+ 5.5	\$2,650,571	\$2,769,949	+ 4.5
Boots and shoes.....	75	...do.....	63,583	61,323	- 3.6	1,284,346	1,189,566	- 7.4
Car building and repairing.....	45	½ month....	53,602	49,999	- 6.7	2,840,112	2,751,209	- 3.1
Cigar manufacturing.....	54	1 week..	17,162	16,724	- 2.6	278,809	255,452	- 8.4
Men's ready-made clothing.....	46	...do.....	19,583	19,737	+ .8	424,051	450,180	+ 6.2
Cotton finishing.....	18	...do.....	11,360	12,417	+ 9.3	203,205	227,685	+12.0
Cotton manufacturing.....	49	...do.....	42,397	42,775	+ .9	596,929	645,071	+ 8.1
Hosiery and underwear.....	65	...do.....	28,555	29,018	+ 1.6	398,404	394,256	- 1.0
Iron and steel.....	104	½ month....	170,719	163,584	- 4.2	11,326,153	10,355,137	- 8.6
Leather manufacturing.....	30	1 week..	14,352	14,440	+ .6	317,241	314,615	- .8
Paper making.....	56	...do.....	25,965	25,042	- 3.6	560,956	536,843	- 4.3
Silk.....	39	2 weeks....	12,668	12,936	+ 2.1	415,218	427,034	+ 2.8
Woolen.....	50	1 week..	24,986	34,318	+37.3	425,415	630,534	+48.2

A comparatively small number of establishments reported as to the number of persons working on the last full day of the reported pay periods. The following table gives in comparable form the figures for March and April, 1919:

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS ON THE LAST FULL DAY'S OPERATION IN MARCH AND APRIL, 1919.

Industry.	Establishments reporting for March and April.	Period of pay roll.	Number actually working on last full day of reported pay period in—		Per cent of increase (+) or decrease (-).
			March, 1919.	April, 1919.	
Automobile manufacturing.....	24	1 week....	57,476	62,894	+ 9.4
Boots and shoes.....	32	...do....	16,191	15,512	- 4.2
Car building and repairing.....	44	½ month....	47,221	44,915	- 4.9
Cigar manufacturing.....	18	1 week....	4,583	4,424	- 3.5
Men's ready-made clothing.....	9	...do....	10,285	10,043	- 2.4
Cotton finishing.....	15	...do....	8,425	9,265	+10.0
Cotton manufacturing.....	30	...do....	19,414	19,219	- 1.0
Hosiery and underwear.....	24	...do....	12,200	12,609	+ 3.4
Iron and steel.....	83	½ month....	137,420	128,927	- 6.2
Leather manufacturing.....	16	1 week....	10,925	10,936	+ .1
Paper making.....	25	...do....	10,988	10,827	- 1.5
Silk.....	25	2 weeks....	8,778	9,025	+ 2.8
Woolen.....	45	1 week....	16,590	26,229	+58.1

CHANGES IN WAGE RATES.

In 6 of the 13 industries there were establishments reporting wage-rate increases, and in 5 decreases during the period, March 15 to April 15, 1919. A number of firms did not answer the inquiry relative to this item.

Automobile manufacturing.—The average hourly rate in one establishment was increased 0.0032 cent, while a decrease of 0.014 cent per hour was made by another establishment.

Boots and shoes.—One concern reported an increase but failed to give any further data. A decrease of 2 per cent, affecting 1 per cent of the help, was made by one plant.

Men's ready-made clothing.—An increase of 25 per cent to 75 per cent of the employees was granted by one establishment, while another establishment reported a 22 per cent raise but did not state the number of persons affected. An increase of 10 per cent was given by one concern, but no mention was made in regard to the number receiving the increase. One firm granted a 15 per cent increase to pieceworkers and \$1.50 increase to week workers. Every employee in one establishment received an increase of \$2 per week.

Cotton finishing.—A 3 per cent increase was given in one factory, but no data were given as to the number of employees affected.

Cotton manufacturing.—A bonus of \$2.50 per week, affecting all of the employees, was discontinued by one plant.

Hosiery and underwear.—All of the employees in one establishment received an increase of 18 to 20 per cent. The entire force in three factories were decreased 9 per cent. One mill reported the discontinuance of a 10 per cent bonus.

Iron and steel.—The tonnage men, about 5 per cent of the force, were decreased about 8 per cent in one establishment. A decrease of 6 per cent, affecting the entire force, was made by one plant.

Paper making.—A 12 per cent increase to about $2\frac{1}{2}$ per cent of the force was reported by one establishment.

UNEMPLOYMENT AND AMERICAN TRADE-UNIONS.

In a monograph on Unemployment and American Trade-Unions,¹ the author, D. P. Smelser, Ph. D., devotes the opening chapter to a discussion of the statistics of unemployment and points out the incompleteness of statistical information relating to unemployment in the United States and gives, so far as available, tables prepared by various State agencies and by several trade-union organizations showing the fluctuations in unemployment throughout a series of years. From the data he was able to obtain the author makes certain deductions as to the relative volume and character of unemployment in some of the principal trades, pointing out that cyclical fluctuations, affecting all trades and industries, occur with some degree of regularity, the movement covering a period of four or five years. Thus, 1896, 1900, 1904, and 1908 were years in which the percentage of unemployment reached a very high mark.

It appears that a depression generally causes an increase at the high point of 50 per cent over the number normally idle. Thus, in Massachusetts it appears that there was, on the average, 61 per cent more unemployment in 1908 and 1904 than in the intervening years, while in New York there was, on the average, 50 per cent more unemployment in 1908 and 1914 than the average of the intervening years. The number unemployed does not register the full effect of a depression since short time is more common in such periods. The amount of the weekly pay roll would be a better measure, but the data are not obtainable. Industrial depressions affect the various trades in different degree. For instance, a period of depression causes an increase of 100 per cent in the number of unemployed in the building trades, while it causes increases of only 30 per cent in the garment industry, 40 per cent in food and liquors, and practically none in some other trades and in public employment.

Two methods are suggested by which the trade-unions can alleviate the consequences of unemployment due to cyclical fluctuations: (1) Distribution of employment, and (2) unemployment insurance. It is admitted, however, that distribution of employment is not always practicable or possible. Such statistics as were available to

¹ Unemployment and American Trade-unions, by D. P. Smelser, Ph. D. Johns Hopkins University studies in historical and political science. Series 37, No. 1. Baltimore, Johns Hopkins Press, 1919. 154 pp.

the author disclose wide fluctuations in unemployment from month to month; in other words, there is a large seasonal fluctuation, and the author suggests two remedies for this situation, namely: (1) The regularization of industry and (2) the dovetailing of occupations. Trade-unions, he contends, could facilitate the first by lowering their minimum rates in the dull seasons, but "there are certain considerations which make this solution undesirable to them," and the regularization of industry requires the cooperation of employers. The second remedy, it is believed, has greater possibilities, "although the trade-unions have given it little attention." Here, again, certain conditions operate to make the plan impracticable in some trades, as the author points out.

Two other forms of unemployment are mentioned briefly—that due to maladjustment of the labor supply among different localities and that caused either by a chronic oversupply of workmen in the trade or by the fact that workmen are sometimes forced to change their employers.

The author passes from statistics of unemployment to a discussion of the trade-union theory of unemployment, and considers two of the trade-union policies which bear some relation to unemployment: (1) The regulation of the number of workmen among whom the employment is to be divided and (2) the increasing of the total amount of employment. The first would, in the opinion of the trade-unionists, asserts the author, in great measure solve the problem of unemployment. The trade-unionists attempt to work out this solution by restricting immigration, by abolishing the manufacture of goods by convict or child labor in order to increase the per capita amount of work, and by limiting their membership by means of certain well-known expedients, such as high initiation fees, rigid examinations to determine proficiency, restriction of admission of apprentices, etc. The methods adopted by trade-unions to increase the total amount of employment or to distribute the employment over a greater number of their members are stated by the author to be (1) restriction of output, (2) shortening of the normal day, and (3) regulation of overtime. Owing to the force of public opinion and the increasing disinclination of employers to bargain with the unions that openly declare for restriction of output, this policy has been generally abandoned by the unions which formerly justified it.

It is very doubtful whether restriction of output affects to any extent the amount of unemployment. If restriction were applied only in seasons of depression, such might be the effect, but restriction of output on the part of individual workmen generally occurs in periods of prosperity.

The shortening of the working day as a means of giving employment to a larger number of workmen has not so resulted, according to the testimony of union leaders who state that such theory has not

worked in practice. Similarly, the actual results of the abolition of overtime in lengthening the working season "have been entirely contrary, in the greater number of cases, to what was expected by the unions. The unions have failed to understand that even if less were produced in the eight-hour day than in a longer working day, the natural tendency would be for the employers to increase their working force rather than the length of the season."

The methods that have been adopted by some trade-unions for securing employment for their members through organized employment bureaus are discussed in a chapter on local union employment bureaus. These methods are three in number: (1) The business agent or secretary, (2) the shop collector, and (3) fellow members. Considerable space is devoted to a description of the functions, powers, and activities of business agents who give their entire time to the work and who are usually paid a salary. The chapter includes a discussion of the attitude of trade-unions toward public employment bureaus, and is an attempt to show the superiority of the trade-union over other existing employment bureaus as a means of connecting the unemployed with employers in need of men.

Closely linked with the matter of securing employment through local union employment bureaus is that of distribution of workmen through local union agencies; that is, the sending of unemployed members from one labor market to another. The methods of those unions that have attempted systematically to increase the mobility of labor can not be successfully classified, the author suggests, and so he describes separately the activities of several unions in this direction. This policy involves the matter of transportation, and a table is given showing the amount that has been expended for this benefit from 1903 to 1915 by those unions which reported to the American Federation of Labor. The total is \$746,122.69. However, it is stated that "the systems of traveling loans and benefits in American trade-unions have been, generally speaking, failures * * * because they have induced needless traveling through the administrative inefficiency of the local union secretaries." A number of hindrances are suggested to the movement of union workmen from one city to another "which very largely nullify in some unions the attempts to promote a better distribution of labor." Chief among these are lack of universal recognition of union cards, forfeiture of claims to benefits in the union from which the workers go, and the sacrifice of seniority rights and privileges.

In a chapter on distribution of employment the author undertakes to show the extent to which trade-unions accomplish this result by the adoption of one or more of the following methods: (1) Reduction of the working hours per day or week of the entire force of workmen; (2) division of the working force into groups, each working the normal

day or week in rotation; and (3) reduction of the working hours to a certain point, after which the smaller amount of employment is met by dismissal of workmen. The working of short time appears to be quite general, while the third method mentioned "is very common."

The last chapter is devoted to unemployment insurance, opening with a comparative statement of the amounts paid for unemployment relief by trade-unions in America and in England, and showing "the relatively small importance which American trade-unions attach to organized out-of-work relief."

Of the 111 national unions affiliated with the American Federation of Labor in 1916 only 69 were reported as paying benefits of any kind, and of these 35 had established only one form of benefit. Only 9 unions reported that they had expended anything for the support of their unemployed. The expenditures for beneficiary features of these 69 unions were \$3,545,823 for the year 1916, and of this sum only \$120,770, or about 3 per cent, was for the relief of the unemployed.

In 1908, 669 of the 1,058 trade-unions in Great Britain paid some form of unemployment benefit. The total expenditures in 1908 in England for this benefit alone was \$6,289,565, or \$2.75 per capita.

Only three American national unions, it is stated, were in 1916 paying out-of-work benefits—the Cigar Makers', the Deutsch Amerikanischen Typographia, and the Diamond Workers. As typical the record of the Cigar Makers' benefit fund system may be given:

During the first year of its operation \$22,760 was paid to 2,286 members, or less than 10 per cent of the membership. The per capita cost for the first year was 92 cents, 87 cents for the second year, and 65 cents for the third year. During the depression of 1893-1896 the cost increased greatly, there being expended in 1896 \$175,767, or \$6.43 per capita. Since then the cost has gradually diminished, and, except for the years 1908, 1909, 1912, and 1914, has never exceeded \$1 per capita. The system had been in operation 25 years on January 1, 1915, and had cost the union \$1,486,732, or an average annual per capita cost of about \$1.90.

A number of unions have emergency out-of-work funds, notably the flint glass workers and the glass bottle blowers. The amount of weekly benefits and the regulations prescribed by some of the local unions having unemployment benefit funds are noted briefly by the author. He ascribes two reasons for the slight development of out-of-work benefits in American trade-unions: (1) The unwillingness of the average union member to acquiesce in the necessary increase of dues, and (2) the apparent inadequacy of the administrative agencies of the union to secure a just distribution of the benefits.

**ACTIVITIES OF PUBLIC EMPLOYMENT OFFICES IN MASSACHUSETTS,
1918.**

The work of the three public employment offices in Massachusetts for the year ending December 31, 1918, is given in a pamphlet of 34 pages, comprising the twelfth annual report on this subject issued by the director of the State bureau of statistics, under the date of February 15, 1919. These public employment offices are located at Boston, Springfield, and Worcester.

During the year 44,812 applications for help were received from 10,738 individual employers, who asked for 62,558 workers. The number of positions offered was 77,699, and 39,735 positions were reported filled, although the total number of persons for whom positions were secured was 21,419, or only 34.2 per cent of the number of persons applied for by employers. The expenditures for the maintenance of these offices during the year ending November 30, 1918, were \$38,421.86, which makes a cost of about 97 cents for each of the 39,735 positions filled during the year. The following table is a summary of the work of these employment offices for the year 1918:

SUMMARY OF THE BUSINESS OF THE THREE PUBLIC EMPLOYMENT OFFICES OF MASSACHUSETTS FOR THE YEAR ENDING DEC. 31, 1918.

Sex.	Applications from employers.	Persons called for.	Positions offered.	Positions filled.		
				Number.	Per cent of persons called for.	Per cent of positions offered.
Male.....	(1)	37,912	49,681	21,325	56.2	42.9
Female.....	(1)	24,646	28,018	18,410	74.7	65.7
Total.....	44,812	62,558	77,699	39,735	63.5	51.1

¹ Not separately reported.

Classified by occupation group, the number of persons called for and the number of positions filled are shown in the following table:

NUMBER OF PERSONS CALLED FOR AND NUMBER OF POSITIONS FILLED BY MASSACHUSETTS PUBLIC EMPLOYMENT OFFICES DURING THE YEAR ENDING DEC. 31, 1918, BY OCCUPATION GROUP.

Occupation group.	Persons called for.	Positions filled.		
		Number.	Per cent of persons called for.	Per cent in each occupation group.
Skilled labor.....	21,082	11,460	54.4	28.8
Unskilled labor.....	33,869	24,643	72.8	62.0
Transportation.....	1,731	923	53.3	2.3
Mercantile trade.....	3,631	1,607	44.3	4.0
Clerical.....	1,969	927	47.1	2.3
All other, unclassified.....	276	175	63.4	.4
Total.....	62,558	39,735	63.5	100.0

WORK OF BRITISH EMPLOYMENT EXCHANGES IN 1918.

A report of the work of the British labor exchanges during 1918 is given in the March issue of the British Labor Gazette (pp. 82-84). As was to be expected, the activities of the exchanges were maintained at a high level during the 10 months preceding the signing of the armistice; after that date the number of vacancies notified and filled declined, while the number of registrations showed rapid increase. During the year the total number of individuals registered was 3,045,263, an increase of 7.3 per cent over the preceding year, and the number of individuals for whom work was found was 1,324,743, or a decrease of 3.7 per cent from the preceding year. Of the individuals registered 37 per cent were men and 49 per cent women, compared with 33 per cent men and 52 per cent women in 1917. It is stated that among men the number of individuals placed in the ammunition, chemicals, and explosives trades was considerably less than that recorded in the preceding year and that there was also a decrease in the numbers placed in conveyance and as laborers, while there was a substantial increase in the numbers placed in building and works of construction and in shipbuilding. Among women the number placed in the ammunition, chemicals, and explosives trades was nearly 50 per cent lower than in 1917 and there was a decrease in the number placed in engineering (foundries and machine shops), but considerable increases in the numbers placed in building, commercial, and clerical employment and in domestic service. The following table shows the number of vacancies filled in each trade group by skilled and unskilled men:

NUMBER OF VACANCIES FILLED BY SKILLED AND UNSKILLED MEN IN SPECIFIED INDUSTRIES.

Trade.	Skilled.	Unskilled.
Building.....	66,316	57,809
Works of construction.....	54	107,961
Sawmilling and cabinetmaking.....	4,471	3,163
Shipbuilding.....	18,176	26,966
Engineering (foundries and machine shops).....	106,894	80,173
Construction of vehicles.....	1,911	2,214
Manufacture of metals.....	7,359	7,571
Manufacture of electrical apparatus.....	808	95
Miscellaneous metal trades.....	1,398	387
Precious metals, etc.....	689	8
Bricks and cement.....	564	407
Chemicals, etc.....	4,078	4,645
Rubber and waterproof goods.....	1,497	419
Ammunition and explosives.....	4,902	15,151
Leather.....	569	74
Total.....	219,596	307,043

The report shows that a total of 435,320 enrollments were secured in various war schemes, such as war munition volunteers, army reserve munition workers, Queen Mary's army auxiliary corps, women's land army, etc. Of this number 103,966, or 23.9 per cent, were women.

[1683]

EMPLOYMENT MANAGEMENT.

SECURING THE INITIATIVE OF THE WORKMAN.

"Securing the initiative of the workman" is the title of an address by Robert B. Wolf, of the United States Shipping Board, delivered at the thirty-first annual meeting of the American Economic Association, held at Richmond, Va., December 27 and 28, 1918. In this address Mr. Wolf attributed labor unrest to the fact that modern industry affords no chance for the constructive impulses in man, with the result that these impulses are therefore turned into destructive channels. According to Mr. Wolf, the remedy lies in making our industrial organizations democratic, so that the workman will have a voice in the determination of working conditions.

Just so long as the majority of workmen are using their brains merely to direct their bodies and are doing work which requires little or no thought, just so long shall we have industrial unrest.

The shortsighted employer may prevent his employees from using their brains at their work, and because of this hold their compensation down to a low level. There is no advantage in so doing, however, for the result of the attempt to repress individual initiative is simply to deflect creative power into destructive channels.

The more progressive manufacturers are realizing this fact. As an instance of this new attitude among employers, the speaker quoted a remark made at the recent chamber of commerce meeting at Atlantic City by one of the largest employers of labor in the country:

I believe that that man renders the greatest social service who so cooperates in the organization of industry as to afford to the largest number of men the greatest opportunity for self-development and the enjoyment by every man of those benefits which his own work adds to the wealth of civilization.

As this statement shows, industry is beginning to develop along truly educational lines. In many plants work is being done in this direction, the speaker stated. Employees throughout the entire production division are being shown the relation of their work to the finished product and are being provided with progress records showing their own individual success in mastering the process on which they are engaged. Mr. Wolf said that not only is this being done with great success, but it is being done with the cooperation of

organized labor. This cooperation is essential, for it alone insures a democratic handling of the situation and affords the workmen through their unions a voice in the determination of manufacturing standards.

The practicability of these ideas Mr. Wolf has tested out in the paper and wood-pulp industry. A system of progress records was installed which enabled each man to measure his success in his own operation. The scheme was found to be practicable even for monotonous uniform work, where there was apparently no room for individual initiative. There were always fine points of quality in which improvement could be made. Before the new system was put into operation the product was of variable quality, and there were frequent complaints from newspaper publishers that the paper was too heavy, or that it was too light, so that it tore, or that it was too dry and brittle, or too moist. After receipt of a complaint great care would be exercised for a time, but as soon as this care was relaxed complaints were again received. The product was never permanently satisfactory because the producers were not really interested in making it so.

The installation of the progress records introduced the factors of emulation and personal pride. The men became interested. They ceased being mere machines and became thinking individuals. The result was that "efficiency" was restored. Indifference and discontent were replaced by cooperation, while wits matched against wits produced a spirit of competition on the plane of fair play. No prizes or bonuses were needed to spur each man to his best. His progress record was his inspiration. It secured him credit in his own eyes, in the eyes of his fellows, and in those of his employer.

The men themselves soon began to discover ways of measuring further variables in the processes. First, the men who worked at the final stage, that of running the paper machines, suggested that their records would be much better if the paper stock with which they worked were more uniform. So a system of measuring the consistency of the stock was worked out, the men cooperating. Soon the record keeping had to be extended back another step, because of complaints from the men producing the paper stock that they could not keep their product uniform unless their "raw materials" were of dependable quality. The whole process thus became a matter of skill, and, as such, was interesting to the worker. Each man became the master of his machine. As he perfected himself in one process, he was transferred to another with higher pay, thus becoming an all-round worker. Prodding was no longer necessary.

Mr. Wolf has recently been trying to adapt this idea to the needs of the shipbuilding industry, with a view to effecting economies in production by similarly enlisting the initiative and intelligent interest

of the workers. The gist of the idea, making monotonous jobs interesting, is the visualization for each man of *his* work.

Mr. Wolf states his belief to be that:

The workman must have a chance to express his individuality, and the degree of conscious self-expression which the workman can attain is in direct proportion to the ability of the organization to measure for his benefit the impress of his personality upon it. The most democratic industrial plant, therefore, is the one which permits the fullest amount of individual freedom to each member, irrespective of his position, and at the same time is so sensitively adjusted that it reflects immediately the effects of his actions. If his actions result in injury to others, he will see that, as a part of the whole, he himself must also suffer. An organization of this kind can never be used by the employer to exploit the employee, for it will be continually demonstrating to both that the success of any one part of the organization is absolutely dependent upon that of every other part, and therefore upon the success of the whole.

INDUSTRIAL COUNCILS AND EMPLOYEES' REPRESENTATION.

FIRST JOINT INDUSTRIAL COUNCIL IN CANADA ORGANIZED IN TORONTO BUILDING TRADES.

According to the Canadian Labor Gazette,¹ the first joint industrial council to be established in Canada on lines similar to those suggested in the Whitley report was organized as the result of a meeting of representatives of the Building Trades' League and the contractors of the city of Toronto, Ontario, held in the office of the Minister of Labor on March 17, 1919. The council is to consist of 10 members, the representation to be as follows: Two from the Builders' Exchange; one from the Ontario Association of Electrical Contractors and Dealers; one from the Toronto Society, Domestic, Sanitary and Heating Engineers; one from the International Master Painters' Association; and five from the Building Trades' League.

At a second meeting, held on March 31, the draft constitution was presented, and after amendment was adopted, following which the members of the joint committee were instructed to report back to their respective organizations and request them to indorse the constitution and to appoint an accredited representative for the current year. The text of the constitution to govern the Joint Industrial Council of the Toronto Building Trades is as follows:

CLAUSE 1. Name.—This council will be known as the Joint Industrial Council of the Toronto Building Trades.

CLAUSE 2. Aims and object.—To harmonize and standardize the conditions of contracting and employment in the Toronto building trades and to secure the largest possible measure of joint action between employers and employees for the development of industry as a part of national life and for the improvement of the conditions of all engaged in that industry.

CLAUSE 3. Membership.—The council shall consist of 10 members, with power to add to their numbers. Representation shall be as follows: Two from Builders' Exchange; one from Ontario Association of Electrical Contractors and Dealers; one from the Toronto Society, Domestic, Sanitary and Heating Engineers; one from International Master Painters' Association; five from Building Trades' League.

CLAUSE 4. How elected.—Representatives shall be duly elected by their respective bodies (see clause 3), and it is further provided that it shall be optional for both parties to elect alternatives.

CLAUSE 5. Chairman and vice chairmen.—The chairman shall be a coopt member; he shall be a disinterested person, and shall be elected by a majority of the council. There shall also be two vice chairmen, one to be chosen by the employers and one by the employees.

¹ Canadian Labour Gazette, April, 1919, pp. 437, 438.

CLAUSE 6. *Secretary-treasurer.*—The council shall be empowered to maintain a secretary-treasurer and such other clerical staff as it may think fit.

CLAUSE 7. *Terms of office.*—The representatives of the council shall retire annually and shall be eligible for reappointment by their respective bodies. Casual vacancies shall be filled by the association concerned, which shall appoint a member to sit until the end of the current year.

CLAUSE 8. *Committees.*—The joint council may appoint committees from time to time, as may be deemed advisable, and such committees shall report back all matters referred to them for confirmation, unless otherwise determined by the joint council.

CLAUSE 9. *Coopted members.*—The council shall have the power of appointing on committees, or allowing committees to coopt, such persons of special knowledge, not being members of the council, as may serve the special purposes of the council. (a) The two associations in the council shall be equally represented on all committees, and (b) any appointed coopted members shall serve in a consultative capacity only.

CLAUSE 10. *Duty of officers.*—(a) The chairman shall preside at all meetings of the joint industrial council and all committee meetings and shall perform such other duties as are usual for such an officer: *Provided, however,* He shall have no voting powers. (b) The vice chairmen shall, in order, perform the duties of the chairman in the event of his temporary disability or his absence from meetings. They shall have voting powers by virtue of their membership in the joint industrial council. (c) The secretary-treasurer shall keep a record of the proceedings of all meetings of the joint council, receive all moneys, and render a correct statement of same, at each general meeting of the council. He shall perform such other duties as appertain to his office.

CLAUSE 11. *Meetings.*—(a) The meetings of the joint council shall be held as often as necessary.

(b) *Regular meetings.*—The regular meetings of the joint council shall be held on the first Monday of each month at 2 p. m. in the office of the Dominion Government fair wages officer or such other place as may be determined by the joint council from time to time.

(c) *Special.*—A special meeting of the joint council shall be called by the chairman within two days of the receipt of a requisition from any of the constituent associations. The matter or matters to be discussed at such special meetings shall be stated upon the notice calling the meeting.

CLAUSE 12. *Voting.*—The voting both in council and in committee shall be by show of hands or otherwise, as council may determine. No resolution shall be regarded as carried unless it has been approved by a majority of those present on each side of the council.

CLAUSE 13. *Quorum.*—The quorum shall be three members on each side of the council.

CLAUSE 14. *Finance.*—The expenses of the council shall be met by the Employers' Association and the Building Trades' League in equal proportion.

CLAUSE 15. *How amended.*—This constitution may be amended by majority vote of all the duly elected employee representatives together with a majority vote of all the employer representatives. Amendments must be proposed in writing at a regular meeting, and no vote shall be taken thereon until the regular meeting following such presentation. No amendment shall be adopted that will destroy or limit the equal voting power of the employee representative and employer representative in the joint council.

CLAUSE 16. *Order of business.*—(1) Roll call. (2) Reading of the minutes of the preceding meeting. (3) Business arising out of the minutes. (4) Secretary-treasurer's report. (5) Communications and accounts. (6) Deferred or unfinished business. (7) New business. (8) Good of the council. (9) Adjournment.

CREATION OF LABOR BOARDS FOR THE GERMAN MINING INDUSTRIES.

The creation of labor boards (*Arbeitskammern*), which for years has been one of the standing demands of organized labor in Germany, has finally become an accomplished fact. Although several bills for the creation of such boards have been discussed by the Reichstag,¹ none of them has ever been enacted into law. The present Government has promised that as soon as peace is concluded and conditions become more settled it will support the enactment of a law creating labor boards for all industries. In the coal-mining industry, however, where lately continuous strikes had reduced production to such an extent that all Germany is suffering from an extreme shortage of coal, the need for labor boards was so urgent that the National Government, as an emergency measure, issued a decree,² dated February 8, 1919, which establishes labor boards for the coal fields of the Ruhr district and of Upper Silesia. A brief digest of the more important provisions of the decree is here given.

Creation of the boards.—The decree provides that until further regulation by law one labor board each shall be established for the coal fields of the Ruhr district and of Upper Silesia, and that labor boards may also be created for other districts or other branches of mining. The creation of these boards is to be effected through an order of the provincial central authorities.

Duties.—According to the decree it shall be the task of the labor boards to cooperate, by the giving of information, rendering of opinions, and submitting of proposals, in the preliminary work necessary, in the branch of mining for which they have been created, for the exercise by the Government of a comprehensive influence on mining, and for the participation by the general public in the profits therefrom (socialization), as well as to act as representatives, in accordance with regulations to be hereafter enacted, in associations regulating output and its disposal. In attending to the common economic, vocational, and social interests of their industry, as well as to the special interests of the employers, workmen's committees, and the entire working force, they are further instructed:

1. To advise and support the Imperial, State, and communal authorities through communication of facts, the rendering of opinions, and cooperation in the carrying out of the regulations enacted for the protection of life and health of the workers and for the maintenance of morality and decency in establishments, especially by—

(a) Being active in the carrying out of the decree of December 23, 1918,³ relating to collective agreements, workmen's and salaried employees' committees, and the settlement of labor disputes, and by

¹ See MONTHLY REVIEW of the United States Bureau of Labor Statistics for May, 1918, pp. 68-72.

² Deutscher Reichsanzeiger. Berlin, Feb. 22, 1919.

³ See MONTHLY LABOR REVIEW for April, 1919, pp. 160-167.

rendering expert opinions as to the influence exercised by collective agreements upon working conditions.

(b) Rendering expert opinions relating to the issuance of regulations based on Titles VII and IX of the Industrial Code, the mining laws, and orders of the mine-inspection service, and on other laws for the protection of life, health, and morals of the workers.

(c) Calling the attention of authorities intrusted with the carrying out of the laws and orders referred to under (a) and (b) to any abuses and by suggesting measures for remedying them.

(d) Reporting on the customs prevailing in their district with respect to the interpretation of agreements and the discharge of obligations between employers and workers.

2. To promote amicable relations between employers and workers.

3. To promote arrangements and measures which have for their object the improvement of the economic situation and general welfare of the workers, and especially of the rising generation, and at the request of those intrusted with the carrying out of such measures to cooperate with them in their administration.

4. To promote free employment offices.

5. To cooperate in procuring work for men disabled in war and by accident.

Matters which merely concern particular establishments and are not of general interest do not come within the sphere of activity of the labor boards.

Organization.—The membership of the board consists of two equal groups. The employers' representatives are to be elected from among and by the employers and the workers' representatives from among and by the workers. Alternates are to be elected for the members. Members of boards and their alternates receive a per diem fee, determined by the State central authorities, and their traveling expenses. The duties of each of these two groups shall be to examine proposals and requests of employers or workmen represented by them and prepare them for discussion by the labor board in plenary meeting; to arrange for the election of a chairman and vice chairman; and independently to render opinions whenever the plenary meeting can not arrive at a valid resolution. The order creating a labor board is to determine its territorial sphere of action, its name, headquarters, and the number of its members, which may not be less than 20.

Right to vote and election procedure.—Those qualified to take part in the election of members and alternates of the labor boards are all German citizens who have completed their twentieth year of age, are actively engaged within the district of the board, belong as employers or workers to that branch of mining for which the board has been

created, and are in possession of their civil rights. In the election of the employers' representatives the supervisory authorities (the higher administrative authorities of the district) are to determine the number of votes to be cast by each employer, taking into consideration the number of workers employed by him. Persons entitled to vote are eligible to membership on the board provided they have been active for at least one year as employers or workers in that branch of mining for which the board has been created, as are also other persons who for at least three years have been active as employers or workers in that branch of mining for which the board has been created and who for at least one year have resided within the district of the board, and persons who for at least one year have been active as members of the directorate or as employees of a mining trade organization of the employers or workers and are residing within the district of the board.

Separate elections, conducted on the principle of secret and direct voting and of proportional representation, are to be held for employers' and for workers' representatives. The voting is to be restricted to nomination lists, which must be handed in to the supervisory authorities prior to a fixed time before the election. The supervisory authorities may direct that the election of the employers' representatives be public. Detailed regulations as to the election procedure are to be issued by the State central authorities, and, if the jurisdiction of the labor board extends over several States, by the Imperial Labor Office.

Members of labor boards and their alternates are to be elected for a term of two years. Reelection shall be permissible.

Order of business.—The first convocation of the labor board is to be effected through the supervisory authorities, and the first task of the labor board is to elect a chairman. It may elect a nonpartisan chairman or arrange that the chairmanship shall alternate between an employers' representative and a workers' representative.

In the first case the election of the chairman takes place by majority vote. Should no agreement be arrived at as to the person of the nonpartisan chairman, the supervisory authorities appoint one, who must be neither an industrial employer or worker, nor a director or employee of an employers' or workers' trade organization. The employers' group and the workers' group each elect a vice chairman. These vice chairmen alternate in office, each serving for one year.

If the labor board resolves that the chairmanship shall alternate between an employers' representative and a workers' representative, the employers' group and the workers' group shall each elect a chairman, these two chairmen alternating in office yearly or half-yearly. The chairman actually presiding over the board shall be considered

its chairman. The other chairman shall act as vice chairman. If there is need for further vice chairmen the employers' group and the workers' group shall each elect a vice chairman.

The chairman directs the current administration and the business of the board, represents the board, and calls its meetings and presides over them. On request of one-half of the members he must call a meeting. The nonpartisan chairman has no vote.

If the labor board has a nonpartisan chairman, each group is to be presided over by the vice chairman of the labor board elected by it. The chairman of the group must call a meeting of the group whenever the labor board has assigned some matter to it for discussion, and may himself call a meeting whenever proposals and requests of employers or workmen represented by the group are to be examined and prepared for discussion by the labor board.

The board is authorized to form committees from among its members and to intrust these committees with special regular or temporary tasks.

Resolutions as to opinions to be rendered must, even if a preliminary discussion has taken place, be adopted in a plenary meeting of the labor board, the employers' representatives and the workers' representatives voting separately. If the vote shows that at least three-fourths of the employers, on the one hand, and at least three-fourths of the workers, on the other, each take an opposite point of view, the chairman shall assign the matter to the employers' group and to the workers' group for separate discussion.

The meetings of the labor board shall be public, but those subjects shall be excepted from public discussion which the board has found unsuited for such discussion or which the authorities, in the giving of orders, have designated as unsuited. The voting must be secret if at least one-third of the members request it.

The boards, groups, and committees are authorized to call in to their meetings experts, who shall have an advisory vote. The supervisory authorities may send a representative to the meetings of the boards and groups who must at all times when requested be given a hearing.

Resolutions are to be adopted by a majority vote. A notice to all members to be present at a meeting and the presence of at least one-half the membership of the board, group, or committee are required for the validity of any resolution. At the adoption of resolutions by the boards and their committees employers and workers must vote in equal numbers, any excess in numbers being eliminated from the larger group. If this procedure reduces the number of the members of the board or the committee to less than one-half the membership, the board or the committee shall never-

theless be capable of adopting valid resolutions, provided that at least three employers and three workers, or, if the committee consists of only six members, two employers and two workers are qualified to vote.

Detailed regulations as to the order of business of the labor board shall be laid down in the by-laws, which shall be approved by the supervisory authorities. The by-laws must contain provisions as to the manner of convoking the labor board and the groups, the adoption of resolutions, the preparing and approval of the budget of the board, the preparing and approval of the annual financial report, the conditions for making and the form of an amendment of the by-laws, and the newspapers in which notifications of the labor board are to be published.

Supervision.—The decree subjects the labor boards to the supervision of the higher administrative authorities of the district in which they have their headquarters.

Whenever a labor board, in spite of repeated requests of the supervisory authorities, neglects the fulfillment of its tasks, or becomes guilty of unlawful acts or omissions which endanger the public welfare, or carries out purposes not contemplated by this decree, the supervisory authorities may dissolve it and order a new election. During the interim the affairs of the labor board are to be conducted by its nonpartisan chairman, or, if a nonpartisan chairman does not exist, by a business manager appointed by the supervisory authorities.

Costs of the boards.—The decree provides that the costs accruing from the creation and activities of each labor board shall, unless otherwise covered, be borne by those communes situated within its district in which establishments of the branch of mining represented in the board are in existence. In accordance with an assessment plan prepared annually by the chairman of the labor board the costs of the board are to be assessed upon the establishments under the jurisdiction of the board and on the workers employed in them, the establishments paying one half of the costs and the workmen the other half. The individual establishments are to be assessed in proportion to the number of workmen employed in them, while the workers are to be assessed on a per capita basis. The communes are authorized to collect from the owners and workers of the establishments situated in the communes the share of the costs of the labor board assessed upon each. The owners of establishments must advance the amounts assessed upon their workers and may deduct these advances from the workers' wages.

The labor board must prepare annually a budget as to the expenditures necessary in the fulfillment of its tasks. This budget must receive the approval of the supervisory authorities.

Division for salaried employees.—The decree further provides that each labor board shall have a special division for salaried employees. This division is to be administered on essentially the same lines as the labor board proper. Its costs shall, however, be separately determined, assessed, and collected.

Effectiveness of the decree.—The above decree has legal force and becomes effective on its promulgation.

WAGES AND HOURS OF LABOR.

RECENT WAGE ORDERS ISSUED BY DIRECTOR GENERAL OF RAILROADS.

Several wage orders recently issued by the Director General of Railroads as supplements to General Order No. 27,¹ grant substantial increases of pay to the following classes of employees:

Supplement No. 14.—All employees in the police department.

Supplement No. 15.—Engineers, firemen, and helpers.

Supplement No. 16.—Conductors, baggagemen, flagmen, brakemen, etc.

Supplement No. 17.—Sleeping and parlor car conductors.

Supplement No. 18.—Dining car, buffet, cafe, and club car employees, and employees in restaurants.

Supplement No. 19.—Express employees.

Except for certain specified articles, these orders are all effective as of January 1, 1919.

PROVISIONS OF SUPPLEMENTS NOS. 15 AND 16.

Supplements Nos. 15 and 16 are substantially the same, except as to rates of pay provided, the articles covering these points in each supplement being given in full. A bracketed note at the end of each article in Supplement No. 15, as given hereafter, indicates whether or not the same provisions appear in Supplement No. 16. It should be stated that the article numbers in each supplement do not necessarily correspond. The following is the text of Supplement No. 15 so far as it relates to wages and hours:

Passenger Service.

ARTICLE I.—(a) RATES OF PAY.

Weight on drivers.	Engineers.		Firemen.				Helpers—electric.	
	Per mile.	Per day.	Coal.		Oil.		Per mile.	Per day.
			Per mile.	Per day.	Per mile.	Per day.		
Less than 80,000 pounds.....	5.60	\$5.60	Cents.	Cents.	Cents.	Cents.	Cents.	\$4.00
80,000 to 100,000 pounds.....	5.60	5.60	4.00	4.00	4.00	4.00	4.00	4.00
100,000 to 140,000 pounds.....	5.68	5.68	4.16	4.16	4.00	4.00	4.00	4.00
140,000 to 170,000 pounds.....	5.76	5.76	4.32	4.32	4.16	4.16	4.00	4.00
170,000 to 200,000 pounds.....	5.84	5.84	4.40	4.40	4.24	4.24	4.00	4.00
200,000 to 250,000 pounds.....	5.92	5.92	4.48	4.48	4.32	4.32	4.16	4.16
250,000 to 300,000 pounds.....	6.00	6.00	4.48	4.48	4.32	4.32	4.16	4.16
300,000 to 350,000 pounds.....	6.08	6.08	4.56	4.56	4.40	4.40	4.16	4.16
350,000 to 400,000 pounds.....	6.16	6.16	4.64	4.64	4.48	4.48	4.16	4.16
400,000 to 450,000 pounds.....	6.24	6.24	4.72	4.72	4.56	4.56	4.32	4.32
450,000 to 500,000 pounds.....	6.32	6.32	4.80	4.80	4.64	4.64	4.32	4.32
500,000 pounds and over.....	6.40	6.40	4.88	4.88	4.72	4.72	4.32	4.32
Mallets regardless of weight.....	6.60	6.60	5.20	5.20	5.00	5.00	.....	.....

¹ General Order No. 27 was published in full in the MONTHLY REVIEW for June, 1918 (pp. 1-21).

(b) In short turn-around passenger service, the earnings from mileage, overtime or other rules applicable, for each day service is performed, shall be not less than \$6 for engineers and \$4.25 for firemen.

(c) Engineers, firemen or helpers employed on electric locomotives in passenger service to be paid the rates shown in preceding table, based upon weight on drivers. In the application of the rates for various driver weights in electric locomotive service, the total weight on drivers of all units operated by one engine crew shall be the basis for establishing the rate.

(d) Electric car service, whether operated in multiple unit or single unit, to be paid minimum rate in preceding table.

(e) All motor cars used in passenger service operated under train rules by engineers, regardless of whether operated by gasoline, steam, electricity or other motive power, to be paid minimum rate in preceding table.

(f) The term "helper" as used in this order will be understood to mean the second man employed on electric locomotives or other than steam power.

[This article is different in Supplement No. 16. See p. 151.]

ARTICLE II.—BASIC DAY.

One hundred miles or less (straight-away or turn-around) five hours or less, except as provided in Article III, section (a), shall constitute a day's work. Miles in excess of 100 will be paid for at the mileage rate provided according to class of engine.

[This article is different in Supplement No. 16. See p. 151.]

ARTICLE III.—OVERTIME.

(a) Engineers, firemen, and helpers on short turn-around passenger runs, no single trip of which exceeds 80 miles, including suburban and branch line service, shall be paid overtime for all time actually on duty, or held for duty, in excess of eight hours (computed on each run from the time required to report for duty to the end of that run) within 10 consecutive hours; and also for all time in excess of 10 consecutive hours computed continuously from the time first required to report to the final release at the end of the last run. Time shall be counted as continuous service in all cases where the interval of release from duty at any point does not exceed one hour. This rule applies regardless of mileage made.

For calculating overtime under this rule the management may designate the initial trip.

(b) Engineers, firemen, and helpers on other passenger runs shall be paid overtime on a speed basis of 20 miles per hour computed continuously from the time required to report for duty until released at the end of the last run. Overtime shall be computed on the basis of actual overtime worked or held for duty, except that when the minimum day is paid for the service performed, overtime shall not accrue until the expiration of five hours from the time of first reporting for duty.

Where a more favorable overtime rule exists, such rule may be retained, in which event this section will not apply.

Where the provisions of this section for continuous time on turn-around runs of over 80 miles one way, change existing overtime rules, the effective date will be April 10, 1919; otherwise January 1, 1919.

(c) Overtime in all passenger service shall be paid for on the minute basis at a rate per hour of not less than one-eighth of the daily rate herein provided, according to class of engine.

[Article III, Supplement No. 16, is substantially the same.]

Freight Service.

ARTICLE IV.—RATES OF PAY.

(a) Rates for engineers, firemen, and helpers in through and irregular freight, pusher, helper, mine run or roustabout, belt line or transfer, work, wreck, construction, snow-plow, circus trains, trains established for the exclusive purpose of handling milk, and all other unclassified service shall be as follows:

Weight on drivers.	Engineers— steam, electric, or other power.	Firemen.				Helpers— electric.	
		Coal.		Oil.			
		Per mile.	Per day.	Per mile.	Per day.		
Less than 80,000 pounds.....	Cents.	Cents.	Cents.	Cents.	Cents.	Cents.	Cents.
80,000 to 100,000 pounds.....	6.08	\$6.08	4.24	\$4.24	4.24	4.24	\$4.24
100,000 to 140,000 pounds.....	6.16	6.16	4.32	4.32	4.24	4.24	4.24
140,000 to 170,000 pounds.....	6.24	6.24	4.48	4.48	4.32	4.32	4.24
170,000 to 200,000 pounds.....	6.48	6.48	4.64	4.64	4.48	4.48	4.24
200,000 to 250,000 pounds.....	6.64	6.64	4.80	4.80	4.64	4.64	4.24
250,000 to 300,000 pounds.....	6.80	6.80	4.96	4.96	4.80	4.80	4.40
300,000 to 350,000 pounds.....	6.94	6.94	5.12	5.12	5.12	5.12	4.40
350,000 pounds and over.....	7.08	7.08	5.28	5.28	5.28	5.28	4.40
Mallets less than 275,000 pounds.....	7.28	7.28	5.44	5.44	5.44	5.44	4.40
Mallets 275,000 pounds and over.....	7.78	7.78	5.44	5.44	5.44	5.44	-----
	8.00	8.00	5.75	5.75	5.75	5.75	-----

¹ Oil differential not to apply on engines weighing over 215,000 pounds on drivers.

(b) For local or way-freight service, 52 cents per 100 miles or less for engineers and 40 cents per 100 miles or less for firemen shall be added to the through freight rates, according to class of engine; miles over 100 to be paid for pro rata.

(c) The term "helper" as used in this order will be understood to mean the second man employed on electric locomotives or other than steam power.

[This article is different in Supplement No. 16. See Art. V, p. 152.]

ARTICLE V.

(a) Where rates below those for coal-burning locomotives are provided in this order for oil-burning locomotives, they shall apply only on the railroads where differentials have heretofore existed.

(b) If a type of locomotive is introduced on a railroad which formerly was not in use on that railroad, and the rates herein provided are less than those in effect on other roads in the territory, the rates of the other roads shall be applied.

(c) Road engineers, firemen, and helpers required to perform a combination of more than one class of road service during the same trip will be paid at the rate and according to the rules governing each class of service for the time or miles engaged in each, but will be paid for the entire trip not less than a minimum day at the highest rate applying for any class of service performed during such trip.

When two or more locomotives of different weights on drivers are used during a trip or day's work, the highest rate applicable to any engine used shall be paid for the entire day or trip.

[This article does not appear in Supplement No. 16.]

ARTICLE VI.

Wherever electric or other power is installed as a substitute for steam, or is now operated as a part of their system on any of the tracks operated or controlled by any of the railroads, the locomotive engineers shall have preference for positions as engi-

neers or motormen, and locomotive firemen for the positions as firemen or helpers on electric locomotives; but these rights shall not operate to displace any men holding such positions on the date of issuance of this order.

[This article does not appear in Supplement No. 16.]

ARTICLE VII.—BASIC DAY AND OVERTIME.

(a) In all classes of service covered by Article IV (except where under mileage schedules a more favorable condition exists), 100 miles or less, eight hours or less (straight-away or turn-around) shall constitute a day's work; miles in excess of miles required for a minimum day will be paid for at the mileage rates provided, according to class of engine or other power used.

(b) Where there is no existing agreement regarding overtime provisions more favorable to the employees, on runs of 100 miles or less overtime will begin at the expiration of eight hours; on runs of over 100 miles overtime will begin when the time on duty exceeds the miles run divided by 12 $\frac{1}{2}$. Overtime shall be paid for on the minute basis, at not less per hour than one-eighth of the daily rate, according to class of engine or other power used.

[Substantially the same article appears as Article VI in Supplement No. 16.]

ARTICLE VIII.—HELD AWAY FROM HOME TERMINAL.

Present rules in effect to be continued subject to provisions of Article XXIII; it being the intention that the propriety of a standard rule be considered by the board herein provided for.

[This article appears as Article VIII in Supplement No. 16.]

ARTICLE IX.—MONTHLY, DAILY, OR TRIP BASIS.

(a) All service which prior to the effective date of this order was paid on a monthly, daily, or trip basis shall be established upon the mileage basis and paid the rates according to class of service and operated under the rules herein provided.

(b) In branch line service where differentials now exist in either rates, overtime bases or other conditions of service, the main line rates shall be applied for the class of service performed. Miles in excess of the mileage constituting a day will be paid pro rata. If existing rates are higher than the revised main line rates they shall be preserved, but the excess in the rate over the main line rate may be applied against overtime. The passenger or freight overtime bases shall be applied according to the rate paid. Other existing conditions of service shall not be affected by the foregoing.

(c) On other than Class I roads, independently operated, the rates of this order shall be applied for the classes of service performed, but no change is required in the miles, hours, or service for which the former rates compensated. Existing higher rates shall be preserved. This section does not apply to terminal and other roads where recognized standard rates and conditions are in effect.

(d) If this order in any case produces abnormally high earnings because of unavoidable long lay-overs, such cases may be referred back to the Director General for special disposition.

[This article appears as Article IX in Supplement No. 16.]

ARTICLE X.—ARBITRARIES AND SPECIAL ALLOWANCES.

The same rates shall apply to all arbitraries and special allowances as are applicable to the service of which they are a part or upon which they are based, or if not related to any particular class of service, the increase applicable to through freight service shall apply, except that in no case shall they exceed the pro rata rate of the service upon which the increase is based. The minimum time or mileage allowances shall remain in effect.

[This article appears as Article X in Supplement No. 16.]

ARTICLE XI.—BEGINNING AND ENDING OF DAY.

(a) In all classes of service engineers', firemen's, and helpers' time will commence at the time they are required to report for duty, and shall continue until the time the engine is placed on the designated track or they are relieved at terminal.

(b) Engineers, firemen, and helpers in pool or irregular freight service may be called to make short trips and turn-arounds with the understanding that one or more turnaround trips may be started out of the same terminal and paid actual miles with a minimum of 100 miles for a day, provided, (1) that the mileage of all the trips does not exceed 100 miles, (2) that the distance run from the terminal to the turning point does not exceed 25 miles, and (3) that engineers, firemen, or helpers shall not be required to begin work on a succeeding trip out of the initial terminal after having been on duty eight consecutive hours, except as a new day subject to the first-in first-out rule or practice.

[Substantially the same provisions appear in Article XI, Supplement No. 16.]

Yard Service.

ARTICLE XII.—RATES OF PAY.

Weight on drivers.	Engineers (per day).	Firemen— steam (per day).	Helpers— electric (per day).
Less than 140,000 pounds.....	\$5.60	\$4.16	\$4.16
140,000 to 200,000 pounds.....	5.76	4.28	4.16
200,000 to 300,000 pounds.....	5.92	4.40	4.16
300,000 pounds and over.....	6.08	4.56	4.32
Mallets under 275,000 pounds.....	6.68	5.28	.....
Mallets 275,000 pounds and over.....	6.92	5.52	.....

[This article is different in Supplement No. 16. See Article XII, page 153.]

ARTICLE XIII.—BASIC DAY.

Eight hours or less shall constitute a day's work.

[Article XIII, Supplement No. 16, is the same.]

ARTICLE XIV.—OVERTIME.

Except when changing off where it is the practice to work alternately days and nights for certain periods, working through two shifts to change off; or where exercising seniority rights from one assignment to another; or when extra men are required by schedule rules to be used (any rules to the contrary to be changed accordingly), all time worked in excess of eight hours' continuous service in a 24-hour period shall be paid for as overtime, on the minute basis, at one and one-half times the hourly rate, according to class of engine.

This rule applies only to service paid on the hourly or daily basis and not to service paid on mileage or road basis.

This rule is effective April 10, 1919, but in calculating back pay from January 1, 1919, overtime accruing under former rules after eight hours' service shall be paid at one and one-half times the hourly rate.

[Substantially the same provisions appear in Article XIV, Supplement No. 16.]

ARTICLE XV.—ASSIGNMENTS.

Engineers, firemen, and helpers shall be assigned for a fixed period of time, which shall be for the same hours daily for all regular members of a crew. So far as is practicable assignments shall be restricted to eight hours' work.

[Article XV, Supplement No. 16, is substantially the same.]

ARTICLE XVI.—STARTING TIME.

(a) Regularly assigned yard crews shall each have a fixed starting time, and the starting time of a crew will not be changed without at least 48 hours' advance notice. Practices on individual roads as to handling of transfer crews are not affected by this section.

(b) Where three eight-hour shifts are worked in continuous service, the time for the first shift to begin work will be between 6.30 a. m. and 8 a. m.; the second 2.30 p. m. and 4 p. m.; and the third 10.30 p. m. and 12 midnight.

(c) Where two shifts are worked in continuous service, the first shift may be started during any one of the periods named in section (b).

(d) Where two shifts are worked not in continuous service, the time for the first shift to begin work will be between the hours of 6.30 a. m. and 10 a. m. and the second not later than 10.30 p. m.

(e) Where an independent assignment is worked regularly, the starting time will be during one of the periods provided in sections (b) or (d).

(f) At points where only one yard crew is regularly employed, they can be started at any time, subject to section (a).

(g) Where mutually agreeable, on account of conditions produced by having two standards of time, starting time may be changed one hour from periods above provided.

[Article XVI, Supplement No. 16, contains the same provisions.]

ARTICLE XVII.—CALCULATING ASSIGNMENTS AND MEAL PERIODS.

The time for fixing the beginning of assignments or meal periods is to be calculated from the time fixed for the crew to begin work as a unit without regard to preparatory or individual duties.

[Article XVII, Supplement No. 16, is the same.]

ARTICLE XVIII.—POINT FOR BEGINNING AND ENDING DAY.

(a) Provisions of existing rules that there shall be a specified point for either going on or off duty, or both, are not affected by anything herein; but schedules having no such rules shall be modified to provide that yard crews shall have a designated point for going on duty and a designated point for going off duty.

(b) The point for going on and off duty will be governed by local conditions. In certain localities instructions will provide that engine crews will report at the hump, others report at yard office, others at engine houses or ready tracks. It is not considered that the place to report will be confined to any definite number of feet, but the designation will indicate a definite and recognized location.

[Article XVIII, Supplement No. 16, contains the same provisions.]

ARTICLE XIX.—LUNCH TIME.

(a) Yard crews will be allowed 20 minutes for lunch between four and one-half and six hours after starting work, without deduction in pay.

(b) Yard crews will not be required to work longer than six hours without being allowed 20 minutes for lunch, with no deduction in pay or time therefor.

(c) This article is effective April 10, 1919.

[Article XIX, Supplement No. 16, contains the same provisions.]

ARTICLE XX.—ARBITRARIES AND SPECIAL ALLOWANCES.

Where it has been the practice or rule to pay a yard engine crew or either member thereof arbitraries or special allowances, or to allow another minimum day for extra or additional service performed during the course of or continuous after the end of the

regularly assigned hours, such practice or rule is hereby eliminated, except where such allowances are for individual service not properly within the scope of yard service.

This article is effective April 10, 1919.

[Article XX, Supplement No. 16, is substantially the same.]

ARTICLE XXI.—HOSTLERS AND HOSTLER HELPERS.

Rates of pay.

	Per day.
Inside hostlers.....	\$4.16
Outside hostlers.....	4.80
Helpers.....	3.60

The term "helper" applies to employees when used to assist outside hostlers.

Articles XIII and XIV of the yard rules shall apply to hostlers and hostler helpers.
[This article does not appear in Supplement No. 16.]

The wages and hours provisions of Supplement No. 16 which differ from those of Supplement No. 15 are as follows:

Passenger Service.

ARTICLE I.—RATES OF PAY.

(a) Rates for trainmen on trains propelled by steam or other motive power except as provided in section (b).

Class.	Per mile.	Per day.	Per month.
Conductors.....			
Assistant conductors or ticket collectors.....			
Baggagemen operating dynamo.....			
Baggagemen handling express ¹			
Baggagemen.....			
Flagmen and brakemen.....			
	<i>Cents.</i>	<i>Cents.</i>	<i>Cents.</i>
Conductors.....	4.00	\$6.00	\$180.00
Assistant conductors or ticket collectors.....	3.20	4.80	144.00
Baggagemen operating dynamo.....	3.00	4.50	135.00
Baggagemen handling express ¹	3.00	4.50	135.00
Baggagemen.....	2.77	4.16	124.80
Flagmen and brakemen.....	2.66	4.00	120.00

¹ Rates specified for "Baggagemen handling express" apply to baggagemen in the employ of railroads who shall be paid exclusively by the railroads.

(b) The above rates apply on all roads except exclusively suburban roads doing passenger business only, upon which the following rates shall apply:

Class.	Per mile.	Per day.	Per month.
Conductors.....			
Ticket collectors.....			
Guards performing duties of brakemen or flagmen.....			
	<i>Cents.</i>	<i>Cents.</i>	<i>Cents.</i>
Conductors.....	3.00	\$4.50	\$135.00
Ticket collectors.....	2.77	4.16	124.80
Guards performing duties of brakemen or flagmen.....	2.45	3.68	110.40

ARTICLE II.—BASIC DAY.

One hundred and fifty miles or less (straightaway or turn-around) shall constitute a day's work. Miles in excess of 150 will be paid for at the mileage rates provided.

A passenger day begins at the time of reporting for duty for the initial trip. Daily rates obtain until the miles made at the mileage rates exceed the daily minimum.

ARTICLE IV.—GUARANTIES.

(a) Regularly assigned passenger trainmen who are ready for service the entire month and who do not lay off of their own accord shall receive the monthly guaranty provided for in section (a) of Article I, exclusive of overtime, except that former higher monthly guaranties shall be preserved.

Extra service may be required sufficient to make up these guaranties, and may be made between regular trips; may be made on lay-off days; or may be made before or after completion of the trip. If extra service is made between trips which go to make up a day's assignment, such extra service will be paid for on the basis of miles or hours, whichever is the greater, with a minimum of one hour. Extra service before or after the completion of a day's work will pay not less than the minimum day.

The bases of pay for extra service apply only in making up the guaranties. After guaranties are absorbed schedule provisions for extra service apply.

(b) When a regularly assigned passenger man lays off of his own accord or is held out of service the extra man will receive the same compensation the regular man would have received, and the amount paid the extra man, or men, will be deducted from the amount the regular man would have received had he remained in service, the sum of the payments to the man, or men, who may be used on the run equaling the monthly guaranty.

(c) Reductions in crews or increases in mileage in passenger service from assignments in effect January 1, 1919, shall not be made for the purpose of offsetting these increases in wages, but nothing in this order is understood to prevent adjustment of runs in short turn-around and suburban service that are paid under minimum rules for the purpose of avoiding payment of excess mileage or overtime that would accrue under these rules without reducing the number of crews. Such runs may be rearranged, extended, or have mileage changed by addition of new train service; separate pools or assignments may be segregated or divided, provided that crews are not taken off or reduced in number. Added mileage up to mileage equaling the mileage rate divided into the guaranteed daily rate does not change, take from, or add to the minimum day's pay, and this added mileage is not to be construed as "increase in mileage" within the meaning of this article.

(d) For the purpose of avoiding payment of excess overtime on turn-around runs in passenger service when any part or leg thereof is over 80 miles, the railroads will be privileged to rearrange runs, combine pools or sets of runs, and may establish inter-divisional runs excepting when this may be prohibited by provisions of existing agreements, such runs to be paid for in accordance with the mileage schedules of this order, but in no case less than the combination of trip rates in effect at the date of this order.

Freight Service.

ARTICLE V.—RATES OF PAY.

(a) For service paid the through freight rates under schedules in effect prior to January 1, 1919, the rates shall be as follows:

	Class.	Per mile.	Per day.
Conductors.....		Cents. 5.40	\$5.40
Flagmen and brakemen.....		4.08	4.08

(b) For service paid the local or way freight rates under schedules in effect prior to January 1, 1919, the rates shall be as follows:

	Class.	Per mile.	Per day.
Conductors.....		Cents. 5.92	\$5.92
Flagmen and brakemen.....	=	4.48	4.48

MILK, MIXED, AND MISCELLANEOUS TRAIN SERVICE.

(c) The same increases shall apply to milk, mixed, and miscellaneous train service as are applied to the service in which they are now classified. Where there is a separate rate for milk, mixed, or miscellaneous classes of service, it shall be increased in the same amount compared with the rates in effect December 31, 1917, as the through freight or passenger rate, according to the overtime basis on which it is calculated.

ARTICLE VII.—GUARANTIES.

(a) Regularly assigned way freight, wreck, work, and construction trainmen who are ready for service the entire month and who do not lay off of their own accord will be guaranteed not less than 100 miles, or eight hours, for each calendar working day, exclusive of overtime (this to include legal holidays). If, through act of Providence, it is impossible to perform regular service, guaranty does not apply.

(b) Crews may also be used in any other service to complete guaranty when for any reason regular assignment is discontinued, but such service shall be paid for at schedule rates unless earnings from such rates would be less per day than would have been earned in regular assignment.

Yard Service.**ARTICLE XII.—RATES OF PAY.**

Class.	Per day.	
	Denver differential territory.	All other territories.
Foremen.....	\$5.44	\$5.33
Helpers.....	5.11	5.00
Switch tenders.....	4.00	4.00

Where rules of existing schedule agreements provide that switch tenders are paid helpers' rates, such rules will be continued.

PROVISIONS OF SUPPLEMENTS NOS. 17 AND 18.

The provisions of Supplements Nos. 17 and 18, except in so far as the rates of wages provided are concerned, are similar. Only those portions of Supplement No. 17 relating to wages and hours are given, and bracketed notes are appended to each article indicating whether or not the same provisions are to be found in Supplement No. 18. The provisions of Supplement No. 18, relating to wages and hours, which differ from those of Supplement No. 17 are given in full. Each supplement prescribes the procedure to be followed in making promotions and in handling grievances. The articles of Supplement No. 17 relating to wages and hours are as follows:

ARTICLE I.—RATES OF PAY.

(a) For sleeping and parlor car conductors, establish basic minimum monthly rates as follows, and to these basic minimum rates and all rates per month in excess thereof in effect as of January 1, 1918, prior to the application of General Order No.

27, add \$25 per month, establishing minimum rates per month as shown for a monthly mileage of 11,000 miles or less. Mileage made in excess of 11,000 miles per month will be paid for at the rate of 1.1 cents per mile. Deadhead mileage properly authorized to be counted as service mileage. Compensation for trip of employees up to designated schedule time of first station shown in working time-table after midnight, on a car scheduled to leave prior to 12 o'clock midnight of the last day of a month will be credited to the month in which the train handling the car is scheduled to leave.

	Basic minimum Jan. 1, 1918, prior to applica- tion General Order No. 27.	New minimum.
For the first year's service.....	\$90.00	\$115.00
Over 1 year to 2 years' service.....	100.00	125.00
Over 2 years to 5 years' service.....	105.00	130.00
Over 5 years to 10 years' service.....	110.00	135.00
Over 10 years to 15 years' service.....	115.00	140.00
Over 15 years' service.....	120.00	145.00

(b) For all sleeping, parlor, buffet, and club car porters who are not required to perform kitchen service, establish a basic minimum rate of \$35 per month, and to this basic minimum rate and all rates of \$35 per month and above, in effect as of January 1, 1918, prior to the application of General Order No. 27, add \$25 per month, establishing a minimum rate of \$60 per month for a monthly mileage of 11,000 miles or less. Mileage made in excess of 11,000 miles per month will be paid for at the rate of fifty-five hundredths cent per mile. Deadhead mileage properly authorized to be counted as service mileage. Compensation for trip of employees up to designated schedule time of first station shown in working time-table after midnight, on a car scheduled to leave prior to 12 o'clock midnight of the last day of a month, will be credited to the month in which the train handling the car is scheduled to leave.

(c) For employees in the service herein referred to and not otherwise provided for, except such employees as are within the provisions of Supplements Nos. 4 and 7 to General Order No. 27, increase the rates in effect as of January 1, 1918, prior to the application of General Order No. 27, \$25 per month.

(d) Extra employees performing road service shall be paid for each assignment the rates herein established for miles made, with a minimum allowance of three hours, at the hourly rates as specified in Article IV. Extra employees performing other than road service shall be paid a minimum allowance of three hours for each assignment, at the hourly rates as specified in Article IV.

[This article is different in Supplement No. 18. See Art. II, page 156.]

ARTICLE II.—ENTERING OR REENTERING SERVICE RATE.

Employees with more than one year's cumulative experience as sleeping or parlor car conductors with railroads and/or the Pullman service, at the time of entering or reentering that service will receive as a starting rate the compensation of employees with over one year to two years' service; progressive rates shall be applied thereafter. Seniority in service to date from date of last time employed.

[This article appears as Article III in Supplement No. 18.]

ARTICLE III.—PROGRESSIVE SCALES OF WAGES.

Where progressive scales of wages are in effect which are at variance with the one herein provided, such scales will be changed to conform with the one herein estab-

lished. The compensation for employees where higher rates are preserved will be advanced in accordance with years in service as established by this order.

[This article appears as Article IV in Supplement No. 18.]

ARTICLE IV.—TERMINAL TIME AND RATES.

Except where total number of hours from time scheduled to leave terminal on first trip to scheduled arriving time at terminal or set-out point on last trip, for trips constituting an assigned calendar month's work, is less than 300 hours, or the employees have at least six full 24-hour periods off duty at home terminal, employees in sleeping, parlor, buffet, and club car service, included in Article I, will be paid initial terminal time beginning one hour after the time they are required to report and do report for duty, until departure of train in which car is handled, and final terminal time beginning one hour after the time train in which car is handled arrives at terminal or set-out point until they are relieved from duty. Terminal time shall be computed on the actual minute basis at the following rates per hour:

Conductors	52 cents per hour.
Porters and other attendants	25 cents per hour.

Even hours will be paid for at the end of each pay period; fractions thereof will be carried forward.

[This article is different in Supplement No. 18. See Article V, page 158.]

ARTICLE V.—CALLS.

(a) When notified, or called to work, outside of established hours of assigned runs, employees included in Article I will be paid a minimum allowance of three hours at the hourly rates specified in Article IV, or, if mileage is made, at the mileage rates herein established, with minimum provided in this article, in addition to all other earnings for the month.

(b) When employees are required to take out another run in advance of the leaving time of their regular assignment, and this service is performed in lieu of their regular run, and they are not required to perform other service until they take out their regular run, such emergency service shall be computed and paid for as a part of their regular assignment, provided that this service does not represent service plus their regular assignment; if it does, the employees will be paid as per section (a) of this article.

[This article appears as Article VII in Supplement No. 18.]

ARTICLE VI.—BONUS PAYMENTS.

Bonus payments of all descriptions paid in addition to established wage will be discontinued from the date of issuance of this supplement, and those heretofore paid will not be regarded as any part of the regular compensation upon which to base increases herein provided.

[This article appears as Article VIII in Supplement No. 18.]

ARTICLE VII.—PRESERVATION OF RATES.

(a) The minimum rates and all rates in excess thereof as herein established, and higher rates which have been authorized since January 1, 1918 (including General Order No. 27), shall be preserved.

(b) For conductors the wage runs with the place except where modified by age in service.

(c) Employees, other than conductors, temporarily or permanently assigned to higher rated positions, shall receive the higher rates while occupying such positions;

employees temporarily assigned to lower rated positions shall not have their rates reduced.

[Substantially the same provisions are made in Article IX, Supplement No. 18.]

ARTICLE VIII.—RELIEF PERIOD.

Not less than 96 hours off duty each calendar month, in 24 consecutive hour periods, or multiples thereof, will be allowed at designated home terminals for employees herein included, whose assignment and service does not permit of at least 12 hours off duty period at their designated home terminal each 48 hours. Employees required to work on assigned lay-over days will be paid extra therefor as per Articles IV and V.

[Substantially the same provision is made in Article X, Supplement No. 18.]

The wages and hours provisions of Supplement No. 18 which differ from those of Supplement No. 17 are as follows:

ARTICLE I.—CLASSIFICATION—STEWARDS.

To embrace all titles heretofore applied to the employees in charge of dining cars and restaurants.

ARTICLE II.—RATES OF PAY.

(a) For dining car, buffet, café, and club car employees named below, establish basic minimum monthly rates as follows, and to these basic minimum rates and all rates per month in excess thereof in effect as of January 1, 1918, prior to the application of General Order No. 27, add \$25 per month, establishing minimum rates per month as shown for a monthly mileage of 11,000 miles or less. Mileage made in excess of 11,000 miles per month will be paid for at the rates per mile specified. Deadhead mileage properly authorized to be counted as service mileage. Compensation for trip of employees up to designated schedule arriving time at first station shown on working time-table after midnight on a car scheduled to leave prior to 12 o'clock midnight of the last day of a month will be credited to the month in which the train handling the car is scheduled to leave.

	Basic minimum Jan. 1, 1918, prior to appli- cation General Order No. 27.	New minimum.	Rate per mile.
			Cents.
Stewards, for the first year's service.....	\$90.00	\$115.00	1.1
Stewards, over 1 year to 2 years' service.....	100.00	125.00	1.1
Stewards, over 2 years to 5 years' service.....	105.00	130.00	1.1
Stewards, over 5 years to 10 years' service.....	110.00	135.00	1.1
Stewards, over 10 years to 15 years' service.....	115.00	140.00	1.1
Stewards, over 15 years' service.....	120.00	145.00	1.1
Assistant stewards.....	90.00	115.00	1.0
Chefs or first cooks, for the first year's service.....	75.00	100.00	.9
Chefs or first cooks, over 1 year to 2 years' service.....	85.00	110.00	.9
Chefs or first cooks, over 2 years to 5 years' service.....	90.00	115.00	.9
Chefs, or first cooks, over 5 years to 10 years' service.....	95.00	120.00	.9
Chefs or first cooks, over 10 years to 15 years' service.....	100.00	125.00	.9
Chefs or first cooks, over 15 years' service.....	105.00	130.00	.9
Second cooks, for the first year's service.....	55.00	80.00	.7
Second cooks, for the second year's service.....	60.00	85.00	.7
Second cooks, for the third year's service and thereafter.....	70.00	95.00	.7
Third cooks, for the first year's service.....	35.00	60.00	.5
Third cooks, for the second year's service and thereafter.....	45.00	70.00	.5
Fourth cooks.....	30.00	55.00	.45
Pantrymen.....	25.00	50.00	.45
Waiters in charge without stewards.....	40.00	65.00	.55
Waiters.....	30.00	55.00	.45

(b) Extra employees performing road service shall be paid for each assignment the rates herein established for miles made, with a minimum allowance of three hours at the hourly rates as specified in Article V.

(c) Extra employees performing other than road service shall be paid a minimum of three hours for each assignment at the hourly rates as specified in Article V.

(d) For employees regularly assigned to business cars and to leased private cars, add \$25 per month to the rates in effect as of January 1, 1918, prior to the application of General Order No. 27.

(e) For kitchen and troop car employees, add \$25 per month to the rates in effect as of January 1, 1918, prior to the application of General Order No. 27, and for employees who perform two or more combinations of service, as cook, porter, and/or waiter, except employees regularly assigned to business cars, establish a basic minimum rate of \$40 per month, and to this basic minimum rate and all rates of \$40 per month and above, in effect January 1, 1918, prior to the application of General Order No. 27, add \$25 per month, establishing a minimum rate of \$65 per month for a monthly mileage of 11,000 miles or less. Mileage made in excess of 11,000 miles per month will be paid for at the rate of fifty-five hundredths cent per mile. Dead-head mileage made by company's orders to be counted as service mileage. Compensation for trip of employees up to designated scheduled arriving time at first station shown on working time-table after midnight, on a car scheduled to leave prior to 12 o'clock midnight of the last day of a month, will be credited to the month in which the train handling the car is scheduled to leave.

(f) For first-class restaurant employees named below, establish basic minimum monthly rates as follows, and to these basic minimum rates and all rates per month in excess thereof, in effect as of January 1, 1918, prior to the application of General Order No. 27, add \$25 per month, thus establishing minimum rates per month specified.

	Basic minimum Jan. 1, 1918, prior to appli- cation General Order No. 27.	New minimum.
Stewards, for the first year's service.....	\$90.00	\$115.00
Stewards, over 1 year to 2 years' service.....	100.00	125.00
Stewards, over 2 years to 5 years' service.....	105.00	130.00
Stewards, over 5 years to 10 years' service.....	110.00	135.00
Stewards, over 10 years to 15 years' service.....	115.00	140.00
Stewards, over 15 years' service.....	120.00	145.00
Assistant stewards.....	90.00	115.00
Chefs or first cooks, for the first year's service.....	75.00	100.00
Chefs or first cooks, over 1 year to 2 years' service.....	85.00	110.00
Chefs or first cooks, over 2 years to 5 years' service.....	90.00	115.00
Chefs or first cooks, over 5 years to 10 years' service.....	95.00	120.00
Chefs or first cooks, over 10 years to 15 years' service.....	100.00	125.00
Chefs or first cooks, over 15 years' service.....	105.00	130.00
Second cooks, for the first year's service.....	55.00	80.00
Second cooks, for the second year's service.....	60.00	85.00
Second cooks, for the third year's service and thereafter.....	70.00	95.00
Third cooks, for the first year's service	35.00	60.00
Third cooks, for the second year's service and thereafter.....	45.00	70.00
Fourth cooks.....	30.00	55.00
Pantrymen.....	25.00	60.00
Waiters.....	30.00	55.00
Kitchen helpers.....	25.00	50.00

NOTE.—The term "first-class restaurant" is intended to be applied only to such restaurants as are prepared to furnish patrons with an extensive variety of food—in or out of season—skillfully prepared and served with high-grade appointments. A combination of quality and variety of prepared food and service are essential requisites to come within the classification.

(g) For restaurant (other than first class), laborers' boarding car and camp employees named below, establish basic minimum monthly rates as follows, and to these basic minimum rates and all rates per month in excess thereof, in effect as of

January 1, 1918, prior to the application of General Order No. 27, add \$25 per month, thus establishing minimum rates per month specified.

	Basic minimum Jan. 1, 1918, prior to applica- tion of General Order No. 27.	New minimum.
Stewards, for the first year's service.....	\$60.00	\$85.00
Stewards, for the second year's service.....	65.00	90.00
Stewards, for the third year's service and thereafter.....	70.00	95.00
Chefs or first cooks, for the first year's service.....	55.00	80.00
Chefs or first cooks, for the second year's service.....	60.00	85.00
Chefs or first cooks, for the third year's service and thereafter.....	65.00	90.00
Second cooks, for the first year's service.....	45.00	70.00
Second cooks, for the second year's service and thereafter.....	50.00	75.00
Third cooks and for cooks employed in laborers' boarding cars and camps.....	40.00	65.00
Lunch-counter cooks.....	35.00	60.00
Pantrymen.....	25.00	50.00
Waiters.....	25.00	50.00
Kitchen helpers.....	25.00	50.00

ARTICLE V.—TERMINAL TIME AND RATES.

Except where total number of hours, from time scheduled to leave terminal on first trip to scheduled arriving time at terminal or set-out point on last trip, for trips constituting an assigned calendar month's work, is less than 300 hours, or the employees have at least six full 24-hour periods off duty at home terminal, employees in dining, buffet, café, and club car service, included in sections (a) and (c) of Article II, will be paid initial terminal time beginning one hour after the time they are required to report and do report for duty, until departure of train in which car is handled, and final terminal time beginning one hour after the time train in which car is handled arrives at terminal or set-out point until they are relieved from duty. Terminal time shall be computed on the actual minute basis, at the following rates per hour:

	Cents per hour.
Stewards.....	45
Assistant stewards.....	40
First cooks.....	40
Second cooks.....	30
Third cooks.....	22
Fourth cooks.....	18
Pantrymen.....	18
Waiters in charge without stewards.....	24
Waiters.....	20
Kitchen helpers.....	18
Combination employees specified in section (e) of Article II.....	22
Kitchen and troop car cooks.....	35
Kitchen and troop car waiters.....	25

ARTICLE VI.—HOURS OF SERVICE.—OVERTIME.

(a) Where there is no existing agreement or practice more favorable to the employees in restaurant, laborers' boarding car and camp service, overtime shall be paid for all time actually on duty in excess of 8 hours within 12 consecutive hours; and also for all time in excess of 12 consecutive hours computed continuously from the time first required to report for duty to the end of the day's work. Time shall be counted as continuous service in all cases where the interval of release from service does not exceed one hour.

(b) Where there is no existing agreement or practice more favorable to the employees in restaurant, laborers' boarding car and camp service, the first two hours of overtime shall be computed at the respective hourly rates, which will be determined by dividing the monthly wage by (30×8) , and thereafter at the rate of time and one-half, on the actual minute basis. Even hours will be paid for at the end of each pay period; fractions thereof will be carried forward.

PROVISIONS OF SUPPLEMENT NO. 19.

Supplement No. 19 prescribes rates of pay, rules for overtime, and working conditions for employees in the express service of Government controlled railroads. The text of this supplement, omitting Articles XI, XII, XIII, and XIV, which correspond, respectively, with Articles IX, X, XI, and XII of Supplement No. 17 and which do not relate to wages or hours, is as follows:

Effective January 1, 1919, as to the employees herein named, the following rates of pay (including excess mileage), except as provided in section (a), Article IV of this order, and effective May 1, 1919, the following rules for overtime and working conditions, except as provided in Article XI, in express service in Federal operation, are hereby ordered:

ARTICLE I.—RATES OF PAY.

For all express employees paid on a monthly, weekly, or daily basis, excepting employees specified in Article V, the following rates of pay will be established:

(a) To the monthly rate of pay of position as of January 1, 1918, add \$25 per month; weekly and daily rated positions to be increased proportionately.

(b) Where two or more employees are assigned to the same agency, or messenger run, and performing the same general duties at different rates of pay, the pay of the position as of January 1, 1918, mentioned in section (a) shall be assumed to be the highest standard wage paid by any of the express companies succeeded by the American Railway Express Co. for that position, it being the intent to equalize the rates of pay for the same work at the same agency, or upon the same messenger run, to which will be added the increase of \$25 per month provided for in section (a). "Highest standard wage" as aforesaid shall not be held to apply to cases where a particular employee or group of employees has received, for some special or extraordinary reason, wages in excess of the going rate for service of similar scope and responsibilities.

(c) For positions created since January 1, 1918, or where the duties of existing positions have been changed since that date, the rate of pay as of January 1, 1918, for analogous positions of similar scope and responsibilities, shall be the rate to which the increase specified in section (a) of this article is to be added.

(d) If the increases in sections (a), (b), and (c) of this article fail to establish the minimum salaries as hereinafter specified, the following minimum salaries shall apply:

1. Office boys, errand boys, and chore boys, \$45 per month.
2. Janitors, elevator and telephone switchboard operators, office, station, and warehouse watchmen \$70 per month.
3. Employees (except those named in paragraphs 1 and 2 of this section) entering the service, who lack the necessary experience to perform the work of their assignment, shall receive \$60 per month for the first six months of service; \$70 per month for the second six months of service, and thereafter the rate of the job to which assigned. The period of experience in their line of work shall be cumulative, and similar experience in other employment shall count the same as if performed for the express company. Nothing in this paragraph shall be construed to mean that former employees may not be reemployed and paid the established rate of the position to which assigned.

(e) The wages for new positions, as created, shall be in conformity with the wages for positions of similar kind or class (1) at the agency where created if there is a position of similar kind or class or (2) if none, the seniority department or district established under the provisions of section (b), Article XI of this order, shall govern.

ARTICLE II.—HOURLY RATES.

Rates of pay established by this order shall apply to employees paid on the hourly basis. Their pay shall not be less per hour than that established by this order for monthly, weekly, or daily rated employees performing the same class or kind of labor, nor shall their conditions of service be less favorable.

ARTICLE III.—MAXIMUM MONTHLY WAGE.

No part of the increases provided for in this order shall apply to establish a salary in excess of \$250 per month.

ARTICLE IV.—PRESERVATION OF RATES.

(a) The minimum rates, and all rates in excess thereof, as herein established, and higher rates which have been authorized since January 1, 1918, shall be preserved.

(b) Except as provided in paragraph 3, section (d), Article I of this order, employees temporarily or permanently assigned to higher rated positions shall receive the higher rate while occupying such positions; employees temporarily assigned to lower rated positions shall not have their rates reduced.

(c) Employees engaged to perform the character of work specified in paragraphs 1 and 2, section (d) of preceding Article I, on entering the service and irrespective of previous experience, will be paid the rate established for this work at place employed.

(d) Where it becomes necessary to engage inexperienced employees specified in paragraph 3, section (d) of preceding Article I, such employees will be assigned to the lowest rated positions; the employees in the service shall be advanced to higher rated positions as per Article XI. The ratio of inexperienced employees shall not exceed 20 per cent of the employees in any one classified department or district as per section (b), Article XI, nor shall they be employed if capable experienced persons are available.

ARTICLE V.—EXCEPTIONS.

The provisions of this order shall not apply to—

(a) Individuals performing special service requiring only a part of their time from outside employment, or business; it being the intention of this order that employees affected thereby shall be bona fide salaried employees; such individuals will come under the provisions of section (c) of Article XIII.

(b) Employees paid on a commission basis.

(c) Officials, including agents whose duties are supervisory and who do not perform routine office work.

(d) Machinists, blacksmiths, harness makers, and other crafts, for whom other provision is made.

ARTICLE VI.—HOURS OF SERVICE.

(a) Except as hereinafter provided and excluding employees assigned to train messenger service, eight consecutive hours, exclusive of the meal period, shall constitute a day's work.

(b) Excluding employees assigned to train messenger service, where there is no existing agreement or practice more favorable to the employees in combination service as defined in Article IX of this order and for employees assigned to the smaller class of agencies where not in excess of five employees are regularly employed, including clerks, transfer employees and drivers, overtime shall be paid for the time actually

on duty in excess of eight hours within 12 consecutive hours; and also for all time in excess of 12 consecutive hours computed continuously from the time required to report for duty to the end of the day's work. Time shall be counted as continuous service in all cases where the interval of release from service does not exceed one hour.

ARTICLE VII.—OVERTIME AND CALLS.

(a) Excluding employees assigned to train messenger service, where there is no existing agreement or practice more favorable to the employees, the first two hours of overtime accruing after eight hours of service within the spread of 12 hours shall be computed pro rata and thereafter (including overtime after 12 hours) at the rate of time and one-half time, on the actual minute basis. Even hours will be paid for at the end of each pay period; fractions thereof will be carried forward.

(b) When notified or called to work outside of established hours, employees coming under the provisions of Article VI shall be paid a minimum allowance of three hours at hourly rates.

(c) When notified or called to work outside of established hours, employees coming under the provisions of Article VIII shall be paid a minimum allowance of three hours at the rates provided in section (b) of said article, or, if mileage is made, at the mileage rates established in section (a) of Article VIII, provided that if the mileage rate produces a less amount than the three hours at terminal rates, the greater amount will be applicable.

(d) Employees will not be required to suspend work during regular hours to absorb overtime.

ARTICLE VIII.—EXCESS MILEAGE—TERMINAL TIME AND RATES.

(a) Employees assigned to train service and who perform only such terminal work as is in connection with their run will be paid the monthly wage provided in section (a) of Article I, for 8,000 miles or less; mileage made in excess of 8,000 miles per month will be paid for at the following rates per mile:

	Cents.
Express messengers.....	1.25
Messenger helpers.....	1

Deadhead mileage properly authorized to be counted as service mileage. Mileage for trips when schedule leaving time is prior to 12 o'clock midnight of the last day of the month will be credited to the month in which the train handling the car is scheduled to arrive.

(b) Except where total number of hours from time scheduled to leave terminal on first trip to scheduled arriving time at terminal or set-out point on last trip, for trips constituting an assigned calendar month's work, is less than 240 hours, or the employees have at least six full 24-hour periods off duty at home terminal, employees included in section (a) of this article will be paid initial terminal time beginning one hour after the time they are required to report and do report for duty, until schedule leaving time of train in which car is handled, and final terminal time beginning one hour after the train in which car is handled arrives at terminal or set-out point. Terminal time shall be computed on the actual minute basis at the following rates per hour:

	Cents.
Express messengers.....	50
Messenger helpers.....	40

Even hours will be paid for at the end of each pay period; fractions thereof will be carried forward.

ARTICLE IX.—COMBINATION SERVICE.

Employees assigned to a combination of train messenger and station service will be paid overtime under the provisions of section (b), Article VI of this order.

ARTICLE X.—RELIEF PERIOD.

Not less than 96 hours off duty each calendar month in 24 consecutive hour periods; or multiples thereof, will be allowed at designated home terminal for employees specified in Article VIII whose assignment and service do not permit of at least 12 hours off duty period at their designated home terminal each 48 hours. Employees required to work on assigned lay-over days will be paid extra therefor as per section (b), Article VII.

PROVISIONS OF SUPPLEMENT NO. 14.

Supplement No. 14 affecting employees in the police department also contains provisions for promotions and handling of grievances which are substantially the same as those in Supplement Nos. 17 and 18. The classification of employees and rates of pay as set forth in Supplement No. 14 are as follows:

ARTICLE I.—OFFICIALS—CLASSIFICATION.

(a) *Chief of police*.—To embrace all titles heretofore applied to the ranking officer in charge of the police department.

(b) *Inspector of police*.—To embrace titles of assistant superintendent, assistant chief special agent, assistant chief of police, special agent, inspector, and any other designation heretofore applied to distinguish the official position next in rank to the chief or ranking officer.

(c) *Captain of police*.—To embrace titles of assistant special agent, chief patrolman, inspector of special agents, and all other employees who may be properly classified under this title.

(d) The calendar monthly compensation for the above officials shall be determined by the regional directors.

ARTICLE II.—MONTHLY RATED EMPLOYEES.

(a) *Lieutenant of police*.—To embrace titles of detective sergeant, detective, assistant special agent, investigator, and all other titles heretofore applied to designate the officer of the police department next in authority to the captain (except employees coming under the classification of section (a) of Article III). For this class of employees establish monthly compensation, observing the following limits:

Minimum.....	\$140 per month.
Maximum.....	185 per month.

(b) *Sergeant of police*.—To embrace titles of sergeant, roundsman, and all other titles heretofore applied to designate the employee next in rank to the lieutenant as defined in section (a) (except employees coming under the classification of section (a), Article III). For this class of employees establish monthly compensation, observing the following limits:

Minimum.....	\$120 per month.
Maximum.....	165 per month.

For the reasons stated in section (c) train riders will also be paid under this section.

(c) The employees coming under the provisions of this article shall be paid by the calendar month; on account of their duties and assignments being irregular and diversified as to hours, responsibilities, and service, it is impracticable to establish assigned hours of service or provide for payment of overtime. Each regional director or his representative shall, in conference with the employees or their representatives, determine the proper compensation, observing the prescribed limits.

ARTICLE III.—HOURLY EMPLOYEES.

(a) *Patrolmen*.—To embrace titles of patrolman, chief patrolman, special patrolman, station patrolman, guard, and watchman. This article shall not be construed to apply to employees so designated coming under the supervision of other departments, such as clock pullers and employees whose principal duties are to guard against fires, protect buildings, and watch crossings and tunnels, and all other employees who are included in the provisions of either Supplement No. 7 or No. 8.

ARTICLE IV.—RATES OF PAY.

(a) For patrolmen who were on January 1, 1918, prior to the application of General Order No. 27, receiving less than 32 cents per hour, as determined by sections (b), (c), (d), (e), (f), and (g) of this article, establish a basic minimum rate of 32 cents per hour, and to this basic minimum rate and all hourly rates of 32 cents and above, add 13 cents per hour, establishing a minimum rate of 45 cents per hour, provided that the maximum shall not exceed 55 cents per hour.

(b) To determine the hourly rate for positions held by monthly paid employees, multiply by 12 the regular monthly rate in effect as of January 1, 1918, prior to the application of General Order No. 27 (exclusive of all compensation for extra services), divide by 306 (number of working days for the year), and apply provisions of section (e) of this article.

(c) To determine the hourly rate for positions held by weekly paid employees, multiply by 52 the regular weekly rate in effect as of January 1, 1918, prior to the application of General Order No. 27 (exclusive of all compensation for extra services), divide by 306 (number of working days for the year), and apply provisions of section (e) of this article.

(d) To determine the hourly rate for positions held by daily paid employees, multiply the daily rate in effect as of January 1, 1918, prior to the application of General Order No. 27 (exclusive of all compensation for extra services), by 365, divide the result by 306 (number of working days for the year), and apply provisions of section (e) of this article.

(e) Employees who were on January 1, 1918, prior to the application of General Order No. 27, paid on a basis of 10 hours or more to constitute a day's work, shall receive one-eighth of the wages received for 10 hours on January 1, 1918, prior to the application of General Order No. 27, as their basic hourly rate; employees working less than 10 hours and over eight hours shall receive one-eighth of the wages received for the number of hours recognized as a day's work.

(f) Where there are no regularly assigned or established daily hours for the purpose of computing the hourly rate, daily hours shall be regarded as 10, one-eighth of which will be the hourly rate.

(g) In determining the hourly rate, fractions less than one-fourth of 1 cent shall be as one-fourth of 1 cent; over one-fourth and under one-half, as one-half cent; over one-half and under three-fourths, as three-fourths of 1 cent; over three-fourths, as 1 cent.

ARTICLE V.—MAXIMUM MONTHLY RATE.

No rates shall be applied to establish a salary in excess of \$250 per month.

ARTICLE VI.—PRESERVATION OF RATES.

(a) Employees temporarily or permanently assigned to higher rated positions shall receive the higher rates while occupying such positions; employees temporarily assigned to lower rated positions shall not have their rates reduced.

(b) Higher rates than herein provided which have been authorized and put into effect since January 1, 1918, shall be preserved.

(c) The entering of employees into existing positions, or the changing of their classification or work, shall not operate to establish a less favorable rate of pay or condition of employment than is herein established.

ARTICLE VII.—HOURS OF SERVICE.

For patrolmen, eight consecutive hours, exclusive of the meal period, shall constitute a day's work, except that where two or more shifts are worked in continuous service, eight consecutive hours with not to exceed 20 minutes for meals shall constitute a day's work.

ARTICLE VIII.—OVERTIME AND CALLS.

(a) Where there is no existing agreement or practice more favorable to the employees, overtime for hourly employees shall be computed for the ninth and tenth hour of continuous service, pro rata on the actual minute basis, and thereafter at the rate of time and one-half time. Even hours will be paid for at the end of each pay period; fractions thereof will be carried forward.

(b) When notified or called to work outside of established hours, employees will be paid a minimum allowance of three hours.

(c) Employees will not be required to suspend work during regular hours to absorb overtime.

AWARD OF NATIONAL ADJUSTMENT COMMISSION TO DREDGE AND TUGBOAT EMPLOYEES OF THE GREAT LAKES.

The National Adjustment Commission was created in August, 1917, largely through the efforts of R. B. Stevens, vice chairman of the United States Shipping Board, primarily for the adjustment and control of wages, hours, and conditions of labor in the loading and unloading of vessels. The original parties to the agreement were the United States Shipping Board, the Secretary of War, the Secretary of Labor, the American Federation of Labor, the International Longshoremen's Association, and the principal shipping operators on the Atlantic and Gulf coasts.¹ The commission also handles cases of dispute, when jointly submitted, not pertaining strictly to longshore labor. A recent award issued by the commission revises wages and working conditions of men employed on dredges and tugs operated on the Great Lakes and tributaries thereof. The award is retroactive to April 1, 1919, and effective for one year thereafter.

The class of work covered by the award comes under the general term of marine contracting and includes river and harbor improvements, submarine excavation of earth and rock, breakwater work, dock construction and heavy submarine foundations. It is thus distinct from general lake towing, longshore labor, or freight and passenger service.

Four unions are involved, all locals of the International Longshoremen's Association: International Brotherhood of Dredge Engineers and Cranemen; International Dredgeworkers' Protective Association, comprising firemen, oilers, watchmen, deckhands, and scowmen; Licensed Tugmen's Protective Association, comprising captains and engineers; and Tug Firemen and Linemen's Protective Association, the linemen being generally known elsewhere as deckhands.

It should be noted that although the award includes men employed on tugs it does not include all such men on the lakes, but is restricted to men employed on tugs operated as a part of dredging plants.

¹ An account of the organization of the commission appeared in the MONTHLY REVIEW for October, 1917 (p. 29), and a number of wage awards by the commission were published in the REVIEW for February, 1919 (pp. 147-150).

In making its award the commission states that "the case comes * * * on the joint submission of the * * * parties whose working relations have heretofore been governed by joint agreements. Upon certain points in the proposed 1919 agreements all parties were in accord, and with respect to all other points it was unanimously agreed to accept the decision of the National Adjustment Commission." At the request of employers and employees the award was incorporated in an agreement. The wage rates established are shown in the following table in comparison with previous rates and with rates requested.

WAGE RATES OF DREDGE AND TUGBOAT EMPLOYEES OF THE GREAT LAKES, 1914 TO 1918, AND WAGE RATES REQUESTED AND AWARDED FOR 1919.

[Computed on basis of 30 days per month, with board included.]

Occupation.	1914-1916		1917		1918		1919 request.		1919 award of National Adjustment Commission.	
	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.
	12-hour day. ¹		8-hour day.		8-hour day.		8-hour day.		8-hour day.	
Dipper dredges:										
First engineer.....	\$0.514	\$185.00	\$0.800	\$192.50	\$0.848	\$203.75	\$1.015	\$243.75	\$0.896	\$215.00
Second engineer.....	.403	145.00	.635	152.50	.682	163.75	.848	203.75	.729	175.00
Craneman.....	.372	134.00	.590	141.50	.636	152.75	.800	192.75	.686	165.00
Second craneman.....	.342	123.00	.543	130.50	.590	141.75	.755	181.75	-----	-----
Hydraulic dredge, 16 inches and under:										
Engineer.....	.460	165.00	.718	172.50	.765	183.75	.831	223.75	.813	195.00
Next in rank.....	.375	135.00	.593	142.50	.640	153.75	.806	193.75	.686	165.00
Hydraulic dredge, 17 inches and over:										
Engineer.....	.514	185.00	.800	192.50	.848	203.75	1.015	243.75	.896	215.00
Next in rank.....	.403	145.00	.635	152.50	.682	163.75	.848	203.75	.729	175.00
Dredge workers:										
Oiler.....	.280	101.00	.452	108.50	.499	119.75	.665	159.75	.563	135.00
Fireman.....	.280	101.00	.452	108.50	.499	119.75	.665	159.75	.563	135.00
Deckhand.....	.250	90.00	.406	97.50	.453	108.75	.619	148.75	.517	124.00
Watchman.....	.280	101.00	.452	108.50	.499	119.75	.665	159.75	.563	135.00
Scowman.....	.250	90.00	.406	97.50	.453	108.75	.619	148.75	.517	124.00
Licensed tugmen:										
Captain (waiting on dredge), Chicago.....	.555	200.00	.632	227.50	.688	247.50	1.020	245.00	.850	255.00
Captain (other tugs), Chicago and South Chicago.....	.500	180.00	.576	207.50	.632	227.50	1.020	245.00	.783	235.00
Captain, all other ports.....	.430	155.00	.506	182.50	.562	202.50	1.020	245.00	.717	215.00
Engineer, Chicago and South Chicago.....	.430	155.00	.506	182.50	.562	202.50	1.020	245.00	.700	210.00
Engineer, all other ports.....	.403	145.00	.480	172.50	.534	192.50	1.020	245.00	.683	205.00
Second engineer and mate, Chicago and South Chicago.....	.375	135.00	.451	162.50	.507	182.50	1.020	245.00	-----	-----
Second engineer and mate, all other ports.....	.347	125.00	.424	152.50	.479	172.50	1.020	245.00	-----	-----
Tug firemen and linemen: Chicago and South Chicago.....	.277	100.00	.340	122.50	.396	142.50	.698	167.50	.525	157.50
Cleveland.....	.264	95.00	.326	117.50	.382	137.50	.677	162.50	.505	152.50
All other ports.....	.250	90.00	.312	112.50	.368	132.50	.656	157.50	.492	147.50

¹ \$5 less per month for 8-hour day.

² Rate for 12-hour day.

³ Rate for 10-hour day.

⁴ \$7.50 less per month for 8-hour day.

⁵ \$12.50 less per month for 8-hour day.

⁶ \$15 less per month for 8-hour day.

⁷ \$10 less per month for 8-hour day.

The following table shows the percentage increases based on the above wage rates:

PERCENTAGE INCREASE IN MONTHLY AND HOURLY WAGE RATES OF DREDGE AND TUGBOAT EMPLOYEES OF THE GREAT LAKES, 1918 OVER 1914, 1919 REQUEST OVER 1914 AND 1918, AND 1919 AWARD OVER 1914 AND 1918.

Occupation.	1918 over 1914.		1919 request over—				1919 award over—			
			1914		1918		1914		1918	
	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.	Rate per hour.	Rate per month.
Dipper dredges:										
First engineer.....	65.0	10.1	97.5	31.8	19.6	19.6	74.3	16.2	5.5	5.5
Second engineer.....	69.2	12.9	110.4	40.5	24.4	24.4	80.9	20.7	6.9	6.9
Craneman.....	71.0	14.0	115.1	43.8	26.2	26.2	84.4	23.1	8.0	8.0
Second craneman.....	72.5	15.2	120.8	47.8	28.2	28.2	-----	-----	-----	-----
Hydraulic dredges, 16 inches and under:										
Engineer.....	66.3	11.4	80.7	35.6	21.8	21.8	76.7	18.2	6.1	6.1
Next in rank.....	70.7	13.9	114.9	43.5	26.0	26.0	83.0	22.2	7.3	7.3
Hydraulic dredges, 17 inches and over:										
Engineer.....	65.0	10.1	97.5	31.8	19.6	19.6	74.3	16.2	5.5	5.5
Next in rank.....	69.2	12.9	110.4	40.5	24.4	24.4	80.9	20.7	6.9	6.9
Dredge workers:										
Oiler.....	78.2	18.6	137.5	58.2	33.4	33.4	101.1	33.7	12.7	12.7
Fireman.....	78.2	18.6	137.5	58.2	33.4	33.4	101.1	33.7	12.7	12.7
Deckhand.....	81.2	20.8	147.6	65.3	36.8	36.8	106.8	37.8	14.0	14.0
Watchman.....	78.2	18.6	137.5	58.2	33.4	33.4	101.1	33.7	12.7	12.7
Scowman.....	81.2	20.8	147.6	65.3	36.8	36.8	106.8	37.8	14.0	14.0
37.5	37.5	77.6	77.5	29.1	29.1	100.0	50.0	30.8	9.1	9.1
Licensed tugmen:										
Captain (waiting on dredge), Chicago.....	24.0	23.8	83.8	22.5	48.4	(1)	53.2	27.5	23.6	3.0
Captain (other tugs), Chicago and South Chicago.....	26.4	26.4	104.0	36.1	61.4	7.7	56.6	30.6	23.9	3.3
Captain, all other ports.....	30.7	30.6	137.2	58.1	81.5	21.0	66.7	33.7	27.6	6.2
Engineers, Chicago and South Chicago.....	30.7	30.6	137.2	58.1	81.5	21.0	66.7	33.7	27.6	6.2
Engineers, all other ports.....	32.5	32.8	153.1	69.0	91.0	27.3	69.5	41.4	27.9	6.5
Second engineer and mate, Chicago and South Chicago.....	35.2	35.2	172.0	81.5	101.2	34.3	-----	-----	-----	-----
Second engineer and mate, all other ports.....	38.0	38.0	194.0	96.0	112.9	42.0	-----	-----	-----	-----
Tug firemen and linemen:										
Chicago and South Chicago.....	43.0	42.5	152.0	67.5	76.3	17.5	89.5	57.5	32.6	10.5
Cleveland.....	44.7	44.7	156.4	71.1	77.2	18.2	92.4	60.5	33.0	10.9
All other ports.....	47.2	47.2	162.4	75.0	78.3	18.9	96.8	63.9	33.7	11.3

¹ Less than one-tenth of 1 per cent.

It will be observed that the request for an eight-hour day was not granted in full. A 10-hour day was established for tugboat employees with compensation at straight time for the first two hours of overtime and at the rate of time and one-half thereafter. Men on the dredges have had an eight-hour day since 1917. In their request for revision, however, they asked that overtime be allowed for time required to tow the dredging plant to and from the site of work. The award provided that 45 minutes without additional compensation should be allowed for towing the dredge to and from work, but that if men were required to work at repairs on the dredge during this time, they should be compensated at the rate of time and one-half.

All employees requested that board allowance of \$1 per day should be considered as a part of wages in computing overtime. This was conceded by the commission.

The following table of index numbers of retail prices of food in Great Lake cities shows that wage increases on a monthly basis have not equaled the increase in food costs, though increases in the hourly rate are, for the most part, in excess of increases in food costs.

INDEX NUMBERS OF RETAIL PRICES OF FOOD IN FIVE GREAT LAKES CITIES, 1913 TO 1919, BASED ON 18 IDENTICAL FOOD ARTICLES.

[April, 1913, to March, 1914=100.]

City.	April, 1913, to March, 1914.	April, 1914, to March, 1915.	April, 1915, to March, 1916.	April, 1916, to March, 1917.	April, 1917, to March, 1918.	April, 1918, to March, 1919.
Buffalo.....	100.00	100.96	102.37	124.36	165.48	184.97
Chicago.....	100.00	101.94	102.63	121.93	156.17	174.04
Cleveland.....	100.00	100.67	100.90	122.06	155.85	172.95
Detroit.....	100.00	100.71	101.61	121.96	160.51	178.92
Milwaukee.....	100.00	102.65	101.35	123.42	161.17	176.22

WAGES OF LONGSHORE LABOR, JULY, 1914, TO DECEMBER, 1918.

A recent report¹ issued by the National Adjustment Commission of the United States Shipping Board traces the history of this labor adjustment agency, notes its jurisdiction and functions and the principles which have governed its decisions, and gives the rules of procedure adopted and a review of the proceedings.

A large number of cases were settled by the local adjustment commissions at the various ports, thus relieving the commission itself of the necessity of considering many cases with which they could not be so familiar as local arbitrators. The proceedings of these local adjustment commissions, as well as a complete report of the cases heard by the National Adjustment Commission, are included in the report.

An important work of the commission was to bring about uniform rates of wages in the various ports, for the adoption by other adjustment agencies of uniform wage scales covering all sections of the country made it clear that the same action should be taken with respect to longshore wages if the relative position of longshore labor as compared with other labor was to be preserved. The desirability of uniformity was further emphasized, in the opinion of the commission, by the fact that the Government was faced with the necessity of shifting longshore labor not only from pier to pier but also from port to port. Hearings were held in New York, New Orleans, and Savannah, as a result of which new uniform scales of longshore wages were established for the North Atlantic ports, for both coastwise and deep-sea vessels, and a new uniform scale for longshore labor on deep-sea vessels for the Gulf of Mexico and one for the South Atlantic ports.

¹ National Adjustment Commission. Chairman's report for the period ending Dec. 31, 1918. Washington, 1919. 174 pp.

The following table shows the increases of wages of longshore labor (general cargo work) from July, 1914, to the close of 1918:

HOURLY WAGE RATES OF DEEP-WATER AND COASTWISE LONGSHORE LABOR, JULY, 1914, TO DECEMBER, 1918, AND PER CENT OF INCREASE OVER JULY, 1914, AT EACH DATE.

District and occupation.	Wage rate, July, 1914.	Wage rate, July, 1915.	July, 1916.		July, 1917.		July, 1918.		December, 1918.	
			Wage rate.	Per cent increase over July, 1914.	Wage rate.	Per cent increase over July, 1914.	Wage rate.	Per cent increase over July, 1914.	Wage rate.	Per cent increase over July, 1914.
DEEP-WATER LONGSHOREMEN.										
North Atlantic:										
Boston.....	\$0.33	\$0.33	\$0.40	21.2	\$0.40	21.2	\$0.50	51.5	\$0.65	97.0
New York.....	.33	.33	.40	21.2	.40	21.2	.50	51.5	.65	97.0
Philadelphia.....	.30	.30	.40	33.3	.40	33.3	.50	66.7	.65	116.7
Baltimore.....	.25	.25	.275	10.0	.35	40.0	.50	100.0	.65	160.0
Norfolk.....	.25	1.275	.30	20.0	.35	40.0	.55	120.0	.65	160.0
Average.....	.292	.297	.355	21.6	.38	30.1	.51	74.7	.65	122.6
South Atlantic:										
Charleston.....	.20	.20	.20	0	.25	25.0	.35	75.0	.50	150.0
Savannah.....	.25	.25	.25	0	.25	0	.30	20.0	.50	100.0
Average.....	.225	.225	.225	0	.25	11.1	.325	44.4	.50	122.2
Gulf coast:										
Mobile.....	.30	.30	.30	0	.35	16.7	.50	66.7	.65	116.7
New Orleans.....	.40	.40	.40	0	.40	0	.50	25.0	.65	62.5
Galveston.....	.40	.40	.40	0	.40	0	.50	25.0	.65	62.5
Average.....	.362	.367	.367	0	.383	4.4	.50	36.2	.65	77.1
Pacific coast:										
San Diego.....	.50	.50	.50	0	.70	40.0	.80	60.0	.80	60.0
San Francisco.....	.55	.55	.55	0	.70	27.3	.80	45.5	.80	45.5
Portland.....	.55	.55	.55	0	.60	9.1	.80	45.5	.80	45.5
Seattle.....	.45	.45	.50	11.1	.65	44.4	.80	77.8	.80	77.8
Average.....	.513	.513	.525	2.3	.663	29.2	.80	55.9	.80	55.9
COASTWISE LONGSHOREMEN.										
North Atlantic:										
Boston.....	.30	.30	.35	16.7	.35	16.7	.48	60.0	.65	116.7
New York.....	.30	.30	.35	16.7	.35	16.7	.48	60.0	.65	116.7
Philadelphia.....	.225	.225	.25	11.1	.30	33.3	.40	77.8	.65	188.9
Baltimore.....	.20	.20	.22	10.0	.25	25.0	.35	75.0	.65	225.0
Norfolk.....	.22	.22	.22	0	.25	13.6	.40	81.8	.65	195.5
Average.....	.249	.249	.278	11.6	.30	20.5	.422	69.5	.65	181.0
South Atlantic:										
Charleston.....	.25	.25	.25	0	.30	20.0	.40	60.0	.40	60.0
Savannah.....	.22	.22	.22	0	.27	22.7	.35	59.1	.40	81.8
Jacksonville.....	.20	.20	.20	0	.25	25.0	.35	75.0	.40	100.0
Average.....	.223	.223	.223	0	.273	22.4	.367	64.6	.40	79.4
Gulf coast:										
Mobile.....	.30	.30	.30	0	.35	16.7	.45	50.0	.45	50.0
New Orleans.....	.30	.30	.30	0	.35	16.7	.45	50.0	.48	60.0
Galveston.....	.30	.30	.30	0	.35	16.7	.40	33.3	.45	50.0
Average.....	.30	.30	.30	0	.35	16.7	.433	44.3	.46	53.3
Pacific coast:										
San Diego.....	.475	.475	.475	0	.65	36.8	.80	68.4	.80	68.4
San Francisco.....	.50	.50	.50	0	.65	30.0	.80	60.0	.80	60.0
Portland.....	.50	.50	.50	0	.60	20.0	.80	60.0	.80	60.0
Seattle.....	.45	.45	.50	11.1	.60	33.3	.70	55.6	.70	55.6
Average.....	.481	.481	.494	2.7	.625	29.9	.775	61.1	.775	61.1

¹ Increase of 10 per cent over July, 1914.

² Increase of 1.7 per cent over July, 1914.

ALLIANCE OF MINERS, RAILWAYMEN, AND TRANSPORT WORKERS IN GREAT BRITAIN.

COMPILED BY MARY CONYNGTON.

In April, 1914, a conference was held between the Miners' Federation of Great Britain, the National Union of Railwaymen, and the Transport Workers' Federation with a view to arranging for co-operative action and the support of one another's demands. A committee was appointed to draw up a working agreement, which was referred back to the three bodies and accepted by the end of 1915. It was carefully specified that the support involved was not to be sectional nor unconsidered.

Action is to be confined to joint national action. Further, no action will be taken until all three partners have met in conference and have agreed upon the course to be adopted. Sympathetic action, in fact, is no longer to be left to the uncontrolled emotions of a strike period, but is to be the calculated result of mature consideration and careful planning.¹

During the war little use was made of the combination, but within a few months of the signing of the armistice all its members had engaged in a struggle for improved conditions, and as demonstrated for a short time in February and March, 1919, the importance to the nation of its strength,² both for aggression and for restraint, can hardly be overestimated.

It was first recognized as a factor to be taken into account toward the middle of February, 1919, at which time all three of its constituent bodies had launched national programs, and none was satisfied with the progress made. The railwaymen had been first in the field. In the late summer of 1918 they had been on the verge of a strike, and as part of the settlement made with them the Government had promised that an eight-hour day should be established for the railroad workers at the close of the war. After the armistice was signed the railwaymen hastened to claim the fulfillment of this promise and presented at the same time a national program embodying the following demands:³

1. That eight hours constitute a working day and 48 hours a working week.
2. That all advances given as war increases be converted into permanent wages.
3. That a guaranteed day and a guaranteed week be established on all railways.
4. That double time be paid for all overtime.
5. That Sunday duty between 12 o'clock midnight Saturday and 12 o'clock midnight Sunday be paid for at the rate of double time. Sunday duty to be independent of the guaranteed week.

¹ The Triple Industrial Alliance, by Robert Smillie: Labor Year Book, 1916, p. 103. (London.)

² At the beginning of 1914 the membership of the Miners' Federation was given as 800,000, of the Transport Workers' Federation as 250,000, and of the National Union of Railwaymen as 350,000. (See Trade-unionism on the Railways, G. D. H. Cole, London, 1917, p. 71.) The war brought changes in the distribution of men in industry, and the exact numerical strength of the alliance in 1919 is not known. There was a general assumption, however, that it was not less than in 1914.

³ Quoted from Manchester (England) Guardian, Feb. 12, 1919, p. 6.

6. That night duty (6 p. m. to 6 a. m.) be paid for at the rate of time and a half.
7. That all piecework, tonnage, and bonus systems be abolished.
8. That on those systems where locomotive men at present work under a mileage clause, 120 miles to constitute a day's work on passenger trains and 96 miles on goods trains; all mileage over and above this to be paid for at an equivalent rate.
9. That the period of rest between each turn of duty be not less than 12 hours.
10. That hybrid grades be abolished.
11. That conditions of service for railwaymen be standardized upon all railways in the United Kingdom.
12. That there be equal representation, both national and local, for this union upon the management of all railways in the United Kingdom.
13. That 14 days holiday with pay be allowed.

These demands were looked upon as almost revolutionary. Up to the outbreak of the war, it was not denied, the wages for many grades of railwaymen had been too low for any reasonable standard of living, and tips had been depended upon to help out. During the war wages had of necessity been raised until they were at least upon an economic basis, but hours had been exceedingly long. The demand of the men that they should keep what they had gained in the way of wages and should add to this a short and definitely restricted working day, seemed to many unreasonable, while all perceived that it must add materially to the cost of operation. The request for standardized conditions would involve highly troublesome readjustments, while to give the union a voice in the management would, of course, be an entirely new departure, at which many looked askance. The parliamentary election was close at hand and the excited atmosphere of the campaign was not favorable to the careful consideration such claims demanded. So a compromise was effected, signed on December 6, 1918, by which it was agreed that the eight-hour day should go into effect February 1, 1919, while other conditions should remain unchanged pending the action of a committee, which should be set up as soon as possible, to consider the questions of wages and conditions of service throughout the country.

This settled the immediate difficulty, but as the new year advanced it became evident that matters were not going smoothly with the railway negotiations. The situation was complicated by the fact that there were several parties concerned. On one side were the Government, represented in time of special stress by the Prime Minister, but in less strenuous moments by the Board of Trade or the Railway Executive Committee, or both, and the railway companies who still retained the actual administration of the roads under Government control. There were 79 of these companies, each with its own individual arrangement of hours, classification of workers, rates of wages, etc. On the other side were two organizations, the National Union of Railwaymen, with an estimated membership at

this time of 500,000, and the Amalgamated Association of Locomotive Engineers and Firemen, with a membership of about 40,000.¹ This second association was not a member of the triple alliance and consequently was not bound by the pledges the others had given not to act without consultation. Its action in calling the tube strike early in February, because of dissatisfaction with the manner in which the eight-hour day had been put into operation, was a source of embarrassment to the alliance and showed the need of the restraining influence which the three allied federations brought to bear one upon another.

Apart from this inevitable complexity there was an apparent tendency to delay, which the men found trying. They had supposed that the committee to consider wages and conditions would begin its work promptly, so that changes agreed upon might be made coincidently with the introduction of the eight-hour day, but its first meeting was called for February 12, nearly two weeks after the shorter day became effective. When the men assembled for this meeting they found the gathering was only the prelude to further delay:

On February 12, several months after their national program was presented to the Board of Trade, they held their first meeting on it with the Railway Executive Committee. At that meeting the committee had to tell the men that it was not ready to negotiate with them, because it had only been told eight days before by the Government that it was to act as the Government's agent in the settlement of the program. That incident alone, as Mr. J. H. Thomas said in the House of Commons, was sufficiently exasperating, and it turned the thoughts of many railway men toward the strike weapon.²

Meanwhile, on January 16, 1919, the National Transport Workers' Federation had submitted to all associations representing port employers the following demands:³

1. A working week of 44 hours in all parts of the Kingdom for all grades of dock and waterside labor engaged on quay, warehouse, or ship work.
2. The same pay for time workers for the 44 hours as is now earned by such workers for the existing hours, with an increase of 20 per cent for pieceworkers.
3. Men only to be taken on twice a day.

A conference between the port employers and the federation over these demands took place January 31, at which it was decided to leave matters in the hands of a joint committee of 14, 7 from each side. By February 12, this committee had held two meetings without coming to any agreement; the employers offered first a 48-hour, then a 46½-hour week without reduction of pay, and declared the third demand one for local settlement only, while the men adhered to their original demands. The third demand, they explained, was intended to prevent the practice of taking on men at any time during the day,

¹ Manchester (England) *Guardian*, Feb. 8, 1919.

² London *Times*, Mar. 22, 1919, p. 12.

³ London *Times*, weekly edition, Feb. 21, 1919, p. 186.

as a consequence of which a man who was not engaged early in the morning was kept hanging around for hours in the hope that he might have a chance later on, whereas if he knew that no more engagements would be made until a specified hour, he could make use of the interval in looking for work elsewhere. Arbitration was suggested, but the men were unwilling to consider it, and matters appeared to be at a standstill.

At this time the attitude of the Miners' Federation was more threatening than that of either of its allies. Early in January the miners had submitted to the coal controller a claim for an advance of 30 per cent in wages, with a retention of the war advances, and on January 31 a further demand was made for a reduction of working hours to six a day for underground workers, nationalization of the coal mines, and certain special treatment for demobilized miners. On the 10th of February the Government replied, conceding an advance in wages of 1s. (24.3 cents) a day—about one-third of what the men asked—but saying that it could not grant off-hand such far-reaching demands as those for shorter hours and nationalization. Therefore it proposed to set up a commission to deal with these and to report as soon as possible.¹ The miners were by no means satisfied with this response. They believed that they were entitled to the advances they asked; they believed themselves strong enough to force these concessions, and they also believed that the plan of setting up a commission was only a device to delay matters until they, the miners, should be in a less favorable position for enforcing their demands. The delay in the matter of getting the railway committee to work now returned to plague the Government. The authorities pointed out with much justice and force that the coal industry was basic, that on its output and the price at which coal could be sold the welfare of the country depended, and that it was unreasonable to expect demands which might involve the ruin or the prosperity of the whole Kingdom to be answered without consideration and investigation. The miners replied, in effect, that much the same response had been made to the railway men, and that the committee of inquiry promised them more than two months before was not yet functioning; they, the miners, were ready for a settlement now, and they intended to have one. On February 12, at a conference of the miners' representatives it was decided to refer back to the local unions the question of whether or not a strike should be called to enforce their demands. A strike ballot was accordingly sent out, the returns to be in by February 25.

On February 12, therefore, all three federations were trying to secure changes involving shorter hours, higher wages, and better conditions. The miners' and the railway men's claims also involved

¹ The Observer, London, Feb. 16, 1919, p. 2.

representation of the men in the management of the business. All three bodies were dissatisfied and indignant, though the transport workers were less so than the other two. It was at this juncture that the transport workers sent a telegram of greeting to the miners' representatives, wishing them success and ending: "Combined, miners, railway men, and transport workers must be irresistible." The answering telegram contained two significant sentences:

Between the transport workers and the miners there is a bond of union which will stand the test in the near future of the opposition of the capitalist classes. Miners and railway men are with you.¹

Then followed an anxious period, during which the miners, who were daily rolling up a larger majority in favor of a strike, were the center of interest, with the railway men and transport workers good seconds. The leaders of the three federations held frequent conferences, and renewed their pledges to act as one if a strike became necessary for any one of the three. Taken together, their membership was estimated at about a million and a half, and the consequences of a combined strike could not be contemplated without alarm. A tie-up of the railways, the mines, and the shipping would have meant famine conditions for England within a few days. The Government let it be known that it would take the strongest measures to suppress any such strike, but no one imagined that the triple alliance, if a strike were once called, would give up simply on a threat of force, and the chances were that if an outbreak occurred there would be actual warfare of a singularly embittered character. Neither side wanted this, and the Government, in particular, bestirred itself to prevent matters from reaching a crisis. The railway committee began its work behind closed doors. Government intervention brought the transport workers and employers together again in renewed negotiations. In the hope of helping the general situation, the Prime Minister called a conference of employers and workers to meet February 27 and consider the causes and remedies for industrial unrest. To meet the miners' threat of a strike, a bill establishing a commission of inquiry into the coal industry was brought into Parliament and pushed rapidly, although the miners insisted that they would not accept such a commission and announced a vote of nearly five to one in favor of a strike, to begin March 15. At the last moment a compromise was effected, by which the miners, in consideration of naming half the members of the commission, agreed to postpone the strike until March 22, to allow time for hearing the report of the commission on hours and wages, a report on these subjects being promised for March 20.

¹ Manchester (England) *Guardian*, Feb. 13, 1919.

The triple alliance took advantage of the temporary relaxation of anxiety to make public its position. On February 25, the day following the miners' acceptance of the commission, the executives of the three federations met for conference, and issued a statement, giving the following resolution, which had been adopted unanimously:

Having fully considered the position of the negotiations as reviewed by the executive of the Miners' Federation, the National Union of Railwaymen, and the Transport Workers' Federation, and having regard to the very grave consequences involved in a stoppage by either body, and the fact that in the event of such stoppage the members of each body would be very seriously and immediately affected, the executives decide to adjourn this conference until each body has had an opportunity for further negotiation. It is further decided that no section of this triple alliance shall agree to any action or settlement until this conference has again been called, such conference to be held before March 15.¹

Two days later, at the national industrial conference called by the Prime Minister, Mr. J. H. Thomas, of the National Union of Railwaymen, read a memorandum prepared by the executives of the three federations setting forth the ideas for which the triple alliance stood. Underlying their different national programs, the memorandum stated, was a common purpose to attain certain definite ends.

In the first place, it expresses the opinion that the organized workers of Great Britain (1) have made up their minds to procure for themselves an increasing share of the wealth produced by their labor; (2) are determined to shorten materially their working hours; (3) are dissatisfied with a system which treats their labor power as a mere commodity to be bought and sold as though they were machinelike units in the process of wealth production and distribution; and asserts that they (4) demand that they shall become real partners in industry, jointly sharing in the determination of working conditions and management.²

The leaders realized clearly that the campaign in which they were engaged might easily result in disaster, but believed that by care such an outcome might be avoided. One of their leaders argued this point in a public address. Having mentioned the agreement of the three federations neither to strike nor to settle separately, he continued:

This, it will be readily seen, may mean either peace or war. I want frankly to face both. Peace should be the desire of all. To fight for fighting's sake would be criminal, and when it is remembered that the fight would be not against the employer as an individual, but against the State, victory on either side may be purchased at too great a price. * * * A very grave and perhaps fatal mistake will be made by either side assuming that because the consequences are so terrible, one or the other will give way. That feeling may easily precipitate the crisis. Rather let us realize that the stakes are so high that we can not and must not make a mistake.³

The holding of the industrial conference and its action in appointing a joint committee of employers and employed to report on measures of improvement, relieved the general situation appreciably,

¹ London Times, weekly edition, Feb. 28, 1919.

² London Times, Mar. 9, 1919.

³ Manchester (England) Guardian, Mar. 3, 1919; speech of J. H. Thomas.

though much tension remained. In the interval between the holding of the conference and the report of the coal commission, the transport workers practically came to terms with the employers, who conceded a 44-hour week without reduction of pay, but with some conditions attached. These were referred back to the local unions for acceptance, while the organization went on to secure similar concessions for the omnibus and tramway men. With the concession of the 44-hour week, whatever chance had existed of the transport workers initiating a strike disappeared.

The miners' demands were very much in the public eye, for the coal commission's sessions were open and fully reported in the daily press. Complaint was made later that the mine-owners' representatives were no match for the men's, and that consequently the impression produced by the hearings was unduly favorable to the men. Be that as it may, there is no question that the publicity of the hearings was beneficial to the men and created a strong feeling that justice and expediency alike called for substantial concessions to them. The miners themselves were in an ugly mood—"spoiling for trouble," one labor leader put it—but their leaders were obviously open to reason and opposed to extreme measures, so long as the chance existed that the commission would recommend a considerable part of their demands.

The railway negotiations were in a more critical state. In direct contrast to the action of the coal commission, the conferences on the railway men's program were held in the strictest secrecy. March 14 it was announced that the railway executive committee had made an offer, which the men rejected in toto, rejecting also the principles on which it was based. Conferences were resumed, but the men's leaders made no secret of their conviction that a peaceable settlement was not probable. The situation was so acute that at the request of the Prime Minister the men's leader, J. H. Thomas, literally flew to Paris for a conference, returning the following day to take up negotiations with the Government directly, instead of with the Railway Executive Committee, acting for the Government.

On March 20 the coal commission handed in a report recommending substantial concessions to the men and foreshadowing others to come if this report were accepted.¹ On the same day the Government presented a new offer to the railway men. The miners were disappointed, and a considerable party was for an appeal to force, but the leaders were strongly in favor of accepting the report, and succeeded in arranging that the strike notices should be postponed from day to day until a ballot could be taken on the question of whether to accept the report or to strike.

¹ For an account of the reports of the coal commission, see the MONTHLY LABOR REVIEW, May, 1919, pp. 109-114.

But the railway men were in no mood for further delay. On the 21st they rejected the Government's offer and declared, in effect, that nothing but the strike remained for them. A meeting of the triple alliance was held that evening, and the two other parties to it bent their efforts to inducing the railway men to hold back from such action. The following resolution was unanimously carried, after a prolonged session:

That this conference of the triple alliance instructs its subcommittee, in conjunction with the National Union of Railwaymen's negotiating committee, to approach the Government with a view to removing the deadlock between the National Union of Railwaymen and the Railway Executive, and meanwhile it requests the National Union of Railwaymen to remain at work during the negotiations and pending a further decision of the triple alliance.¹

The joint committee thus constituted was received by the Government representative the following morning, and after long discussions negotiations were renewed. On the 24th the Government laid before the men a proposition covering the following points:²

1. Guaranteed week of 48 hours.
2. Guaranteed day to be further considered.
3. Time and a quarter for overtime, and time and a half for work on Sunday or specified holidays.
4. Time and a quarter for work between 10 p. m. and 4 a. m.
5. A minimum period of rest between turns of duty, ranging from 9 to 12 hours according to nature of work.
6. One week's holiday with pay after 12 months' service, without prejudice to men already having a longer holiday under existing arrangements.
7. Committees of the two unions concerned to be the medium for discussing all questions of rates of pay and conditions of service while present negotiations are proceeding. To provide for future negotiations, a committee to be appointed to consider—
 - (a) Creation of a joint committee of representatives of the Railway Executive Committee and the two unions to deal with questions of rates of pay and conditions of service of men within conciliation grades.
 - (b) Continuance or discontinuance of present conciliation boards.
8. Present wages to be continued till December 31, 1919, regardless of any fall in the cost of living. Negotiations to be continued for fixing new standard rates so as to insure that all men throughout the country shall receive the same payment for the same work under the same conditions.
9. Other items in the program to be discussed at future meetings.

It is hard for men who have been keyed up to strike pitch to accept a compromise, but the concessions involved in these terms were so substantial that their allies did not hold the railway men justified in going to extremes, and threw their whole weight on the side of peace. For a few days the outcome was doubtful, but on the 27th the concessions were accepted, and the danger of a strike was definitely over.

¹ London Times, Mar. 22, 1919.

² Condensed from report in Labour Gazette, London, April, 1919, pp. 125, 126.

At the end of the campaign, then, all three members of the alliance had registered definite gains. The transport workers had secured a 44-hour week without reduction in time rates, and with an increase of piece rates to compensate for the shorter working day. The miners had gained two-thirds of their wage demand, a reduction of their working day, and a practical promise of a voice in the future management of the industry. The railway men had gained a definitely limited day, with pay for overtime and night work, a stabilization of wages at least until the end of the year, a promise of standardized conditions, and the formal recognition of their unions as the medium for conducting negotiations. It is doubtful whether, without the aid of the alliance, such gains could have been secured, and it is highly probable that without its restraining influence any gains secured would have come only at the cost of a strike. First the miners and then the railway men were narrowly held back from a strike by the efforts of the other members. A combined strike would have been so terrible in its effect that part of the public were inclined to question whether such combinations of unions and federations could not be prevented, but another and possibly a larger part recognized their possibilities for good. The Westminster Gazette, discussing the final negotiations, voiced what seemed to be the prevailing sentiment:

The triple alliance, while adding enormously to the power of the unions and to the pressure which they can bring to bear on the community, does nevertheless provide a guaranty that there shall be serious reason for any outbreak. All three have now received substantial concessions, and any extremists who are anxious to provoke a strike over the marginal demands will have to convince not only the moderate party in their own union, but the leaders of the other two as well. The moderating influence of the alliance was demonstrated on Friday, and will, we hope, continue to operate.

WAGES IN THE BUILDING TRADES IN BRITISH CITIES, 1914 TO 1918.

COMPILED BY J. E. EASTLACK.

In the Seventeenth Abstract of Labor Statistics of the United Kingdom, rates of wages and weekly hours, recognized October 1, 1914, are shown for various occupations in building trades, shipbuilding, and foundries and machine shops. As no later issues of the abstract showing similar statistics for these occupations have been published, an effort has been made to compile later wage data from the British Labor Gazette. This publication, however, gives only the principal changes taking effect each month, and these were found to be so incomplete and for many occupations so indefinite that actual rates could not be obtained. It has been possible to compile hourly rates for occupations in the building trades only, but hours of work for these occupations could not be obtained.

The results of this compilation are shown in the table which follows. The table gives the month in which increases took place and the resulting wage rate. The rates may or may not apply to all the workers in the respective cities and trades, so they can not with certainty be called average wages. Where war bonuses were reported these have been included in the rates shown.

RATES OF WAGES IN BUILDING TRADES OF SELECTED BRITISH CITIES, 1914 TO FEBRUARY, 1919.

[Compiled from the Seventeenth Abstract of Labor Statistics, 1914, and from the British Labor Gazette.]

Occupation and year.	Belfast.		Birmingham.		Bradford.		Bristol.		Cardiff.	
	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.
Bricklayers:			<i>Cents.</i>		<i>Cents.</i>		<i>Cents.</i>		<i>Cents.</i>	
1914.....	18.3	Oct....	21.3	Oct....	20.3	Oct....	20.3	Oct....	19.3	Oct....
1915.....			23.3	Oct....			21.3	Jan....	21.3	Oct....
1916.....	20.3	May....			22.8	Nov....	22.3	July....		
1917.....	25.9	Nov....	29.9	Dec....	27.4	Dec....	28.9	Dec....	24.3	May....
1918.....	34.1	Oct....	39.4	Oct....	35.3	Sept....	36.5	Dec....	30.4	May....
1919.....			40.6	Feb....	37.6	Jan....			1 33.5	Jan....
Carpenters and joiners:										
1914.....	18.3	Oct....	21.3	Oct....	18.3	Oct....	20.3	Oct....	19.3	Oct....
1915.....			23.3	Oct....			21.3	Jan....	21.3	Oct....
1916.....	20.3	May....			21.8	Nov....	22.3	July....		
1917.....	25.9	Nov....	29.9	Dec....	26.4	Dec....	28.9	Dec....	24.3	May....
1918.....	34.1	Oct....	39.4	Oct....	34.2	Sept....	36.5	Dec....	30.4	May....
1919.....			40.6	Feb....	36.5	Jan....			1 33.5	Jan....
Laborers, building:										
1914.....			15.2				14.2	Aug....		
1915.....			17.2	Oct....			15.2	Jan....	15.2	Oct....
1916.....					17.7	Nov....	17.2	Nov....		
1917.....					22.3	Dec....	23.8	Dec....	18.3	May....
1918.....					23.8	Oct....	29.7	Sept....	30.4	May....
1919.....					32.5				1 27.4	Jan....
1914.....					34.5	Feb....	31.9	Jan....		
Masons:										
1914.....			17.2	Oct....	21.8	Oct....	20.3	Oct....	19.3	Oct....
1915.....					23.3	Oct....			21.3	Oct....
1916.....							22.8	Nov....	22.3	Oct....
1917.....							27.4	Dec....	28.9	May....
1918.....							35.3	Sept....	36.5	May....
1919.....							37.6	Jan....	1 33.5	Jan....
Painters:										
1914.....			17.2	Oct....	19.3	Oct....	17.2	Oct....	17.2	Oct....
1915.....									19.3	Oct....
1916.....					22.8	Dec....	21.3	Dec....		
1917.....					26.9		20.3	July....		
1918.....					33.0	Sept....	34.2	Nov....	26.9	May....
1919.....					36.5	Feb....	37.6	Jan....	28.4	May....
1914.....									1 33.5	Jan....
Plasterers:										
1914.....			17.2	Oct....	21.8	Oct....	19.3	Oct....	19.3	Oct....
1915.....					23.3	Oct....			21.3	Oct....
1916.....							22.3	Dec....	22.3	Oct....
1917.....							27.4	Nov....	28.9	May....
1918.....							35.3	Sept....	36.5	May....
1919.....							37.6	Jan....		
Plumbers:										
1914.....			19.3	Oct....	20.8	Oct....	20.3	Oct....	19.3	Oct....
1915.....					23.8	Oct....			21.3	Oct....
1916.....							22.3	Dec....	22.3	Oct....
1917.....							27.4	Nov....	28.9	May....
1918.....							35.3	Sept....	36.5	May....
1919.....							37.6	Jan....		
Slaters:										
1917.....					28.9	Dec....	24.8	Aug....		
1918.....					39.4	Oct....				
1919.....					40.6	Feb....	38.8	Jan....		

¹ Not including a bonus of 12½ per cent to men on munitions work.

² And a war bonus of \$1.95 per week.

RATES OF WAGES IN BUILDING TRADES OF SELECTED BRITISH CITIES, 1914 TO FEBRUARY, 1919—Continued.

Occupation and year.	Cork.		Dundee.		Glasgow.		Hull.		Leeds.	
	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.
Bricklayers:										
1914.....	Cents. 16.2	Oct....	Cents. 21.3	Oct....	Cents. 21.3	Oct....	Cents. 20.3	Oct....	Cents. 20.3	Oct....
1915.....					22.3	July....				
1916.....			23.3	July....	23.3	May....	21.8	Oct....	22.3	Feb....
1917.....	21.3	Apr....	26.4	Aug....	28.4	Dec....	26.4	Oct....	26.9	Oct....
1918.....	26.4	Apr....			40.5	Dec....	35.5	Nov....	34.8	Sept....
1919.....									37.1	Jan....
Bricklayers' laborers:										
1914.....					13.2	Oct....			14.2	Oct....
1916.....									16.2	Apr....
1917.....					120.3	Sept....			19.3	July....
1918.....					31.4	Dec....			28.5	Sept....
Carpenters and Joiners:										
1914.....	16.9	Oct....			21.3	Oct....	20.3	Oct....	19.3	Oct....
1915.....									20.8	Dec....
1916.....					23.3	July....	21.8	Oct....	21.3	July....
1917.....	21.3	May....					26.4	Oct....	26.4	Oct....
1918.....	28.4	Apr....					35.5	Nov....	34.2	Sept....
1919.....									36.5	Jan....
Laborers, building:										
1916.....							17.2	Oct....	16.2	Apr....
1917.....	13.2	Apr....	20.3	Dec....			22.3	Oct....	21.3	Oct....
1918.....	18.3	Apr....	22.3	Mar....			31.4	Nov....	28.5	Sept....
1919.....									31.4	Jan....
Masons:										
1914.....					20.3	Oct....			20.3	Oct....
1916.....					22.3	July....			22.3	Feb....
1917.....	21.3	Apr....			26.4	July....			26.9	Oct....
1918.....	26.4	Apr....			40.5	Dec....			34.8	Sept....
1919.....									37.1	Jan....
Painters:										
1914.....	17.2	Oct....	19.3	Oct....	20.3	Oct....	17.2	Oct....	16.2	Oct....
1915.....									17.2	Mar....
1916.....									18.3	May....
1917.....	19.3	Apr....	23.3	Jan....	26.4	Nov....	23.3	Dec....	22.8	Nov....
1918.....	24.3	May....	30.4	July....	38.2	Dec....	34.2	Nov....	34.2	Nov....
Plasterers:										
1914.....	16.9	Oct....	20.3	Oct....	20.3	Oct....	20.3	Oct....	20.3	Oct....
1916.....					21.3	Jan....	21.8	Oct....	21.3	Feb....
1917.....	20.3	Apr....	26.4	Nov....	23.3	Jan....	26.4	Oct....	26.4	Oct....
1918.....	26.4	Apr....	24.3	Aug....	38.2	Dec....	35.5	Nov....	34.2	Sept....
1919.....									36.5	Jan....
Plasterers' laborers:										
1914.....					13.2	Oct....	15.2	Oct....	15.2	Oct....
1916.....					17.2	Aug....				
1917.....					20.3	Aug....			22.3	Oct....
1918.....					31.4	Dec....	26.4	Mar....	29.7	Sept....
1919.....									32.5	Jan....
Plumbers:										
1914.....	18.3	Oct....	21.3	Oct....	21.3	Oct....	19.3	Oct....	19.3	Oct....
1915.....					22.3	Sept....				
1916.....	19.8	Nov....	24.3	Mar....	23.3	Sept....			22.3	Apr....
1917.....			28.4	Mar....	27.4	Sept....			24.3	Jan....
1918.....	28.4	July....	36.5	Mar....	39.4	Dec....	35.5	Nov....	38.8	Oct....
Slater's:										
1914.....					20.3	May....				
1915.....					21.3	May....				
1916.....					22.3	May....	21.3	May....	21.3	Jan....
1917.....	20.3	Apr....	24.3	May....	24.3	May....	26.4	Oct....	22.3	Jan....
1918.....					38.2	Dec....	32.4	Sept....	34.8	Sept....
1919.....									31.7	Jan....

¹ And a bonus of 24.3 cents per week.² And a bonus of 73 cents per week.

RATES OF WAGES IN BUILDING TRADES OF SELECTED BRITISH CITIES, 1914 TO FEBRUARY, 1919—Concluded.

Occupation and year.	Liverpool.		London.		Manchester.		Nottingham.		Sheffield.	
	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.	Rate per hour.	Month.
Bricklayers:										
1914.....	Cents. 22.3	Oct.	Cents. 23.3	Oct.	Cents. 21.3	Oct.	Cents. 20.3	Oct.	Cents. 20.3	Oct.
1915.....	22.3		23.3		22.3		20.3		20.3	
1916.....	24.3	May	25.3	July	24.3	Dec.	24.3	Dec.	24.3	Dec.
1917.....	28.4	Dec.	30.9	Oct.	28.4	Nov.	26.4	Sept.	29.9	Dec.
1918.....	40.6	Dec.	38.8	Sept.	36.5	Nov.	36.5	Nov.	39.4	Dec.
1919.....			42.6	Feb.						
Bricklayers' laborers:										
1914.....	14.2	Oct.	16.2	Oct.	13.2	Oct.	15.2	Oct.	15.2	Oct.
1916.....	16.2	May								
1917.....	21.3	Dec.								
1918.....	33.5	Dec.			28.4	Nov.	30.8	Nov.	30.8	Nov.
Carpenters and joiners:										
1914.....	22.3	Oct.	23.3	Oct.	21.3	Oct.	20.3	Oct.	19.8	Oct.
1915.....					22.3	Nov.			20.8	Dec.
1916.....	24.3	May	25.3	July	24.3	Nov.	24.3	Dec.		
1917.....	28.4	Dec.	30.9	Oct.	28.4	Nov.	26.4	Sept.	29.4	Dec.
1918.....	40.6	Dec.	38.8	Sept.	36.5	Nov.	36.5	Nov.	39.4	Dec.
1919.....			42.6	Feb.						
Laborers, building:										
1915.....					15.2	Nov.				
1916.....	15.2	May	18.3	July			19.3	Dec.		
1917.....	20.3	Dec.	20.3	June	20.3	Nov.	21.3	Sept.	23.3	Dec.
1918.....	32.4	Dec.	30.8	Sept.	28.4	Nov.	30.8	Nov.	31.4	Dec.
1919.....			34.5	Feb.						
Masons:										
1914.....	22.3	Oct.			21.3	Oct.	20.3	Oct.	20.3	Oct.
1915.....					22.3	Nov.				
1916.....							24.3	Dec.		
1917.....									29.9	Dec.
1918.....							36.5	Nov.		
Painters:										
1914.....	19.3	Oct.	19.3	Oct.	19.3	Oct.	18.3	Oct.	17.2	Oct.
1916.....	21.3	May	20.3	Aug.	21.3	May	20.3	Apr.	18.3	Jan.
1917.....	29.4	Dec.	25.9	Oct.	24.3	Sept.	23.3	Apr.	24.3	Nov.
1918.....	40.6	Dec.	33.1	Sept.	34.5	Sept.	33.1	Nov.	34.2	Nov.
1919.....			36.5	Feb.	36.5	Jan.				
Plasterers:										
1914.....	22.3	Oct.	23.3	Oct.	22.3	Oct.	21.3	Oct.	19.3	Oct.
1916.....			25.3	July	24.3	Nov.	23.3	Dec.		
1917.....	28.4	Dec.	30.9	Oct.	26.4	Nov.	26.4	Sept.	28.9	Dec.
1918.....	40.6	Dec.	38.8	Sept.	36.5	Nov.	36.5	Nov.	38.2	Dec.
Plasterers' laborers:										
1914.....	14.2	Oct.			15.2	Oct.	15.2	Oct.		
1916.....	16.2	May			17.2	Nov.	20.3	Dec.		
1917.....	21.3	Dec.			21.3	Nov.	22.3	Sept.		
1918.....	33.5	Dec.			29.4	Nov.	29.1	June		
1919.....							31.9	Jan.		
Plumbers:										
1914.....	22.3	Oct.	24.3	Oct.	20.3	Oct.	20.3	Oct.	19.3	Oct.
1915.....					22.3	Aug.				
1916.....	24.3	May	26.4	Aug.	24.3	Aug.	24.3	Nov.	22.3	Oct.
1917.....	28.4	Nov.	31.9	Oct.	28.4	Sept.	27.4	Sept.	28.9	Dec.
1918.....	40.6	Dec.	39.9	Sept.	38.5	Nov.	37.6	Nov.	37.1	Dec.
1919.....			43.6	Feb.						
Slaters:										
1916.....	23.3	May					23.3	Dec.	21.3	Sept.
1917.....	27.4	Dec.			26.4	Nov.	25.3	Sept.	28.9	Dec.
1918.....	36.5	May	35.3	July	34.5	Nov.	36.5	Nov.	38.2	Dec.

AGRICULTURAL WAGES IN IRELAND.

According to a report from the United States consul at Dublin, received through the State Department, the Agricultural Wages Board for Ireland recently fixed minimum rates of wages for agricultural workers in that country as shown in the table which follows. The minimum rate per day is in each instance one-sixth of the weekly

rate shown. No explanation is given of the extent of the three areas into which the country is divided. No rate is fixed for work in excess of 10 hours per day; payment for such work must be arranged between employer and employee.

MINIMUM WEEKLY WAGES OF AGRICULTURAL WORKERS IN IRELAND

Age group, and area.	Minimum rate per week.
MALES—54 HOURS PER WEEK.	
16 to 18 years:	
Area No. 1.....	\$3.90
Area No. 2.....	3.54
Area No. 3.....	3.18
18 to 20 years:	
Area No. 1.....	5.82
Area No. 2.....	5.34
Area No. 3.....	5.10
Over 20 years:	
Area No. 1.....	6.54
Area No. 2.....	5.90
Area No. 3.....	5.34
MALES—60 HOURS PER WEEK.	
16 to 18 years:	
Area No. 1.....	4.26
Area No. 2.....	3.78
Area No. 3.....	3.42
18 to 20 years:	
Area No. 1.....	6.18
Area No. 2.....	5.70
Area No. 3.....	5.34
Over 20 years:	
Area No. 1.....	6.93
Area No. 2.....	6.30
Area No. 3.....	5.70
FEMALES—54 HOURS PER WEEK.	
Over 18 years:	
Area No. 1.....	3.90
Area No. 2.....	3.80
Area No. 3.....	2.94
FEMALES—60 HOURS PER WEEK.	
Over 18 years:	
Area No. 1.....	4.02
Area No. 2.....	3.66
Area No. 3.....	3.18

WAGES PAID TO MINE LABOR IN ALSACE-LORRAINE, 1913, 1914, AND 1918.¹

Average wages, quarterly earnings, shifts worked, etc., by miners employed in the coal, iron, and potash mines in Alsace-Lorraine during the year 1913, the second and third quarters of 1914, and the first quarter of 1918 are reported in the November-December, 1918, issue of the Bulletin du Ministère du Travail et de la Prévoyance Sociale (p. 539).

From this table it may be seen that there has been a noticeable increase in the average earnings per person employed and per miner in each class of mines. Considering all employees, the increase in

¹ Bulletin du Ministère du Travail et de la Prévoyance Sociale (Paris), Nov.-Dec., 1918, p. 539.

earnings per quarter in 1918 compared with the nearest corresponding period of 1914 was 88.1 per cent in coal mines, 55.5 per cent in iron mines, and 61.3 per cent in potash mines. The table is as follows:

NUMBER EMPLOYED, SHIFTS WORKED, AND EARNINGS OF MINERS IN ALSACE-LORRAINE IN SPECIFIED PERIODS, 1913 TO 1918.

Period.	Number of persons employed.	Number of shifts worked.	Earnings.			
			All employees.	Per shift.	Per quarter per employee.	Per shift per miner.
Coal mines:						
1913.....	16,333	(1)		\$1.07	(1)	\$1.27
1914, second quarter.....	15,445	79	\$1,329,577	1.09	\$86.08	1.30
1914, third quarter.....	9,512	76	752,700	1.03	78.17	1.24
1918, first quarter.....	11,229	85	1,816,709	1.88	161.93	2.43
Iron mines:						
1913.....	16,975	(1)		1.41	(1)	1.60
1914, second quarter.....	14,939	74	1,534,350	1.37	102.87	1.59
1914, third quarter.....	8,307	63	691,519	1.32	83.38	1.54
1918, first quarter.....	8,581	77	1,373,338	2.09	160.00	2.85
Potash mines:						
1913.....	1,175	(1)		1.06	(1)	1.19
1914, second quarter.....	1,879	74	143,206	1.03	76.24	1.15
1914, third quarter.....	692	75	52,496	1.04	76.04	1.14
1918, first quarter.....	1,060	78	130,468	1.57	122.94	2.12

¹ Not reported.

EARNINGS AND HOURS OF LABOR OF COAL MINERS IN HOLLAND.¹

A statement in the Dutch journal *Algemeen Handelsbad* for February 25, 1919, gives the average earnings per shift of underground mine workers in South Limburg (which is rated as the most valuable coal field in Holland), as 9s. 11d. (\$2.41), and of surface workers as 6s. 9d. (\$1.64), with a general average for all workers of 9s. (\$2.19). The following are the average earnings per shift for the various occupations:

Underground workers:	s.	d.	
Hewers.....	12	1	(\$2.94)
Timbermen.....	9	7	(2.33)
Hewers' laborers.....	10	3	(2.49)
Haulers over 18 years of age.....	7	11	(1.93)
Haulers under 18 years of age.....	4	10	(1.18)
Surface workers:			
Enginemen.....	8	2	(1.99)
Stokers.....	8	1	(1.97)
Artisans.....	8	3	(2.01)
Other workers over 16 years of age.....	7	1	(1.72)
Other workers under 16 years of age.....	2	6	(.61)

It appears from a later issue of the same journal that the eight-hour day prevails for underground workers at all mines, while those employed above ground are still working 10 hours per day.

¹ Data taken from British Labour Gazette (London) for March, 1919 (p. 86).

THE 48-HOUR WEEK IN CERTAIN INDUSTRIES IN ITALY.

It appears that an agreement has been entered into (signed Feb 20, 1919) between representatives of the Federation of Italian Manufacturers and of the organizations of the metallurgical workers, providing for the establishment of a 48-hour week effective on the first of May for the engineering trades and on the first of July for workers at continuous processes. The movement for an 8-hour day was initiated, according to reports in recent issues of *L'Avanti* and *Il Giornale d'Italia*, and noted in the British Labor Gazette for March, 1919 (p. 86), at a congress of the *Confederazione del Lavoro*, held at Milan, September, 1918, and after the signing of the armistice the executive of the federation of labor began to agitate for this reform. A summary of the agreement taken from the British Labor Gazette is as follows:

In engineering establishments, shipbuilding yards, and allied trades hours are to be reduced from 60 or 55 to 48 per week. In foundries where continuous work is carried on the hours are to be reduced from 72 to 48 per week by adopting the system of three shifts. Shifts in foundries are to be formed on the basis of the work which is at present divided between two shifts being performed where possible by the same number of workmen in three shifts. Care is to be taken that the actual hours worked under the new system shall not be greater than under the old system, save in exceptional cases. In works where seven days of uninterrupted work per week are required, the working hours in each period of three weeks are not to exceed 144. The time rates of each workman are to be adjusted so that his earnings for 48 hours shall be equal to the present earnings for 55, 60, or 72 hours. Piecework rates are to be increased by 16 per cent in works where hours are reduced from 60 to 48, and by 10 per cent where hours are reduced from 55. In foundries there are to be, in addition, extra percentage bonuses on output, in order to encourage workmen to contribute to the reduction of the number of hands employed on each shift. Works committees are to be formed whose functions are defined in a body of rules agreed between the parties. A committee is to be appointed, consisting of five representatives of the employers and five of the workpeople, which is to investigate the cost of living in relation to the question of minimum wages.

The period during which the agreement is to be operative will be definitely fixed when the last-mentioned committee has made its report.

Demands for the 48-hour week have been made by workers in the textile, printing, chemical, and paper-making trades. An agreement appears to have been reached in the printing trade and in the woolen branch of the textile industry, where the rates of wages per day are to remain the same while piece rates are to be increased in proportion to the reduction in hours of labor. A joint board of employers and workpeople is considering the question as to the method of giving effect to the 48-hour week under conditions calculated to maintain the full efficiency of the factories and to enable the trade to meet foreign competition. In the printing trade the principle of the 8-hour day was accepted by both sides, the effective date being March 17, 1919. The employers also agreed to an increase in wages.

LABOR, WAGES, AND COST OF LIVING IN SWITZERLAND.

A recent report on labor and wages in Switzerland during the war, prepared by the American vice consul at Basel under date of January 15, 1919, has recently been made available to this Bureau through the State Department. This report does not touch upon conditions of labor, "for it is generally known that in all respects except wages, and perhaps hours, the Swiss laborer, especially the factory workman, enjoys exceptional conditions. All sanitary measures in the form of proper heat, light, and ventilation have been well met. And in those occupations that may be classed as detrimental to the health and personal safety of the employee, as for example in certain work in chemical, dye, and munitions factories, it can be safely stated that all provisions for the health and welfare of the laborer, in so far as the occupation itself will allow, have been made."

Wages and the general labor situation are considered in their relation to the war, the cost of living as affected by the war, to war profits, and to competition for world markets after the war. Appended is a brief statement as to what Swiss labor expects from the United States.

WAGES.

It is pointed out that some difficulty was experienced in collecting wage data since "the Swiss Federal Government has no official labor and wage statistics gathered and compiled by its own agents and for its own use," and employers appear very reluctant to give out any figures concerning wages.

It seems that the paralyzing effect of the first few weeks of the war caused employers to reduce their forces and also the wages paid, but that as the war progressed and the cost of living advanced they found it necessary to increase wages, which they did without increasing their forces, thereby enabling them to operate their business at practically prewar costs. In connection with the following table, which shows the wages paid and the prevailing hours of labor in each specified occupation in 1914 and 1918, the report explains that 95 per cent of the statistics are "absolutely reliable," but that in a few cases, such as 1914 salaries and 1918 hours, the figures had to be supplied by comparison with related occupations

WAGES AND HOURS IN SWITZERLAND IN 1914 AND 1918, SHOWING PER CENT OF INCREASE IN WAGES AND OF REDUCTION IN HOURS IN THE LATER YEAR.

Trades.	Wages per hour.			Hours per week.		
	1914	1918	Per cent of increase.	1914	1918	Per cent of reduction.
Banks:						
Clerks.....	\$8.878	\$16.019	80.2	2 10	8	20
Employees.....	17.238	14.186	96.0	2 9	8	12.5
Alimentation:						
Brewers, firemen.....	.143	.178	24.3	2 10	9 $\frac{1}{2}$	7.5
Brewers, machinists.....	.143	.187	31.0	2 10	9 $\frac{1}{2}$	7.5
Brewers, malters.....	.143	.187	31.0	2 10	9 $\frac{1}{2}$	7.5
Brewers, skilled.....	.143	.187	31.0	2 10	9 $\frac{1}{2}$	7.5
Brewers, unskilled.....	.143	.162	13.5	2 10	9 $\frac{1}{2}$	7.3
Coopers, skilled.....	.143	.187	31.0	2 9	9	-----
Coopers, unskilled.....	.102	.112	9.4	56	52 $\frac{1}{2}$	6.6
Gardeners, skilled.....	.116	.193	66.7	63	63	-----
Gardeners, unskilled.....	.106	.112	5.4	63	63	-----
Wearing apparel:						
Dressmakers.....	19.650	11.580	20.0	56	52	7.7
Store salesmen.....	38.600	57.900	50.0	60	56	7.1
Store cashiers.....	23.160	42.460	83.3	60	56	7.1
Store decorators.....	38.600	57.900	50.0	60	56	7.1
Store delivery.....	23.160	42.460	83.3	60	56	7.1
Tailors, cutters.....	124.125	138.600	60.0	-----	-----	-----
Tailors, piece, trousers.....	1.389	2.731	96.5	-----	-----	-----
Tailors, piece, coat.....	3.773	7.913	109.7	-----	-----	-----
Tailors, piece, overcoat.....	5.269	10.122	92.1	-----	-----	-----
Construction (stone):						
Excavators.....	.108	.154	42.8	2 9 $\frac{1}{2}$	9 $\frac{1}{2}$	-----
Marble cutters.....	.125	.193	53.8	59	57	3.5
Marble polishers, hand.....	.125	.193	53.8	59	57	3.5
Marble polishers, machine.....	.110	.183	66.7	59	57	3.5
Marble workers' helpers.....	.097	.174	80.0	58	57	3.5
Masons.....	.141	.251	78.0	53	53	-----
Masons' helpers.....	.100	.202	100.0	56	53	5.6
Mortar carriers.....	.077	.151	95.0	56	53	5.6
Plasterers.....	.147	.212	44.7	52	52	-----
Plasterers' helpers.....	.093	.183	97.9	52	52	-----
Potters.....	.145	.212	46.6	54	52	3.8
Roofers.....	.139	.232	66.6	54	52	3.8
Roofers' helpers.....	.106	.164	54.5	56	52	7.6
Construction (wood):						
Carpenters.....	.139	.261	87.5	52	52	-----
Door hangers.....	.135	.266	97.1	53	52	1.9
Electricians.....	.116	.290	150.0	53	53	-----
Joiners, skilled.....	.139	.270	94.4	52	52	-----
Joiners, unskilled.....	.086	.193	122.2	52	52	-----
Machinists.....	.127	.270	112.1	53	52	1.9
Painters.....	.139	.270	94.4	52	52	-----
Turners.....	.127	.270	112.1	53	52	1.9
Wood carvers.....	.151	.270	80.5	54	50	8
Woodworkers.....	.135	.251	85.7	53	52	1.9
Metal workers:						
Blacksmiths.....	.135	.251	85.7	58	56	3.4
Cartwrights.....	.102	.270	164.1	56	56	-----
Coppersmiths.....	.122	.251	106.3	57	52	10
Furnace setters.....	.116	.290	150.0	57	52	10
Locksmiths, skilled.....	.125	.270	115.3	56	54	3.7
Locksmiths, unskilled.....	.097	.144	50.0	56	56	-----
Tinnars.....	.135	.251	85.7	53	53	-----
Tinnars, factory.....	.125	.183	46.1	55	55	-----
Turners.....	.116	.183	58.3	-----	-----	-----
Press workers:						
Bookbinders.....	15.404	18.685	60.7	53	53	-----
Typesetters, female.....	15.018	17.720	53.8	53	53	-----
Typesetters, male.....	15.018	17.720	53.8	53	53	-----
Sanitation:						
Barbers.....	15.404	18.685	60.7	70	60	14.3
Janitor women.....	17.756	32.810	84.7	53	52	1.9
Transportation:						
Chaufeurs.....	29.336	62.725	113.8	60	60	-----
Teamsters.....	17.334	14.475	97.3	60	60	-----
Harness makers.....	.097	.193	100.0	53	53	-----

¹ Per week.² Per day.³ Per month.⁴ Per piece.

The average increase in wages is estimated at 74 per cent and the average reduction in hours, based on 33 occupations, is given as 5.7 per cent. The figures presented are applicable to conditions in Basel, which "strike a fairly accurate average for wages and hours throughout Switzerland." Wages are highest in Zurich; Basel, Geneva, Bern, and St. Gall, in the order named, pay lower average wages. It appears that employees in only one industry—the hotel industry—suffered an actual and permanent reduction in wages throughout the war, so far as information could be obtained. Kitchen help in general in 1918 received approximately 50 per cent of its 1914 wages, while other employees, such as waiters, porters, clerks, etc., received in 1918 from 70 to 80 per cent of their 1914 wages. Almost total cessation of the annual influx of foreign travelers is given as the principal reason for this situation. So far as concerns office employees in metal, machine, textile, clothing, paper, woodworking, chemical and dye factories, construction firms, and general stores, mention is made of an agreement effective in December, 1918, providing for an increase in wages over those in effect in 1914, as follows:

Those receiving—	Per cent.
Less than \$579, an increase of.....	70
Between \$579.19 and \$675.50, an increase of.....	65
Between \$675.69 and \$772, an increase of.....	60
Between \$772.19 and \$868.50, an increase of.....	55
Between \$868.69 and \$965, an increase of.....	50
Between \$965.19 and \$1,061.50, an increase of.....	45
Between \$1,061.69 and \$1,158, an increase of.....	40
Between \$1,158.19 and \$1,351, an increase of.....	35
Over \$1,351, an increase of.....	33
Total average.....	50.3

Data as to wages in the large Swiss factories are limited, but the report states that in Basel chemical and dye industries, for example, wages of unskilled workmen varied from 24 to 30 francs (\$4.63 to \$5.79) per week in 1914 and from 51.5 to 60.7 francs (\$9.94 to \$11.72) in 1918; wages of chemists and of the office force were increased 100 per cent in 1918 over the 1914 wages; and wages in silk-ribbon factories were increased from 50 to 70 per cent in 1918 over 1914. In watch factories the increase in wages over 1914 was 75 per cent.

In addition to regular wages most workers received an extra weekly, monthly, or yearly bonus, which varied greatly in various occupations. To quote from the report:

For example, paper workers receive 2 to 8 francs [38.6 cents to \$1.54] bonus per week; brewers and coopers, 20 francs [\$3.86] per month; store clerks and employees, 60-300 francs [\$11.58 to \$57.90] increase per year; chauffeurs, 10 per cent of what they take in monthly, but it must exceed 160 francs [\$30.88] per month income per machine;

and in many cases stenographers and telephone girls have their wages doubled every other month, which constitutes a 50 per cent increase. Special allowances are granted construction laborers, such as carpenters, painters, masons, teamsters, etc., for labor outside of the city limits to cover carfare, midday meals, and if necessary, lodging. In one chemical factory, which is representative of the other chemical and dye factories, married men receive 10 per cent more per week than single men engaged in the same occupation; and still above this married men are granted 2.80 francs [54 cents] per week extra for each child under 15 years of age. The bonuses of this firm amounted to 12,373.85 francs [\$2,388.15] for its laborers in 1915, to 332,915.90 francs [\$64,252.77] in 1918; over and above this were granted in special gratuities 13,579 francs [\$2,620.75] in 1915 and 214,586 francs [\$41,415.10] in 1918; to the laborers' support fund a grant of 200,000 francs [\$38,600] in 1916, 130,927.55 francs [\$25,269.02] in 1917, and 500,000 francs [\$96,500] in 1918; for the foremen's pension fund, 300,000 francs [\$57,900] were granted in 1916, and 369,072.45 francs [\$71,230.98] in 1917, and 250,000 francs [\$48,250] in 1918. Besides a movement for a pension fund for the old-aged, long-employed laborers is on foot and is already in force in a few concerns.

HOURS.

The report states that the 8-hour day has been introduced voluntarily in many offices and in some firms and factories, while in other concerns it has been brought about by strikes and compromises. There seems to be a sentiment among many manufacturers against the 8-hour day, although the chemical factories in Basel introduced the 8-hour day about 10 years ago and the directors report "entire satisfaction, for they have found that they can turn out as much work in 8 hours as they did formerly in 10 hours."

In all branches of trade and employment, it is stated, overtime is usually paid for at the following rates: Day overtime, 25 to 50 per cent; night overtime and Sunday work, 75 to 100 per cent.

FEMALE LABOR.

According to this report the rates of pay before the war for female labor were practically one-half of those for male labor; during the war this proportion remained fairly constant. Female labor in stores and factories was very poorly paid before the war, a maximum wage of 60 to 100 francs (\$11.58 to \$19.30)¹ prevailing. However, at that time the cost of living was generally low and there appears to have been little dissatisfaction with the wages received, a condition which materially changed when the war sent up the prices of food and clothing.

Female labor in Switzerland has not yet been accredited an equal footing with the male labor even where men and women are doing the same amount, kind, and quality of work in the same concern.

SWISS LABOR AND THE COST OF LIVING.

The report estimates that the minimum possible increase in the prices of food and fuel, which were government rationed, was 250 per cent in 1918 as compared with 1914, and that this increase is

¹ Presumably this is a monthly wage, although the report does not so state.

based on the purchase of many articles of the cheapest quality. The necessary clothing commodities such as leather, cotton, and woolen goods, "which are not controlled by the Government and the prices of which have risen tremendously," are not included in figuring this percentage. For families buying first-class food and clothing the cost of living in 1918 had risen 400 to 500 per cent over 1914.

The following table taken from an official publication of the food-control office shows the Government-fixed price of rationed food and fuel in 1914 and in 1918, and the per cent of increase at the later date, this percentage being based on the prices in francs as given in the original report:

PRICES OF SPECIFIED GOVERNMENT RATIONED FOOD AND FUEL COMMODITIES IN 1914 AND 1918, AND PER CENT OF INCREASE AT THE LATER DATE.

Article.	Unit.	Price in 1914.	Price in 1918.	Per cent of increase 1918 over 1914.
Country lard.....	Pound ..	\$0.175	\$1.051	500.0
Fresh eggs.....	Each ..	.019	.116	500.0
Hard lard.....	100 lbs.	.438	2.486	468.0
Coke (for gas).....	...do...	.420	2.101	400.0
Briquettes.....	...do...	.350	1.751	400.0
Smoked bacon.....	Pound ..	.228	1.051	361.5
Fresh kidneys.....	...do...	.122	.525	328.6
Fresh pork.....	...do...	.210	.788	275.0
Potatoes.....	100 lbs.	.875	2.628	200.0
Sugar.....	Pound ..	.048	.130	169.1
Corn flour.....	...do...	.026	.070	166.7
Macaroni, spaghetti, etc.....	...do...	.048	.124	158.2
Beef.....	...do...	.175	.403	130.0
Butter.....	...do...	.315	.683	116.7
Bread (wheat).....	...do...	.031	.064	108.6
Emmenthal cheese.....	...do...	.193	.388	90.9
Wheat flour (whole).....	...do...	.039	.073	86.7
Unskimmed milk.....	Quart ..	.042	.065	56.6

A fuller appreciation of the high prices of articles named in the table is obtained by reading the following paragraph from the report:

The above are the lowest possible prices at which the poor people can buy these articles after they have cashed their "high-price aid stamps," which are issued and redeemed by the Government. Moreover, for example, beef at 2.30 francs per $\frac{1}{2}$ kg. [40.3 cents per pound] is the very poorest grade of beef; further a $\frac{1}{2}$ kg. of beef means that it is a $\frac{1}{4}$ -lb. piece of beef with its natural bone, and $\frac{3}{4}$ lb. of extra bone added. Smoked bacon at 6 francs per $\frac{1}{2}$ kg. [\$1.05 per pound] is also the poorest grade. First-class bacon sells at 10 to 12 francs per $\frac{1}{2}$ kg. [\$1.75 to \$2.10 per pound]. First-class boiled ham is 7.50 francs per $\frac{1}{2}$ kg. [\$1.31 per pound] in the bulk. Hogs on foot are 3 francs [57.9 cents] per pound; hogs dressed 3.75 francs [72.4 cents] per pound. Coke for the average family costs 34 francs per 100 kg. [\$2.98 per 100 pounds] instead of 24 francs [\$2.10 per 100 pounds] as noted above; briquets 30 francs per 100 kg. [\$2.63 per 100 pounds] instead of 20 francs [\$1.75 per 100 pounds].

The report comments on the "dictatorial policy of the large Swiss manufacturers" and suggests that Swiss labor, especially semi-skilled and unskilled, must become more generally and closely organ-

ized "in order that it can force the rich employer to hear its voice and heed its demands."

By some sort of means from the side of the Swiss Government in Federal act, or by a movement of labor itself, the profit-sharing system must be brought about in order to insure justice to labor and capital alike, to decrease the unnecessarily large dividends of Swiss manufacturers and to correspondingly increase the wages of the ordinary man whose labor shared in the production and should also share justly in the profits. By the profit-sharing system, the reduction of dividends and the increase of wages in all possible cases, the Swiss cost of production would not be affected to any considerable degree so far as higher after-the-war wages are concerned. But if the Swiss manufacturer continues to insist on his old million-building dividends and the laborer gets his higher wages, the cost of Swiss production is bound to rise; the time is coming when the large Swiss concerns must be content with smaller, yet quite sufficient, dividends. * * *

Once Swiss labor has done these things for itself then the United States and other countries interested in the welfare of Switzerland can aid in securing for Swiss labor those indispensable necessities of Swiss employment entirely outside of the Swiss domestic and labor control and for which Swiss labor must look to foreign countries. These indispensable necessities are raw materials for reworking into finished products, fuel for the firing of industry, access to the sea and means of ocean transportation.

MINIMUM WAGE.

WAGES OF WOMEN AND MINORS IN THE MERCANTILE INDUSTRY IN THE DISTRICT OF COLUMBIA.

BY CLARA E. MORTENSON, SECRETARY, MINIMUM WAGE BOARD OF THE DISTRICT OF COLUMBIA.

A survey of the wages paid to woman employees in the mercantile industry in the District of Columbia was made during the months of February and March, 1919. Transcripts of current weekly pay rolls were obtained from 109 establishments employing 4,609 women.

The 109 establishments were representative in character, being located in different sections of the District and engaged in various branches of the selling business. The list covered 7 department stores, 26 ladies' specialty shops, 4 fruit and grocery stores, 9 dry goods stores, 10 millinery stores, eleven 5, 10, and 15 cent stores, and 42 establishments classified as miscellaneous, which included 3 boot and shoe stores, 5 drug stores, 3 music stores, 1 cigar store, 3 jewelry stores, 2 florist shops, 1 men's furnishing establishment, 3 book and stationery stores, 2 fur stores, 2 hardware and building supply stores, 2 leather goods shops, 1 picture and picture frame store, 9 china, glassware, and house-furnishing's and furniture establishments, 3 embroidery stores, 1 oriental bazaar, and 1 souvenir store.

ANALYSIS OF THE WAGE SITUATION.

Of the 4,609 women for whom data were obtained, nearly one-tenth received a weekly rate of \$8 and under, one-fourth a rate of \$10 and under, one-half a rate of \$12 and under, and only one-fourth a rate of \$16 or over. The most frequent rates were those of \$10, \$12, and \$15 per week, almost half of the total number of women being included in these three groups.

It will be noticed that the classification in the tables of this article shows the rates as even dollars. The investigation revealed that almost without exception the weekly rates paid in mercantile establishments of the District are in round numbers. Only 53 women, or a little over 1 per cent of the 4,609 women, received rates involving fractions of a dollar.¹

Relation of Wage Rates to Actual Earnings.

At the outset the fact should be emphasized that these rates of pay did not measure actual earnings. Earnings averaged well below full-time rates. Some indication of this disparity may be found in the data, shown in Table 1, secured from four department stores

¹ Of these 24 were employed in one ladies' specialty store at monthly rates.

employing 1,483 women. Figures of actual earnings (exclusive of bonuses) were secured for the week for which pay rolls were obtained. While figures of earnings for one week are manifestly of less value than those extending over a longer period, they may be taken as indicative of a general trend. In the weeks for which pay rolls were secured health conditions in the District were normal, and since the figures for the four stores were totaled any individual abnormalities would not greatly affect the general results.

TABLE 1.—CUMULATIVE NUMBER AND PER CENT OF WOMAN EMPLOYEES IN FOUR DEPARTMENT STORES HAVING EACH RATE AND ACTUALLY EARNING EACH AMOUNT OR UNDER PER WEEK DURING ONE WEEK OF FEBRUARY OR MARCH, 1919.

Weekly rate of wages.	Woman employees having each weekly rate.		Woman employees actually earning each weekly amount.	
	Number.	Per cent.	Number.	Per cent.
\$8 and under.....	191	12.9	342	23.1
\$9 and under.....	283	19.1	428	28.9
\$10 and under.....	527	35.5	640	43.2
\$11 and under.....	569	38.4	697	47.0
\$12 and under.....	925	62.4	996	67.2
\$13 and under.....	959	64.7	1,037	69.9
\$14 and under.....	1,040	70.1	1,108	74.7
\$15 and under.....	1,212	81.7	1,243	83.8
\$16 and over.....	271	18.3	240	16.2

It may be seen from this table that the disparity between rates and earnings was greatest in the lower wage groups. That is to say, the difference between the numbers of workers whose weekly rates and whose actual earnings were \$8 and under was greater than the difference between those with weekly rates and those actually earning \$12 and under or \$15 and under. About 13 per cent had rates of \$8 and under, while a little over 23 per cent actually earned that amount; 62.4 per cent had rates of, while 67.2 per cent earned, \$12 and under; 81.7 per cent had rates of, while 83.8 per cent actually earned, \$15 and under. The number of women who earned \$8 and under in excess of those so rated was 151. While the low earnings of some of these women was due to the fact that they were regularly employed as part-time workers, the greater number earned less than their wage rate because of absenteeism. Insufficient records as to reasons for absence made it impossible to come to any conclusions concerning the causes of this irregular attendance. However, in so far as it was due to illness and incapacity caused by malnutrition and inadequate shelter and clothing, an adequate living wage would tend toward greater regularity and efficiency.

Wages of Minors.

An attempt was made to secure wage data for minors—boys and girls under 18—but it was found that the only group of workers for whom age records were kept were those under 16 years, for whom

working permits must be secured. Employers in general did not know whether the younger girls in their employ were 16, 18, or 20 years of age.

One large department store made a special effort to obtain the names and ages of all minors on the pay roll. In this establishment over 8 per cent of the total number of females were minors. There were one-third as many minor boys as girls. These boys were employed as messengers, salesmen, wrappers, drivers, wagon boys, office clerks, and as general helpers. The wages paid them ranged from \$6 to \$18, the most frequent ratings being \$9 and \$12 per week.

The girls were sales girls, messengers, typists, cashiers, stock clerks, maids, bundle wrappers, and miscellaneous workers. Of the minor girls, approximately one-fifth received \$6 a week, over one-fourth \$9 or \$10 a week, and another one-fourth \$15 and over.

An analysis of these rates did not show any close correlation between age and rate of pay. The work performed rather than the age of the worker appeared to determine the wage paid. The fact that employers did not know the ages of their employees would in itself prove that age was not a determining factor in wage rates. The records of minors are included in the general tables.

Wage Rates by Type of Establishment.

Wage rates according to type of establishment are shown in the following table:

TABLE 2.—NUMBER AND PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE, BY KIND OF ESTABLISHMENT.

NUMBER.

Kind of establishment.	Woman employees whose rates of wages per week were—									
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	Total.
Department stores.....	390	151	471	71	772	94	215	374	652	3,190
5, 10, and 15 cent stores.....	20	35	73	20	58	4	8	21	15	254
Millinery stores.....	5	.....	5	1	5	.....	2	15	34	67
Dry goods stores.....	.....	7	4	4	.....	.....	1	5	3	24
Ladies' specialty stores.....	22	29	36	11	84	21	30	145	253	1,631
Fruit and grocery stores.....	.....	1	1	2	.....	2	2	17	50	73
Miscellaneous stores.....	15	11	27	4	43	6	22	63	179	370
Total.....	452	226	620	112	968	125	1,280	640	1,186	4,609
Cumulative total ¹	452	678	1,298	1,410	2,378	2,503	2,783	3,423	1,188	4,609

PER CENT.

Department stores.....	12.2	4.7	14.8	2.2	24.2	3.0	6.7	11.7	20.4	100
5, 10, and 15 cent stores.....	7.9	13.8	28.7	7.9	22.8	1.6	3.1	8.3	5.9	100
Millinery stores.....	7.5	.....	7.5	1.5	7.5	.....	3.0	22.4	50.7	100
Dry goods stores.....	.....	29.2	16.7	16.7	.....	.....	4.2	20.8	12.5	100
Ladies' specialty stores.....	3.5	4.6	5.7	1.7	13.3	3.4	4.8	23.0	40.1	100
Fruit and grocery stores.....	.....	1.4	1.4	2.7	.....	2.7	23.3	68.5	100	100
Miscellaneous stores.....	4.1	3.0	7.3	1.1	11.6	1.6	5.9	17.0	48.4	100
Total.....	9.8	4.9	13.5	2.4	21.0	2.7	6.1	13.9	25.7	100

¹ Including 24 women in one establishment, paid at monthly rates.

² Receiving each specified weekly rate and under, up to \$15.

In Table 3 the data contained in Table 2 are arranged to show, by cumulative percentages, the woman employees receiving each classified rate or less.

TABLE 3.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY KIND OF ESTABLISHMENT.

Kind of establishment.	Cumulative per cent of woman employees whose rates of wages per week were—								
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.
Department stores.....	12.2	17.0	31.7	33.9	58.2	61.1	67.8	79.6	20.4
5, 10, and 15 cent stores.....	7.9	21.7	50.4	58.3	81.1	82.7	85.8	94.1	5.9
Millinery stores.....	7.5	7.5	14.9	16.4	23.9	23.9	26.9	49.3	50.7
Dry goods stores.....			29.2	45.8	62.5	62.5	66.7	87.5	12.5
Ladies' specialty stores.....	3.5	8.1	13.8	15.5	28.8	32.2	36.9	59.9	40.1
Fruit and grocery stores.....			1.4	2.7	5.5	5.5	8.2	31.5	68.5
Miscellaneous stores.....	4.1	7.0	14.3	15.4	27.0	28.6	34.6	51.6	48.4
Total.....	9.8	14.7	28.2	30.6	51.6	54.3	60.4	74.3	25.7

A comparison of the wage rates shown in Tables 2 and 3 brings out some interesting facts. In 5, 10, and 15 cent stores 81.1 per cent of the women employed had a weekly rate of \$12 and under and only 5.9 per cent a rate of \$16 or over. In department stores 58.2 per cent had rates of \$12 and under and 20.4 per cent rates of \$16 or over. In contrast 40.1 per cent of the women employed by the ladies' specialty stores were receiving \$16 or over per week and 63.1 per cent were receiving \$15 or over. In the millinery establishments one-half of the woman employees received \$16 and over per week and almost 75 per cent \$15 and over. The seasonal character of the millinery trade must, however, be considered in connection with these wage figures. No woman employed in fruit and grocery stores received less than \$10 per week and 68.5 per cent received \$16 and over. In miscellaneous establishments almost 50 per cent of the women had rates of \$16 or over. These rates in fruit and grocery and miscellaneous stores were due in large measure to the preponderance of office employees, a more highly paid group of workers.

Wage Rates by Occupation.

The term "mercantile industry" covers a number of distinct occupations. These occupations may be roughly grouped according to the degree of skill and initiative required. Such a grouping discloses a marked variation in wage rates from group to group, as the following table shows:

TABLE 4.—NUMBER AND PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE, BY OCCUPATION.

NUMBER.

Occupation.	Woman employees whose rates of wages per week were—									
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	Total.
Saleswomen.....	58	106	401	61	663	61	157	337	627	2,471
Office employees.....	12	6	53	10	131	32	64	127	370	810
Alteration workroom employees.....		5	23	3	72	13	31	106	93	346
Millinery workroom employees.....	8	1	4	3	9	1	1	23	35	85
Miscellaneous employees, white.....	150	34	90	20	55	7	21	44	60	481
Miscellaneous employees, colored.....	224	74	44	15	38	11	6	3	1	416
Total.....	452	226	620	112	968	125	280	640	1,186	4,609

PER CENT.

Saleswomen.....	2.3	4.3	16.2	2.5	26.8	2.5	6.4	13.6	25.4	100.0
Office employees.....	1.5	.7	7.2	1.2	16.2	4.0	7.9	15.7	45.7	100.0
Alteration workroom employees.....		1.4	6.6	.9	20.8	3.8	8.9	30.6	26.9	100.0
Millinery workroom employees.....	9.4	1.2	4.7	3.5	10.6	1.2	1.2	27.1	41.2	100.0
Miscellaneous employees, white.....	31.2	7.1	18.7	4.2	11.4	1.5	4.4	9.1	12.5	100.0
Miscellaneous employees, colored.....	53.8	17.8	10.6	3.6	9.1	2.6	1.4	.7	.2	100.0
Total.....	9.8	4.9	13.5	2.4	21.0	2.7	6.1	13.9	25.7	100.0

From the data contained in Table 4, and in Table 5, which follows, it is evident that approximately 50 per cent of all saleswomen, as contrasted with 26.8 per cent of the office employees, received \$12 or under per week. In the group \$16 and over the percentages were 25.4 per cent for saleswomen and 45.7 per cent for office employees. The weekly rates for millinery workroom employees fell a little below those for office employees, 29.4 per cent receiving \$12 and under and 41.2 per cent \$16 and over. The comparatively large proportion of employees in millinery workrooms receiving \$8 or under per week may be explained by the low rates paid to apprentices or learners. None of the alteration workroom employees had rates of less than \$9 per week; one-fourth received \$16 or over; and a majority of the remainder received either \$12 or \$15 per week. Rates received by miscellaneous employees fell considerably below the rates received in the specified occupations, 57 per cent of the whites and 82.2 per cent of the colored receiving \$10 or under per week.

TABLE 5.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY OCCUPATION.

Occupation.	Cumulative per cent of woman employees whose rates of wages per week were—								
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.
Saleswomen.....	2.3	6.6	22.9	25.3	52.2	54.6	61.0	74.6	25.4
Office employees.....	1.5	2.2	9.4	10.6	26.8	30.7	38.6	54.3	45.7
Alteration workroom employees.....		1.4	8.1	9.0	29.8	33.5	42.5	73.1	26.9
Millinery workroom employees.....	0.4	10.6	15.3	18.8	29.4	30.6	31.8	58.8	41.2
Miscellaneous employees, white.....	31.2	38.3	57.0	61.1	72.6	74.0	78.4	87.5	12.5
Miscellaneous employees, colored.....	53.8	71.6	82.2	85.8	95.0	97.6	99.0	99.8	.2
Total.....	9.8	14.7	28.2	30.6	51.6	54.3	60.4	74.3	25.7

Information similar to that shown in Tables 4 and 5 for all employees is shown in Tables 6 and 7 for the colored woman employees only, the classification, however, being by kind of establishment and not by occupation.

TABLE 6.—NUMBER AND PER CENT OF COLORED WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE, BY KIND OF ESTABLISHMENT.

NUMBER.

Kind of establishment.	Colored woman employees whose rates of wages per week were—									
	Under \$8	\$8	\$9	\$10	\$11	\$12	\$13	\$14	\$15 and over.	Total.
Department stores.....	102	99	42	27	14	24	11	4	4	327
All others.....	9	14	32	17	1	14	.....	2	.....	89
Total.....	111	113	74	44	15	38	11	6	4	416

PER CENT.

Department stores.....	31.2	30.3	12.8	8.3	4.3	7.3	3.4	1.2	1.2	100.0
All others.....	10.1	15.7	36.0	19.1	1.1	15.7	.....	2.2	.....	100.0
Total.....	26.7	27.2	17.8	10.6	3.6	9.1	2.6	1.4	1.0	100.0

TABLE 7.—CUMULATIVE PER CENT OF COLORED WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY KIND OF ESTABLISHMENT.

Kind of establishment.	Cumulative per cent of colored woman employees whose rates of wages per week were—								
	Under \$8	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and over.
Department stores.....	31.2	61.5	74.3	82.6	86.9	94.2	97.6	98.8	1.2
All others.....	10.1	25.8	61.8	80.9	82.0	97.8	97.8	100.0	.....
Total.....	26.7	53.8	71.6	82.2	85.8	95.0	97.6	99.0	1.0

As shown in Tables 6 and 7, over half the colored employees had a weekly rate of \$8 and under and only 5 per cent received over \$12.

The variation in rates paid to women employed in the mercantile industry was not entirely due to differences in occupation. An analysis of the rates within a given occupation revealed a striking lack of uniformity.

Table 8 shows the weekly rates of woman employees in the 109 mercantile establishments studied, by occupation and kind of establishment.

TABLE 8.—NUMBER AND PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE, BY OCCUPATION AND KIND OF ESTABLISHMENT.

NUMBER.

Occupation and kind of establishment.	Woman employees whose rates of wages per week were—									
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	Total.
SALESWOMEN.										
Department stores.....	33	70	301	32	549	45	128	195	365	1,718
5, 10, and 15 cent stores.....	20	35	72	20	57	4	7	19	2	236
Millinery stores.....			2		1			2	6	27
Dry goods stores.....			7	4	4		1	5	2	23
Ladies' specialty stores.....		1	12	5	38	9	10		161	312
Fruit and grocery stores.....			1				2	4	8	15
Miscellaneous stores.....	5		6		14	3	7	32	73	140
Total.....	58	106	401	61	663	61	157	337	627	2,471
Cumulative total ¹	58	164	565	626	1,289	1,350	1,507	1,844	627	2,471
OFFICE EMPLOYEES.										
Department stores.....	10	4	50	7	113	28	56	89	199	556
5, 10, and 15 cent stores.....			1		1		1	1	11	15
Millinery stores.....									4	4
Dry goods stores.....								6	34	63
Ladies' specialty stores.....		2	4	3	9	3	2		13	42
Fruit and grocery stores.....					1				18	56
Miscellaneous stores.....	2		3		7	1	5		18	79
Total.....	12	6	58	10	131	32	64	127	370	810
Cumulative total ¹	12	18	76	86	217	249	313	440	370	810
OTHER EMPLOYEES.										
Department stores.....	347	77	120	32	110	21	31	90	88	916
5, 10, and 15 cent stores.....									1	2
Millinery stores.....	5		3	1	4				9	14
Ladies' specialty stores.....	22	26	20	3	37	9	18	63	58	256
Fruit and grocery stores.....				1	1					2
Miscellaneous stores.....	8	11	18	4	22	2	10	13	27	115
Total.....	882	114	161	41	174	32	59	176	189	1,328
Cumulative total ¹	382	496	657	698	872	904	963	1,139	189	1,328

PER CENT.

Saleswomen.										
Department stores.....	1.9	4.1	17.5	1.9	32.0	2.6	7.5	11.4	21.2	100.0
5, 10, and 15 cent stores.....	8.5	14.8	30.5	8.5	24.2	1.7	3.0	8.1	.8	100.0
Millinery stores.....			7.4		3.7		7.4	22.2	59.3	100.0
Dry goods stores.....			30.4	17.4	17.4		4.3	21.7	8.7	100.0
Ladies' specialty stores.....			3	3.8	1.6	12.2	2.9	3.2	24.4	51.6
Fruit and grocery stores.....					6.7			13.3	26.7	53.3
Miscellaneous stores.....			3.6		4.3		10.0	2.1	5.0	22.9
Total.....										
	2.3	4.3	16.2	2.5	26.8	2.5	6.4	13.6	25.4	100.0

¹ Receiving each specified weekly rate and under, up to \$15.

TABLE 8.—NUMBER AND PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE, BY OCCUPATION AND KIND OF ESTABLISHMENT—Concluded.

PER CENT—Concluded.

Occupation and kind of establishment.	Woman employees whose rates of wages per week were—									
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	Total.
OFFICE EMPLOYEES.										
Department stores.....	1.8	.7	9.0	1.3	20.3	5.0	10.1	16.0	35.8	100
5, 10, and 15 cent stores.....			6.7		6.7		6.7	6.7	73.3	100
Millinery stores.....									100.0	100
Dry goods stores.....									100.0	100
Ladies' specialty stores.....		3.2	6.3	4.8	14.3	4.8	3.2	9.5	54.0	100
Fruit and grocery stores.....					1.8			23.2	75.0	100
Miscellaneous stores.....	1.7		2.6		6.1	.9	4.3	15.7	68.7	100
Total.....	1.5	.7	7.2	1.2	16.2	4.0	7.9	15.7	45.7	100
OTHER EMPLOYEES.										
Department stores.....	37.9	8.4	13.1	3.5	12.0	2.3	3.4	9.8	9.6	100
5, 10, and 15 cent stores.....								33.3	66.7	100
Millinery stores.....	13.9		8.3	2.8	11.1			25.0	38.9	100
Ladies' specialty stores.....	8.6	10.2	7.8	1.2	14.5	3.5	7.0	24.6	22.7	100
Fruit and grocery stores.....					50.0	50.0				100
Miscellaneous stores.....	7.0	9.6	15.7	3.5	19.1	1.7	8.7	11.3	23.5	100
Total.....	28.8	8.6	12.1	3.1	13.1	2.4	4.4	13.3	14.2	100

In Table 9 are shown cumulative percentages of the woman employees who received each classified weekly rate or under, by occupation and kind of establishment.

TABLE 9.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN 109 MERCANTILE ESTABLISHMENTS RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY OCCUPATION AND KIND OF ESTABLISHMENT.

Occupation and kind of establishment.	Cumulative per cent of woman employees whose rates of wages per week were—								
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.
SALESMEN.									
Department stores.....	1.9	6.0	23.5	25.4	57.3	60.0	67.4	78.7	21.2
5, 10, and 15 cent stores.....	8.5	23.3	53.8	62.3	86.4	88.1	91.1	99.2	.8
Millinery stores.....			7.4	7.4	11.1	11.1	18.5	40.7	59.3
Dry goods stores.....			30.4	47.8	65.2	65.2	69.6	91.3	8.7
Ladies' specialty stores.....		.3	4.2	5.8	17.9	20.8	24.0	48.4	51.6
Fruit and grocery stores.....			6.7	6.7	6.7	6.7	20.0	46.7	53.3
Miscellaneous stores.....	3.6	3.6	7.9	7.9	17.9	20.0	25.0	47.9	52.1
Total.....	2.3	6.6	22.9	25.3	52.2	54.6	61.0	74.6	25.4
OFFICE EMPLOYEES.									
Department stores.....	1.8	2.5	11.5	12.8	33.1	38.1	48.2	64.2	35.8
5, 10, and 15 cent stores.....			6.7	6.7	13.3	13.3	20.0	26.7	73.3
Millinery stores.....									100.0
Dry goods stores.....									100.0
Ladies' specialty stores.....		3.2	9.5	14.3	28.6	33.3	36.5	46.0	54.0
Fruit and grocery stores.....					1.8	1.8	1.8	25.0	75.0
Miscellaneous stores.....	1.7	1.7	4.3	4.3	10.4	11.3	15.7	31.3	68.7
Total.....	1.5	2.2	9.4	10.6	26.8	30.7	38.6	54.3	45.7
OTHER EMPLOYEES.									
Department stores.....	37.9	46.3	59.4	62.9	74.9	77.2	80.6	90.4	9.6
5, 10, and 15 cent stores.....								33.3	66.7
Millinery stores.....	13.9	13.9	22.2	25.0	36.1	36.1	36.1	61.1	33.9
Dry goods stores.....									
Ladies' specialty stores.....		8.6	18.8	26.6	27.7	42.2	45.7	52.7	77.3
Fruit and grocery stores.....					50.0	100.0	100.0	100.0	100.0
Miscellaneous stores.....	7.0	16.5	32.2	35.7	54.8	56.5	65.2	76.5	23.5
Total.....	28.8	37.4	49.5	52.6	65.7	68.1	72.5	85.8	14.2

SALESWOMEN.

Saleswomen, being the largest occupational group, are considered first. Omitting the saleswomen in millinery stores, because of the seasonal character of their occupation and because of the fact that many of them combine making and trimming with selling, and sales-women in fruit and grocery stores, because of their small number, it is seen from data contained in Table 9 that the percentage of sales-women having rates of \$12 or less ranged from 17.9 per cent in ladies' specialty shops to 86.4 per cent in 5, 10, and 15 cent stores. The corresponding percentage in department stores was 57.3 per cent. In the group receiving \$16 and over the same divergence was found. This rate was received by 51.6 per cent in ladies' specialty shops, by 21.2 per cent in department stores, and by less than 1 per cent in 5, 10, and 15 cent stores. It is obvious that these variations were due in part to the differences in the character of salesmanship required in the different types of stores. However, a detailed study of department-store wages (see p. 204) showed that even in stores of the same type marked differences still persisted.

Effect of bonus systems on wages.—The effect of the bonus system upon the wage level of saleswomen was difficult to determine. The payment of bonuses or commissions was not common to all establishments. In the establishments which did supplement wages by some such scheme, the methods of determining a bonus varied greatly; in some stores a certain percentage was allowed on all sales; in others a commission was paid on all goods sold in excess of a certain amount, the basic amount and the percentage payment varying from department to department. The payment of a bonus was often contingent upon other factors, such as a good-attendance record. Because of the total absence of a bonus system in a large number of establishments, the difference in methods of determination in establishments where the system was in vogue, and the dependence of a bonus upon other factors than salesmanship, it was impossible in this study to consider bonuses as an integral part of the wages of saleswomen.

In the final analysis an inclusion of bonuses in cases where they were determinable would not affect the general conclusions, for the large proportion of the employees who received the commissions or bonuses were in the highest paid group—the ladies' specialty shops. In these shops, where the payment of commissions was almost universal, over half of the saleswomen were rated at \$16 or over. In 5, 10, and 15 cent stores where no commissions on sales were paid, less than 1 per cent of the women were receiving \$16 or over. A study of department-store rates for saleswomen also showed that the rates in a bonus-paying establishment compared favorably with those in a nonbonus-paying establishment, the rates in some cases being even higher in the prior instance.

OFFICE EMPLOYEES.

The rates paid to office employees showed less variation than those paid to saleswomen, as Table 9 shows. Omitting 5, 10, and 15 cent stores, millinery, and dry-goods stores, because of the very small number of office workers employed in these establishments (see Table 8), it was found that the rates for office employees ranged from 1.8 per cent at \$12 and under in fruit and grocery stores to 33.1 per cent in department stores. The percentage receiving this rate in ladies' specialty shops was 28.6, and in miscellaneous stores, 10.4. The percentages receiving rates of \$16 or over showed similar differences. Three-fourths of the office employees in fruit and grocery stores had this rate, which was received by 68.7 per cent in miscellaneous stores, by 54 per cent in ladies' specialty shops, and by only 35.8 per cent in department stores. This divergence in rates paid to office employees may be explained in part by the fact that the smaller stores employed one or two women in the office at responsible and necessarily higher-paid work, while the larger stores employed a large office force, many of them engaged in the simpler clerical work.

MISCELLANEOUS WORKERS.

Table 9 shows that of the miscellaneous workers in department stores 37.9 per cent received less than \$9 per week, in millinery stores 13.9 per cent, in ladies' specialty shops 8.6 per cent, and in miscellaneous establishments 7 per cent. The percentages receiving rates of \$12 and under were 74.9 for department stores, 36.1 for millinery stores, 42.2 for ladies' specialty stores, and 54.8 for miscellaneous establishments. Here again the greater number of cleaners, scrub women, maids, bundle wrappers, etc., may account in part for the larger percentage of low-paid workers in the department stores.

CONCLUSION.

It is evident from an analysis of these wage data that not only was there a difference in wage rates between different occupations in the mercantile industry but also a marked variation within a given occupation. These variations in rates within a given occupation may be accounted for in one way or another—difference in the degree of skill required, difference in the character of the work performed, difference in the length of service—but when all of these explanations have been made, the fact remains that in February and March, 1919, over half of all female store employees in the District were receiving \$12 or less per week (see Table 5), a wage obviously below that necessary to meet the cost of living for a self-supporting woman.

WAGE RATES IN SEVEN DEPARTMENT STORES.

The seven department stores included in the study employed approximately 70 per cent of all the women for whom wage rates were obtained. Similar conditions in these stores justify comparison of

their wage rates. Both because of preponderance in workers and comparable conditions a more detailed analysis has been made of their pay rolls.

The division of work within a given establishment differs only in minor details from the division in other establishments of the same kind. By disregarding slight differences in classification the following occupational grouping has been made for all female employees in the seven department stores:

TABLE 10.—DISTRIBUTION OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES, BY OCCUPATION.

Occupation.	Number.	Per cent.
Saleswomen.....	1,718	53.9
Office employees.....	556	17.4
Alteration workroom employees.....	180	5.6
Millinery workroom employees.....	43	1.3
Messengers and bundle wrappers.....	258	8.1
Colored stock girls and maids.....	144	4.5
Miscellaneous employees.....	291	9.1
Total.....	3,190	100.0

Wages According to Occupation.

The wage figures given in Tables 11 and 12 show that a marked variation existed in the rates of pay in the different occupations—a variation both in range of rates and in proportion of workers at each rate.

TABLE 11.—NUMBER AND PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES, RECEIVING EACH CLASSIFIED WEEKLY RATE BY OCCUPATIONS.

NUMBER.

Occupation.	Woman employees whose rates of wages per week were—									
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	Total.
Saleswomen.....	33	70	301	32	549	45	128	195	365	1,718
Office employees.....	10	4	50	7	113	28	56	89	199	556
Alteration workroom employees.....	1	13	11	46	5	14	52	38	180	
Millinery workroom employees.....	5	1	3	2	5	1	1	13	12	43
Messengers and bundle wrappers.....	154	15	65	2	8	1	2	5	6	258
Stock girls and maids (colored).....	87	34	16	2	5	.....	.....	.....	.....	144
Miscellaneous employees.....	101	26	23	15	46	14	14	20	32	291
Total.....	390	151	471	71	772	94	215	374	652	3,190

PER CENT.

Saleswomen.....	1.9	4.1	17.5	1.9	32.0	2.6	7.5	11.4	21.2	100.0
Office employees.....	1.8	.7	9.0	1.3	20.3	5.0	10.1	16.0	35.8	100.0
Alteration workroom employees.....	.6	7.2	6.1	25.6	2.8	7.8	28.9	21.1	100.0	
Millinery workroom employees.....	11.6	2.3	7.0	4.7	11.6	2.3	2.3	30.2	27.9	100.0
Messengers and bundle wrappers.....	59.7	5.8	25.2	.8	3.1	.4	.8	1.9	2.3	100.0
Stock girls and maids (colored).....	60.4	23.6	11.1	1.4	3.5	.....	.....	.....	.....	100.0
Miscellaneous employees.....	34.7	8.9	7.9	5.2	15.8	4.8	4.8	6.9	11.0	100.0
Total.....	12.2	4.7	14.8	2.2	24.2	2.9	6.7	11.7	20.4	100.0

TABLE 12.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY OCCUPATION.

Occupation.	Cumulative per cent of woman employees whose rates of wages per week were—								
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.
Saleswomen.....	1.9	6.0	23.5	25.4	57.3	60.0	67.4	78.8	21.2
Office employees.....	1.8	2.5	11.5	12.8	33.1	38.1	48.2	64.2	35.8
Alteration workroom employees.....		.6	7.8	13.9	39.4	42.2	50.0	78.9	21.1
Millinery workroom employees.....	11.6	13.9	20.9	25.6	37.2	39.5	41.9	72.1	27.9
Messengers and bundle wrappers.....	59.7	65.5	90.7	91.5	94.6	95.0	95.8	97.7	2.3
Stock girls and maids (colored).....	60.4	84.0	95.1	96.5	100.0	100.0	100.0	100.0	.....
Miscellaneous employees.....	34.7	43.6	51.5	56.7	72.5	77.3	82.1	89.0	11.0
Total.....	12.2	17.0	31.7	34.0	58.2	61.1	67.8	79.6	20.4

As a group office employees received the highest rates of pay. Saleswomen formed an intermediate class between these office workers and the lower-paid employees—messengers, bundle wrappers, stock girls, and other miscellaneous workers. Thus approximately 36 per cent of the office employees and 21 per cent of the saleswomen received \$16 and over per week, while only 11 per cent of the miscellaneous workers and 2 per cent of the messengers and bundle wrappers received that much. Only 33.1 per cent of the office employees had rates of \$12 or under, in contrast to 57.3 per cent of the saleswomen and 94.6 per cent of the messengers and bundle wrappers. Colored stock girls and maids were in no case receiving more than \$12 per week, and less than 5 per cent of them more than \$10. The number of office employees and saleswomen receiving less than \$9 per week was small; in each case the figure was less than 2 per cent, in contrast to 35 per cent for the miscellaneous help and 60 per cent for the messengers, bundle wrappers, colored stock girls, and maids.

The mode or most frequent rating for all employees was \$12 per week; one-fourth received that wage. However, when employees were divided into occupational groups, \$12 was found to be the mode for saleswomen only. While one-third of all saleswomen had a rate of \$12 per week, the most frequent wage rate for alteration and millinery workroom employees was \$15 per week, and for messengers, bundle wrappers, colored maids, and stock girls \$8 per week.

Wages According to Establishments.

In addition to differences in rates as between occupations, there was also a marked variation in rates from establishment to establishment. This is shown in Table 13, which gives for each of the seven department stores the per cent of employees who were receiving each classified rate per week.

TABLE 13.—PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES RECEIVING EACH CLASSIFIED WEEKLY RATE, BY ESTABLISHMENTS.

Establishment.	Per cent of woman employees whose rates of wages per week were—									Total.
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	
Establishment No. 1.....	10.2	7.9	21.2	2.7	19.3	2.7	7.5	11.6	17.0	100
Establishment No. 2.....	17.1	1.0	6.7	.....	22.3	3.6	11.4	13.5	24.4	100
Establishment No. 3.....	9.5	2.1	24.2	2.5	27.6	3.5	5.8	7.4	17.5	100
Establishment No. 4.....	12.0	15.3	16.7	5.3	20.0	8.7	2.0	13.3	6.7	100
Establishment No. 5.....	11.8	1.2	12.1	4.0	31.6	.9	7.4	9.6	21.4	100
Establishment No. 6.....	16.7	4.9	14.3	1.4	25.2	.8	3.1	12.4	21.2	100
Establishment No. 7.....	12.3	5.3	5.0	1.4	21.9	3.5	8.8	15.5	26.2	100
Total.....	12.2	4.7	14.8	2.2	24.2	2.9	6.7	11.7	20.4	100

In the following table the data contained in Table 13 are arranged to show, by cumulative percentages, the proportion of employees in each establishment receiving each classified rate or under:

TABLE 14.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES RECEIVING EACH CLASSIFIED WEEKLY RATE, BY ESTABLISHMENTS.

Establishment.	Cumulative per cent of woman employees whose rates of wages per week were—									Total.
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.	
Establishment No. 1.....	10.2	18.1	39.3	42.0	61.3	64.0	71.5	83.0	17.0	100
Establishment No. 2.....	17.1	18.1	24.9	24.9	47.2	50.8	62.2	75.6	24.4	100
Establishment No. 3.....	9.5	11.5	35.7	38.2	65.8	69.3	75.1	82.5	17.5	100
Establishment No. 4.....	12.0	27.3	44.0	49.3	69.3	78.0	80.0	93.3	6.7	100
Establishment No. 5.....	11.8	13.0	25.1	29.1	60.7	61.6	69.0	78.6	21.4	100
Establishment No. 6.....	16.7	21.6	35.9	37.3	62.5	63.3	66.4	78.8	21.2	100
Establishment No. 7.....	12.3	17.6	22.7	24.1	46.0	49.5	58.3	73.8	26.2	100
Total.....	12.2	17.0	31.7	34.0	58.2	61.1	67.8	79.6	20.4	100

As Tables 13 and 14 show, 27.3 per cent of all the woman employees in establishment No. 4 received \$9 or under per week in contrast to 11.5 per cent and 13 per cent in establishments Nos. 3 and 5, respectively. Again, in establishment No. 4 almost half (44 per cent) of the total number employed had rates of \$10 or less per week, while only one-fourth of the women in establishments Nos. 2, 5, and 7 had a like rate. In establishment No. 4, 69.3 per cent of the women, as compared with 47.2 per cent and 46 per cent in establishments Nos. 2 and 7, respectively, were receiving \$12 or less per week. Less than 7 per cent of the woman employees of establishment No. 4 were receiving \$16 or over per week, while in establishments Nos. 2 and 7 24.4 per cent and 26.2 per cent, respectively, were in that group.

To carry this comparison further, an analysis was made of the variation in wage rates by occupations in these seven stores. This analysis is shown in Tables 15 and 16.

TABLE 15.—PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES, RECEIVING EACH CLASSIFIED WEEKLY RATE, BY OCCUPATION AND BY ESTABLISHMENT.

Occupation and establishment.	Per cent of woman employees whose rates of wages per week were—									Total.
	\$8 and under.	\$9	\$10	\$11	\$12	\$13	\$14	\$15	\$16 and over.	
SALESWOMEN.										
Establishment No. 1.....	2.8	5.6	24.3	2.2	23.7	0.6	8.4	14.3	18.1	100
Establishment No. 2.....			3.9		40.4	3.9	13.5	15.4	23.1	100
Establishment No. 3.....	1.7	1.9	22.0	1.7	40.5	2.7	6.0	7.7	15.9	100
Establishment No. 4.....	1.8	19.3	17.4	6.4	22.9	9.2	2.8	15.6	4.6	100
Establishment No. 5.....	.5	1.1	18.2	.5	37.4	.5	10.7	9.1	21.9	100
Establishment No. 6.....	4.2	5.5	21.8	2.1	26.6	1.4	2.8	11.8	23.9	100
Establishment No. 7.....	.6	1.5	4.1	1.2	32.5	4.4	11.0	11.9	33.0	100
Total.....	1.9	4.1	17.5	1.9	32.0	2.6	7.5	11.4	21.2	100
OFFICE EMPLOYEES.										
Establishment No. 1.....		1.3	25.6	3.9	12.8	12.8	6.4	7.7	29.5	100
Establishment No. 2.....			6.5		20.8	5.2	13.0	18.2	36.4	100
Establishment No. 3.....	2.1	1.1	8.4	2.1	6.3	9.5	12.6	16.8	41.1	100
Establishment No. 4.....		10.0			30.0	30.0		20.0	10.0	100
Establishment No. 5.....			5.2	1.7	29.3		5.2	19.0	39.7	100
Establishment No. 6.....	8.4	1.4	4.2		40.9		4.2	12.7	28.2	100
Establishment No. 7.....	1.2		6.6	.6	19.2	1.2	13.8	18.6	38.9	100
Total.....	1.8	.7	9.0	1.3	20.3	5.0	10.1	16.0	35.8	100

TABLE 16.—CUMULATIVE PER CENT OF WOMAN EMPLOYEES IN SEVEN DEPARTMENT STORES, RECEIVING EACH CLASSIFIED WEEKLY RATE OR UNDER, BY OCCUPATION AND ESTABLISHMENT.

Occupation and establishment.	Cumulative per cent of woman employees whose rates of wages per week were—									\$16 and over.
	\$8 and under.	\$9 and under.	\$10 and under.	\$11 and under.	\$12 and under.	\$13 and under.	\$14 and under.	\$15 and under.	\$16 and over.	
SALESWOMEN.										
Establishment No. 1.....	2.8	8.4	32.7	34.9	58.6	59.2	67.6	81.9	18.1	
Establishment No. 2.....			3.9	3.9	44.2	48.1	61.5	76.9	23.1	
Establishment No. 3.....	1.7	3.6	25.6	27.2	67.7	70.4	76.4	84.1	15.9	
Establishment No. 4.....	1.8	21.1	38.5	45.0	67.9	77.1	79.8	95.4	4.6	
Establishment No. 5.....	.5	1.6	19.8	20.3	57.7	58.3	69.0	78.1	21.9	
Establishment No. 6.....	4.2	9.7	31.5	33.6	60.2	61.6	64.4	76.1	23.9	
Establishment No. 7.....	.6	2.0	6.1	7.3	39.7	44.1	55.1	67.0	33.0	
Total.....	1.9	6.0	23.5	25.4	57.3	60.0	67.4	78.8	21.2	
OFFICE EMPLOYEES.										
Establishment No. 1.....		1.3	26.9	30.8	43.6	56.4	62.8	70.5	29.5	
Establishment No. 2.....			6.5	6.5	27.3	32.5	45.5	63.6	36.4	
Establishment No. 3.....	2.1	3.2	11.6	13.7	20.0	29.5	42.1	58.9	41.1	
Establishment No. 4.....		10.0	10.0	10.0	40.0	70.0	70.0	90.0	10.0	
Establishment No. 5.....			5.2	6.9	36.2	36.2	41.4	60.3	39.7	
Establishment No. 6.....	8.4	9.9	14.1	14.1	54.9	54.9	59.1	71.8	28.2	
Establishment No. 7.....	1.2	1.2	7.8	8.4	27.6	28.8	42.5	61.1	38.9	
Total.....	1.8	2.5	11.5	12.8	33.1	38.1	48.2	64.2	35.8	

As shown in these tables, establishment No. 2 was paying less than 4 per cent of its saleswomen at a rate of \$10 or under, while in establishments Nos. 1, 4, and 6, over 30 per cent were being paid at that

rate. One-third of the saleswomen in establishment No. 7 were receiving \$16 or over in contrast to less than 5 per cent in establishment No. 4.

The same striking difference in rates within an occupation is shown among the office employees. A variation of 30 per cent is shown in the rates paid by one establishment over those paid by another.

These figures prove conclusively that within a given competitive area establishments of the same kind may prosper side by side although the wage level may differ from one to another. This bears out the oft-proven fact that there is no connection between wage rates and total labor cost; that where the highest rates prevail the lowest labor cost may be found, and vice versa. It is generally conceded that high wages make for greater efficiency. Furthermore, organization and management are such important factors in the cost of carrying on a business that a few dollars more or less in the pay envelope of the workers may be more than offset by scientific handling of the labor force.

SUMMARY.

This survey of the wages paid in the mercantile industry may be summarized as follows: One-half of all women employed in this industry were receiving \$12 or less per week. This large proportion of low-paid workers was not made up of unskilled employees alone, for 54 per cent of them were saleswomen. It is obvious that a wage of \$12 is far below that required by a self-supporting woman to meet the necessary cost of living and to maintain herself in health and comfort.

REPORT OF MASSACHUSETTS MINIMUM WAGE COMMISSION, 1918.

The report of the Massachusetts Minimum Wage Commission for the 11 months ending November 30, 1918, presents a summary of the results of investigations conducted by the commission in 1918, including an investigation of the wages of women in cotton textile factories, in restaurants, in canning and preserving establishments, and in confectionery establishments. The table following compiled from the report gives the average weekly rates of payment to women employed in cotton textile factories and in restaurants, and the average weekly earnings of women employed in the canning and preserving industry and in confectionery establishments:

NUMBER AND PER CENT OF WOMEN RECEIVING EACH SPECIFIED AVERAGE WEEKLY RATE OF PAY AND AVERAGE WEEKLY EARNINGS IN SPECIFIED INDUSTRIES IN MASSACHUSETTS.

Industry.	Under \$6.		Under \$8.		Under \$9.		\$9 and over.		Total.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Cotton textile ¹	131	1.4	1,002	10.4	2,528	26.4	7,063	73.6	9,591	100
Restaurants ²	106	14.7	240	33.3	313	43.4	408	56.6	721	100
Canning and preserving ³	188	28.5	460	69.7	539	89.2	71	10.8	660	100
Confectionery ⁴	189	17.6	483	45.1	673	62.8	398	37.2	1,071	100
Total.....	614	5.1	2,185	18.1	4,103	34.1	7,940	65.9	12,043	100

¹ Average weekly rates of pay; based on pay-roll records of 55 establishments from January to June, 1917.

² Average weekly rates of pay; based on pay-roll records for June, 1918. Over half of these receive one or more free meals each day.

³ Average weekly earnings; based on pay-roll records from July, 1917, to June, 1918.

⁴ Average weekly earnings; based on pay-roll records from June to September, 1918.

The report includes a tabular statement of itemized cost-of-living budgets as voted on by Massachusetts wage boards from January, 1914, to the fall of 1918. This table indicates the amounts that have been considered necessary, at the dates noted, to provide woman workers with decent living, the amount increasing from \$8.71 in January, 1914, to \$12.50 in the fall of 1918, or an advance of 43.5 per cent. The table is as follows:

ITEMIZED COST-OF-LIVING BUDGETS AS VOTED ON BY MASSACHUSETTS WAGE BOARDS.

Item.	Brush board (January, 1914).	Candy board (summer, 1914).	Laun-dry board (winter, 1915).	Wom-en's cloth-ing board (spring, 1916).	Men's cloth-ing board (spring, 1917).	Men's fur-nishings board (sum-mer, 1917).	Mus-lin under-wear board (sum-mer, 1917).	Retail millinery board (winter, 1918).	Office clean-ers' board (spring, 1918).	Whole-sale milli-nery board (fall, 1918).
Board and lodging	\$5.25	\$5.25	\$5.25	\$5.75	\$5.50	\$6.00	\$6.00	\$7.00	\$7.00	\$7.00
Clothing	1.44	1.50	1.50	1.50	1.90	1.75	1.50	1.92	1.75	2.00
Laundry .....	.50	.45	.50	.25	.35	.30	.25	.30	.30	.50
Car fares .....	.70	.60	.60	.10	.40	.60	.60	.60	.60	.84
Doctor and dentist .....	.20	.25	.25	.25	.25	.20	.40	.20	.45	.30
Church .....	.10	.11	.11	.10	.10	.10	.10	.11	.13	.13
Newspapers and magazines .....	.16	.11	.16	.18	.15	.15	.....	.11	.11	.18
Vacation .....	.19	.20	.20	.25	.25	.35	.....	.35	.25	.40
Recreation .....	.17	.20	.20	.25	.25	.....	.....	.25	.20	.25
Savings .....	.....	.....	.....	.25	.50	.25	.....	.25	.25	.30
Incidentals .....	.....	.....	.....	.10	.20	.50	.60	.25	.35	.25
Organization dues .....	.....	.....	.....	.....	.15	.15	.20	.....	.....	.....
Insurance .....	.....	.....	.....	.....	.....	.10	.....	.10	.15	.10
Self-improvement .....	.....	.....	.....	.....	.....	.....	.....	.20	.....	.25
Total.....	8.71	8.67	8.77	8.98	10.00	10.45	9.65	11.64	11.54	12.50

¹ \$8.75 was voted unanimously by the candy makers' wage board from the above budget as the necessary cost of living, allowing 8 cents extra for miscellaneous requirements.

The report notes that wage boards for four occupations were in session in 1918—namely, muslin underwear, retail millinery, office and building cleaners, and wholesale millinery. The decrees approving the determinations of these boards were made by the minimum

wage commission and were noted in the *MONTHLY LABOR REVIEW* for September, 1918 (pp. 201, 202), February, 1919 (pp. 194, 195), and April, 1919 (pp. 186, 187). A brief summary of the result of the wage boards' activities in 1918 is presented, as is also a statement of the enforcement of the commission's decrees in the women's clothing industry, the men's clothing and men's furnishings industries, retail stores, women's muslin underwear, and retail millinery industries. An appendix to the report gives the text of the Massachusetts Supreme Judicial Court decision rendered September 24, 1918, upholding the constitutionality of the minimum-wage law.

RECENT ORDERS BY BRITISH COLUMBIA MINIMUM WAGE BOARD.

The provisions of the Minimum Wage Act, approved by the British Columbia (Canada) legislative assembly on April 23, 1918, were briefly summarized in the *MONTHLY LABOR REVIEW* for August, 1918 (p. 212). If, upon investigation, the minimum wage board which the act created finds that in any occupation, trade, or industry the wages paid to employees are inadequate, the board is empowered to call a conference for the purpose of determining what is a suitable wage and to establish and enforce the same. Down to March 31, 1919, six orders had been issued by the board. Three of these orders pertaining to the mercantile industry became effective on February 24, 1919, and three pertaining to laundry, cleaning, and dyeing industries became effective on March 31, 1919.

Order No. 1 fixes the minimum wage for female employees 18 years of age and over in the mercantile industry at $26\frac{9}{16}$ cents per hour, or \$12.75 per week, effective for a period of 12 months from the date of the order, namely, February 24, 1919.

Order No. 2 applies to females under 18 years of age employed in the mercantile industry, and fixes a minimum wage for them at \$7.50 per week during the first three months of employment, the rate increasing by 50 cents per week for each successive three months of service until a rate of \$11 per week is reached. Employment for a total period of at least one year shall be deemed to constitute completion of the term of apprenticeship, and upon reaching the age of 18 years the girl shall receive the minimum wage provided for adult workers.

Minimum wages for woman apprentices are fixed in order No. 3. In this order it is explained that the act empowers the board to issue to any woman apprentice a special license authorizing her employment in a specified industry at a minimum wage, to be fixed in the license, less than the minimum wage fixed for the said industry. The order then fixes the apprenticeship term for women over 18 years of

age at one year divided into four periods of three months each, and establishes a minimum weekly wage of \$9 for the first period, \$10 for the second period, \$11 for the third period, and \$12 for the last period. The term of apprenticeship for women under 18 years of age shall not extend beyond the date on which said apprentice reaches the age of 18 years, and during the apprenticeship period the wage shall be as established in order No. 2.

The three orders relating to laundry, cleaning, and dyeing industries likewise fix the minimum wage for women over 18 years of age, for those under 18 years of age, and for woman apprentices.

Under order No. 4 women over 18 years of age are to be paid a minimum wage of $28\frac{1}{2}$ cents per hour, or \$13.50 per week. Under order No. 5 females under 18 years of age are to receive a minimum wage of \$8 per week during the first four months of employment, \$8.50 during the second four months, \$9 during the third four months, and an additional \$1 per week during each four-month period thereafter until a rate of \$12 per week is reached, which rate is to continue until the girl reaches the age of 18 years.

Order No. 6 is similar to order No. 3. The apprenticeship period for women over 18 years of age is fixed at one year, divided into three periods of four months each, and the minimum wage established is \$9 for the first period, \$10.50 for the second period, and \$12 for the third period. No provision is made for women under 18 years of age, as was done in order No. 3.

INDUSTRIAL PEACE IN AUSTRALIA THROUGH MINIMUM WAGE AND ARBITRATION.

An article bearing the above title, written by Judge Henry Bourne Higgins, president of the Australian Court of Conciliation and Arbitration, appeared in the issue of the MONTHLY REVIEW for February, 1916. This article was contributed by Judge Higgins to the Harvard Law Review, and was reproduced through the courtesy of the publishers of that magazine, to which it had been sent as a presentation of the Federal provision for industrial peace in Australia.

The same writer has supplied additional information of the subject, covering some three years' further experience, the account appearing in the January, 1919, issue of the Harvard Law Review. The new matter is offered as supplementary, and necessarily involves some review of the subjects previously treated. A summarization of the principal points, with some quotations, is here proposed.

The author's title, "A new province for law and order," is explained by the statement that "the new province to be rescued from anarchy is that of industrial matters." The Federal Parliament of

Australia established the court whose activities are under consideration by an act of 1904, giving it power to conciliate where practicable, and if not, to arbitrate, in industrial disputes extending beyond the limits of any one State. "It is a court for compulsory arbitration—in the sense that its awards are binding as law upon the parties." Agreement is first sought; "but when the party with the stronger economic position refuses to agree on lines of justice instead of economic strength, the court has to interfere by dictating terms such as would, in its opinion, be just in a collective agreement."

The awards must be consistent one with the other, or else comparisons breed unnecessary restlessness, discontent, industrial trouble. The advantages of system and consistency in awards are increasingly apparent, as parties knowing the lines upon which the court acts and understanding its practice, often now make agreements in settlement of a dispute in whole or in part without evidence or argument. The agreement if certified by the president and filed in the court is deemed to be an award.

A frequent necessity is the establishment of a minimum wage. Emphasis is laid on the double aspect of this proceeding.

The court adheres to its practice of dividing the minimum wage awarded in two parts—the "basic wage"—the minimum to be awarded to unskilled laborers on the basis of "the normal needs of an average employee regarded as a human being living in a civilized community"; and the other, the "secondary wage"—the extra payment to be made for trained skill or other exceptional qualities necessary for an employee exercising the functions required.

What is referred to as "a curious controversy" on the subject of the minimum fixed by the court is illustrated by an instance in which the refusal of workers to accept employment at the basic minimum was said by the would-be employers to be a strike, and therefore a violation of the act. It appeared that the workers involved were in reality of superior skill, and that their demand for an advance over the basic minimum was not unreasonable. However, as the wage fixed was for the class of work as such, the court could not see its way to advance the minimum rate generally. Notwithstanding this limitation, it was able to reassure the employers that there is a difference between declining to enter on employment and the concerted cessation of work which constitutes a strike; also that it is not an unjust extortion for a man or class of men to specialize on a particular line of work (loading wheat on ships in the case in hand), and seek special pay therefor.

It is quite in harmony with the principle of freedom of contract subject to the minimum wage that an employer should seek by extra wages to attract men, who, as he thinks, will give him extra speed and efficiency. The device of a minimum wage will soon prove to be a bane instead of a blessing if the position be perverted as the arguments tend to pervert it. I can only say plainly that there is no breach of the award or impropriety in a man refusing his services in loading wheat unless the employer pay him more than the minimum. It is all a matter of contract.

The employers accepted this view, and without having made a discriminatory rate, the court was able by its advice to adjust the matter on a mutually satisfactory basis.

It would, of course, be an astounding position if, while the employer remains free to give or refuse employment at the minimum rate, the employee were bound to take employment at that rate. The employer has the formidable power of refusing to give work to any particular man, the power to put an end to all his own business operations; why should not the employee be free to refuse to take work? A minimum rate is in effect a restraint on the employer; a maximum would be in effect a restraint upon the employee. The act gives power to prescribe a minimum rate, and the object of that power would be defeated if a man that thinks his services are worth more than the minimum rate were not free to hold out for a higher rate. Some employers pay more than the minimum for the avowed purpose of attracting the best men. Incidentally it may be remarked that the position as now settled here is very far from justifying the fears of those who look upon provisions for minimum rates as tending to the establishment of a "servile state." Mr. Belloc's dogma¹ that "the principle of a minimum wage involves as its converse the principle of compulsory labor" is not confirmed by such experience as I have had.

The statement has often been made that the minimum rate tends to become the maximum rate. I have not found it so. It is quite true that far more employees get the minimum rate prescribed than got it before the rate was fixed, for, before that time, they usually got varying rates, mostly below the minimum. I have not found unions objecting to members taking extra pay for extra usefulness; for instance, in building operations an expert scaffolder often claims, and gets without objection, a higher rate than the flat minimum prescribed; and leading hands in a laboring process often get higher rates than their mates; but unions object to extra rates for extra servility, for disloyalty to one's comrades.

The principle of free bargaining for wages above the minimum was also held to as the solution of the problem of dirty or otherwise offensive jobs. If unusually laborious or disagreeable labor was involved, the court held that this was a matter of personal consideration, the basic or living wage having been adopted. "Employers must not be allowed to purchase by money a right to injure health." The same principles apply to jobs where there is excessive strain on the muscles or injury to the clothing.

This court tends rather to refuse to make differences in minimum rates except for clearly marked distinctions and qualifications, such as craftsmen's skill, or exceptional responsibility, or special physical condition, necessary for the function. * * * Differentiation in minimum rates prescribed must be made on broad lines.

However, if the point involved becomes the basis of a dispute, limitations will be prescribed, as of the weights to be lifted, wheeled or otherwise handled in longshore work; though "the court is very chary about dictating to those who have to direct the work as to the mode of carrying it out." Thus it does not favor the arbitrary fixing of the number of employees, or the altering of the functions of officers, or the interference with extra work for overtime pay, or

¹ *The Servile State*, p. 172.

limiting the number of boys the employer may take on, especially if he binds himself to teach a trade; but it is otherwise if the boys are hired cheaply to do men's work; and "if women are put to work more suited for men, as that of a blacksmith, or even to work for which men are equally suited, the women must get a man's maximum."

Despite this general attitude, the court recognizes the movement to secure for the employees some voice in determining working conditions.

Wages and hours are not everything. A man wants to feel that he is not a tool, but a human agent finding self-expression in his work. The court tries, therefore, to encourage by all the means in its power the meeting of representatives of the unions with representatives of the employers. Such meetings produce a good effect, even when the employers adhere to their methods, giving their reasons. Fortunately there is no difficulty as to the recognition of the unions. The unions have come, and have come to stay. Our act could not be worked without unions. One of the chief objects of the act is, under section 2, "To facilitate and encourage organization of representative bodies of employers and employees, and the submission of industrial disputes to the court by organizations." Now the act enables the court to appoint "boards of reference," and such boards involve opportunities for meeting for discussion of methods and alleged grievances.

Judge Higgins then quotes from an opinion in which the importance of boards of reference is emphasized, "one at least for each undertaking," for the handling of complaints without bringing the individual employee into the position where he is singled out as the mover in the matter. Employees usually favor such an arrangement, but the employers wish the first steps to be taken by the foreman or the immediate superior, on a personal complaint. The law permits the boards of reference to act only on specified subject matter, a situation which it is hoped Parliament will remedy by allowing a more general appointment.

The fundamental difficulty of the position seems to be that the employer and the union look at the methods used from different points of view. The employer—generally a company acting through directors—looks at the money results, at profits, at expenses. The union looks at the results to the human instrument. Both sides of the subject ought to be considered. It is significant that the unions are always willing to have such boards, and the court often manages to get an agreement on the subject.

Stress is laid on a statistical determination of the cost of living as a guide for ascertaining the proper amount to be named as the basic wage, and the court does not permit such wage to be lowered by reason of considerations of competition with countries having a lower standard; "and this practice, it must be admitted to the credit of the employers, has never been disputed so far as I know."

With the secondary wage the position is different. There is more scope for compromise or arrangement. At the same time it has been found advisable except in extreme circumstances to diminish the margin between the man of skill and the

man without skill. One of the drawbacks of industry in Australia is that the lads do not learn their trades thoroughly—do not take the trouble to become perfect craftsmen. There is a tendency to be content with imperfect workmanship, to put up with the "handy man," and his rule of thumb, to put up with what is "good enough"; and nothing should be done by the court which would lessen the inducement to learn a trade and to learn it properly.

However, when the court has increased the basic wage because of abnormal increase of prices during the war it has not usually increased the secondary wage. It has merely added the old secondary wage, the old margin, to the new basic wage. It is true that the extra commodities that the skilled man usually purchases with his extra wages become almost indispensable in his social habits as the commodities purchased by the unskilled man, and have no less increased in price; but the court has not seen fit to push its principles to the extreme in the abnormal circumstances of the war, and the moderate course taken has been accepted without demur. I may add that the court, where necessary, adopts gradations in the secondary wage. For instance, after fixing the basic wage for unskilled laborers in the gas employees case, it awarded 6d. [12 cents] per day for men classed as skilled laborers, 1s. [24 cents] per day more for men in charge of plant, etc., 2s. [49 cents] per day more for men of necessarily exceptional physical qualities, etc., such as stokers; and 3s. [73 cents] per day more for artisans fully trained. The margin between the basic and the secondary minimum follows the margin usually adopted in the time of unregulated practice.

Hours of labor usually follow the Australian standard of 48 per week, but not with absolute rigidity, both longer and shorter periods being allowed, according to the nature of the employment. A novel award under this head was one in which sheep shearers asked for two 4-hour runs or work periods between 8 a. m. and 5.30 p. m., with a single meal time, while the employers wanted six runs with two meal periods and three rest periods or "smokos" between 6 a. m. and 6 p. m. The rest periods are said to increase production and are regarded as profitable even if coming out of the work period paid for. In the case in hand the court acceded to the request of the employers.

A result of the act which recommends it most highly has been its success in avoiding the stoppage of work. Hundreds of cases have been considered under it, "and the points in dispute might almost be called infinite"; notwithstanding this, the writer "can recall only two stoppages extending beyond the limits of any one State." Strikes in local disputes have, however, been very numerous; while in Great Britain, working under the conciliation act of 1896, nearly one-half the cases acted upon involved stoppage of work.

The court is insistent upon its attitude not to act on any case in which its possible judgment has been forestalled, as by workmen taking the hours which form the matter of the dispute. This was the contention in a miners' strike which caused stoppage and which was complicated with political and war-time agitation. Adjustments were unsatisfactory, but the court was said not to be compromised.

In the second case involving stoppage glass-bottle makers in three cities struck without a hearing and refused to return to work unless their demands were conceded. The unions were penalized and the men had to return to work on the employers' terms.

A third case involved a sympathetic strike, not properly within the purview of the court, but in connection with which its good offices were availed of.

It is satisfactory to find that in none of those cases was the strike owing to the failure, or alleged failure, of the court to grant justice in any dispute as to which it had jurisdiction. It is significant also that the widespread strike of August, 1917, was in a dispute which was outside the jurisdiction of this court, and which was not submitted to this court, and which was not submitted to the court of the State in which the dispute occurred.

The problem of the sympathetic strike is discussed at some length. It is said to involve a psychological or perhaps a moral difficulty, the choice to be made by a man who wants to be true to unionism and his comrades, not taking advantage of their self-denial, and who yet wishes to be peaceful and industrious.

Transport workers, especially, of all kinds, are always made to bear the brunt of the struggle of other unionists. The grievance is not the grievance of his union and there is nothing for the court to arbitrate about, no subject matter in dispute between the sympathetic striker or his union and any employer. It may be said that an arbitration court can not be expected to achieve the impossible, that it must stop short of a case in which there is no alleged industrial grievance as between the sympathetic striker and his employer, and that the court ought not to take away the right of every man to put his hand in his pockets and say, "I shall not accept the work offered—no matter what my reason may be." Individual freedom of action to work or not to work must be preserved at all costs; and yet it can not be right that the community should be willfully held up in its necessary activities when the community provides means for preventing the oppression of the poor for their poverty. It would be a great gain to the community if each union were to confine its efforts to its own grievances. In the case of the engine drivers, a class of workers whose members are found in all sorts of undertakings, the court intimated that an award for such a craft should be regarded as a special privilege entailing special obligations, and asked what the members would do, for instance, in a strike of miners—would they lower and raise the officials and any men remaining at work? The leaders of the union were reasonable, admitted that the members should do so, and gave the court an undertaking to that effect. Then, in the case of the Merchant Service Guild, I found that the masters and officers of the vessels were required to contract to do manual work if and when required. This was obviously meant to provide for the case of the seamen or others striking. The guild objected to this clause, and the court forbade the insertion thereof in any contract. The masters and officers were to carry out their own function, whatever men of other unions did.

The last portion of the article under review is devoted to general considerations. Difficulties had arisen in the past by reason of the fact that after the court had spent weeks in investigating and determining a case, the question of jurisdiction might be challenged by

claiming that there was no dispute such as the court might legally decide. This action would be followed by long and costly proceedings. Decisions by the High Court (the supreme court) of Australia have afforded accuracy of definition, while an amendment of the law has enabled the matter of jurisdiction to be determined in advance. Again, the power to prevent the extension of a dispute beyond boundaries of a single State is allowed by a decision of the High Court, so that a threatening spreading of trouble can be forestalled.

The utility of the power conferred on the president to call a compulsory conference of representative disputants has been time after time demonstrated. Frequently the conference has prevented a local strike which was imminent. Frequently, arrangements are made for carrying on work until award; frequently, quarrels are settled or agreements are made as the result of a conference. The power to call a conference is discretionary; and if in any locality the members of a union have struck work the president refuses to call a conference unless work is resumed in the meantime on the old terms (that is to say, refuses to call a conference at the instance of the union). This refusal has on some occasions set the wheels of industry going again until the award has been made.

Since the previous article, employers more frequently than before seek the assistance of the court for the settlement of disputes. They often ask for compulsory conferences. For instance, the fruit growers at the interesting settlements of Mildura and Renmark on the Murray River had, year after year, much trouble with the seasonal employees for picking, packing, etc. An award was made in 1912, at the instance of the Rural Workers' Union and another, and the work went on for the term of the award, three years, without conflict. When the term expired the union had been disbanded, its members having joined the Australian Workers' Union. The employers wanted to get the same award between themselves and the Australian Workers' Union, and the latter union was willing to accept the same award; but there was no dispute and, therefore, the court had no jurisdiction. Subsequently in view of the increase in the cost of living the Australian Workers' Union made a demand for higher wages, etc. This demand was disputed, and then the court got jurisdiction. After a discussion in conference an arrangement was made and filed, and the work went on smoothly. This case, however, points to the inconvenience of limiting the jurisdiction of the court to disputes. It may be that the same power that deals with the disputes should be enabled to regulate labor where necessary.

The president has frequently been asked to act in a one-State dispute as voluntary arbitrator on an ordinary submission by agreement. The request has generally to be refused, but in exceptional cases the court has acted at the request of ministers of a State or Commonwealth, especially where the matter affects the defense of the Commonwealth.

Another encouraging feature of the position is that the practice of arbitration, instead of the practice of strike, is favored by all, or nearly all the greater unions. Federal unions are frequently constituted with the avowed view of making common cause in the several States as to existing grievances, and of getting the court to settle the dispute all round. The Australian Workers' Union—the greatest union in Australia, comprising about 70,000 members in pastoral, farming, and other rural occupations—is a staunch supporter of the work of the court. Formerly there was continual trouble with the shearers, shed hands, wool pressers, etc. There was no certainty that the pastoralists could get their work done; and yet wool is probably the principal export of Australia. Since the constitution of this court there has been no general strike of these men. There have been some local troubles, but the executive of the union

brings all its influence to bear in favor of waiting for the court. * * * I have found gratification expressed in unexpected quarters on account of this approach to the solution of a very difficult problem. One of the drawbacks of Australia is the want of population in the back country, the drift to the cities, to occupations which are regulated, and which provide opportunities for family life. On the whole, and although it involves great difficulty and much toil, I am safe in saying that this interesting Australian experiment is so far a success, and that there is not the slightest indication of any movement to revert to the old anarchic state. There are plenty of suggestions, however, for the improvement of the system.

There is a very real antinomy in the wages system between profits and humanity. The law of profits prescribes greater receipts and less expenditure—including expenditure on wages and on the protection of human life from deterioration. Humanity forbids that reduction of expenditure should be obtained on such lines. Other things being equal, the more wages, the less profits; the less wages, the more profits. It is folly not to admit the fact and face it. Moreover, the economies which are the easiest to adopt in expenditure tend to the waste and degradation of human life—the most valuable thing in the world; therefore so long as the wages system continues there is need of some impartial regulating authority. Even if the wages system were to be abolished to-morrow, as some thinkers desire, if in some way the producers had an equal opportunity for self-expression in the product, there would be need still for regulation. In proposition 30 of the previous article it is stated that "the court refuses to dictate to employers what work they shall carry on, and how, etc." For "employers" substitute "elected directors of industry," and the proposition would remain sound. Even elected persons are sometimes found indifferent to the legitimate claims of a minority. Even unions have been found to disregard the just interests of craftsmen in their ranks, if the craftsmen are few in numbers. Those who favor new systems as the result of some cataclysm or catastrophe or revolution, and treat with scorn industrial tribunals as mere alleviations, or as mere devices to bolster the existing system, had surely better reconsider their opposition. Let not the better be always the enemy of the good.

WOMAN IN INDUSTRY, AND CHILD LABOR.

CHILDREN'S BUREAU CONFERENCE ON CHILD-WELFARE STANDARDS.

A four-day conference on child-welfare standards was held in Washington, May 5 to 8, 1919, under the auspices of the Federal Children's Bureau. The meetings of the first day were devoted to the means of protecting the health of mothers and children and the standardization of laws concerning children in need of special care. Standard requirements for obstetrical care, for the control of venereal infection, and for the control of midwifery were discussed by Drs. J. Whitridge Williams, Philip C. Jeans, and Charles V. Chapin. Mrs. Eleanor Barton, an English delegate, explained the work done by the Woman's Cooperative Guild of England, and stressed the aid which was being given to working-class mothers at maternity centers. This work is under Government supervision and control, but there is no compulsion on the mothers to attend the centers. Urban and rural problems of maternity and infancy were discussed by Dr. R. W. Lobenstine and Dr. Henry F. Helmholtz.

In the discussion of children in need of special care Mr. C. C. Carstens spoke on the need for standardization and method of procedure, and W. W. Hodson told of the methods and results of the Minnesota Child Welfare Commission. Dr. Takayuki Namaye, of Japan, spoke on standards of State care. His address was of special interest in view of the fact that there had been a manifest tendency on the part of several speakers to extend the field of State care, especially medical. Dr. Namaye, while advocating State care wherever needed, put in a plea for the preservation of family control over the child. In Japan, he said, they strongly hoped to build up a system of child welfare by strengthening family ties, rather than by handing the child over to the care of the State, in whole or in part.

On Tuesday, the second day, the first meeting was devoted to the economic and social basis for child welfare standards. Prof. W. F. Ogburn and Miss S. P. Breckinridge spoke on the family income and cost of child care, Mrs. Eva W. White on the child's home, and H. F. Braucher on proper provisions for the child's leisure. Prof. Kelly Miller spoke on racial factors, stressing the difficulties attending the care of children of a nondominant race, and Dr. Royal Meeker discussed the economics of child welfare.

In the afternoon Owen R. Lovejoy spoke on legislative prohibitions and general standards, Dr. Emma MacKay Appel on minimum physical standards, and Dr. D. L. Edsall on dangerous trades. Mr. Lovejoy advocated a raising of standards and a study of the real needs of children, instead of the acceptance of conventional ideas of what a standard should be. Dr. Appel and Dr. Edsall stressed especially the need of making sure that the work undertaken by juveniles was suitable for them, and urged that this required a careful physical examination of each child, and a selection of work for him based on the results of that examination, with periodic examinations thereafter. Dr. Edsall in particular pointed out that work not classed as dangerous might be extremely harmful to a child with some special defect, while it might be undertaken with perfect safety by a child who was either normal or had some defect not conflicting with the requirements of this occupation. Dr. Rene Sand, of the University of Brussels, Belgium, explained that at present there was little to say of Belgian standards for child welfare in labor matters, because during the German occupation all their own regulations were swept away, and now that they are trying to build up again, they wish to introduce the best possible standards for child protection, but have not yet formulated them. He also dwelt on the importance of the minimum wage, for children as well as for adults. Hon. Albert E. Hill, governor of Tennessee, and Miss Agnes Nestor spoke on hours of work for children, and Dr. Jessica Peixotto on the minimum wage. Miss Elizabeth G. Fox spoke on the protection of maternity and infancy in rural districts. Dr. Hastings H. Hart discussed the conclusions of the White House conference on child welfare, called by President Roosevelt, from the viewpoint of 10 years' experience, and Judge Victor P. Arnold, of Chicago, speaking on what constitutes grounds for removing children from their homes, urged that a child should be kept in his own home if there is any possibility of doing so. The best results, he had found, came from helping parents to make the home the place for the child. Edmond J. Butler spoke of standards of child placing and supervision, and Miss H. Ida Curry of child-caring work in rural communities.

Wednesday morning was given up to a discussion of the protection of the health of mothers and children, and to a consideration of children in need of special care. Dr. Merrill E. Champion spoke on health centers for preschool children and Dr. C. E. A. Winslow on public-health nurses. Day-nursery standards were discussed by Dr. Mulon, of the French War Department, and Dr. S. Josephine Baker, while Maj. Louis Terman talked on dental clinics. Judge James H. Ricks spoke of standards of organization in children's courts, and Dr. Louis N. Robinson on standards of probation work,

while Dr. William Healy discussed the place of the medico-psychological clinic in the treatment of delinquents. Dr. C. Macfie Campbell spoke on the place of mental hygiene in the child-welfare movement, and Dr. Walter E. Fernald on State programs for the care of the mentally defective.

At the afternoon session of May 7 Miss Tracy Copp discussed the administration of the child-labor law in Madison, Wis. In Madison the administration of juvenile employment is carried out by the State industrial commission. The discussion included age and qualifications necessary for children entering industry, rules governing the securing and returning of permits, work of the woman's inspection department, and penalties upon employers for violations of the law. A State law provides that every community with 5,000 inhabitants shall have a continuation school which children up to 17 years of age must attend for eight hours a week on employers' time. It is hoped that compulsory attendance up to 18 years of age will shortly be required.

Mr. R. C. Davison, representing juvenile employment exchanges in Great Britain, said that the juvenile employment exchanges, which are a part of the regular labor exchanges, were established in 1910. There are now 400 main branches and 1,200 smaller offices. In discussing the difficulties met in this work, Mr. Davison emphasized the fact that during the war, when the demand for workers was great, the existence of these exchanges made it too easy for school leavers to secure jobs. There was a tendency also for young people to seek immediate rather than permanent employment. The advantages resulting from the work of these exchanges more than offset any disadvantages. Through the data collected a knowledge of conditions governing juvenile employment was secured which had a marked influence upon the provisions incorporated in the British Education Act (1918). The distribution of child labor was centralized, thus keeping children from wandering; a wider range in choice of employment was given; and jobs were secured under conditions of publicity. This last point Mr. Davison considered an important condition in all juvenile placement. Follow-up work was accomplished through 250 advisory committees associated with the juvenile employment exchanges.

During the demobilization period many training centers have been established for children now unemployed through the closing of factories and for other reasons, and the unemployment donation is withheld from juveniles who do not attend these centers.

Sir Cyril Jackson, of the British Ministry of Labor, briefly discussed the provisions of the Education Act (1918), touching upon the difficulties met in securing its passage and the possibility of improving it in some important particulars.

Among the important provisions of the bill is that requiring attendance of young people between the ages of 16 and 18 years upon part-time continuation schools for 320 hours a year.

On Thursday, May 8, Sir Arthur Newsholme, chief medical officer of the Local Government Board of England, discussed the British organization for child welfare, Dr. Thomas D. Wood spoke on health examinations and the school nurse, Dr. W. R. P. Emerson on nutritional clinics, Dr. Graham Lusk on the nutrition of adolescence, and Robert E. Leigh on the need for sex education. Standards were adopted tentatively for the public protection of maternity and for the care of children from infancy through school age and while at work up to maturity. The standards for working children are as follows:

MINIMUM STANDARDS FOR CHILDREN ENTERING EMPLOYMENT.

AGE MINIMUM.

An age minimum of 16 for employment in any occupation, except that children between 14 and 16 may be employed in agriculture and domestic service during vacation periods.

An age minimum of 18 for employment in and about mines and quarries.

An age minimum of 21 for night messenger service.

An age minimum of 21 for girls employed as messengers for telegraph and messenger companies.

Prohibition of the employment of minors in dangerous or hazardous occupations or at any work which will retard their proper physical development.

EDUCATIONAL MINIMUM.

All children shall be required to attend school for at least nine months each year, either full time or part time, between the ages of 7 and 18.

Children between 16 and 18 years of age who have completed the eighth grade and are legally and regularly employed shall be required to attend day continuation schools eight hours a week.

Children between 16 and 18 who have not completed the eighth grade or who are not regularly employed shall attend full-time school.

Vacation schools, placing special emphasis on healthful play and leisure-time activities, shall be provided for all children.

PHYSICAL MINIMUM.

A child shall not be allowed to go to work until he has had a physical examination by a public-health physician or school physician and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed.

There shall be a periodical medical examination of all working children who are under 18 years of age.

HOURS OF EMPLOYMENT.

No minor shall be employed more than eight hours a day. The maximum working day for children between 16 and 18 years of age shall be shorter than the legal working day for adults.

The hours spent at continuation schools by children under 18 years of age shall be counted as part of the working day.

Night work for minors shall be prohibited between 6 p. m. and 7 a. m.

MINIMUM WAGE.

Minors at work shall be paid at a rate of wages which for full-time work shall yield not less than the minimum essential for the "necessary cost of proper living."

PLACEMENT AND EMPLOYMENT SUPERVISION.

There shall be a central agency which shall deal with all juvenile employment problems. Adequate provision shall be made for advising children when they leave school of the employment opportunities open to them; for assisting them in finding suitable work and providing for them such supervision as may be needed during the first years of their employment. All agencies working toward these ends should be coordinated through the central agency referred to.

ADMINISTRATION.

Employment certificates.—Provision shall be made for issuing employment certificates to all children entering employment who are under 18 years of age.

An employment certificate shall not be issued to the child until the issuing officer has received, approved, and filed the following:

1. Reliable documentary proof of the child's age.
2. Satisfactory evidence that the child has completed the eighth grade.
3. A certificate of physical fitness signed by a public-health physician or school physician. This certificate shall state that the minor has been thoroughly examined by the physician and that he is physically qualified for the employment contemplated.
4. Promise of employment.

The certificate shall be issued to the employer and shall be returned by the employer to the issuing officer when the child leaves his employment.

The school last attended, the compulsory education department, and the continuation schools shall be kept informed by the issuing officers of certificates issued or refused and of unemployed children for whom certificates have been issued.

Minors over 18 years of age shall be required to present evidence of age before being permitted to work in occupations in which their employment is prohibited.

Record forms shall be standardized and the issuing of employment certificates shall be under State supervision.

Reports shall be made to the factory inspection department of certificates issued and refused.

Enforcement of compulsory attendance laws.—Full-time attendance officers adequately proportioned to the school population shall be provided in cities and counties to enforce the school-attendance law.

The enforcement of school-attendance laws by city or county school authorities shall be under State supervision.

Factory inspection and physical examination of employed minors.—Inspection for the enforcement of all child-labor laws, including those regulating the employment of children in mines or quarries, shall be under the same department. The number of inspectors shall be sufficient to insure the regular observance of the laws.

Provision should be made for a staff of physicians adequate to examine periodically all employed children under 18 years of age.

These standards are to be submitted for consideration to nine regional conferences which are to be held in various cities throughout the United States.

In the final meeting it was resolved that a committee on progressive child-welfare standards, advisory to the Children's Bureau, should be formed, representing the general phases of child welfare which had been presented at the conference.

WOMEN WHO REPLACED MEN IN INDUSTRY DURING THE WAR.

The Bureau of Women in Industry of New York has issued¹ a study of women who replaced men in industry during the war, with special reference to what they are likely to do now that hostilities are over. The industrial employment of women in New York was of course no new thing; over 300,000 were so employed before the war, filling a wide variety of positions. The change introduced by the war was the passage of women directly into occupations which had theretofore been reserved for men. In England, with its longer war experience, there was time to make the substitution indirectly, to adapt machinery and buildings to the needs of women, to divide processes, and to standardize products. In the United States it was necessary to replace the men directly, without delaying to change processes, alter machinery, and split up skilled or semiskilled processes into a series of simple repetitive operations. While the war was on, women were employed of necessity, whether or not they could do the work satisfactorily; when the war ended, there was need to find out how they had acquitted themselves in the new occupations, and whether or not they were likely to remain in them.

The study covered 26 communities and 117 plants. The amount of replacement in these is shown in the following table:

AMOUNT OF REPLACEMENT IN NEW YORK STATE, BY GEOGRAPHICAL SECTION.

Section of State.	Number of plants.	Total number of women on working force.	Total number of women replacing men.
Western.....	37	6,211	5,672
Central.....	38	14,322	4,747
New York City and vicinity.....	42	5,211	3,224
Total.....	117	25,744	13,643

In commenting on the variations in replacement shown here, the report calls attention to the fact that women were first put into vacancies where the work was light, less skilled, or repetitive. "Heavy or skilled work was attempted only after considerable time had elapsed, or in response to unusual conditions, such as existed in western New York. In both Buffalo and Niagara Falls the male labor supply had been chronically inadequate." In both these places, therefore, when Government contracts were secured, women were called out in large numbers and placed in every conceivable process, the replacement being more general and extensive than in other parts of the State.

¹ New York Industrial Commission, Bureau of Women in Industry. The industrial replacement of men by women in the State of New York. [New York] March, 1919. 69 pp. Special Bulletin No. 93.

Women were found taking men's places in all industries and in a surprisingly wide range of occupations. In general, substitution was greater in industries in which women had not previously been employed. Except in very heavy processes, no particular difference was found between occupations as to the amount of substitution or the success of the women in their new work.

Women were employed on power and nonpower processes in about equal proportion, and after the armistice no well-defined movement can be traced toward dismissing either form in preference to the other. Women have been found equally successful on machine tools and nonpower processes.

In some cases it was found that a subdivision of processes had taken place when women were introduced, not because women could not perform the whole process, but because, for one reason or another, a division of labor was needed by the shop organization. Sometimes this division worked out oddly.

By way of illustration could be cited a certain plant in which women were introduced to operate a cable armor machine. The women performed a skilled 10-minute operation of shaping and soldering a broken end of steel tape and lifted a 35-pound spool of steel taping across the floor, while a man was called on to assist them in starting the machine, which required merely the lifting of a light lever. Women performed the skilled and the heavy work; the man completed the circuit and started the machine.

At first, women, of necessity, got their training as they worked, but soon some of the large plants started training schools to prepare them more quickly for skilled work. Seven plants were found to have established such schools before the armistice, while "in six additional plants the future policy will definitely include training for an increasing number of women workers." During the war the training was designed to turn out specialists as quickly as possible, but since hostilities ceased "the opinion has been growing that women when showing ability should be trained for the most skilled trades."

Considerable space is given to the wage rates of the women who replaced men. The rates are considered, first, as to their sufficiency for the support of the women earning them, and, secondly, as to how they compare with the wages paid men on the same work. Bonuses for both men and women are ignored, being considered as temporary expedients for stimulating production, subject to cancellation at any time. As a matter of fact, they were widely canceled when war production stopped.

From the first point of view, the wage situation was far from satisfactory. In its award concerning the General Electric Co. of Schenectady, the War Labor Board fixed \$15 a week as the minimum wage for female employees, presumably regarding that sum as necessary for the support of a single woman. Yet of the 13,643 women who had replaced men in the plants studied, almost three-fourths—73.9 per

cent—were receiving less than \$15 per week, and only 190 were in the group earning \$20 or over. The following table shows the distribution of the women by wage groups:

WEEKLY EARNINGS OF WOMEN REPLACING MEN DURING THE WAR, WITH NUMBER OF WOMEN AND NUMBER OF PLANTS IN EACH WAGE GROUP.

Weekly wage group.	Plants.		Women.	
	Number.	Per cent of total plants.	Number.	Per cent of total women replacing men.
\$6 to \$6.99.....	1	0.9	15	0.1
\$7 to \$7.99.....	1	.9	42	.3
\$8 to \$8.99.....	2	1.7	21	.2
\$9 to \$9.99.....	9	7.7	534	3.9
\$10 to \$10.99.....	11	9.4	685	5.0
\$11 to \$11.99.....	5	4.3	234	1.7
\$12 to \$12.99.....	25	21.3	2,421	17.8
\$13 to \$13.99.....	15	12.8	3,981	29.1
\$14 to \$14.99.....	10	8.5	2,158	15.8
\$15 to \$15.99.....	8	6.9	510	3.7
\$16 to \$16.99.....	6	5.1	1,758	12.9
\$17 to \$17.99.....	1	.9	229	1.7
\$18 to \$18.99.....	6	5.1	166	1.2
\$19 to \$19.99.....	1	.9	20	.1
\$20 to \$20.99.....	0	.0	0	.0
\$21 to \$21.99.....	1	.9	15	.1
\$22 to \$22.99.....	1	.9	25	.2
\$23 to \$23.99.....	0	.0	0	.0
\$24 to \$24.99.....	0	.0	0	.0
\$25 to \$25.99.....	0	.0	0	.0
\$26 to \$26.99.....	1	.9	150	1.1
No records.....	13	11.1	679	4.9
Total.....	117	100.0	13,643	100.0

It is evident from this table that the women replacing men have not reaped phenomenal advantages from their experiment. "Although some women leaving peace employment at \$8 to \$10 a week have bettered themselves by taking over men's work, for a great many of them it was a change of work without an increase of pay."

When their wages are compared with those of men on the same work, the situation is no more satisfactory:

Of 78 plants offering the comparative wages of men and women on the same work, 16, or 20 per cent, pay women the same rate paid the men whom they replace. Of all women replacing men, 9 per cent receive equal pay. It is to be noted, however, that the higher the pay of the man replaced the smaller the chance of the woman replacing him to receive it. The highest-paid men received \$22, \$24, \$28.80, \$34.50, and \$35 a week. The women who took their places did so at a reduction of \$10, \$12, \$17.70, \$19.50, and \$14.88 a week, respectively. The majority of men replaced at equal wages received between \$12 and \$15 a week, a wage which is an extremely low wage for men, but approaches the average wage paid to women throughout the State, and is less than it costs a woman supporting no one but herself to live.

Fifty-six per cent of the women who replaced men received from two-thirds to three-fourths of the wages formerly paid the men for the same work, and 11 per cent received less than two-thirds as much as the men.

It seems impossible to establish a relation between these wages and the industrial efficiency of the women receiving them. In a number of cases women were found producing more than the men previously employed, while in others they produced less, but the wages received did not reflect these differences. Careful analysis is made of the wage differences in shops reporting on the relative production of women and men, and the situation is thus summed up:

1. In 16 plants where women received equal pay for presumably equal work, 10 report that their production is satisfactory, 6 that it is unsatisfactory.
2. In 11 plants where women produce more than men, not one woman receives as much as a man doing the same work in the same plant, and most women receive less than 75 per cent of the men's wage.
3. In 13 plants where women are reported to produce less than men, the difference between the men's rate and the women's rate is neither greater nor less than where they produce more.

Special inquiry was made as to the attitude of the employers toward the retention of the women who had been taken into new occupations. When the process began it was taken for granted that the women would remain only for the duration of the war, but with the signing of the armistice the employers, at least, presented a change of front. "There were unmistakable signs that not only were women to be kept in the places they were filling, but they were to be trained to fill others requiring greater skill and initiative." The underlying reason for this is economic; their employment makes it possible to manufacture at less cost per unit of production. A second important consideration from the employer's standpoint is that they are more docile and acquiescent, so that management is easier and less expensive. Practically half—48.2 per cent—of the women replacing men were retained after the armistice. Of those whose employment was discontinued by far the largest single group—4,198—had been released because of the cancellation or reduction of Government contracts. Sixty-two plants continued all women replacing men, 35 continued part of them, 16 dropped all, and 4 were undetermined as to policy. Of the 6,771 women discharged, 2,225, or about one-third, were let go because of their own physical, mechanical, or temperamental shortcomings. The reasons given for letting them go were grouped as follows:

Administrative difficulties.....	1,562
Work too heavy.....	440
Production unsatisfactory.....	153
Lack of mechanical knowledge.....	70

The phrase "administrative difficulties" covers a variety of reasons. Friction with the foreman was the cause given in the case of by far the largest number—1,549. Of these, 1,000 were in one plant, which was the only plant in that community failing to make a success with

the women employed. It was found that securing an open-minded attitude on the part of foremen toward the introduction of women was difficult. Some foremen are convinced beforehand that women can not do the work, and by their attitude discourage and frighten the newcomers. Others are distinctly opposed to the introduction of women and will not cooperate to make their employment a success. In other cases the theory of the docility of women is carried so far that the women rebel. An illustration of this is given as occurring in a firm when a difference in a Government contract made it necessary to cut wages.

Knowing the cut had to come the firm took pains to go to all its men employees and explain the reason for the action, with the result that the change was accepted without loss of time. A different policy was used with the women. On pay day a notice was posted announcing the cut. A week's strike followed.

Another "administrative difficulty" is found in small establishments which lack the special provision for women required by the New York laws. In the rush of the war period women were sometimes employed in these shops for some time before the situation was discovered; when it was, and the employers were called on to make the necessary changes, they found it cheaper, in a few instances, to let the women go.

Next to administrative difficulties, heavy work was the most serious disqualifying cause, accounting for 440 discharges. These women seem to have been assigned without much consideration of their physical fitness for the occupations given them. The requirements of the work were often rather extreme.

In 10 of 51 plants discontinuing some of their women replacing men 440 women (6.5 per cent) were unable to compete on equal terms with men because the work required was shoveling coal and coke, handling lumber, trucking bags of foodstuffs or other material from dock to storehouse or from storehouse to cars. * * * In one company where the work called for the trucking of freight from dock to storehouse and the tiering of sacks of coffee to the height of 9 feet, women were considered only 25 per cent as efficient as the best men. * * * In yard work—shoveling of sand, coal, metal scrap into wheelbarrows, sorting of brick, cleaning of electrodes, stoking furnaces, and such work, one plant reckoned six women as equal to four men. In a plant where large truck loads of leather were handled women delivered 60 per cent as much goods as men.

Most of the women who replaced men during the war are unorganized. In some cases the unions which they would have entered did not admit woman members; in others the unions were indifferent to their organization, believing that they would leave their new occupations as soon as the war ended. The machinists indorsed the principle of equal pay for women, whether or not they were in the union.

The union standard rate of pay for a woman working in a machine shop is 65 cents an hour, giving her the same rating as a specialist. The claim so often made by employers

that they can not pay the same wages to women as to men because women can not repair or set up their own machines is not considered by the union a legitimate excuse for paying women lower wages, because the majority of machine shops have repair men who attend to the machines for men as well as for women.

REPORT OF WOMEN'S ADVISORY COMMITTEE ON DOMESTIC SERVICE,
GREAT BRITAIN.¹

Shortly after the signing of the armistice the Women's Advisory Committee, Great Britain, was asked to consider and report upon the question of domestic service, the terms of the reference being as follows:

To consider the general conditions in regard to domestic service as affected by the employment of women on war work, and to indicate the general lines on which the available supply of labor for this purpose may be utilized in the best interests of the nation.

The advisory committee formed four subcommittees to deal, respectively, with training, home helps, machinery of distribution, and organization and conditions. The subcommittee on home helps soon found its work so closely connected with health problems that it seemed better to turn it over to another committee, already established, and to go out of existence. The three remaining committees handed in reports which have recently been published.

The subcommittee on training makes the usual observations as to the unskilled status of domestic service as a whole, the lack of any standard of requirements, and the failure to relate wages to the worker's training and efficiency. Few schools were found prepared to train girls for domestic service, but these few more than met the demand for such training. Part of this lack of demand, the committee thought, is due to the fact that parents, if they wish to give their daughters this training, must bear the whole expense themselves, while if the girls enter one of the factory trades they would be earning almost from the first; part is ascribed to the lack of social consideration attached to the calling, which in turn is largely due to its unskilled status. The following recommendations are made:

1. That largely increased facilities for training should be provided.
2. That such training should commence on leaving school, extend over two years, and should include some general education.
3. That the instruction should be of a good standard and should be given by properly qualified persons.
4. That the training for houseworkers should be regarded in the same light as the training for any other skilled worker.
5. That the cost of such training should fall on the local education authority aided by State grants, and not on the parent.

¹ Ministry of Reconstruction. Women's Advisory Committee. Report on the domestic service problem, together with reports by subcommittees on training, machinery of distribution, organization, and conditions. Cmd. 67. London, 1919. 36 pp.

The committee on machinery of distribution points out the advantage of using the employment exchanges, which are maintained by the Government and operated free, and which, prior to the war, did not register domestic workers. One suggestion made is that this use of the exchanges would be of distinct benefit because it would apply to domestic service the same methods of engagement which are used in connection with industrial and commercial work.

In course of time the gradual extension of such a policy might tend to eliminate the present segregation of servants as a class, a result which, from an economic point of view, would be distinctly beneficial to our social system.

The committee on organization and conditions of domestic service recognizes that both employer and employee have their grievances. The creation of a body of skilled workers with certificates of training from some recognized source is looked upon as a preliminary step toward the improvement of conditions. For the formation of such a body the committee makes the following recommendations:

That workers' centers should be formed by local authorities, other local bodies, or voluntary associations or groups. The work of these centers in the most complete shape would comprise:

(a) The provision of a hostel where workers would live during training and during and between engagements.

(b) Practical training of workers who would do part of the domestic service of the hostel; also theoretic instruction, where not provided by the local education authority.

(c) Social clubs and opportunities for general education and recreation.

That where a hostel can not be provided, centers should be formed in suitable places to afford opportunities for society, general education, and recreation, and to give advice and help toward obtaining training.

That on the governing body of any center there should be a full representation of workers and employers.

That as a means of obliterating undesirable social distinctions and avoiding a narrow outlook, centers where there are hostels should provide some accommodation for women other than domestic workers and should admit them to the privileges offered.

That to some extent the same advantages should be open to men, and the possibility of forming bodies of men for work which may be too heavy for women should be considered by those who organize domestic work.

It would appear difficult to get together a body of desirable workers unless the conditions of domestic service are made more attractive than at present. As a means for regulating conditions it is suggested that local joint committees of employers and workers, with impartial, elected chairmen, be formed, and that these be coordinated throughout the country. If the centers recommended are generally formed, the committee thinks there should be no difficulty in eventually applying the Whitley scheme of councils, and in coordinating the work of the centers with that of the public authorities. Trade-unions should be recognized and workers given facilities for joining them.

Pending the formation of joint committees or other bodies for regulating conditions, the committee suggests that a substantial

reduction be made in the hours during which domestic workers are on duty; that definite time for meals be allowed; that, in addition, free time amounting to at least two hours daily be given during which the worker should be free to come or go as she chooses; and that a fortnight's holiday with board wages be given annually. For workers not living in the house the weekly hours should not exceed 48, not including meal times.

Finally, attention is called to the heavy and unnecessary work entailed by "antiquated house planning and antiquated and labor-wasting fittings and appliances," and other conditions which can be remedied only by public action.

Domestic workers will not take pleasure in their work as long as much of it consists in constantly carrying by hand for unnecessary distances, often up and down stairs, considerable weights of water, food, and fuel; of tending heating and cooking apparatus undesirably wasteful of labor; and of the larger cleaning processes which could be better effected by outside workers furnished with mechanical appliances. * * *

Another evil, largely preventable, is the pollution of the air in and near towns by smoke and the dirt of streets insufficiently cleansed. A large saving of washing, cleaning, and other domestic work would be effected if the general standard of air purity were raised even to the moderate standard attained where smoke abatement is best enforced.

There was considerable diversity of opinion among the 16 members of this committee as to these recommendations, and five memorandums are added, explaining the reservations with which various members either signed or failed to sign the report. Only one found herself unable to sign, owing partly to her objection to allowing anything to enter that will produce a spirit of hostility on the part of employers and lack of cooperation on the part of workers.

I regard any possibility of the introduction into the conditions of domestic service of the type of relations now obtaining between employers and workers in industrial life as extremely undesirable and liable to react in a disastrous manner on the whole foundation of home life.

Miss Clementina Black, whose views on cooperative households are well known, points out that the pay per hour for the trained workers contemplated will be higher than comparatively poor households can afford to give for the number of hours' work now really needed unless some method of economizing service is found.

The best way of economizing service would be for a group of householders to establish a common center for buying, preparing, and distributing food and for providing central heating and hot water. The economies that would result from such combination, and the great reduction of service required in each private house would, besides increasing comfort in other ways, enable every household not only to have all the service needed, but to have it of a much higher and more efficient type than at present.

Another pertinent memorandum, signed by three members, points out that the measures recommended, if adopted, "may create a valuable body of trained workers employed under good conditions in the comparatively few households which can afford to engage them," but it is doubtful if they will improve the situation for the family

of small income. The real demand for service, "in the sense of the demand which would be based on the requirements of a civilized life," is far greater than the effective demand, and the problem is how to meet the needs of those who can not pay for the service they need.

It is by no means only working people who have to be considered. Clerks, tradespeople, and educated families with small incomes are in the same class. Young intellectuals will not marry if the wife's only prospect is the choice between incessant drudgery and a neglected home.

The signers of this memorandum are not very clear as to how this difficulty is to be remedied. As one means, they suggest efforts to supply general workers, instead of specialists, who "might often take their meals with the families." The devolution of work on outside workers should be greatly extended, and public agencies might be used for this.

If children's nurses can not be afforded, the nursery school mistress and the visiting sick nurse must be drawn into service. If people can not be hired for cleaning, the work of the disinfection staff of the local authority must be extended. It is possible that there is a future for communal kitchens, as the food at cheap restaurants is so often expensive and of very poor quality.

Some, at least, of these devolved services should be provided at public expense. The signers of the memorandum point out that the local authorities already furnish home helps to a mother who is ill and who can not pay for the help she needs. A limited free ration of cleaning by the public authorities would be economical of labor, life, and health, and the hope is expressed that the Ministry of Health will obtain powers of this kind for local authorities.

A final memorandum, signed by three members, sets forth a complaint against the main report in that it does not lay down any definite minimum for wages. The signers, therefore, present a scale of wages for all possible varieties of domestic workers, which scale is recommended as a basis for fixing a national standard wage for domestic women. An eight-hour day, with pay for overtime, is also urged.

JAPANESE WOMEN AND GIRLS IN INDUSTRY.

The prevailing impression that in Japan much of the hard labor is done by women and girls is reinforced by some rather interesting statistics on the subject in the Japan Yearbook for 1918.¹

According to the Yearbook, "Female labor constitutes a main part in the factory economy of Japan. In 19,299 factories, employing not less than 10 operatives each, male labor amounts to 42 per cent and female labor 58 per cent. Of the total number of child

¹ Japan Yearbook. Complete encyclopedia of general information and statistics on Japan and Japanese territories for the year 1918. By Y. Takenob. Tokio, Japan Yearbook Office, 1918. 785 pp. Map.

workers under 15 years of age 18 per cent are boys and 82 per cent are girls." The following table embodies the result of inquiries made by the Department of Agriculture and Commerce, at the end of 1916, into the condition of labor in factories employing five or more operatives in Japan proper:

NUMBER OF WORKERS IN EACH SPECIFIED AGE GROUP IN FACTORIES IN JAPAN
AT THE END OF 1916.

Age group.	Male workers.	Female workers.	Total.
Under 12.....	1,203	5,571	6,774
12 to 15.....	19,564	87,709	107,273
Over 15.....	437,865	543,339	981,254
Total.....	458,632	636,669	1,095,301

The largest numbers of child operatives under 15 years of age are employed in match, glass, filature, cotton spinning, cotton weaving, printing and binding, and hempen plaiting.

Not only are figures given showing the extent to which women and girls are employed, but a gloomy picture is presented as to the conditions under which the work is done. In this connection a physician who has specially studied the conditions of female operatives from the medical and hygienic standpoint is quoted as follows:

Female workers in Japanese factories number 500,000, of whom 300,000 are under 20 years of age. Out of this army of women operatives 400,000 are engaged in the spinning, weaving, and dyeing industries. Seventy per cent of these women live in the factory quarters, which means a sort of confinement. Work in the raw-silk factories lasts 13 to 14 hours a day on an average, and that in the weaving mills 14 to 16 hours. The remaining hours are devoted to sleeping, bathing, toilet, etc. It is not surprising that the health of these young women is seriously injured by such conditions. With regard to the spinning mills, female workers are put to night work every seven or eight days. Night work affects the worker's health so severely that at the end of a week they lose considerable weight. This loss may be partly recovered during the succeeding week on the day shift, but the night work, though intermittent, ultimately wrecks the health of the workers. None can stand the strain for more than a year, when death, sickness, or desertion is the inevitable outcome. The consequence is that 80 per cent of the female workers leave the factories every year through various causes, but this loss is immediately replenished by new hands.

The food provided by the factory boarding houses may be tolerable to the class from which the women are recruited, but as to the other accommodation it is simply sickening. The women on the night and day shifts are obliged to share one bed, which is neither aired nor dusted, and never exposed to the sun, since as soon as one leaves it another takes her place. Consequently consumption spreads among the operatives like an epidemic.

The number of women who are recruited as factory workers reaches 200,000 every year, but of these 120,000 do not return to the parental roof. Either they become birds of passage and move from one factory to another, or go as maids in dubious tea houses or as illicit prostitutes. Among the 80,000 women who return to their homes something like 13,000 are found to be sick, about 25 per cent of them having contracted consumption. The death rate from consumption of female factory operatives is, as reported to the police, 8 per 1,000, but the death rate from the same disease after their return home is 30 per 1,000.

INDUSTRIAL ACCIDENTS.

TREND OF ACCIDENT FREQUENCY RATES IN CERTAIN PLANTS IN THE IRON AND STEEL INDUSTRY TO THE END OF 1918.

The tables of which the following are an extension and modification were first published in Bulletin 234, page 259 et seq. The data cover approximately 50 per cent of the iron and steel industry.

Table 1 shows the progressive changes in accident frequency for concerns producing different products over a six-year period. The computation of rates for the annual periods ending with each month makes it possible to trace the course of events in much greater detail than would be possible with rates for the calendar years only. For example, the low year corresponding to the depression of 1914-15 is not a calendar year, but the year ending with July, 1915. This method of presenting full years eliminates seasonal variations and avoids the influence of local and temporary conditions, which sometimes obscure the real trend of events. It should not be supposed that this presentation is intended to supersede the presentation by shorter intervals, as months. It is often of importance to know what variations do occur when smaller periods are considered. This presentation is useful in disclosing the general trend.

Table 2 shows the entire body of data for the six years, classified by nature of product and by causes of injury. The classification of causes conforms as closely as it was possible to make it to that in use by the members of the International Association of Industrial Accident Boards and Commissions. This classification is being introduced in the publications of the bureau as rapidly as possible.

The table discloses that in some cause groups there is close similarity in the rates of the concerns producing different products. In others there is very considerable diversity. It is an interesting and important question whether the higher rates observable in some plants are inseparable from the kind of work in which they are engaged or are due to some remediable defect in the methods of accident reduction.

Table 3 gives the data by years. The trend shown by Table 1 and by the totals of this table is seen to be distributed to the different causes with very considerable uniformity. One exception to this is found in the case of asphyxiating gas. Little or no improvement in the effects of this cause can be discovered. This should be a matter of concern, since these accidents often cause death.

The value of this compilation is lessened by the fact that it is not possible to determine severity rates and that departmental analysis is not possible. It is exceedingly probable, however, that a cause not showing improvement in a general rating is not improving in the department of which it is characteristic.

A more detailed study of the data used in these tables is proposed in a study of the iron and steel industry now in progress, which will cover the years 1910 to 1919. It is hoped to issue this by the middle of 1920.

TABLE 1.—TREND OF ACCIDENT FREQUENCY RATES, 1913 TO 1918, IN PLANTS PRODUCING SPECIFIED PRODUCTS.

Year ending with—	Plants producing specified products.						Total.
	Fabricated products.	Sheets.	Wire products.	Tubes.	Miscellaneous steel products (group A).	Miscellaneous steel products (group B).	
	Accident frequency rates (per 1,000 300-day workers).						
December, 1913.....	300.9	184.9	177.9	81.5	212.8	123.8	181.0
January, 1914.....	288.7	179.7	169.6	76.9	210.4	118.3	176.0
February, 1914.....	276.6	176.6	164.2	72.1	208.0	115.6	171.9
March, 1914.....	263.6	173.0	159.4	67.4	205.8	116.7	168.4
April, 1914.....	264.5	169.7	159.3	63.6	201.9	106.4	164.0
May, 1914.....	236.0	164.9	157.6	60.4	196.6	102.7	159.5
June, 1914.....	226.6	161.0	152.9	57.2	188.3	100.0	154.7
July, 1914.....	215.6	157.3	148.7	51.9	181.7	91.1	149.7
August, 1914.....	200.0	148.3	146.6	48.1	173.3	92.9	143.7
September, 1914.....	189.5	142.1	143.9	45.0	167.1	88.1	138.9
October, 1914.....	184.9	141.7	140.4	41.8	160.6	85.2	134.9
November, 1914.....	178.5	141.8	140.2	39.5	155.4	82.1	132.1
December, 1914.....	176.9	141.5	138.6	37.5	152.0	82.7	130.4
January, 1915.....	170.9	140.7	136.1	35.5	145.3	80.8	127.1
February, 1915.....	165.3	139.9	136.1	33.4	136.1	83.1	123.1
March, 1915.....	164.9	135.4	131.0	30.7	130.4	81.3	118.0
April, 1915.....	159.9	134.2	129.5	27.9	126.8	79.1	117.2
May, 1915.....	159.9	128.9	129.9	27.1	126.2	75.2	114.9
June, 1915.....	153.6	125.3	132.9	26.1	128.1	69.9	114.0
July, 1915.....	147.9	120.0	135.4	26.3	130.5	65.4	112.8
August, 1915.....	152.6	117.1	138.5	28.8	134.9	60.3	114.3
September, 1915.....	156.7	115.5	149.8	30.0	140.3	61.3	118.6
October, 1915.....	155.5	114.1	154.2	31.4	145.5	62.9	120.8
November, 1915.....	159.1	114.3	154.4	32.2	151.2	66.4	122.8
December, 1915.....	160.4	111.8	157.2	32.3	155.8	69.0	124.5
January, 1916.....	160.3	110.9	157.9	33.4	164.1	73.5	127.3
February, 1916.....	159.9	111.0	158.4	34.0	172.5	76.1	129.8
March, 1916.....	158.3	111.8	159.9	34.9	179.3	75.9	131.8
April, 1916.....	158.2	111.2	158.8	36.2	183.6	76.1	132.7
May, 1916.....	161.8	110.5	158.8	36.5	186.1	78.3	133.8
June, 1916.....	163.6	109.4	156.5	36.7	188.2	81.0	134.1
July, 1916.....	162.3	109.7	154.5	37.2	193.0	82.5	135.4
August, 1916.....	164.1	108.4	153.2	37.0	197.9	85.6	136.3
September, 1916.....	160.4	107.2	149.2	36.7	200.1	86.2	135.5
October, 1916.....	160.3	105.6	146.7	36.6	202.8	86.9	135.1
November, 1916.....	157.2	104.3	147.9	36.2	203.6	86.1	134.8
December, 1916.....	156.2	102.0	144.5	37.1	202.7	84.6	133.2
January, 1917.....	158.7	102.3	141.4	36.1	201.5	82.1	131.7
February, 1917.....	159.3	100.9	139.1	36.2	199.6	79.7	130.1
March, 1917.....	161.9	99.4	136.6	35.6	196.4	78.5	128.5
April, 1917.....	162.8	98.6	135.1	34.8	193.9	77.4	126.7
May, 1917.....	161.9	96.5	132.6	34.6	190.9	76.0	124.7
June, 1917.....	159.8	97.0	127.7	34.6	186.7	73.4	121.6
July, 1917.....	159.2	100.8	123.0	33.2	180.5	70.6	118.2
August, 1917.....	158.2	104.6	118.6	32.2	173.7	67.5	115.0
September, 1917.....	158.1	102.5	111.5	31.7	167.4	65.4	110.9
October, 1917.....	157.6	102.7	108.1	31.2	162.6	63.1	108.6
November, 1917.....	159.5	101.5	101.7	30.8	158.8	61.9	105.9
December, 1917.....	154.0	101.7	97.5	30.5	154.0	61.4	103.4
January, 1918.....	147.4	96.1	94.7	30.9	149.8	60.4	100.8
February, 1918.....	146.1	99.2	92.2	29.9	145.8	60.1	98.8
March, 1918.....	142.2	98.0	87.3	29.9	142.9	62.5	96.9
April, 1918.....	140.6	98.0	82.8	29.9	140.2	64.8	95.6
May, 1918.....	138.9	96.9	77.5	29.9	138.0	68.1	95.3
June, 1918.....	137.0	94.0	73.8	29.8	135.5	72.9	93.2
July, 1918.....	135.3	88.1	70.2	29.9	133.6	77.6	92.1
August, 1918.....	127.7	82.6	66.3	29.8	132.0	85.0	90.5
September, 1918.....	122.3	82.2	63.7	29.4	130.5	87.7	89.7
October, 1918.....	119.9	79.4	59.6	28.7	127.7	89.8	87.7
November, 1918.....	113.3	74.6	57.0	28.6	125.0	92.1	86.7
December, 1918.....	114.7	77.6	56.4	27.4	125.9	94.2	86.7
Number of 300-day workers.							
June, 1914.....	8,817	16,841	25,575	19,944	41,744	18,922	137,816
June, 1915.....	6,706	15,759	22,434	13,329	35,670	13,477	111,794
June, 1916.....	8,276	21,906	31,377	21,031	45,673	23,000	160,819
June, 1917.....	10,110	25,504	32,928	24,880	49,893	27,046	182,587
June, 1918.....	10,349	25,939	30,393	23,757	50,803	28,289	180,204

[1782]

TABLE 2.—ACCIDENT FREQUENCY RATES (PER 1,000 300-DAY WORKERS) IN THE IRON AND STEEL INDUSTRY, BY CAUSES AND PRODUCTS, 1913 TO 1918.

Cause.	Miscella-neous steel products.	Sheets.	Wire.	Tubes.	Fabri-cated products.	All products.
Machinery:						
Working machines—						
Caught in.....	3.7	5.0	8.2	2.4	10.2	4.9
Breakage.....	.3	.2	.4	.3	.4	.3
Moving material in.....	2.2	.5	5.2	1.4	.9	2.4
Total.....	6.2	5.7	13.9	4.1	11.5	7.6
Cranes—						
Overhead.....	8.7	4.2	2.0	2.9	18.8	6.6
Locomotive.....	.9	(1)	.5	.6	.7	.6
Other hoists.....	.6	.1	.6	.2	1.2	.5
Total.....	10.1	4.4	3.2	3.7	20.6	7.7
Total (machinery).....	16.3	10.1	17.1	7.8	32.2	15.4
Vehicles.....	8.4	1.7	2.5	1.7	3.3	5.2
Hot substances:						
Electricity.....	1.7	.3	.5	.2	.8	1.0
Hot metal.....	12.3	2.7	4.4	3.2	3.5	7.8
Hot water, etc.....	2.7	5.6	4.5	.7	.6	3.0
Total.....	16.7	8.5	9.4	4.2	5.0	11.8
Falls of person:						
From ladders.....	.5	.3	.5	.3	.6	.5
From scaffolds.....	.9	.1	.5	.3	1.8	.7
Into openings.....	.7	.4	.3	.1	.3	.5
Due to insecure footing.....	7.6	10.4	8.4	2.9	14.7	9.1
Total.....	12.3	11.3	9.7	3.6	17.0	10.8
Falling material, not otherwise specified.....	2.2	.9	2.1	.6	3.8	1.9
Handling objects and tools:						
Dropped in handling.....	29.8	16.3	15.3	8.8	36.5	22.7
Caught between.....	9.4	3.8	5.7	6.2	21.5	8.2
Trucks and barrows.....	2.7	5.4	7.5	1.5	4.1	3.9
Lifting.....	6.7	5.0	11.2	1.4	5.1	6.5
Objects flying from tools not striking eye.....	.4	.2	.3	.1	1.4	.4
Slives and edges.....	4.9	20.7	16.1	1.3	4.5	8.6
Using tools.....	8.2	8.5	6.8	2.3	15.1	7.6
Total.....	62.1	60.0	62.8	17.7	88.1	57.4
Miscellaneous:						
Asphyxiating gas.....	.8	.1	.1	.1	.1	.4
Flying objects not striking eye.....	2.2	.6	1.1	.5	3.6	1.6
Flying objects striking eye.....	7.5	4.5	3.7	1.6	11.8	5.8
Heat, cramps, etc.....	1.5	2.7	.7	.3	.1	1.3
Other causes.....	9.6	16.8	16.1	3.2	11.2	11.1
Total.....	21.7	24.7	22.6	5.7	27.1	20.4
Grand total.....	139.7	117.2	126.2	41.2	176.5	122.8
Number of 300-day workers.....	443,263	126,205	171,402	127,259	54,384	922,513

¹ Less than 0.005.

TABLE 3.—ACCIDENT FREQUENCY RATES (PER 1,000 300-DAY WORKERS) IN THE IRON AND STEEL INDUSTRY, BY CAUSES AND YEARS, 1913 TO 1918.

Cause.	1913	1914	1915	1916	1917	1918	Total.
Machinery:							
Working machines—							
Caught in.....	7.5	5.5	4.9	5.2	3.8	3.4	4.9
Breakage.....	.4	.3	.3	.3	.2	.3	.3
Moving material in.....	3.6	2.3	2.4	2.5	2.1	1.6	2.4
Total.....	11.6	8.9	7.7	7.9	6.1	5.4	7.6
Cranes—							
Overhead.....	8.4	5.8	6.0	7.3	6.5	4.7	6.6
Locomotive.....	1.0	.4	.6	.5	.6	.6	.6
Other hoisting apparatus.....	1.1	.6	.4	.4	.3	.3	.5
Total.....	10.4	6.9	7.1	8.3	7.4	6.5	7.7
Total (machinery).....	22.0	14.9	14.8	16.2	13.5	11.9	15.4
Vehicles.....							
Hot substances:							
Electricity.....	1.4	1.1	.7	1.2	1.0	.8	1.0
Hot metal.....	10.6	6.4	6.9	8.9	7.3	6.4	7.8
Hot water, steam, etc.....	4.0	3.2	3.6	3.5	2.4	1.7	3.0
Total.....	16.1	10.7	11.2	13.6	10.7	8.9	11.8
Falls of person:							
From ladders.....	.8	.3	.4	.5	.5	.4	.5
From scaffolds.....	.7	.7	.6	.7	.8	.6	.7
Into openings.....	.7	.3	.4	.6	.5	.4	.5
Due to insecure footing.....	11.3	11.0	9.2	9.4	8.0	7.0	9.1
Total.....	13.5	12.3	10.5	11.1	9.7	8.5	10.8
Falling material, not otherwise specified							
Handling objects and tools:							
Dropped in handling.....	33.6	21.7	22.9	25.2	18.2	16.6	22.7
Caught between.....	10.1	7.8	7.7	9.2	6.4	5.3	8.2
Trucks and barrows.....	5.8	3.1	4.1	4.2	3.5	2.6	3.9
Lifting.....	7.6	6.8	7.4	7.4	6.0	4.3	6.5
Objects flying from tools not striking eye.....	.6	.5	.4	.3	.4	.3	.4
Slivers and edges.....	11.3	10.1	11.6	9.4	6.7	4.4	8.6
Using tools.....	11.0	7.9	7.7	8.8	6.0	5.0	7.6
Total.....	80.0	58.1	61.8	64.6	47.2	38.5	57.4
Miscellaneous:							
Asphyxiating gas.....	.7	.5	.4	.3	.4	.3	.4
Flying objects not striking eye.....	2.4	1.8	1.7	1.5	1.2	1.5	1.6
Flying objects striking eye.....	8.8	6.3	5.2	5.8	4.6	4.9	5.8
Heat, cramps, etc.....	2.7	2.4	1.2	1.1	.4	.6	1.3
Other causes.....	17.9	12.1	11.3	11.5	9.1	6.2	11.1
Total.....	32.6	23.0	20.0	20.2	15.7	13.9	20.4
Grand total.....	174.9	125.9	125.0	132.6	103.1	86.7	122.8
Number of 300-day workers.....	147,052	112,027	127,268	173,793	185,210	177,163	922,513

QUARRY ACCIDENTS IN THE UNITED STATES IN 1917.

The report of the United States Bureau of Mines on quarry accidents in the United States, recently issued as Technical Paper 213, shows a decrease in the fatality rate in 1917 as compared with 1916, but an increase in the rate for nonfatal injuries. In 1916, with a total of 90,797 employees reported, the fatality rate was 2.26 per 1,000 300-day workers; in 1917, with 82,290 employees reported, the death rate from accident was 1.83 per 1,000 300-day workers. Nonfatal

injuries increased from 175.62 per 1,000 300-day workers in 1916 to 185.14 in 1917.

The statistics for 1917 represent 2,074 operators who worked their quarries during the year, this number being 261 less than those reporting for 1916. While these statistics are not complete, they are said to be thoroughly representative of the industry.

The table following shows for each year, 1912 to 1917, the number of employees, days' work performed, number killed and injured, and the fatal and nonfatal accident rates:

NUMBER OF EMPLOYEES, DAYS' WORK PERFORMED, NUMBER KILLED AND INJURED, AND ACCIDENT RATES, AT QUARRIES IN THE UNITED STATES, 1912 TO 1917.

Year.	Aver- age days active.	Men employed.		Total shifts.	Killed.		Injured.	
		Actual number.	Equiva- lent in 300-day workers.		Actual num- ber.	Per 1,000 300-day workers.	Actual number.	Per 1,000 300-day workers.
1912.....	249	113,105	93,837	28,151,043	213	2.27	6,552	69.82
1913.....	246	106,278	87,141	26,142,237	183	2.10	7,739	88.81
1914.....	233	87,936	68,187	20,456,157	180	2.64	7,836	114.92
1915.....	246	100,740	82,447	24,734,224	148	1.80	9,671	117.30
1916.....	253	90,797	76,457	22,937,178	173	2.26	13,427	175.62
Average for 5 years.....	245	99,771	81,614	24,484,168	179	2.19	9,045	110.83
1917.....	261	82,290	71,525	21,457,357	131	1.83	13,242	185.14

Detailed tables are given showing causes of accidents by kinds of quarries and by States, and accidents in quarries are compared with those in coal mines and in metal mines. The report also contains rules for the prevention of accidents in quarries, promulgated by the National Lime Manufacturers' Association.

COAL-MINE FATALITIES IN THE UNITED STATES IN 1918.

Under the title "Coal-mine fatalities in the United States," the United States Bureau of Mines presents the statistics of coal-mine fatalities for the calendar year 1918. With an increased number of employees, many of whom were inexperienced, and with a considerable increase in production per man, the number of fatalities decreased from 2,696 in 1917 to 2,579 in 1918.

The number of deaths caused by explosions of dust and gas decreased 233, or 64.36 per cent, when compared with the year 1917. There was an increase of 21.6 per cent in the number of fatalities from explosives, and of 11.4 per cent in deaths caused by electricity. There were smaller increases in fatalities caused by falls of roof or face, by mine cars and locomotives, and by other causes. It is suggested that as the mines were operated more nearly full time than in any previous year the accumulation of gas was thus prevented and the

number of deaths from gas explosions reduced. On the other hand, the large number of inexperienced men replacing those who enlisted or who were drafted into the Army made conditions unfavorable for accident reduction.

The following table shows, by causes, the fatalities at coal mines during the calendar years 1917 and 1918:

FATALITIES AT COAL MINES, BY CAUSES, YEARS ENDING DEC. 31, 1917 AND 1918.

Cause.	Number killed.		Per cent of increase (+) or decrease (-).
	1917	1918	
Underground:			
Falls of roof or face.....	1,218	1,293	+ 5.16
Mine cars and locomotives.....	482	506	+ 4.98
Gas and dust explosions.....	362	129	- 64.36
Explosions.....	111	135	+21.62
Electricity.....	79	88	+11.39
Miscellaneous underground.....	127	129	+ 1.57
Total, underground.....	2,379	2,280	- 4.16
Shaft.....	52	52	.....
Surface:			
Haulage.....	114	118	+ 3.51
Machinery.....	51	47	- 7.84
Miscellaneous.....	100	82	-18.00
Total, surface.....	265	247	- 6.70
Grand total.....	2,696	2,579	- 4.34

The amount of coal produced in 1918 is estimated at 685,300,000 tons, as compared with 651,402,374 tons in 1917, the production per death being 266,000 tons in 1918 and 241,618 tons in 1917. It is estimated that about 760,000 men were employed in 1918, as compared with 757,317 in 1917.

The table following shows the data relating to fatalities and production for the years 1907 to 1918:

COAL-MINE FATALITIES AND PRODUCTION, 1907 TO 1918.

Year.	Average days active.	Men employed.	Men killed.	Fatalities.		Production per death (shorttons).	Average production per man (tons).	
				Per 1,000 employed.	Per 1,000 300-day workers.		Per year.	Per day.
1907.....	231	680,492	2,242	4.76	6.19	147,407	708	3.06
1908.....	195	690,438	2,445	3.54	5.45	167,407	603	3.09
1909.....	666,552	2,642	3.96	.....	174,416	691	.....	.....
1910.....	220	725,030	2,821	3.89	5.31	177,808	692	3.15
1911.....	220	728,348	2,656	3.65	4.97	186,887	682	3.10
1912.....	225	722,662	2,419	3.35	4.46	220,945	740	3.29
1913.....	238	747,644	2,785	3.73	4.70	204,635	762	3.20
1914.....	207	763,185	2,454	3.22	4.66	209,261	673	3.25
1915.....	209	734,008	2,269	3.09	4.44	234,297	724	3.46
1916.....	235	720,971	2,226	3.09	3.94	265,094	818	3.48
1917.....	251	757,317	2,696	3.56	4.25	241,618	860	3.43
1918 ¹	760,000	2,579	3.39	.....	266,000	900	.....	.....

¹ The report states that the figures for 1918 are subject to revision.

The report shows the statistics by States, and the causes of fatalities are shown in considerable detail. There is also included a list of permissible explosives, lamps, and motors tested prior to January 31, 1919.

ACCIDENTS IN MINES AND QUARRIES IN OHIO IN 1917.

Statistics of mines and quarries in Ohio for the year ending December 31, 1917, are presented in a pamphlet (Report No. 36) recently issued by the Industrial Commission of Ohio. The report is in five sections, the first relating to coal mines and showing production, number of employees, days of operation, wages, and accidents, and the other four sections dealing with fire-clay mines, gypsum mines, limestone quarries, and sandstone quarries, the data covering production, number of employees, days of operation, hours of labor, and wages.

The report considers only fatal accidents, 113 of which were reported to the chief mine inspector. The amount of coal produced was 41,677,986 tons and the number of employees was 53,670. There was, therefore, one fatality to every 475 men employed and to every 368,832 tons of coal mined. This shows an improvement over the year 1916, when one man in every 385 men was killed, or at the rate of one life lost in the production of every 319,690 tons of coal.

Falls of stone, slate, or coal caused 67, or 59.3 per cent, of these deaths, and mine cars 21, or 18.6 per cent, while electricity and powder explosions each caused 4 deaths.

There were 99 fatal-accident claims before the industrial commission during the year, on account of which the awards amounted to \$246,372.86. At the end of the year 18 of these cases were still pending and 2 cases were partially closed.

INDUSTRIAL HAZARDS AND DISEASES.

HAZARDS IN A GARAGE.

The almost universal use of automobiles for business and pleasure makes it advisable to utter a word of caution against the hazards that exist in connection with the operation of these machines in garages and other closed places, hazards the serious nature of which is not always appreciated by the average automobile driver or even by mechanics who constantly work in these places. Gasoline, acetylene, oil, electric current, and power generated by the engines are not in themselves dangerous, perhaps, if properly used and controlled, but the frequency with which accidents occur, sometimes resulting in death, suggests the necessity of making these hazards as widely known as possible and of telling how they may be avoided or guarded against when present. This is done in an article by Chester C. Rausch, assistant director, Safety Institute of America, which appears in the March-April, 1919, bulletin of the institute, under the title "Hazards in a garage." The article does not give any statistical information as to the number of fatalities or injuries occurring in garages that would enable the reader to determine the relative importance of the hazards mentioned as compared one with another or with similar hazards in other lines of work. There is great need for a study that would furnish such statistical data.

The author discusses in some detail each of the hazards connected with working in or about automobiles, including the gasoline hazard, air-pressure hazards, acetylene hazard, storage battery hazard, specific oil hazards, radiator hazards, repair hazards, washing hazards, hazards at entrances and exits, and fire hazards.

Gasoline is recognized as the most frequent cause of accidents. Care should be taken, it is explained, in filling tanks on cars, it being very necessary that a metal connection should be established and maintained between the supply tank and the tank being filled. Otherwise static electricity is created, and when the two metal parts are brought near enough together the static spark passes and frequently ignites either the vapor or the liquid, causing serious fires or explosions, and perhaps fatally burning the person handling the gasoline. Leaking of gasoline in garages is also regarded as dangerous, since "a quart of gasoline will render 250 cubic feet of air highly explosive." It is a wise precaution to examine all connections involving gasoline supply after repairs or adjustments have

been made to any of these parts to make sure that none are left in a leaking condition. Another source of danger from the use of gasoline is the presence of the vapor generated. This being heavier than air, it flows to the lowest point possible, filling work pit and presenting a hazard that is extremely dangerous where heat, particularly in the form of a repair torch, is present. When these torches are used it is suggested that the car should be taken into an isolated and well-ventilated room or the work performed in the open. Repair pits should, if possible, have some means of ventilation from the bottom, either by connection to a stack or by a fan, or a coat or newspaper may be whirled about for a few minutes in the pit.

Of the most dangerous hazards encountered in garages—dangerous because it attacks and overcomes a worker without giving any warning of its presence—is that caused by the giving off of carbon monoxide when gasoline is burned in an engine.¹ It is desirable to quote the author on this point:

When gasoline is burned in an engine it gives off carbon monoxide gas, water vapor, a small amount of unburned gasoline (if carburetion is not perfect), and a few hydro-carbon compounds of little consequence. Carbon monoxide is colorless and practically odorless after a few minutes of exposure; it causes collapse with scarcely any warning and frequently death by suffocation. The odor and color of the exhaust is due to lubricating oil of poor quality, or too great quantities of the oil striking upon hot cylinder or exhaust pipes. To get some idea of the nature of the odor of carbon monoxide, hold the hand near the exhaust of a car when properly operating. There should be, if proper coil is being used, hardly more than a sharp, sweetish odor, and this, in a closed garage, is hardly noticeable and gets in its deadly work without warning.

No engine should be run in a small garage without ventilation and only for short periods in large garages unless well ventilated. In small garages a simple connection of metal roof conductor spout, or other suitable pipe, slipped over the exhaust pipe and passed out of doors, gives satisfactory results in cold weather when it is undesirable to open the door. The pipe will become hot enough to ignite wood and should be properly heat-insulated where it passes out of the building. Monoxide gas is heavier than air and will flow into pits and lie near the floor. Men working under cars, or in pits, should use special care, and ventilation should be provided as near the floor as possible. The fact that so much air passes through the ordinary garage from open doors that cause drafts and through skylights and windows accounts for the fact that monoxide gas and gasoline vapor usually pass out before becoming so dense as to cause serious harm, though frequently severe headaches and nausea result from breathing the fumes.

The difficulty of extinguishing gasoline fire is noted, the author suggesting that water spreads the fire, but that sawdust, either wet or dry, works well, while acid-soda extinguishers are "fairly effective." "Probably the best extinguisher is the foam type, because it places a smothering gas blanket of harmless material over the fire in a manner that does not allow ready disturbance. It is highly effective."

¹ See article on "Poisoning from exhaust gas" in MONTHLY LABOR REVIEW for February, 1919, pp. 219-221.

The chief danger from air pressure appears to be the use of storage tanks not properly constructed and without safety valves. Only tanks designed for internal pressure should be used, cautions the author, and "they should have spring-type safety valves, as the lever-type valves are too often tampered with and overloaded, as well as some device to stop or disconnect the pump when a proper pressure has been reached."

The acetylene hazard is passed over briefly, since comparatively few cars now are equipped with this sort of lighting system. The use of the oxyacetylene flame, however, in repair work presents a serious danger, as there are severe explosion hazards connected with both oxygen and acetylene.

The charging of storage batteries presents a hazard that should be guarded against, since hydrogen gas is generated in this process. As this gas is highly explosive when mixed with air, ample ventilation should be provided. Care should, of course, be taken where connections are made to sources of electrical power for the purpose of charging batteries and where it is necessary to change an alternating current into direct current. Furthermore, acid burns frequently result from the use of sulphuric acid and distilled water, which may be used in the maintenance of storage batteries. The eyes should be protected from the acid by the use of goggles.

So far as the use of oil is concerned, the danger seems to lie principally in the fumes, which may cause temporary insensibility and irritation to the eyes. Oil spilled on the floor may cause falls from slipping. The release of boiling water from the radiator may cause serious scalds. The fumes of denatured alcohol sometimes make the water in the radiator poisonous. There are many hazards of more or less serious character connected with repair work, such as cranking machines, contact with moving parts of engines while making adjustments, strain from lifting, etc. Hazards of minor importance connected with the washing of cars are noted, and suggestions are made to eliminate dangers that sometimes exist at entrances and exits. To avoid fire, "no smoking" signs "should be the law and gospel in the garage," and where heat is necessary to prevent freezing the use of electricity is suggested. The use of oil stoves, gas stoves, or small coal stoves is not regarded as good practice even where good ventilation is provided.

ARMY GAS MASKS UNSUITED FOR USE IN INDUSTRIES.¹

During the last year the Bureau of Mines has received many inquiries regarding the use of Army gas masks in the industries for protection against poisonous and irritating gases. These inquiries

¹ Prepared by A. C. Fieldner, supervising chemist, Pittsburgh Experiment Station, United States Bureau of Mines.

show a general belief on the part of the public that this type of mask will protect the wearer under all conditions against any gas whatsoever, even in absolutely irrespirable air to the exclusion of the more cumbersome mine-rescue breathing apparatus. This erroneous belief will no doubt be further confirmed by millions of discharged soldiers, who have been trained in the use of the gas mask and have been taught that it gives them absolute protection against all the gases used in warfare or likely to be used. These men will not realize that out in the open air of the battlefield, the percentage of gas in the air can never be anywhere near as large as may occur in the confined spaces of a factory operation. A mask may afford complete protection under outdoor conditions and break down at once when used indoors, where a gas container has burst and filled the room with gas. It must also be remembered that the absorbents in the Army respirator, which filter out the poisonous gas, are specially designed for the gases used in warfare, and as a matter of fact do not protect against the more common industrial gases as, for example, illuminating, natural, producer, and blast-furnace gas.

In view of these limitations of the Army gas mask, which, if not realized, will lead to serious accidents and fatalities, the Bureau of Mines is issuing this brief statement of the industrial use and limitations of dust respirators, gas masks, and oxygen-breathing apparatus.

DUST RESPIRATORS.

Protection from dust and liquid mists is obtained by the use of a simple dust respirator, which removes these particles by means of a filter of moist sponge, cotton or wool pad, porous paper, or even a very fine mesh metallic gauze. The respirator may inclose the mouth and nose only, or it may be combined with a face mask containing eyepieces if the eyes must also be protected. The simple "pig snout" respirator, containing a moist sponge, has been on the market for years. It is highly uncomfortable to wear, rather insufficient for removing fine dust, and most workmen prefer to tie a large handkerchief over their nose and mouth. Some improvement has been made in recent years, but on the whole a really efficient and comfortable dust respirator that workmen will wear continuously is yet to be devised. On account of the urgent need of such a device for safeguarding the health of workmen in the mining and metallurgical industries the Bureau of Mines has undertaken a study of dust respirators with a view of designing a satisfactory model.

ARMY GAS MASK.

The Army gas mask consists of a face piece of rubber and cloth fabric, containing eyepieces and connected by means of a flexible rubber tube to a canister containing charcoal and soda-lime for filter-

ing out the poisonous gas from the inspired air. The canister is supported in a knapsack slung from the neck.

The Army gas mask is by no means the unusual protective appliance that is popularly believed. It does *not* afford universal protection against all gases, nor can it ever be used in low oxygen atmospheres. It furnishes no oxygen to the wearer and can remove only comparatively small percentages of poisonous gas from inhaled air, usually less than 1 or 2 per cent. Higher percentages will immediately penetrate the canister and "gas" the wearer. The standard Army gas mask will furnish protection against percentages not exceeding 2 per cent of the following gases in air: Sulphur dioxide, hydrogen sulphide, chlorine, carbon bisulphide, nitrogen peroxide, aniline vapor, benzyl bromide, benzyl chloride, chloracetone, chloropicrin, hydrogen chloride, phosgene, sulphur chlorides, xylyl bromide, stannic chloride, titanium tetrachloride, and silicon tetrachloride.

It will be seen from the above that the mask has a wide field of usefulness in the chemical industries, around smelters and roasters, where sulphur fumes are given off, and in the industries using chlorine and bleaching powder. The Army canister also contains cotton filter pads which remove irritating and poisonous dusts, which increases its usefulness around smelters where sulphur and arsenic fumes must be removed.

The Army mask furnishes no protection whatever against carbon monoxide, which is the poisonous constituent of mine gases after fires and explosions in coal mines or blast-furnaces, producer, and illuminating gases. For these purposes oxygen breathing apparatus must be used.

The Bureau of Mines is working on a carbon monoxide mask and hopes to develop one that may be used in the future for low concentrations of this gas.

Ammonia is another gas that will penetrate the standard Army canister. However, a special chemical may be placed in the Army canister which will adapt it for use around refrigerating plants.

OXYGEN BREATHING APPARATUS.

The self-contained oxygen breathing apparatus can never be displaced by a gas mask for use in atmospheres deficient in oxygen. Such atmospheres are encountered in mine-rescue work, in gas mines, blast-furnace stoves, gasoline tanks, etc. Aside from the lack of oxygen, carbon monoxide is also present, for which the gas mask is useless.

The oxygen breathing apparatus must also be used instead of the gas mask for entering tanks, towers, and other closed spaces containing large quantities of irrespirable or poisonous gases, as, for example, a gasoline tank containing some residual liquid. The con-

centration of vapors produced by volatile liquids in closed containers is too high to be entirely removed by gas-mask absorbents. The only resource in such cases is a self-contained appliance in which the wearer does not breathe any of the irrespirable atmosphere.

IMPORTANCE OF EXPERT ADVICE ON PROTECTIVE APPLIANCES.

Owing to the many factors entering into the use of protective respiratory appliances, the importance of competent advice on the selection and use of such appliances can not be overestimated. In connection with the Bureau of Mines' work of safeguarding the health of miners and workmen in the metallurgical industries, a general investigation of respirators, gas masks, and breathing appliances is being undertaken at the Pittsburgh Experiment Station of the bureau. This research will be conducted by experienced chemists and engineers who had charge of gas-mask research in the bureau's war gas investigations and subsequently in the Research Division of the Chemical Warfare Service, United States Army. A 1,000-cubic-foot gas chamber is being installed, in which breathing appliances can be tested on men in any gas desired.

The industrial respirator investigation will include:

1. Advice on the suitability of the standard Army gas mask for use in various industrial gases.
2. Approval of industrial gas masks and respirators when properly submitted to the bureau by the manufacturer in accordance with a schedule to be announced later.
3. Instruction of workmen at plants in the use of masks and respirators in a manner similar to that now being given by the bureau in the use of oxygen breathing apparatus.

PRECAUTIONS FOR PREVENTING DANGER OF INFECTION FROM ANTHRAX, GREAT BRITAIN.

The British departmental committee appointed to inquire as to the precautions for preventing danger of infection from anthrax in the manipulation of wool, goat hair, and camel hair, submitted its report under date of August 22, 1918,¹ which report contains a number of recommendations and suggestions that are worthy of note.

Briefly stated, the committee has, after a rather exhaustive investigation, reached the conclusion that any attempt to control anthrax by means of regulations must be abandoned as totally inadequate to cope with the danger, that prevention of the disease must be treated as a world problem if any finality is to be reached in dealing with it,

¹ Great Britain. Home Department. Departmental committee on anthrax. Report of the departmental committee appointed to inquire as to precautions for preventing danger of infection from anthrax in the manipulation of wool, goat hair, and camel hair. Vol. II, Report of the committee. Cd. 9171. London, 1918. 45 pp. Price, 6d. net.

and that the suppression of anthrax can only be attained by sustained inquiry and effort by a permanent body such as a disinfection authority, which the committee proposes in its recommendations to be noted later. The committee met on 116 days, visited 13 representative works, and examined 49 witnesses. The investigation was divided into two periods, the first being devoted to the taking of evidence, etc., and the second to the carrying out of an extensive experimental investigation for the purpose of devising a method of disinfection of wool and hair, and, after the evolution of a successful process, to consideration of the most effective means by which it could be applied for the protection from anthrax of persons working among these materials.

The report first describes briefly the salient points in connection with each branch of the wool trade—worsted, woolen, and felt—and the considerations, based upon the evidence placed before it, which influenced the committee finally to attempt to find a method of disinfection, then states the method of disinfection devised by the subcommittee which carried out the experimental investigation,¹ and finally suggests a scheme by means of which it is believed disinfection can be most effectively brought into operation. Without going into the details of the findings of the committee, it is sufficient to state, in the words of the report, that—

There is, therefore, the anomaly that no measures are enforced in the woolen trade, the felt trade, or in warehouses, for the prevention of the disease, and consideration of the data as to the severe and increasing incidence of anthrax in these branches of the trade in wool shows precautions to be very necessary.

The measures suggested for the prevention of anthrax are grouped under two heads: (1) Those it is possible to enforce by regulations, and (2) those which aim at minimizing the danger by other action. The committee concluded that—

The danger of infection from anthrax in wool is not one which can be dealt with advantageously by means of regulations, and, given a satisfactory alternative, is one which ought not to be dealt with in factories.

Finding it impracticable to set up the highly organized system of control necessary to stamp out the disease among animals in the countries of origin, the committee came to the conclusion that of the measures aimed at minimizing the danger from anthrax, a suitable method of disinfection of wool and hair should be developed as offering a better solution of the problem than the setting up of a code of regulations "which would be irksome and ineffective." To this end the following recommendation is made:

The policy of attempting to control the danger of infection from anthrax in wool by regulations under the Factory Act should be abandoned, and instead the principle of compulsory disinfection substituted.

¹ Published as a separate volume. See MONTHLY LABOR REVIEW for August, 1918 (pp. 205-208).

The process of disinfection is described, the impossibility of disinfection in factories is suggested, and the establishment of central disinfection stations is recommended in the following words :

Disinfection of wool and hair should be permitted only in central disinfection stations, the sole business of which is disinfection.

As to the location of these central disinfection stations, the report suggests that "generally, however, the ports through which wool is exported to this country appear to us to offer incontestable advantages as the points at which central disinfection stations should be established." The cost of disinfection is to be a charge against the product.

The infected varieties of wool should themselves bear the cost of disinfection by means of a charge levied on the quantity disinfected.

The capital cost of disinfection should be provided in the first instance by the British Government, but should be repaid by means of a sinking fund, provision for which should be made by a charge imposed on wool disinfected.

Without comment, other recommendations of the committee are given in full, as follows:

An organization, which we will designate "the disinfection authority," should be constituted by the Government and should be given the necessary powers and facilities for bringing into operation and enforcing disinfection of wool and hair.

The duties of the disinfection authority should be the organization of disinfection; the erection, management, and control of central disinfection stations; the preparation, publication, and revision of lists of materials it is considered should be subject to the requirement of disinfection, and of materials not subject to restrictions; and the exercise of such powers as may be necessary for preventing the admission of dangerous materials into the country without disinfection.

The British Government should establish the disinfection authority and should then take steps to obtain the cooperation of the Governments of all organized countries (1) in securing the disinfection of wool and hair and (2) in such other measures as the disinfection authority may advise for the general prevention of anthrax.

Arrangements should be made with the Governments of British territory abroad whereby the export of materials, decided by the disinfection authority to be dangerous, is prohibited except after disinfection in a disinfecting station under the control of the disinfection authority and unless accompanied by a disinfection certificate. And further, that where possible, similar arrangements should be made with the government of such other countries as may appear desirable.

All materials included in the dangerous lists should be allowed to land only at fixed ports, unless accompanied by a certificate of disinfection; and the port or customs officers should be empowered either to refuse admission of any such material, or to permit it to be landed only if transferred direct from the ship to a disinfection station.

A small experimental disinfecting station should be established without delay to settle the type of station to be used and the arrangements necessary for bringing the whole scheme into complete operation.

The question of dust prevention should be allowed to stand over till disinfection becomes operative, and when the time arrives for the abrogation of the existing regulations, some inquiry as to the conditions in regard to dust should be made with a view to the adoption of such precautions as may then be found necessary.

The cost of all general duties of the disinfection authority should be provided for by the State out of State funds.

WORKMEN'S COMPENSATION.

OCCUPATIONAL DISEASES AND HERNIA UNDER FEDERAL COMPENSATION ACT.

The number and cost of cases of occupational disease and hernia from September 7, 1916, to December 31, 1917, under the Federal Compensation Act as furnished by the United States Employees' Compensation Commission is shown in the following tables:

DURATION OF DISABILITY AND COMPENSATION AND MEDICAL COST OF OCCUPATIONAL DISEASES UNDER FEDERAL COMPENSATION ACT, SEPT. 7, 1916, TO DEC. 31, 1917.

Nature of injury.	Number of cases.	Average days of disability.	Average total compensation and medical expenditures.
Poisoning:			
Lead.....	134	40	\$70.91
Copper.....	2	3	5.83
Total, poisoning.....	136	38	66.97
Dermatitis:			
Fulminate of mercury.....	19	14	14.95
Cement.....	8	11	7.84
Oil.....	6	36	87.08
TNT.....	3	19	30.41
Benzine.....	2	15	26.10
Creosote.....	2	3	-----
Gasoline.....	1	20	25.39
Potassium bichromite solution.....	1	8	8.00
Brass.....	1	86	160.01
Cyanide poisoning.....	1	7	-----
Paint.....	3	4	1.07
Carbolineum poisoning.....	1	4	-----
Lye water.....	1	45	101.03
Cleaning solution.....	1	17	23.89
Working explosive "D".....	1	14	22.22
Acid solution.....	1	6	-----
Grease, printer's ink.....	1	12	27.20
Not reported.....	1	21	-----
Total, dermatitis.....	54	17	25.62
All other:			
Strain.....	1	3	-----
Neuritis.....	2	35	57.73
Tenosynovitis.....	2	5	3.34
Malarial fever.....	1	50	115.32
Rheumatism.....	1	37	-----
Total, all other.....	7	24	33.94
Grand total, occupational diseases.....	197	25	42.00

¹ Does not include 3 fatal lead-poisoning cases.

**DURATION OF DISABILITY AND COMPENSATION AND MEDICAL COST OF OPERATED
HERNIA CASES UNDER FEDERAL COMPENSATION ACT.**

Duration of disability.	Cases.	Actual days lost.	Total compensation and medical expenditure.
Sept. 7, 1916, to June 30, 1917: ¹			
Over 14 to 21 days.....	5	93	\$481.33
Over 21 to 28 days.....	3	76	471.79
Over 28 to 35 days.....	10	312	897.19
Over 35 to 42 days.....	12	496	1,949.30
Over 42 to 49 days.....	12	546	1,976.30
Over 49 to 56 days.....	13	691	2,693.16
Over 56.....	26	2,072	5,626.58
Total.....	81	4,286	14,115.65
Average.....		52.9	-----
July 1, 1917, to Dec. 31, 1917: ²			
Over 14 to 21 days.....	6	105	350.52
Over 21 to 28 days.....	6	150	602.53
Over 28 to 35 days.....	8	255	815.55
Over 35 to 42 days.....	15	594	1,757.56
Over 42 to 49 days.....	8	362	840.33
Over 49 to 56 days.....	11	587	1,577.06
Over 56 days.....	15	1,189	3,100.81
Total.....	69	3,242	9,044.36
Average.....		46.9	-----

¹ No operation, 72 cases.

² No operation, 67 cases.

**REPORT ON INDUSTRIAL CONSEQUENCES OF PERMANENT DISABILITIES
IN CALIFORNIA.**

The effect of workmen's compensation laws in alleviating the hardships resulting from industrial accidents and in restoring the disabled to industry has been given all too little consideration by compensation commissions in the United States. A comprehensive investigation as to the economic handicap suffered by permanently disabled industrial workers, recently made by the California Industrial Accident Commission,¹ is one of the first serious attempts by a State critically to examine and analyze the operation of its compensation law.²

The investigation showed that years after the injuries had occurred the disabled persons were found struggling against heavy odds as compared with the condition of their uninjured fellow workmen. Thirty per cent of them were unable to return to employment. Nearly 18 per cent were receiving lower wages than previous to their injuries. About 40 per cent of them, through the unusual demand for labor created by war conditions, had received a slight average advance in wages. The average amount of time lost by each on account of the injury was 11 months and 28½ days. The average weekly wage at the time of the injury was \$22.34, while the present average wage is \$16.60, a decrease of 26 per cent. According to the

¹ Report on special investigations of serious permanent injuries from January 1, 1914, to June 30, 1918. 1919. 15 pp.

² A similar investigation was made in Massachusetts by the U. S. Bureau of Labor Statistics in 1918, the results of which were published in the MONTHLY LABOR REVIEW for July, 1918, pp. 32-49.

report, "the condition of the average injured industrial person in the State of California, considered industrially, economically, morally, and socially, is not as good as it was before his injury occurred."

The investigation was limited to injuries which were serious enough in character to constitute an industrial and economic handicap.

The survey was begun about July 1, 1918, and completed on December 31, 1918. The period during which these injuries occurred extended from January 1, 1914, to June 30, 1918. Nearly all these cases are of sufficient duration for time and therapeutical efforts to have made whatever readjustments may be expected. At this time there is, therefore, chance to form a fair judgment of final consequences of the injuries.

The records in the offices of the department of permanent injuries show that since the beginning of the year 1914 there have been approximately 7,500 such injuries. But study of these records indicates that only about 15 per cent of permanent injuries are serious enough to constitute a handicap. As the purpose of the survey includes only such cases as do constitute a handicap, all others were eliminated, leaving about 1,100 to be investigated. Of these only about 700 were accessible at a reasonable expense.

The findings presented herewith are not the mere refinements of statistics gathered from reports. The facts included are not local. They are not gathered from a single community, from a particular line of industries, or a special class of workmen. They came from various communities in different parts of the State and include almost every form of industry from street sweeping to banking. They were obtained at first hand by experienced investigators from the living sources themselves. * * *

The larger purpose of the survey was to find out how extensive and intensive is the need of industrial reeducation and what is the possibility of its accomplishment so far as the subjects themselves are concerned.

The spirit in which the injured complied with our requests and furnished the desired information was most gratifying. Scarcely a person with whom we obtained an appointment offered the slightest objection to furnishing complete information. Likewise the cooperation of employers was most hearty. Without exception they cheerfully extended every courtesy and assistance the investigators desired. * * *

Approximately there are throughout the State 350 compensable and noncompensable injuries occurring each year of the character included in this report. But up to this time there has been no organized or general effort for the physical reeducation of these people to fit them again for self-sustaining employment. No general study of the situation has yet been undertaken. In other countries this condition has been improved. Even before the outbreak of the war, Belgium, France, and other foreign lands had made a hopeful beginning in this great work. Meanwhile, the Red Cross Institute for Crippled and Disabled Men, New York, has been accomplishing splendid results on a limited scale in that section.

The number of injuries and the nature of the disabilities covered by the survey are shown in the table following.

NUMBER OF SERIOUS PERMANENT DISABILITIES COVERED BY CALIFORNIA SURVEY, CLASSIFIED BY NATURE OF INJURY.

Nature of injury.	Number.	Nature of injury.	Number.
Head and face, including disfigurement, deafness, etc.	32	Leg and foot injuries:	
Eye injuries:		One leg, loss of.....	27
One eye, enucleation of.....	49	One leg, limited use of.....	93
One eye, impaired vision of.....	85	Both legs, loss of.....	1
Both eyes, enucleation of.....	3	Both legs, limited use of.....	14
Both eyes, complete loss of vision of.....	4	One foot, loss of.....	5
Both eyes, impaired vision of.....	9	One foot, limited use of.....	16
Total.....	150	Both feet, limited use of.....	1
Arm and hand injuries:		Total.....	157
One arm, loss of.....	25	Trunk, including spine.....	57
One arm, limited use of.....	47	Multiple injuries.....	47
One arm, loss of, other limited.....	1	Grand total.....	700
Both arms, limited use of.....	2		
One hand, loss of.....	8		
One hand, limited use of.....	170		
Both hands, limited use of.....	4		
Total.....	257		

Injuries to all minor members, such as fingers and toes, have been included in the lists of their corresponding major members. For convenience all losses of members, whether partial or entire, whether by amputation or otherwise, have been classified under the one heading "Loss of." The term "limited use of" is admittedly vague, but it is inclusive and serves the present purpose. In many cases covered by this expression the injury is a far more serious handicap than an amputation. Complete ankylosis of the hand, for example, not only limits the use of the hand, but frequently renders it entirely useless. What is still worse, such a hand is often very much in the way, whereas, in case of amputation, the lost member may be replaced by a very useful artificial appliance.

The industrial consequences resulting from the several types of permanent injuries may be seen in the following table:

INDUSTRIAL CONSEQUENCES OF SERIOUS PERMANENT INJURIES IN CALIFORNIA.

Part of body injured.	Number of cases.	Per cent returning to same employment.	Per cent unable to work.	Average disability rating (per cent).
Head and face.....	32	25.0	31.5	26.3
Eye.....	150	38.0	17.0	28.0
Arm and hand.....	257	34.5	24.0	31.0
Leg and foot.....	157	30.5	31.5	34.0
Trunk, including spine.....	57	24.5	75.0	41.5
Multiple injuries.....	47	33.5	27.5	46.5
Total.....	700	33.0	30.0	34.7

An analysis of the foregoing table brings out several striking facts. For example, injuries to the head and face and spine are the most serious from the viewpoint of reemployment. It is a common impression that disabilities of the legs and feet are a less serious handicap industrially than disabilities of the arms and hands, but the facts of this survey point to the contrary. The average disability rating of leg and foot injuries is in excess of the rating of arm and hand injuries, but this higher rating is more than offset by the increased inability to work. However, the reason for this heavier percentage of inability to return to employment is attributed to the fact that a larger percentage of those who suffer this kind of injury are employed at common labor where sound limbs are more necessary.

GRADES OF EMPLOYMENT SINCE INJURY.

The seriousness of an injury is measured by the employee's subsequent occupational status. How many obtain reemployment and what grade of work do they perform? At the time of the survey there were 210, or 30 per cent of the total investigated, who were unemployed. Of these 210 there were 190 who had never been able to return to work because of physical inability or lack of a chance of placement. The other 20 had been able to work for only short intervals at odd jobs. The investigators were convinced that the number of malingerers was negligible.

Scarcely less consequential is the fact that out of the list of 700 there were 120 who, on account of their injuries, have been forced into lower grades of employment. Striking instances of this are found in cases of men who, previous to their injuries, were employed as skilled mechanics at standard wages, but deprived of the necessary degree of vision, or of the use of major members, or of nervous energy, or of mental poise, they have been compelled to descend to less remunerative and less interesting kinds of work—sometimes to mere piddling. Nor does the unhappy effect of this demotion in industrial life end with the individual, though that were bad enough. It reaches the man's family and crushes many of their high and legitimate hopes.

Of the same 700 cases of serious permanently injured persons, 229, or nearly 33 per cent, remained in the same grade of employment. But had it not been for the military requirements of the country during the last year or two, and the consequent general labor shortage, many of the injured employees who, under these circumstances, held their own and have, therefore, been classified with this section of the table, would have been compelled to descend to lower grades of employment, and consequently the list showing descension in employment would have been increased in length. Again, many that, for the same reason, were promoted would have remained in the same kind of employment. * * *

Only 141, or about 20 per cent of the total, rose to higher ranks in spite of their injuries. The chief factors in the promotion of these persons to higher forms of employment were the unusual demand for labor, alluded to above, and the sympathy of kindly disposed friends among employers. Then it sometimes happens that a severe physical shock acts as a powerful mental stimulus and ushers a new epoch into the intellectual, industrial, and economic life. All these agencies were active in lifting these more fortunate of the injured into higher industrial and economic conditions.

But as the element of competition in the industrial world returns to prewar conditions, the figures in these tables will certainly be changed with less favor to the injured. * * *

It should be distinctly borne in mind that during the period of this investigation the whole country was under the greatest labor pressure, especially with regard to skilled workmen, it has felt for many a day or is likely to feel again soon. Consequently, employers were glad to take men into their service whom undoubtedly they would reject in normal times. When these disabled employees were asked by the investigators how they felt respecting their prospects for continuance in their present positions, after the men in military service should return, many of them expressed decided uncertainty.

It ought also to be understood that, although these persons have been able to return to employment, it has not been without inconvenience and struggle. In many instances it has meant constant and discouraging inconvenience both to themselves and their employers.

WAGES SINCE INJURY.

The wage status since injury is shown in the following tabular statement:

CLASSIFICATION OF WAGES SINCE INJURY OF 700 PERMANENTLY DISABLED EMPLOYEES IN CALIFORNIA.

Classification.	Number.	Per cent.
No wage (unemployed).....	210	30.0
Lower wage.....	124	17.7
Same wage.....	34	4.9
Higher wage.....	296	42.3
Not stated.....	36	5.1
Total.....	700	100.0

It will be noted that 124, or 17.7 per cent, received a lower scale of wage since their injuries. In many instances this implies also a demotion into a lower class of employment. Men who formerly held positions as skilled mechanics, with every prospect of promotion and success, have been forced to relinquish all that and drop into the scale of common labor, which meant not only a reduction in wages but blighted hopes for the future; 296, or 42.3 per cent, received an advance in wages over what they were getting at the time of the injury. But this increase averaged only 19 per cent, while, according to the statistics of the State labor commission, the average advance for all employees engaged in the manufacturing industry was 39 per cent for the same period. One significant fact disclosed by the investigation was that there were 43 cases who were entirely dependent upon relatives or charity for support.

THE "TYPICAL GENERAL AVERAGE."

For those who find interest and instruction in studying "general averages" the following sketch may not be without value. It should be remembered that the 700 cases investigated are in no sense local,

They reach over a period of four and a half years. They come from various parts of the State and cover many varieties of industries.

The "typical general average" is 37.8 years of age. He has had the equivalent of four and a half years of common-school education. He is intelligent, ambitious, and capable of learning. He has two dependents, besides himself, who look to him for support. He has a disability rating of 34.75 per cent, or 139 compensation weeks. He receives a compensation of \$13.55 per week. He has lost 11 months and 28½ days from employment. He is now employed on a wage of \$16.60 per week. He feels that his position is uncertain and that the hazards of unemployment for him increase daily. He owns an equity of \$184 in a home. Previous to his injury he had a wage of \$22.34 per week, which, for the date when his injury took place, was equal in purchasing power to \$28 at present. The period of his compensation will soon expire. He will then be dependent for support upon a wage of 65 per cent of that enjoyed by his fellow workmen who have had no injuries, and he will be burdened with increasing hazard of unemployment as the years go by.

INDUSTRIAL REEDUCATION THE SOLUTION.

According to the report the solution of the problem of the disabled man lies in industrial reeducation.

If a man can not work he can not live. If he can but half work he can but half live. Expert rating judgment has handed down the decision that this "average" injured industrial worker has lost 34½ per cent of his earning power. Consequently, there remains to him less than two-thirds of his former normal power to work to live. The mills of our industries have ground off his arms, or hands, or legs, or feet, or put out his eyes. But there is a practicable and easy solution to the problem of his rehabilitation. The solution is not a pension. He does not ask that. To offer him a pension would be to commit an economic and a moral crime. He asks simply a new industrial chance through industrial reeducation. To this he is entitled by his industrial necessity. To this he is entitled by our industrial prosperity, achieved, in part, at his expense. To this he is entitled by the very humanity of the age. Concerning the cost of his industrial reeducation, as data on the subject are scarce and discordant, general deductions must be made with allowances. Since the conditions of cost of living in foreign countries differ widely from those that obtain here, their experiences in reeducational work are of very limited use to us. The attainments in Canada come nearer. The calculations of our Federal Board for Vocational Education are suggestive. But the problem of the reeducation of the injured industrial worker differs quite distinctly from that of the disabled soldier, especially in the cost feature. The Federal Board estimates that it will cost approximately \$1,000 to rehabilitate the average disabled soldier. This is on the basis of a 12-months' course. But our "general average" is 12 to 14 years older than the average soldier. For this reason, as well as others still more practicable, it would not be feasible to put him through so long a course. A course averaging 6 months in all probability will finally recommend itself as the basis of calculation.

Evidently the chief item in the reeducational budget will be the living expenses of the injured person and his dependents. That matter will hardly be left to any arbitrary agency, but will be determined by the standard each person has already attained for himself by his wage scale. The average industrial weekly wage for the statistical year ending June 30, 1918, deduced from reports covering over 100,000 cases, was \$18. If the wage scale principle should be adopted, the first item in the budget could readily be determined. This would approximate an average of \$79 per month, or \$475 for the reeducational period of 6 months. Next would come stipulations for expert medical advice, occupational therapy, tuition, etc., for more ad-

vanced training in schools and shops. Finally, the item for tools, books, and incidentals. As there is but little cost experience to draw upon in these particulars the best that can be offered is likely a hazy approximation. But \$225 would probably cover these items. To summarize, then, we have the following table:

	Per cent.
For living expenses.....	\$475 68
For medical advice.....	50 7
For vocational therapy.....	75 11
For tuition, books, tools, etc.....	100 14
Total cost.....	700 100

Three hundred and fifty-two dollars of this amount is already provided for by compensation, leaving a balance of \$348 to come from some other source. All this may be lacking in the point of certainty. But there are two things about it that are certain. One is that this amount wisely expended in industrial reeducation would vastly improve the industrial and economic conditions of the average injured person. Another is that the returns on this cost would continue with cumulative profits during the remaining 30 years of his life expectancy. Economically, not to mention other considerations, it would be a splendid investment.

DIRECT SETTLEMENTS UNDER NEW YORK COMPENSATION LAW.

Nearly all of the compensation laws in the United States permit direct settlements through voluntary agreements between the employer and employee in industrial accident cases. Such settlements or agreements are supposed to be in accordance with the provisions of the law and are subject to the approval of the compensation commission. The original compensation act of New York required the commission to adjudicate every claim for compensation and death benefits arising from injuries subject to the act, but this provision was amended in 1915 to permit direct settlements. One objection urged against direct settlements is that under such a plan the commission can not satisfactorily determine the merits of a compensation claim, and thus is opened the way for fraud and injustice. Recently the governor of New York appointed a special commission to examine and investigate the management and affairs of the State industrial commission with special reference to direct settlements. The preliminary report of this investigating commission¹ states that "existing conditions are so shocking as to require immediate remedial legislation."

The compensation law provides that where direct settlement is made a joint report of the agreement shall be made to the commission, which shall examine the report and approve the same when its terms are strictly in accordance with the compensation law. I selected 1,000 reports of these agreements on direct settlements, taken in chronological order from the files of the State industrial commission for the month

¹ Preliminary report of Jeremiah F. Connor, commissioner appointed by the governor under the Moreland Act, to examine and investigate the management and affairs of the State industrial commission, Mar. 26, 1919. Legislative Doc. No. 74, 11 pp.

of October, 1918. All of these 1,000 cases occurred in the Metropolitan District. In each case the report of the agreement had been examined by the commission and approved as strictly in accordance with the compensation law. Two of the regular examiners employed by the commission selected for me, from the one thousand, 349 cases in which the injuries appeared to be serious. I have so far investigated 110 of these 349 cases. It was immediately apparent that many of the claimants had been treated with gross injustice. I therefore requested and secured rehearings in these cases before the industrial commission itself. These rehearings were held on Thursday and Saturday of last week, notice having been sent to the employer and insurance carrier in each case. More than one-half of the cases proved to be underpaid in sums ranging from small amounts to \$2,000. Some of the conditions disclosed are almost unbelievable.

The report cites seven cases of underpayment, the palpable injustice of which is brought out in the following tabular statement:

CASES OF UNDERPAYMENT, WITH AMOUNT ACTUALLY RECEIVED AND AMOUNT DUE UNDER THE ACT.

How insured.	Amount actually received.	Amount due under act.	Amount underpaid.
Stock company.....	\$139.65	\$757.21	\$617.56
Self-insured.....	237.63	2,237.63	2,000.00
Self-insured.....	30.00	1,950.00	1,920.00
Stock company.....	74.96	1,282.96	1,208.00
Self-insured.....	142.32	1,242.32	1,110.00
Stock company.....	346.18	1,554.68	1,208.50
Self-insured.....	37.50	1,437.50	1,400.00

¹ Case continued for further awards.

In all of the foregoing, the cases had been closed and would never have been before the commission again nor would the claimants have received the additional compensation were it not for your investigation.

The remaining underpaid cases included a variety of methods under which the claimants are unfairly treated. In some cases the wages were reported incorrectly. Many of the claimants lost a week or two because the physician of the insurance company said he was able to work and upon such statement compensation was terminated. In one case the claimant was entitled to additional compensation for disfigurement. But the most serious cases are the ones resulting in permanent disability, which is cleverly hidden behind the direct settlement. I am making tests in up-State cases which are revealing the same conditions.

Another aggravating feature of the direct-settlement plan is cases in which the injured workman has the option of taking compensation or settling under some other law. In many of these cases the claimants have thought they were receiving compensation until they found that they had signed a general release.

The commission has approximately 32,000 reports of agreements filed each year. Only a very small percentage of these came before the commission for individual hearings. In the up-State districts for the year ending June 30, 1918, out of about 13,500 agreements filed, a little over 1,000 came on for hearings before the commission. The remainder are approved by the commission in a pro forma manner. In all such cases the law is administered by the insurance carriers instead of the commission. I am satisfied that in 50 per cent of such cases the claimant is underpaid.

I believe that during the past year alone claimants have been underpaid by \$500,000.

I recommend that the industrial commission be given a special appropriation of \$25,000 to investigate and rehear every agreement approved pro forma since the direct settlement law became effective.

Out of the 1,000 October, 1918, cases which I examined, attending physicians' reports were missing in 714, and most of those filed were misleading as to the character of the injury. I recommend an amendment to the law which will require attending physicians to file reports in all cases, describing fully the nature and extent of the injury under penalty of a misdemeanor.

Section 111 of the compensation act requires employers to file a report of the accident within 10 days and provides that "an employer who refuses or neglects to make a report as required by this section shall be guilty of a misdemeanor punishable by a fine of not more than \$500." Out of the same 1,000 cases employers' reports were missing in 204. In spite of this percentage, which doubtless runs through all the cases, the commission has not prosecuted a single employer under this section since the law became effective. In some cases the employer is perhaps unable to make a report within 10 days, but in the majority of cases the failure is intentional. The report of the accident is usually made out by the foreman in charge and usually states the facts correctly. If promptly filed with the commission, it is valuable as a check upon subsequent information in relation to the case, and for this reason is doubtless suppressed.

I beg to report also that under the agreement plan the experience of New York State under the workmen's compensation law, the most valuable in the world, has been entirely lost for the period since the agreement plan became effective. It has been impossible to determine the extent of disability, the character of the injury, or the total amount of compensation paid. A compensation law is beneficial to employers when the accidents can be properly analyzed and preventive measures recommended. * * *

I have no hesitation in reporting that the amendment to the compensation law authorizing direct settlements is a total failure. In the great majority of cases it is an absolute impossibility for the commission to determine whether the report of the agreement is in accordance with the provisions of the act. I can take any 25 cases at random from the files of the commission and convince anyone of this fact.

I therefore recommend an amendment to the workmen's compensation law abolishing direct settlements and requiring the commission to pass upon all cases. A copy of a bill carrying out the recommendation is submitted herewith. It restores the act to its original form except that the awards are to be paid by the insurance carrier instead of by the commission, as before.

In support of direct settlements it was urged that the claimants would receive compensation quicker, the expense would be lower, and a closer relationship would be established between employer and employee. Upon the first question, I beg to report that my test of 1,000 agreements shows the average time between the date of the accident and the first payment to be 34 days. I am satisfied that claims for compensation can be passed upon by the commission as quickly as this by the elimination of needless red tape and by placing the cases on the calendar as soon as claims are received.

WORKMEN'S COMPENSATION LEGISLATION IN MISSOURI, NORTH DAKOTA, AND TENNESSEE.

The hope that the outworn doctrine of the employer's liability for his negligence will ere long be superseded by that of workmen's compensation is sustained by the action of the three States of Missouri, North Dakota, and Tennessee, whose legislatures recently enacted compensation laws. This narrows the list of noncompensation

States to a contiguous group, of which Arkansas is the westernmost, the others being Mississippi, Alabama, Georgia, Florida, and the Carolinas. Legislative sessions were held in all these this year except Mississippi, where sessions are held in the even years, and Georgia, whose legislature convenes June 25. The legislature of Florida, which met April 8 for a 60-day session, has before it bills for a compensation law, while that of Alabama, which has adjourned to meet July 8, is reported as intending to take further action at that time, a bill already having passed one house. Opportunity for Georgia to act will be afforded when its legislature meets. Bills were introduced but not acted upon in Arkansas and North Carolina, while, so far as appears, no steps whatever were taken in South Carolina.

A wide range of amending acts will be noted when available, some of them going so far as entirely to rewrite the previously existing laws. The present article is confined to the newcomers into the compensation fold. The law of North Dakota is of interest because of its inclusiveness and because of its establishment of a State fund in which all employers other than self-insurers must be insured. It may be noted that a commission appointed in 1911 and reporting in 1913 recommended a State insurance fund on grounds of economy and efficiency. The enactment of a law in Missouri marks the end of efforts beginning with 1910, the recent legislature being the fifth to have had the subject of compensation before it. The present measure is a compromise, the house having passed a bill providing for an exclusive State fund which the senate refused to indorse and offered a substitute measure, which was accepted as preferable to further failure to secure the law. In Tennessee, also, four legislatures have considered the subject, but without having engaged in such vigorous disputes over phases of the law as in Missouri. The Tennessee law is notable by reason of its failure to cover one of the most important and most hazardous industries of the State—coal mining—by its high numerical exemptions, and by not providing an administrative body.

MISSOURI.

The Missouri statute is elective, election being presumed, and compensates injuries by accident arising out of and in course of the employment. A waiting time of seven days is prescribed, but if the disability lasts longer than six weeks, compensation is payable from the date of the injury. Domestic and farm labor, casual employees and out workers, and employers of less than five persons are not under the act except by active election. Employers to whom the act applies forfeit the common-law defenses if they reject it. Public employments are included, rejection not being permitted to employers though their employees may reject.

Compensation is on a basis of two-thirds of the injured workman's wages, death benefits being payable for 300 weeks, the maximum being \$15 and the minimum \$6. Benefits paid to the injured man prior to his death are deducted from death benefits. Total disability rated as temporary may be compensated by two-thirds the wages for 400 weeks, but, if rated as permanent, benefits will be reduced to 40 per cent of the wages after 240 weeks. Partial disability is compensable by two-thirds of the wage loss, but for specified maimings benefits of two-thirds of the wages for fixed periods are to be paid. There is also a provision for disfigurements. Benefits have normally the same maximum and minimum as in case of death.

Medical, surgical, and hospital aid is required for the first eight weeks, and may not exceed \$200 in amount. In case of death, burial expenses up to \$100 are provided.

Insurance is required unless capacity to carry one's own risks is shown. The act is to be administered by a commission of four members, six-year terms being established, with an annual salary of \$4,000. A medical adviser may be appointed with a like salary. Decisions of the commission are final except for appeals to courts on matters of law. Benefits may be readjusted by the commission if the conditions warrant it.

NORTH DAKOTA.

The North Dakota statute is compulsory, covering all employments, public and private, other than agricultural and domestic service and common carriers by railroad, which may come in by election. Casual employees are not covered by the act, but it applies to aliens and to all minors, whether lawfully or unlawfully employed; though for the latter both compensation and damages are made available.

Injuries (the word "accident" is not used) causing death or disability for more than seven days are compensable, payments dating from the time of injury.

Two-thirds of the injured workman's wages are payable as compensation during the term of total disability and two-thirds of the wage loss during temporary partial disability. Permanent partial disability is to be compensated by the payment of two-thirds wages for fixed periods, varying according to the degree of disability, the rate being 5.2 weeks for each per cent of disability. The workmen's compensation bureau, which is charged with the administration of the act, is to fix a "schedule of specific benefits to be allowed for specific injuries," which shall not be changed oftener than once a year.

Death benefits are payable to a widow or wholly dependent widower until death or remarriage, and to children until the age of 18, when they cease unless the child is incapable of self-support. Payments to parents continue until death or marriage or the cessation of depend-

ency, and to other beneficiaries for not more than eight years. If payments to any beneficiary cease, the amount may be reawarded on the basis of the status at death if such beneficiary had not existed.

Benefits may not exceed \$20 per week nor be less than \$6. In case of death a funeral benefit not to exceed \$100 is allowed. Medical, surgical, and hospital service and supplies are to be furnished according to the needs in each case. The bureau is to assist industrial cripples to obtain appropriate training, education, and employment, and may cooperate with the Federal Board for Vocational Education to that end.

Insurance must be taken in the State fund, self-insurance not being permitted. Failure to insure subjects the employer to suits for damages in case of injuries, the common-law defenses being abrogated. Employments are to be classified and premiums adjusted to maintain suitable funds and a surplus.

Administration of the fund and the settlement of disputes are in the hands of a bureau of three persons, one of them being the commissioner of agriculture and labor, the governor appointing the other two. Appointed members are to serve five-year terms, at salaries of \$2,500 per year. The bureau has powers of inspection of work places and is to issue safety regulations. The right of appeal from decisions of the bureau is limited to cases where all right to an award is denied.

The law requires reports of all injuries, and contains the usual provisions as to waivers of rights and the exemption of awards from attachments, etc.

TENNESSEE.

The law of Tennessee is elective, election being presumed except as to casual employees, coal mining, agriculture, domestic service, interstate carriers while engaged in interstate business, public employments, and employers of less than 10 persons. Coal operators, the State and its subdivisions, and employers of less than 10 persons may elect, but forfeit no defenses if they do not.

Injuries due to accident arising out of and in course of employment are compensable, if they cause death or disability for more than 14 days; but if disability continues as long as six weeks benefits are paid for the first 14 days.

Compensation is 50 per cent of the wages, not more than \$11 per week, nor less than \$5 unless the wages were less, when full wages will be paid. Payment for permanent total disability continues for 550 weeks, the rate being \$5 per week after the first 400 weeks, the maximum total being fixed at \$5,000. Partial disability is compensated by the payment of 50 per cent of the wage loss, fixed awards being prescribed for specific injuries.

Death benefits are subject to the same limits of amounts as for total disability, and are limited to a term of 300 weeks, prior payments, if any, to the injured workman being deducted. Payments to a widow or widower cease on remarriage, as also do payments to the dependent children of such widow or widower unless mentally or physically incapacitated for earning a living, when payments shall terminate on their reaching the age of 18.

Funeral benefits are payable up to \$100 and medical and surgical aid during the first 30 days, not to exceed \$100 in amount.

Insurance is required in some authorized stock or mutual insurance company, unless the employer can furnish bond or give satisfactory proof of his ability to carry his own risk.

Elections and rejections are to be filed with the State factory inspector. Disputes are to be settled by the judge or chairman of the county court, with right of appeal to the circuit court, no administrative body being provided for. No provision is made for the reporting of accidents by employers, but copies of all settlements and releases must be filed by the employer with the State factory inspector.

TEXAS WORKMEN'S COMPENSATION LAW HELD CONSTITUTIONAL.

With a uniformity that would seem to discourage any but the most persistent or the most highly imaginative opponents, the courts of last resort continue to affirm the validity of the compensation laws. The most notable recent decision of this sort is one by the Supreme Court of the United States upholding the Texas law, notable not so much because of any new questions determined or principles settled, but chiefly by reason of the finality of the declaration. The statute was enacted in April, 1913, and took effect in September of the same year. It is elective in so far as the employer is concerned, but if accepted by him, the employee remaining at work is also regarded as accepting the act, no rejection being provided for.

Domestic servants, farm laborers, employees of railway common carriers, and laborers at cotton gins are excepted. There is also a numerical exemption by which the law applies only if the employer has more than five employees.

The case under review (*Middleton v. Texas Power & Light Co.*, 39 Sup. 227) was based on an injury received in December, 1913, for which a suit for damages was instituted. Benefits under the compensation law, which had been accepted by the employer, had been rejected on the ground that the act was unconstitutional. The trial court sustained the act and dismissed the action, whereupon an appeal to the court of civil appeals was taken. On this appeal the court held that the act was unconstitutional in so far as it required the em-

ployee to abide by the election of the employer without the right to make a separate and independent choice. However, on rehearing, the question of constitutionality was submitted to the supreme court of the State, which in April, 1916, sustained the act as valid, whereupon the court of civil appeals affirmed the judgment of the trial court.

An appeal from this decision was made, bringing the case to the Supreme Court of the United States, where it was decided March 3, 1919, nearly five and a half years after the injury was received and the refusal to apply for or accept compensation. The first objection raised in the argument by the plaintiff was that the act does not provide equal protection of the laws, the claim being that certain privileges are denied employees to whom the law is applicable, which are without reasonable basis of difference permitted to persons excepted from the scope of the act. The court noted the various classes excluded and held the classification justifiable from the point of view of the legislature, which is presumed to appreciate the needs of the people of the State and to base its discriminations on adequate grounds. These grounds were said to be easily discernible. As to railroad employees, the Federal statute regulates their rights in so far as interstate service is concerned, and this, coupled with the "difficulty that so often arises in determining in particular instances whether the employee was employed in interstate commerce at the time of the injury, reasonably may have led the legislature to the view that it would be unwise to attempt to apply the new system to railroad employees in whatever kind of commerce employed."

The exclusion of farm laborers and domestic servants has been sustained by the Supreme Court in the case of the New York law, and by various State courts, on the ground that the risks involved "were exceptionally patent, simple, and familiar." Similar reasoning was said to be applicable to cotton-gin laborers.¹ The exemption of small employers is justified on the grounds of reduced risks in the attendant circumstances.

The point of the law that led the court of civil appeals to doubt its constitutionality is the provision that makes the act binding on the employee in cases where the employer has accepted it. A similar

¹ Assuming the validity of such an estimate as regards the hazards of domestic and farm labor (although farm work involves a wide range of hazards, and is, in fact, affected by a very considerable risk rate), the cogency of the comparison as to cotton-gin laborers seems at least doubtful in view of the hazards involved. It is of interest to note that the act was extensively amended in 1917 and that gins are no longer excluded. The original situation is most closely comparable to the exclusion of "the work of cutting, hauling, rafting, or driving logs" from the provisions of the Maine law, which abrogate the common-law defenses generally where the employer does not accept the compensation law, but makes an exception in regard to one of the most important and hazardous industries in the State. Unfortunately, the legislature of the latter State has not yet been able to rectify this indefensible situation, the exception being retained in the reenactment of 1919.

provision in the original statute of Kentucky was also condemned by the supreme court of that State. The United States Supreme Court took the view, however, that in electing to come under the compensation system the employer was but fixing one of the conditions of employment and that it thus became one of the terms of the employment contract offered by him. The employee was therefore put to his choice either to take employment under such conditions or to refrain; and as the relation of employer and employee is voluntary, there is in this provision no denial to the employee of the equal protection of the laws within the meaning of the fourteenth amendment. Neither is the employee deprived of liberty or property without due process of law, since he has no vested interest in the rights and remedies in existence prior to the enactment of the present law. Just as employers were held to be properly subjected to the compulsory laws of New York and Washington, so the employee may legally become compulsorily subject to the statutes adopted by the Texas Legislature.

All objections to the constitutionality of the law were therefore found untenable, and whatever agency it was that so persistently sought to perpetuate suits for damages in Texas must accept this decision as final.

WORKMEN'S COMPENSATION LAW OF BRAZIL.

The Republic of Brazil is one of the latest additions to the number of jurisdictions adopting the principle of workmen's compensation. The decree to this effect bears date of January 15, 1919, and became effective 30 days later. The act does not preclude criminal procedure in cases involving such action at common law. Agreements made contrary to its provisions are null and void. Claims under it have the same priority as wage debts, and awards are exempt from attachment or other legal restraint. Aliens are entitled to benefits only if residents within the national territory at the time of the accident.

The main provisions of the act may be summarized as follows:¹

INJURIES COVERED.

An industrial accident is defined as one "produced by any cause, sudden, unexpected, violent, external, and involuntary, in the course of employment, resulting in bodily injury or functional disorders which constitute the sole cause of death, or of total or partial, permanent or temporary, incapacity for work." Occupational diseases are included as accidents when they are contracted exclusively in the course of employment, and are of a nature to cause, or to have caused, in themselves, the death or disability of the worker.

¹ Data taken from Diario Official, Rio de Janeiro, Jan. 25, 1919.

Employers are responsible for compensation for such accidents, arising out of and in the course of employment, except those caused by "force majeure," or the deliberate act of the injured person or of third parties.

SCOPE.

The employees included within the scope of the law are all persons of either sex, minors or adults, hired by others to do any of the following kinds of work: Construction, repair, maintenance or destruction of buildings, bridges, roads, railways, electric railway lines, sewers, lighting, telegraph and telephone systems; transportation, loading and unloading; work in industrial establishments and agricultural occupations in which machine power is used. Federal, State, and municipal employees engaged in any of the work specified, with some exceptions on account of certain allowances and pension rights, are covered in this law.

COMPENSATION BENEFITS.

In case of death or permanent total disability, compensation consists of funeral expenses of \$25 (United States money) and a lump sum equal to three years' wages of the worker, one-half to be paid to the surviving consort and the other half divided among the direct heirs, according to the common law and the civil code. If only a consort or only direct heirs survive, the compensation is reduced to a sum equal to two years' wages; likewise, the direct heirs receive this same sum if the surviving consort be divorced because of his or her own culpability or be voluntarily separated. When there are no direct heirs, and either no consort survives or the surviving consort has been divorced because of his or her own culpability or voluntarily separated, other dependents receive compensation equivalent to one year's wages.

When disability is partial and permanent, compensation is calculated according to a scale of degrees of disability, ranging from 30 to 60 per cent of the amount due for permanent total disability.

Compensation for temporary total disability is one-half of the daily wage of the injured person, and for temporary partial disability it is one-half of the difference between the daily wage normally received and that received by reason of the reduction in earning power due to the accident, payable weekly until full capacity is regained or until one year has elapsed. Whenever total or partial disability extends over the period of one year, it is considered as permanent and compensated as such. Any compensation paid to an injured person by reason of any incapacity is deducted from the compensation which may become due on account of death or of a temporary disability becoming permanent.

The law directs that in calculating compensation the annual salary shall be 300 times the daily wage of the injured person at the

time of the accident, but that no sum larger than \$600 (United States money) may be used as basic annual pay, even though the actual wages may exceed this amount. When dealing with apprentices, daily wages shall be computed as the minimum of an adult worker in the same kind of labor; but, in case of temporary disability, the compensation of an apprentice must not exceed the actual wages he received.

MEDICAL AND SURGICAL AID.

The employer is required to provide medical and surgical aid, and hospital treatment if necessary, from the moment of the accident. When immediate aid is not available, the injured person may be moved to the nearest point where treatment can be obtained; but if his condition precludes this, all necessary assistance must be brought.

ACCIDENT REPORTS AND PROCEDURE.

Every accident which causes a worker to stop work must be reported immediately to the police authorities, who send an officer to the spot to take the deposition of the injured, the employer, and witnesses, and record the nature and particulars of the accident, etc., for the legal documents required.

On the fifth day after the accident the employer must furnish the police authorities proof that he has provided the necessary medical treatment, and a doctor's certificate concerning the condition of the injured person, the present and probable results of the accident, and the time in which a definite report may be made. The same day the case is referred to the proper court, and judgment prescribing the compensation due must be rendered within 12 days from the accident.

If after the fixing of the compensation and within a period of two years from the date of the accident the injured person dies in consequence of the accident, or the disability increases or decreases, recurs or disappears, or if a substantial error in the court's judgment is found, the employer, the injured person, or his representatives may petition for a revision of the judgment. However, neither death nor an aggravation of an infirmity, due exclusively to some fault of the injured, may be considered as resulting from the accident.

During medical treatment either the employer or the injured person may demand an inquiry into the latter's condition, whereupon the judge shall appoint a physician to make an examination in the presence of the attending physician. In case of a disagreement as to the injured person's condition and capacity for work, the judge shall appoint a third physician, and upon his opinion base the judgment.

LABOR LAWS AND REGULATIONS.

FEDERAL CHILD-LABOR LAW HELD UNCONSTITUTIONAL.

Some account was given in the issue of the *MONTHLY LABOR REVIEW* for March (pp. 217, 218) of the enactment of a taxing measure affecting the products of child labor. This is a part of the revenue law of February 24, to become effective 60 days after approval. This brought the act into operation on April 25, and just a week later Judge Boyd, of the District Court of the United States for the Western District of North Carolina, held it "unconstitutional and without the power of Congress to enact." By an interesting coincidence it was Judge Boyd who declared unconstitutional the earlier Federal child-labor law, which sought to exclude from interstate commerce the products of child labor, his decision in that case being subsequently sustained by the Supreme Court.¹

In the present case (*Johnston v. The Atherton Mills*, order in equity No. 222) an advance copy of the opinion sets forth the following facts:

Eugene T. Johnston, as next friend of John W. Johnston, minor, sued to make permanent a temporary injunction previously issued to restrain the Atherton Mills from discharging such minor employee from its service. The United States attorney for the district suggested a lack of jurisdiction in the court, but this was overruled by the court, and it announced its decision against the constitutionality of the act, as above stated.

No argument or citation is offered, the conclusion being announced simply as the opinion of the court. The injunction prayed for was issued, enjoining the Atherton Mills "from in any way or manner by reason of the force of the said act of Congress discharging the minor plaintiff, John W. Johnston, from its service or curtailing the employment of said minor plaintiff to eight hours per day."

An appeal to the Supreme Court is said to be in prospect. In the meantime the enforcement of the taxing provisions of the law is not regarded as interrupted, except that no attempt is being made to inspect the Atherton Mills as to the ages and hours of work of its minor employees. An early determination of the points in issue is obviously desirable, and it will be interesting to learn if it really is impossible for a majority of the States to have protection against the interstate shipment of goods produced under conditions which social opinion generally condemns.

¹ *Hammer v. Dagenhart*, 247 U. S. 251, 38 Sup. Ct. 581. See *MONTHLY LABOR REVIEW*, July, 1918, pp. 171-177.

REGULATIONS GOVERNING HOME WORK IN ARGENTINA.¹

The following is a résumé of the provisions of a law regulating home work which has recently passed the Congress of Argentina. The law refers to all persons of both sexes who do work in their own homes for others, exclusive of persons in domestic service, i. e., house-work.

The law directs the keeping of two separate books—the employer's register and the employee's account book. The former shows the names and addresses of workers, the nature and quality of the work, the wages to be paid, and is open to inspectors of the Department of Labor; the latter shows, in addition to the work to be done, the date the material is taken home, the value thereof, the wages to be paid, and the date of return of finished work, with wages paid therefor. This book also sets forth clearly the amount to be paid by the worker in case he loses or spoils material, together with the name and address of his surety, if he has one.

The employer may impose a penalty for defective work, including injury to materials, the fine not to exceed one-sixth of a day's pay.

The regulations covering sanitation prohibit any work on cloth, clothing, footwear, or flowers, and the preparation or packing of food products or anything for human consumption in houses where infectious or contagious diseases—mentioning specifically tuberculosis—exist or have existed until the patients have recovered or been removed and the premises disinfected by proper authorities. Employers are also forbidden to receive work done in such houses when known to them.

Persons in charge and tenants of houses occupied by workers on the articles enumerated above are charged to report any infectious or contagious diseases therein. Physicians are required to report immediately to persons in charge and to proper authorities any case of tuberculosis encountered in a home-worker's house.

When the members of a single family are working under direction of another member of the family the shop is not subject to the regular inspection, and inspectors do not have access thereto except when they have received authentic notice of an infraction of the special rules which govern family workshops, viz, that no work requiring a steam boiler shall be done and that the work shall not be dangerous or unhealthful.

The Department of Labor is authorized to institute a wage commission for any industry employing home workers when so requested in writing by at least 50 workmen in such occupation or industry. The purpose of such a commission is to fix a minimum wage per hour or per piece, in accordance with the national laws governing working

¹ Boletin de la Union Industrial Argentina, Oct. 15, 1918, p. 30.

hours. Commissions are composed of an equal number of employers and employees of either sex of mature age, the number of these representatives to be determined according to the circumstances by the Department of Labor. Representatives to serve on the commissions are elected by the parties they represent, and if not elected within a given time the executive department names them upon request of the Department of Labor. Members of commissions are elected to serve two years and are eligible to unlimited reelection.

Wage commission meetings, presided over by a disinterested person not a member appointed by the executive department, are held in the hall of sessions of the local authorities on call of the president, when necessary or when requested by one-third of its members. Commissions can not act unless a majority is present, of which at least two must be representatives of the workers (when the commission has more than two workers' representatives).

A wage commission decides on every petition for the fixing of minimum wages in the industry under its jurisdiction. These petitions may originate with the members of the commission, the labor inspection bureau, or 10 interested workmen jointly. Decisions are made by majority vote, ties being decided by the president.

Commissions, in determining a minimum wage scale, are enjoined to take into consideration the nature of the work, minimum wages for the same or similar lines in other parts of the nation, the market price of the articles made, the workers' necessities of life, the customs, prices, and standards of living in the region where the work is done, and the value of the commodities or tools necessary to the work.

Wages determined by the commissions must be paid to the worker in full and in current money, with no deduction for payment of contractors or subcontractors.

The scale of wages is determined in the locality where the raw material is delivered to the worker and the work is to be done and returned. The decisions are published in the form prescribed by the Department of Labor and become effective 15 days after publication.

LAW REGULATING HOME WORK IN SPAIN.¹

A law was passed by the Spanish Parliament on July 5, 1918, defining home work, creating supervisory bodies to insure the provisions regulating such work, and for the establishment of central and local mixed commissions for fixing minimum wages in home industries.

¹ Boletim do Departamento Estadual do Trabalho. Anno VII, Nos. 28 e 29 (3 and 4 quarters), 1918. São Paulo.

Definition.—Home work is defined as any work performed for wages at the homes of employees, either by a group of persons living under the same roof and belonging to the same family within the third degree of consanguinity or by an individual. Women and children operating motors in the performance of such work are protected by the law regarding dangerous and unhealthful occupations. Laws regulating hours of labor, employment age, weekly rest, and night work, are all applicable to home workers. The law is extended also to embrace apprentices working in the home of another. Work done for use in the family or for direct sale is excluded.

Contractors, subcontractors, and retailers, as well as manufacturers and merchants, are classed as employers under the act, whether furnishing materials and implements or not.

Unless otherwise provided by law, 10 hours shall constitute a day's work. Custom and existing contract recognizing a shorter day shall be observed.

The law refers specifically to the clothing trades, but may be extended by the Government to other home industries.

Supervision.—The Institute of Social Reforms is charged with supervision. It shall report to the Government conditions of labor found in home work, propose suggestions for improved conditions, act as a conciliation board, advise arbitration, and (upon request of both parties to a dispute) act as arbitrator, require the proper authorities to enforce improved hygienic conditions in working places, promote the organization of home workers' unions, and grant such unions financial aid, establish mixed wage committees for home workers, organize and supervise an inspection service and issue regulations relative to such service, and determine the authority of inspectors appointed under it. It shall also encourage the organization of purchasers' leagues and of exhibitions of home work and propose the extension of this law to other industries. Women may be appointed as inspectors.

Wage committees.—The Institute of Social Reforms, or a group of home workers or employers, may propose, and any asylum or similar institution engaged in home work or association of such institutions, may request the Government to organize a local mixed wage committee. The competency of a committee is limited to an industry or to a group of industries in a definite locality or district. The president is named by the Government, and members are elected by the Institute of Social Reforms and by employees and employers, respectively. Women may serve as members, and at least one shall be elected.

A central wage board is established within the Institute of Social Reforms, to which appeals may be made. Employees and employers,

respectively, may designate one of their number to represent them before the central board. Members of these committees are entitled to compensation for actual service rendered.

Wage determination.—Local wage committees shall determine a minimum wage per day or piece: (1) When they find that wages are lower than the minimum wages paid in the same industry in the same locality or district; (2) when the Institute of Social Reforms, upon its own initiation or upon the request of a group of employees or employers of home workers, shall decide such measure necessary; (3) when the judge of a competent court shall decide that the wages being paid are insufficient; and (4) when the mixed committee shall deem it advisable under extraordinary conditions, such as increased demand for laborers, industrial expansion, increased cost of living, etc. Materials and accessories furnished by the employer shall form no part of wages.

The judge of an industrial court may declare null and void any contract for home work in which he deems the stipulated wages are insufficient.

Payment of wages.—Wages shall be paid weekly in coin, without any deduction for materials furnished or for goods furnished on credit by the employer, or for any other reason. Unless extraordinary circumstances demand a revision, wage scales fixed by the committee are to remain effective for a period of three years. Three months before the expiration of this period the committee shall proceed to determine a scale for the subsequent period.

No State, provincial, or municipal institution or dependency, no commissioner or contractor engaged on public works or services, may contract for any work to which the act applies at wages lower than those fixed by the local or mixed wage committees.

Obligation of employers.—Every employer contracting for home work as defined by this act is required to report to the local mixed committee, if organized, or to the provincial labor inspection office, that he has so contracted for work to be done outside of his regular establishment, naming the place or places where it is to be done, frequency of payment of wages, and the date when the work is to be finished; to furnish the names and addresses of persons employed on his account; to post in a conspicuous place where work is given out and received a printed table of wages and regulations as fixed under authority of this act; to so regulate the giving out and the receiving of work that the employees shall not have to wait in excess of a half hour; to furnish each employee with a work card in the name of the employee, on which entries are made showing the class and quantity of work given him, date when the work is taken, wages to be paid, and the value of the materials given out. The head of a family work-

shop and every employer of home workers shall furnish on demand a list of all persons employed. Workers required to wait for materials in excess of a half hour shall be paid for such excess time in proportion to their earnings.

Needlework; hours of labor.—A day's work for women employed in factories or workshops at needlework shall be, in general, 10 hours. One year from the passage of this act it shall be reduced to nine hours. One and a half hours shall be allowed for lunch. If industrial conditions demand it, work may be prolonged one hour per day, not exceeding 60 days in a year, in such seasons as the character of the work requires. Extra hours shall be paid at time and a half rate. Where men and women are employed in the same establishment, the day's work for all shall be that fixed by this act, or the shortest day agreed upon or customary.

SOCIAL INSURANCE.

REPORTS ON HEALTH INSURANCE AND OLD-AGE PENSIONS.

CALIFORNIA.

The California Social Insurance Commission, created by legislative enactment in 1915, made a report in 1917.¹ The commission at that time made a general survey of the social and industrial conditions of California in relation to the destitution problem and recommended that the State establish a social health insurance system.

Pursuant to the commission's recommendation, the legislature proposed to the people of the State of California a health insurance enabling amendment to remove technical constitutional obstacles standing in the way of health insurance legislation. The life of the commission was continued and a report to the next session of the legislature was requested. This report has just been made.² In compliance with the terms of the creating act the commission determined upon "an intensive study of the problems involved in the adaptation of a social health insurance system to the economic and political organization of California."

In addition to the majority and minority recommendations the report contains a special critical discussion of medical administration of health insurance by Dr. Woods Hutchinson.³ It also contains a summary of the British health insurance law and digests of the several reports on administration of national health insurance in Great Britain, 1912 to 1917. That portion of the 1917 report relating to the California survey is reprinted in the present report.

The recommendations of the majority of the commission are as follows:

MAJORITY RECOMMENDATIONS.

The commission agreed on and announced certain standards which it regarded as essential to any bill which would be adaptable to California conditions. These standards were:

1. *Compulsory.*—Insurance must be both voluntary and compulsory, but as to at least a very large part of the insured, it must be compulsory. Experience in other countries has demonstrated the necessity of this. A purely voluntary system does not reach those who most need it. Its overhead charges are necessarily larger, compulsory contributions from employers are impracticable, and it does not admit of free choice of doctors nor of exemption from medical examination.

¹ A summary of this report was published in the MONTHLY REVIEW for April, 1917, pp. 497-507.

² Report of the Social Insurance Commission of California. March, 1919. 132 pp.

³ Dr. Hutchinson's article is printed in full on pp. 285 to 292 of this issue of the REVIEW.

2. Carriers.—In England the "friendly societies," unions, and similar voluntary cooperative bodies are practically the sole carriers of insurance. In Germany the carriers are private organizations, industrial groups, and the State. The commission concluded, in the light of the experience of these other countries and of the civic habits and traditions of our people, that the sole carrier of the medical benefits should be the State, but that the cash or wages benefit should be carried either by the State or by a fraternal or union, at the option of the insured, but not by private commercial companies operated for profit.

3. Benefits.—The commission agreed that the scale of benefits ought, if possible, to equal those now granted by California in case of industrial accidents, namely, full medical and hospital care and two-thirds of wages. For the sake of simplicity of administration, however, it would be admissible to divide wage earners into groups, each with a standard medium or basic wage, and to compute the payment of premiums and of benefits on this basic wage rather than making them an exact percentage of the individual wage.

4. Beneficiaries.—The medical benefit shall include not merely the insured workman himself, but his dependent family (wife and children).

5. Payments.—The insurance fund as such shall be self-supporting and shall be maintained by premiums paid by the insured employees and their employers. The commission thinks that these payments should be equal in amount, except in certain exceptional cases. Self-employed persons, being their own employers, if insured, will obviously pay both premiums. The State's contribution should go to the administration of the act itself (not the fund) as in workmen's compensation, and to equipping additional hospital facilities and medical administration. This payment by the State should, if possible, amount to \$1,000,000 per annum, but, by decreasing or delaying hospital equipment, it can be done temporarily for less.

6. Choice of physician.—Every insured person shall have the right to choose any doctor practicing under the act, and every physician and surgeon licensed under the laws of the State of California (as they now are or as they may hereafter be amended) shall be permitted to practice under the act.

7. Payment of physicians.—Physicians practicing under the act shall, normally, be paid by the "panel" or per capita system; that is, each physician shall receive a fixed amount per year for each person (including each dependent) registered as choosing him as practitioner. Different arrangements may be authorized for specialists, for organized groups, and for isolated communities.

8. Administration.—The act should be administered by the industrial accident commission. There shall be under that commission a State and district medical administration.

Details of the exact persons to be included, the nature of medical and related benefits, and of methods of administration are included in the outline of a proposed act below. However, no attempt will be made in this general report to go into minute detail on questions of administration. The very full digest of the British act and of reports on its practical operation included in this report will show as to each detail at least a method by which each problem has been and can be met. We are by no means recommending that in each instance the exact method employed in England should be used in America; indeed, in some instances those methods would be inapplicable to the system here recommended. But it is at least made plain that the questions of detail which naturally arise in the inquirer's mind are not new questions, and that abundant experience exists and is available in the light of which they can be met.

REASONS FOR STANDARDS.

In addition to those above indicated, the following reasons for each of the conclusions of the commission may be given:

The reasons for compulsory rather than purely voluntary insurance are outlined above. Both compulsory and any practical form of voluntary public insurance are equally unconstitutional in California until an enabling amendment is passed, and therefore no time would be gained by trying a voluntary system as a preliminary experiment, and much might be lost, as has been done in countries which followed this course, by virtue of the inevitable faults of a voluntary system—its failure to reach those who most need it, its necessity for compulsory medical examination, and other exclusions, and the impossibility of free choice of doctor under it, as well as the impracticability of compulsory contributions from employers and voluntary contributions from employees in the same system. The only objection to "compulsion" is the sound of the word, and this objection has not come from those who would be compelled, and are therefore the only ones concerned. Compulsion is merely the means of universal application to all those coming within the provisions of the act.

The provision for a separation of medical and cash benefit carriers, with the State as the sole carrier of medical benefits, but with unions and fraternals, as well as the State, as cash benefit carriers, is peculiar to the California proposal. We think it meets both the human and the business problems involved more simply and justly than any other system. Few of the existing fraternal organizations now supply medical attendance, and those few do it merely because there seems no one else to do it; not because they find it a satisfactory part of their service. The provision of medical benefits by private carriers of any sort involves "contract medicine" without free choice of doctor. This has been the result of this system even under the industrial accident law. We are sure that both patients and physicians will be infinitely better satisfied with a State system, in which all physicians electing to come under the act practice on equal terms and patients choose for themselves among those physicians.

We can see, on the other hand, no reason for excluding the existing fraternals and unions from the cash benefit part of the insurance. It is a business in which they are engaged now, many of them very successfully. In England they are, with negligible exceptions, the sole carriers. This amounts almost to a moral compulsion on them to admit all persons to their membership, which is manifestly undesirable in their own interest. By allowing each insured person to choose for himself whether his wages insurance shall be carried by a union, or fraternal, or by the State fund, provision is made for all. There will of course be provision for supervision of these private funds to insure solvency. The unions and fraternals would have certain competitive advantages over the State, and the State would have certain other advantages, with the certain result that each would find its field and place and that such competition as remained would be stimulating to both and not destructive to either.

We do not believe that the German system of making semiofficial, semiprivate industrial groups as the carriers is applicable to the conditions or the habits of American communities.

Cash or wages benefits in England are very low. In Germany they are proportionate to wages, but far below an American standard. We believe that in America they should be high enough to meet the actual situation of the family whose income is cut off by the sickness of the earning member. Experience with the workmen's compensation act has shown that the standard of two-thirds of the wages is not too high, and is frequently not high enough. A waiting period of a week or less is sufficient to check all except chronic malingerer, and this must and can be checked by proper medical administration. It is no answer to say that if the wages relief by insurance is inade-

quate, workers will supplement it by additional voluntary insurance. The poorest paid will not; others will supplement it, if they do at all, either by insurance of which they pay the complete cost themselves and to which industry contributes nothing, or else by encroachments on savings, the loss of which by sickness is one of the chief causes of dependency in old age.

In most countries the State makes a substantial contribution to the premium fund. Under the existing tax system of California this would be probably impracticable. The State can, however, provide the same administrative service which it does under the industrial accident law at an actual saving of expense to itself over the cost of adjudicating disputes in the courts, and it should provide improved medical equipment and administration, including diagnostic centers, not now generally available.

The freedom of the individual to choose his own physician, and of all physicians to practice under the act on the authority of their State license, is too obviously desirable to need discussion. The method of payment of physicians is more fully discussed by Dr. Woods Hutchinson elsewhere in this report.

OUTLINE OF ACT.

After careful consideration, the commission concluded that, considering the existing constitutional situation and the fact that any legislation by California is necessarily a matter for consideration by future legislatures, the system of social insurance required to be presented in their report, as the conclusion of the commission, should be presented in outline form rather than in the detailed draft of a tentative bill.

The conclusions and recommendations are:

I. SCOPE OF THE ACT.

There should be a health insurance act, both compulsory and voluntary, covering at least the following persons:

1. *Compulsory*.—All employed manual laborers, regardless of wages, and all other employed persons earning \$1,600 a year or less should be compulsorily insured. There should be no physical or medical examination required of the compulsorily insured.

2. *Voluntary*.—All other workers under the age of 60 earning \$1,600 a year or less should be entitled to come under the system voluntarily. Medical examination and other conditions necessary to safeguard the fund may be required of the voluntarily insured. Opportunity to insure for at least the medical benefits might be extended also to persons of small income not engaged in gainful occupations.

3. *Exempted employments*.—The following should be exempt: (a) Employees whose employment is both casual and not in the course of the trade, business, or profession of the employer; (b) members of crews of vessels plying between ports of this State and ports of other States or nations; (c) persons whose employment is subsidiary and not their principal means of livelihood.

(No mention is here made of domestic servants and agricultural laborers as exempted. They are not included in most workmen's compensation acts in this country, but the commission does not recommend their exclusion.)

II. FINANCING OF THE ACT.

The insurance system shall be self-sustaining, supported by premiums to be paid in equal amounts by the insured persons and by their employers. The State shall pay for the administration of the act itself in the same way that it now does for the administration of the workmen's compensation act. In addition, it shall contribute an annual sum, if possible, at least \$1,000,000, for the equipment and maintenance of diagnostic centers and for medical supervision.

III. PAYMENT OF CONTRIBUTIONS.

In the case of employed persons compulsorily insured the employer shall in the first instance pay the whole premium, deducting the employee's half from his wages when paid. The English stamp system, as outlined in the digest of the English act here-with, is recommended. Each employee is provided with an insurance book, and his contributions are pasted in in the form of stamps.

Self-employed persons, voluntarily insured, pay the whole premium themselves, by the same system.

The commission recommends that the premiums paid and the benefits received be proportional to wages, and not a flat rate; but for purposes of simplicity employees may be divided into groups according to their wages, as for example those earning under \$15 a week, those earning between \$15 and \$22.50, and those earning between \$22.50 and \$30. A basic wage is determined for each group, and the premiums payable for each person in the group shall be a fixed sum, computed as a percentage of that wage and not a percentage of the actual individual wage. Actuarial figures, showing the probable necessary premiums for the benefits proposed, were given in the former report of the social insurance commission.

Provision should be made whereby the employer can, as is done in England, make his payments, if desired, quarterly or half-yearly in high-value stamps.

IV. BENEFITS.

There shall be both cash and medical benefits.

1. The cash, or sickness, benefit shall consist of a payment, after a waiting period of not over one week, of two-thirds of the wages of the insured (or of the basic wage of his group) during unemployment on account of sickness up to a limit of 26 weeks.
2. The medical benefit shall include the services of a general practitioner of his own choice for the insured person and his dependent family, and also:

- (a) Hospital treatment, including drugs and supplies, such as cotton, alcohol, etc., for the insured person and his dependent family for 26 weeks.
- (b) Maternity benefit, including obstetrical care and a cash benefit of not less than \$25 to cover the extra expenses of childbirth, for the working woman and for the wife of the workingman.
- (c) Some provision for dental clinics.
- (d) Special tuberculosis treatment, entitling to 26 weeks' institutional care in addition to the 26 weeks provided for other sickness.
- (e) Funeral benefits of \$100 for insured and dependents.

V. INSURANCE CARRIERS.

The medical benefits shall be administered exclusively by a State medical fund. The cash or wages benefits may be carried either with the State fund or with certain private carriers, as provided in the following:

1. All bona fide mutual benefit organizations, fraternal organizations, unions, and like organizations shall be permitted to be cash benefit carriers of health insurance, and the insured person can take out his insurance for cash benefits in any such organization he chooses, provided such organization complies with the regulations of the commission as to minimum membership, solvency, etc., and becomes thereby an approved society.
2. There shall, in addition, be created by the act a nonprofit making State fund, to which all insured persons desiring to do so, and all other insured persons neglecting to join some approved fraternal organization, shall belong for the purpose of cash benefit insurance under this act.
3. Persons belonging to fraternal cash benefit carriers under the act shall be paid their cash benefits by such organizations, and the portions of their premiums necessary

to cover the cash benefit insurance shall be paid to the organization to which the insured persons belong.

In like manner, persons carrying their cash benefit insurance in the State fund shall be paid their cash benefits from that fund, and the portions of their premiums necessary to cover the cash benefit insurance shall be paid to the State fund.

The commission shall make regulations for the apportionment, collection, and payment of these premiums and benefits.

4. The medical benefits shall be administered exclusively by the State medical fund. The portions of the premiums necessary to cover the medical benefit insurance shall be paid into this fund. All physicians rendering service under the act shall be compensated out of this fund and all hospital bills for institutional care rendered under the act shall be paid out of this fund.

VI. MEDICAL FEATURES.

1. Every licensed physician and surgeon in the State of California shall be entitled to practice under the act. The question who shall be entitled to practice in California, and on what conditions, is not for the health insurance act, but for the medical practice act to determine. Whatever may be the requirements of that act, as it now is or as it may hereafter be amended, becomes automatically the standard for practice under the health insurance act.

2. Each insured person shall have the right, and if he has a dependent wife she shall have the right, to choose any physician practicing under the act. The commission shall make regulations for the registration of physicians wishing to practice under the act and for the registration of the selections of the insured persons among such physicians. It may also fix the maximum number of patients which may be cared for by any one physician, and may provide for the apportionment of persons failing to make any choice of physicians.

3. The normal method of payment of physicians shall be on a capitation basis each physician receiving a fixed sum per year for each person (including dependents) registered as under his care. The commission shall be empowered to make other arrangements for isolated localities, and in all other cases where special arrangement is necessary.

4. Provision shall be made for specialist as well as for general medical service. This can be done in some instances by recognizing organized groups of physicians. In general, it should be done by the establishment of diagnostic centers in all the principal centers, with laboratories, and usually attached to hospitals. In most cases the specialists attached to these centers should be engaged on the part-time salary basis. The determination who are qualified specialists should be made in the first instance by a medical board so organized as to eliminate political or factional favoritism, but any practitioner should also have the right to qualify himself as a specialist by passing a satisfactory examination. A suitable sum shall be set aside from the medical premium funds to provide for specialist salaries and necessary laboratory fees.

VII. ADMINISTRATION.

1. The industrial accident commission shall administer the health insurance act.
2. The commission shall appoint a medical director to supervise the administration of the medical provisions of the act.

3. The medical director shall district the State into districts and in charge of each district appoint a district director, a full-time man if possible, to supervise the administration of the medical benefits within that district. The duties of the district director shall be twofold:

(a) To be technically responsible for the issuing of certificates stating the insured person's eligibility to sickness benefit. (In practical effect this would make him a

medical referee to relieve the attending physician of the unpleasant responsibility of declaring his patient "on" or "off" the sick benefit list. Ordinarily this will be a perfunctory rubber stamping of the physician's certificate.)

(b) To be available for the arbitration in the first instance of medical disputes between insured persons and their physicians or between several physicians practicing under the act.

NOTE.—Some device should be worked out as a regulation of the commission to prevent unnecessary appealing of trivial cases arbitrated by the medical district director by making it, for example, financially risky to take an appeal or some such discouraging provision. There should be a partially lay local board provided for as a court of appeal, by which disputes appealed from the district director can be tried, and appeal from this board should be allowed to the commission in certain cases.

One commissioner dissented from the conclusions of the majority of the commission and submitted the following report:

MINORITY REPORT.

I concur in the recommendation of the majority members of the State social insurance commission in favor of the establishment in California of a system of compulsory State health insurance and in such features of the report of said majority members as are not inconsistent with this minority report. The points of difference between myself and the other members of our commission arise over questions of detail in working out a system of State health insurance adapted to California conditions.

Various efforts have been made to adapt to American conditions one or another of the various forms of State health insurance that have grown up in Europe in the last 50 years. In my judgment, the two most successful efforts along this line are represented by the "health insurance law" submitted under the auspices of the New York State Federation of Labor to the New York Legislature in 1918 and the suggested outlines of a bill for a system of State health insurance contained in the present report of the majority members of our California State social insurance commission. Both of these proposed bills contain excellent modifications of the European systems. It is unfortunate that these modifications have not been consolidated into a single bill more thoroughly adapted to American conditions than any bill previously drawn, and the effort to accomplish this consolidation is the purpose of this minority report. I have taken the New York Federation of Labor bill as the basis for the bill which I submit, and in many places the language of the two bills is identical. From the New York bill I have accepted three important provisions that are at variance with the recommendations of the majority report of our California commission, namely:

The inclusion of all employees, regardless of how high their wages may be.

The exclusion of fraternal orders and labor unions from the State health insurance system as such.

The standardization of contributions (or premiums) and of cash benefits. (On this latter point I have gone slightly further than the New York bill.)

From the recommendations of the California commission I have accepted three important provisions that are at variance with the New York bill, namely:

One State-wide fund in place of many local, establishment, and trade funds.

One State-wide system of administration, in place of many administrations corresponding to many funds.

Uniform medical benefits throughout the State, in place of variable medical benefits corresponding to various funds.

A detailed examination of the bill I submit will disclose various lesser points of difference with both the New York bill and with the recommendations of the California commission. In explanation of the various points above referred to, I offer the following considerations:

State health insurance should be (1) inclusive, (2) simple, (3) uniform, (4) tolerant, (5) wholly governmental.

In order to have the above five characteristics, State health insurance should differ from the plan submitted by the majority members of the State social insurance commission in the following particulars:

STATE HEALTH INSURANCE SHOULD BE INCLUSIVE.

"(a) The premiums should be a uniform flat rate for all insured persons, such as 10 cents a day; for example, 5 cents from the employee and 5 cents from the employer, instead of a percentage of the weekly wage, the premium varying with different employees. The uniform flat-rate premium will facilitate the inclusion of the changefully employed."

A State health insurance system which does not apply to all citizens alike, but which applies only to workers, is an innovation in itself in our American conception of proper governmental functions. But a State health insurance system that is adapted to furnish benefits to some workers (such as the regularly employed) and not to others (such as the changefully employed) unnecessarily violates the American intuition. When premiums (and cash benefits also) are on the basis of a percentage of the wages, the problem of including the irregularly or changefully employed is much more difficult than when premiums (and cash benefits also) are on a uniform flat rate.

The percentage of wages basis is the German system. Conditions of employment have been much more stable in Germany than in the United States. Changes in employment, in employer, and in residence have been less frequent there than here. The problem of the changefully employed is consequently not so great there as here.

The German health insurance system revolves largely around the relationship of the particular employee to his particular employer. An American health insurance system must revolve more around the relationship of the citizen to the State. Our California Social Insurance Commission has recognized this fact by providing in its proposed law for but one State-wide fund, in place of the many local, trade, and establishment funds of the German system. It has also provided a uniform percentage of wages scale of premiums for all employees under the insurance scheme, in place of the varying scales of premiums of the different funds of the German system. But these changes are not all the changes that should be made. We must still further Americanize the system by making it as inclusive as possible.

In order to work out a practical system for including the changefully employed, we must have a system calling for flat premiums and flat cash benefits, such as a premium of 10 cents a day (5 cents from employer and 5 cents from the employee) and a flat cash benefit in case of sickness, such as \$1 a day.

Some employees who work the year around for the same employer may have a definite wage, on which a percentage can be easily calculated, but with other classes of employees the exact amount of their wage is difficult to determine. Tips, free lodging and board, piecework, commissions, changeful employment—these factors may make it difficult to determine exactly how much the wages are and what the premiums and cash benefits should be if they are to be figured as a percentage of the wages.

Consideration of these facts must have had weight with Lloyd George, for in establishing the English health insurance system he discarded the percentage of wages basis of the German system and provided for uniform flat premiums and uniform flat cash benefits.

STATE HEALTH INSURANCE SHOULD BE SIMPLE.

"(b) The cash benefit paid during illness to insured persons should be a small uniform flat rate for all insured persons, such as a dollar a day, for example, instead of a percentage of the daily wage, varying with different employees. This will greatly simplify the administration."

The American people are not proficient in the intricacies of governmental administration. Probably no democracy is thus proficient. Democracies have not as yet

learned how to work out efficient bureaucracies. We hope they will so learn some day, but we must not anticipate that day too rapidly by advocating a too complex form of health insurance.

The administration of a health insurance system will be much simpler if the cash benefits paid during sickness are on a uniform flat-rate basis, low in amount, than if they are on a percentage of wages basis, and high in amount. It will be much simpler to make the collections in and the payments out. The bookkeeping by the State in keeping track of the payments made for each employee, the bookkeeping by employers in making payments for their employees, will both be much simpler.

The problems of malingering and of valetudinarianism will be much simpler to meet if the cash benefits do not exceed a dollar a day than if the cash benefits amount to two-thirds of the wages. The greater the amount of the cash benefits, the greater the temptation to malinger. No State health insurance system in the world pays as high a cash benefit as two-thirds of the wages.

Such a high schedule of payments would require a more perfect system of supervision and administration to control the problems of malingering and of valetudinarianism than has been attained anywhere in the world.

STATE HEALTH INSURANCE SHOULD BE UNIFORM.

"(c) The compulsory contributions for the financial support of the system should apply to all employees, regardless of how high their wages may be, instead of applying only to employees whose wages are less than a specified sum."

The American sentiment against legislation that makes class distinctions is unnecessarily affronted if we say a health insurance system shall apply to all employees earning less than a specified sum per year, but shall not apply to employees earning more than that sum. There is no need for making this distinction. The system should apply to all employees, even to a \$100,000 a year employee. If the premiums and cash benefits are on a uniform flat basis, there can be no charge of unfairness in the rates such as might be made if the rates were on the percentage of wages basis.

Neither can the charge be made that it is unfair to the medical profession to include high-priced employees in the health insurance system. State health insurance can only succeed if it pays the doctors a just compensation for the services they may render. State health insurance can not succeed if it rests upon charity from, or oppression of, the medical profession. If State health insurance pays the doctors a just compensation for the services they may render, then no injustice is done the doctors by increasing the number of employees included in the insurance system, for the compensation would increase correspondingly. It is estimated that a capable doctor, in a thickly settled community, devoting his entire time to health insurance practice, can take care of 2,000 persons on his panel. The lowest figure that has been considered as payment to the doctors has been \$4 per annum per person on a panel. Eight thousand dollars a year, cash, paid from a State-controlled fund, involves no oppression to the medical profession.

STATE HEALTH INSURANCE SHOULD BE TOLERANT.

"(d) Persons having conscientious scruples against the use of scientific medicine, as regulated by the State, should have the right to exempt themselves from the health insurance system by making an appropriate affidavit."

The argument is conclusive that State health insurance must be compulsory in order to be cheap and effective. Nevertheless, State health insurance must have the quality of tolerance if it is going to succeed in a democracy. There are some people who may be called medical nonconformists. They have deep-seated convictions or prejudices against scientific medicine, which, of course, is the only kind of medical service the State could furnish. Medical nonconformists would insist that they should

not be required to contribute to the financial support of a health insurance system whose benefits they could not accept. They would receive rather general popular support in this position.

Medical nonconformists should be allowed to exempt themselves from the health insurance by signing an affidavit stating their opposition to the forms of medical service offered by the State. In actual practice, relatively few would do this, and their absence from the health insurance system would contribute greatly to the smooth running of the system, for nonconformity and general contrariness are sometimes closely allied.

STATE HEALTH INSURANCE SHOULD BE WHOLLY GOVERNMENTAL.

"(e) The State health insurance system should be administered entirely by the State, and the fraternal orders and labor unions should have no part in the State system. Fraternal orders and labor unions should be allowed to fill a separate, additional place of their own, entirely outside the State system."

European Governments have had a way of mixing up public and private matters. Public money, over there, may go to the support of privately controlled religious organizations, or to the support of privately managed schools. So with the European systems of health insurance. They are operated in part by the Governments and in part by fraternal orders, labor unions, and individual industrial establishments. This is not the American way, and we should not copy these features of European health insurance.

The plan of the majority members of our California Social Insurance Commission, that a California health insurance law should provide that the cash benefits may be carried with the State fund, or with a fraternal order or labor union, at the option of the insured employee, is unsound. It will add unnecessary complexities to the health insurance system; it will call for an unnecessary and un-American supervision by the State of California of the business of fraternal orders and labor unions; it will give rise to constant friction between the fraternal orders and labor unions, on the one hand, and the doctors who furnish the medical service under the direction of the State, on the other hand; and it will subject the State fund to unfair competition.

On this last point, it is manifest that fraternal orders will find it greatly to their profit to admit only good health risks to their membership, but the State fund must take all the workers who apply. True, the law may prohibit fraternal orders from making the passing of a physical examination a condition of admission to the orders, but no law can prevent a fraternal order from being shrewd in the matter of its membership. Making a fraternal order a man's order will automatically exclude women, who are a greater health risk. An effort to secure young men as members, leaving the old men for the State fund, would be unfair to the State fund. A very ordinary membership committee of a fraternal order, with no medical skill whatever, with a simple "once over" on new applicants for membership, could sufficiently separate good health risks from poor health risks, leaving the latter for the State fund, so that the result would be a competition grossly unfair to the State fund.

It may be desirable not to exclude fraternal orders and labor unions from the health insurance field, but it is not desirable to muddle them in with the State system. A much better way is the recent recommendation on this particular point by the special committee of the New York State Federation of Labor. This recommendation is that the cash benefits paid by the State should be small and should be handled entirely by the State, and that insured employees be allowed to carry additional cash benefits, if they so desire, in fraternal orders or labor unions.

On the point that the administration of a State health insurance system should be wholly governmental, I particularly wish to emphasize the wisdom of but one fund and it State wide and State administered. In a State-wide fund the disturbing

effects, from an actuarial point of view, of local epidemics is minimized. In a State-wide fund with uniform premium charges, employees who have the misfortune to work in unhealthy trades are not penalized because of their misfortune; they should pay no higher premium rate than others. The various lines of industry are so mutually dependent that industry may be said to be one and should bear its burdens equally. One trade should not seek to separate itself from others in the burden of health insurance. Establishment funds should not be allowed because of the increased incentive to the proprietor to hire only such employees as can pass a physical examination. The permission of establishment funds will increase the difficulty of gray-haired men getting employment. The mobility of labor is best preserved by a State-wide fund, administered exclusively by the State.

THE EXPENSE OF HEALTH INSURANCE SHOULD BE KEPT DOWN.

I wish to add a few words on this point.

Health insurance does not provide invalidity or old-age insurance. Health insurance provides only for temporary illnesses. When illness becomes permanent, either in the form of permanent invalidity or of old age, the insured person loses all further insurance or benefits from the health insurance system.

This is a hard condition, and if health insurance were established, would soon be thought of as an intolerable condition. The just demand would arise for more money with which to establish invalidity and old-age insurance.

The establishment of invalidity and old-age insurance must not be unduly delayed by the fact that health insurance has absorbed an undue proportion of the available funds. The best way to keep down the cost of health insurance is to keep the cash benefits small, such as \$1 a day, instead of large, such as two-thirds of the wages. This will leave funds available for the earlier introduction of invalidity and old-age insurance. The principal value of invalidity and old-age insurance lies in the cash money benefits they pay out. The principal value of health insurance lies in the adequate medical service it renders at a low cost and in the compulsory contributions from industry.

The health insurance law which follows sets forth in detail and in legal form the various points presented in this minority report. The adoption of such a bill must be preceded by an amendment to our State constitution that will give the necessary constitutional basis for the bill. In drafting such a constitutional amendment, the requirements of such a bill should be kept clearly in mind.

OHIO.

In 1917 the Legislature of Ohio authorized a commission to make inquiry into the subject of sickness and its causes; the resultant losses, public and private; methods of treatment, and provisions by insurance and otherwise against losses; also to inquire into the subject of old age in its relation to industry and the public interest, and the adequacy of existing methods of caring for aged workers (Acts of 1917, p. 520). The commission was authorized to expend not to exceed \$25,000 in carrying out their work. Seven persons were named on this commission, who appointed a director of investigations and a corps of assistants. The commission also procured the cooperation of a number of advisory committees representing social agencies, the State Manufacturers' Association, the State Medical Association, and the State Federation of Labor.

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Special investigations were undertaken in a number of fields, of which seven are noted as being the most important. These covered mutual societies providing insurance benefits; fraternal sickness insurance and trade-union sick benefit funds; care for the aged in county infirmaries and private homes for the aged, including statistics on the causes of dependency; a house-to-house canvass in the city of Hamilton to determine the extent of old-age unemployment and dependency, and the economic condition among people over 50 years of age; a study of child welfare in public and private institutions; and health hazards and protective provisions in mining districts. A sickness survey of several cities was planned, but was abandoned on account of the epidemic of influenza. Six public hearings were held in as many cities of the State, besides eight executive hearings, at which persons specially invited gave testimony on particular aspects of the investigations. By the issue of preliminary statements of fact and of the subject matter to be considered, witnesses were enabled to speak directly to the matter in hand, and the commission considered "that the hearings were a decided success."

The report¹ is divided into three parts: Sickness and sickness prevention, health insurance, and old age and old-age pensions. Extensive appendixes prepared by specialists discuss (A) the health insurance movement in the United States, (B) national health insurance in Great Britain, (C) sickness insurance in Germany, (D) the health of Ohio coal miners, and (E) old-age pensions in the British Empire. There are also summaries of the health and sanitary laws of Ohio and of the testimony given before the commission.

The first chapter presents a summary of findings and recommendations, which was reproduced in full in the *MONTHLY LABOR REVIEW* for March, 1919, pages 264-282. Two members of the commission dissented from the recommendations favoring health insurance and one from that in favor of a system of old-age pensions.

Objections to health insurance are the compulsory feature, sacrificing independence, and the distribution of the cost equally between employer and employee, and resting on no broader social basis. Objections to old-age pensions raise the question as to the constant pressure for enlargement of amounts; whether they would be regarded as a form of poor relief, or if not, as a sort of deferred wage payment; and if the latter, would they have the effect of keeping down wage rates; what the effect would be as regards the movement of labor into and out of the State, neighboring States having no such laws. Other paragraphs develop the subjects of the effect on self-help and on the revenue system of the State. These are not offered as final objec-

¹ Health, health insurance, old-age pensions; report, recommendations, dissenting opinions. By the Ohio Health and Old-Age Insurance Commission, Columbus, February, 1919. xiii, 448 pp.

tions, since experience may yet lead to a solution of the problems suggested to the satisfaction of the member raising these questions.

The report is of permanent value in its suggestions as to modes of procedure and in the presentation of the results following its own investigations, as well as in the subject matter of its appendixes, giving, as they do, surveys of a wide range and of specific experience. The gist of the report is fully set forth in the summary already noted as published in the MONTHLY LABOR REVIEW for March, 1919, to which reference is made, in order to avoid duplication.

PENNSYLVANIA.¹

A resolution of the Pennsylvania Legislature, passed in 1917, authorized the governor to appoint a commission of "seven reputable citizens," two members of the bar of the Supreme Court of the State who have studied social problems, two employers of labor, two members of recognized labor organizations, and a woman experienced in the study of social problems, to look into the general subject of old-age pensions. No salaries were to be paid to these members, but an expense fund of \$5,000 was appropriated.

This resolution was approved July 25, 1917. The first meeting of the commission was held November 20, but work did not begin until February, 1918, or, rather, until June, when a director of research was selected. Coupled with the fact that a report was required "not later than March 15, 1919," it is apparent that a very elaborate undertaking was not possible, especially with the financial limit set. Hearings were dispensed with after one or two had been held, as being of "little value unless the commission is equipped with some facts and knowledge of the subject to be discussed. Most of the material ordinarily presented at such hearings is largely repetitions or reiterations of opinions held by individuals, often with no facts to substantiate them."

Large use was made of existing reports of commissions and individuals in regard to plans in use in foreign countries and the different forms of insurance or pensions proposed elsewhere. Causes underlying dependency and poverty among the aged, present conditions, and the remedies required were studied by personal interviews with 3,405 inmates 50 years of age and over, in 60 almshouses in the State and 2,170 inmates of 65 fraternal and benevolent homes for the aged. Records of charity organizations furnished similar information for nearly 500 aged recipients of private relief in the State. In addition to this, house-to-house canvasses were made by the commission's agents in the cities of Philadelphia, Pittsburgh, and Reading, covering some 4,500 nondependent men and women 50

¹Report of the Pennsylvania Commission on Old-Age Pensions, March, 1919. Harrisburg, 1919. 293 pp.

years of age and over. Other sources of information as to points in interest were the pensions systems adopted by various industrial concerns in the State, by railroads, municipalities, the State, the United States, and by fraternal organizations and trade-unions.

The results of these inquiries led to the conclusion that aside from the persons found to be actually dependent on public or private aid 43 per cent of the population of the State 50 years of age and over had no other means of support than their personal earnings; but 38 per cent claimed to own personal property. The prime of life having passed, there is frequently a loss of position, with consequent decrease in earnings on a change of occupation, even where any form of employment is procurable. "In certain industries, like that of the railroads, for instance, it appears that more than one-half of the workers become impaired before their fiftieth birthday."

The problem of the pauper was found to be largely a native one, and not seriously affected by immigration, at least of recent date.

As to marital conditions, it appeared that 40 per cent of the almshouse group were single, 39 per cent were widowed, and but 16.9 per cent had living consorts. In the benevolent homes for the aged, 30.1 per cent were single, 58.3 per cent widowed, and 7.8 per cent married. "More than 65 per cent of both these groups had no children living, and of those that had children more than 90 per cent were reported unable to help support." Among nondependents but 5.4 per cent were single, 38.2 per cent widowed, while 55.1 per cent were married and living together. Only 10.6 per cent of the latter group had no children living. With regard to health, 64 per cent of the aged persons residing in their own homes were in fair or sound physical condition, while in the almshouses but 12.3 per cent could be so classed; 39.5 per cent of those in benevolent institutions were reported as in fair or good health.

"That dependency in Pennsylvania is not entirely due to the personal shortcomings of the individuals is evidenced by the excellent recommendations given practically all the inmates of almshouses followed up by the commission by their former employers. Giving due consideration to the fact that most humans will strain a point rather than give a poor recommendation, the reliable qualities of these inmates are evidenced nevertheless by the fact that most of them have served for long periods of time with one employer, 40 per cent serving for more than 10 years."

Existing means of caring for the aged were found to be insufficient and without promise of ever being able to meet the situation. "It is shown that of all the numerous forms of aged benefit provided only about 10,000 aged people in the State are actually benefited. Of the numerous large industries in Pennsylvania, only about 20

make it a rule to care for their aged employees after long and faithful service." Even on the railroads, of which all the larger ones have pension systems, the "number of workers actually benefited, as compared with the total number of workers in this industry, is insignificant." Incidentally, very unsatisfactory conditions were disclosed in a number of the poorhouses, including laxity of management, failure to keep records and accounts, and disadvantageous intermingling of classes of criminals, diseased, and defectives with other inmates.

Teachers' retirement systems were undergoing considerable change at the time of the investigation by reason of legislation enacted in 1917. While this act offered apparent grounds for encouragement, the experience of past years emphasized "the inadequacy and deficiencies of the systems in operation at present." Municipal funds in existence at the date of the report were few in number and of limited scope. "Only a negligible number" of fraternal and beneficial associations have old-age benefits, and the efforts of labor organizations to arrange for the care of their aged members have not achieved such success as to indicate any very general relief by their aid. The State Federation of Labor is said to have been for a decade an active advocate of a State-wide pension plan for all aged workers.

The report is offered by the commission as only tentative. Limits of time and means and "the extraordinary times in which it was forced to do its work" are given as reasons for an unwillingness to regard the results of its efforts as final. The commission recommends further study of relief systems in those countries in which the test of war has proved their soundness, a fuller determination of the number of people in the State actually in need when reaching old age, and approximate estimate of the sums now expended upon the dependent aged by the various public and private relief organizations, and more knowledge of the income and expenditures of wage earners as an aid in choosing between contributory and noncontributory systems. For the reasons indicated, no bill was proposed, but the hope was expressed that whether through the same commission or another body "the study of the problem will be further carried on and promoted to a successful determination."

MEDICAL ADMINISTRATION OF HEALTH INSURANCE.

BY DR. WOODS HUTCHINSON.

(Reprinted from report of Social Insurance Commission of the State of California, March, 1919.)

The keynote of the medical administration of health insurance is the capitation system. This lifts the whole relation of doctor and patient above the level of mere bargain and sale, huckstering across the counter, so much time for so many dollars, the patient constantly trying to get through with as little attention and as few visits as possible in order to keep down the size of the bill and the doctor feeling that his dignity and his duty to his profession forbid him from rendering any services below the formal rate fixed in the fee bill.

The prospective patient pays a premium into an insurance fund. Out of this fund the doctor of his own choice, in whom he has most confidence, is paid a reasonable fixed sum per annum, in return for which he is to do his very best to protect the patient's health and to relieve him in case of disease, leaving the how much and how often and when and where of such protection to his own best judgment and the reasonable desires of the patient. The present system of fixed fees for definite services is utterly irrational and antisocial and should be abolished as promptly as possible, in the best interests of the patient, the doctor, and the community.

The second great advantage of the capitation system is that it enables us to apply the law of averages, making the good years carry the bad and the people who temporarily are fortunate enough to enjoy good health to help out those who are less lucky, and again in their turn to be helped out by them when sickness overtakes them.

The system has its difficulties, of course, but most of them are such as inhere in the general practice of medicine as such—that, for instance, of allowing some man to take huge numbers of patients and thus draw their fees with just as little effort and attention on their part as will avoid an open outbreak and loss of their clientele. This type of doctor already exists in abundance. Every large community or successful manufacturing town shows one or two specimens under the present antediluvian methods of medical practice. The check to this sort of thing, which exists under the present conditions, would also apply under social insurance, that is to say, that if any one doctor, by virtue of ingratiating manners and skillful measures of his promotion, has succeeded in getting upon his books more patients than he can properly take care of, those who consider themselves neglected will simply drop off his list and select another less busy and more conscientious physician.

In like manner, the problem of eliminating unfit practitioners of medicine is no greater under social insurance than it would be under

the present system. In fact the demand has arisen in England for an individual known as a medical referee, who to a considerable extent fulfills this and other quite useful functions. He is a whole-time man, selected for his ability and character, who acts as a sort of referee for all three of the parties concerned—patient, doctor, and employer. He may be called by any one of the three, and may cast a deciding vote in the various questions which arise, as, for instance, whether a worker who has been ill is really fit or unfit to return to work, etc. Any person who thinks he has not received proper attention or been adequately cared for can appeal to this functionary. If he finds that incompetence or neglect has occurred, he can bring the offending physician before the local or central insurance commission board. Several districts have already appointed a medical referee, and they report great satisfaction with the arrangement.

The same official could also have general supervision of the methods of record keeping and keep a watchful eye on their being kept up to the standard. It is advisable to have these records as simple as possible and as free from mere red tape or official bookkeeping as possible. Many of the English physicians have found it a great advantage to employ in their offices for, say, every 1,000 or 1,500 names which they take under the panel system, a clerk, or secretary, or bookkeeper, who attends to this part of the work. With her assistance, they say that they can easily take care of 2,000 panel patients, in addition to their original private practice.

As for the manner of bringing the doctor and patient together, the English panel system appears to be at once about the simplest, giving freest choice and least liable to abuse of any that can be devised. It has worked extremely well in England, the insured person being in the first place given free choice of the physician whom he prefers, and in the second place having full liberty to change his physician either after so many days' notice or at certain stated times in the year.

There is, in my judgment, no danger whatever that the great majority of California physicians would refuse to come upon the panel. The experience of the English medical profession is perhaps illuminating in this regard. Before the Lloyd-George insurance act was finally passed by Parliament, it had started the bitterest and most intense opposition among the English medical profession. A majority of the physicians in Great Britain had actually bound themselves by signing an agreement never under any circumstances to allow their names to go upon the panels if the law went into effect. There are about 30,000 physicians in Great Britain. The law was passed, and within 24 hours 10,000 of these physicians had offered their names to go upon the panel; within 48 hours 20,000 were eager to be counted

upon for services; and within a month, nine-tenths of all the doctors in Great Britain were on the panel.

As to the limit upon the number of persons any one doctor can have under his care, in my judgment this should not be too greatly insisted upon. There is a great difference in individual capacity in this regard, and as a rule the man who by good reputation, pleasant address, and energetic methods has succeeded in getting a large number—in some instances in England getting as high as 6,000 or 7,000 names on his list—usually employs or associates with him from two to four younger physicians, and divides the work so every patient is given adequate and satisfactory service. However, it might be well to have a maximum limit of, say, 4,000 patients for any one individual who has not associated with him other doctors in his work.

Practically, in the English experience, when the panel is made up and the insured persons are requested to select their physicians, there is always a considerable minority, ranging from one-fourth to sometimes almost one-half of the total, who either know no physician personally or have no choice in the matter and who ask the local commission to assign them to a doctor. In so doing the commission naturally and sensibly takes into account the number of names which each doctor already has upon his panel and distributes these no-choice names among the doctors who are not overloaded with patients, and as these usually happen to be the younger men, who are keen and active and eager to make a reputation for themselves, the result is, first, that the medical resources of the community are more evenly and fairly distributed than at present, and second, the patients get on an average much better attention than they do under the present haphazard system of everybody flocking to get upon the books of the most popular and successful or fashionable doctor.

There should, of course, be a wide distinction made between rural and urban practice in this respect. One physician might be able to take care of 3,000 patients who live within 2 miles of his house much more easily and satisfactorily than he could 1,500 patients who live scattered over a radius of 5 or 6 miles in all directions around him. There should also be taken into account the question of overlapping, and where two or three physicians in a given district have, we will say, 5,000 names among them, a reasonable attempt should be made to exchange and adjust among themselves so that each man will live as nearly as possible within the center of or within easy reach of his own group, instead of the three of them covering the whole area, perhaps 10 miles square. This is already being done in many English districts.

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The capitation system would work just as well in rural districts in California as in urban districts, providing that careful attention was paid to intelligent grouping of patients around the home or office of the doctor, and that a system of thoroughly good county roads be laid out in every district, and possibly some special allowance be made to the doctors who have to cover thinly settled areas for the purchase and upkeep of automobiles.

It is quite desirable that the amount of remuneration received by the physician under a social insurance scheme should be adequate, and, indeed, rather on the liberal side of this, so the doctor will be able to devote his very best time and energies to the cases without feeling that he is doing an injustice to his family by perhaps neglecting private patients, and also because it would draw into country districts and industrial areas men of high ability and better qualifications than are now inclined to go there.

The average doctor wants and, indeed, physically requires a decent income, suitable to maintain himself and his family in health and comfort, but he wants even more—a wide and varied experience in his profession and an opportunity of really feeling that he is making himself useful in promoting the health of the community. Granted a wide field of study, usefulness, and self-improvement and an adequate income, an able, high-grade physician, particularly a young man, will gladly go almost anywhere and spend himself enthusiastically in the service of the community and for the advancement of science.

A liberal and remunerative capitation for the doctor under a California health insurance system would be \$5 per annum for each member of the family of the class of insured coming under the act, especially with the additional \$1 per annum per person for consultation and specialist services. This system would turn every large county or town of 10,000 or more inhabitants with its surrounding country into a sort of medical and nursing college and cooperative organization, which would prevent the sense of isolation and separation from his fellows and the life movements and progress of his profession which is the greatest barrier or drawback to country or small-town practice to-day.

The plan of districting the State for medical administration is admirable, subject, of course, to such alterations in administrative details as the local conditions and future developments may make necessary.

I should consider something in the neighborhood of \$8,000 as an adequate salary for the State medical director, and \$5,000 per annum as the salary for the district directors. These latter, of course, could make themselves extremely useful in general supervision of

the workings of the system, watching over the records, and, under certain conditions, acting as medical referees in case of difference of opinion between patient and employer, or patient and doctor, or both of these and the local insurance board or commission.

I think the commission's plan for specialist service is broad and statesmanlike, and would result in an enormous improvement in the present methods of medical practice. I see no reason for reverting to the antiquated and objectionable fee system, even for the specialist. Arrangement should be made for eye-ear-nose-and-throat specialists on a different scale, but not upon a different basis, from that of other specialists, merely for the reason that there would be, roughly speaking, probably almost twice as much of their work in a given community or county as any other specialist, except, perhaps, dentists. I would suggest in a general way that each group of specialists be organized upon the basis of a district or area containing, say, 50,000 people, depending somewhat on the density or sparsity of the population. That would furnish, allowing a dollar a year for each person, \$50,000 a year for specialist service for that district. For this it would be possible to secure the following:

Two surgeons, at \$5,000.....	\$10,000
Internist.....	5,000
Two eye-ear-nose-throat specialists, at \$5,000	10,000
Dermatologist.....	2,500
Gynecologist.....	5,000
Orthopedist.....	5,000
Neurologist.....	2,500
Bacteriologist and X ray.....	2,000
Two dentists, at \$4,000.....	8,000
	50,000

For these sums the specialists mentioned could well afford to render a very considerable amount of service, especially in view of the fact that almost all of it would come to them from persons whom they now treat for little or nothing, either in charity hospitals, or in the clinics or medical schools, or in dispensaries, or by inability to collect their bills on account of the death of the wage earner. It must, of course, be remembered that this sum of from \$2,000 to \$5,000 per annum would come in addition to their private practice.

All this is suggested in a purely tentative manner for the simple reason that we do not know in the first place how much sickness there actually is in the community, because no record is kept except of the contagious diseases, and a very inadequate and imperfect one of these. Still less do we know what is the proportion of the different kinds of illness in the community—surgical, medical, gynecological, nose and throat, etc. The only way would be to make a rough working scheme and then try it out and adjust and

perfect it by the experience of the years. My own judgment would be that the great difficulty which we should find in carrying out the scheme of specialist and consultation groups in dispensaries and hospitals would be not so much to get money enough or work enough for the specialists, but in finding sufficient specialists to carry out the work properly, including all the rural and industrial districts of the State. It could only be a guess, but I think we would require at least double the present number of eye-ear-nose-and-throat men and three to four times the number of dentists and dental surgeons which are now in existence.

This would also enable us formally to tackle the much-vexed problem of what is and who constitutes a specialist. At present any physician who chooses to put eye and ear, or diseases of the skin, or surgery upon his door and to buy a few dozen textbooks and a few hundred dollars' worth of instruments can call himself a specialist in any department or section of medicine which he pleases. Under the new plan it would be both necessary and feasible to provide special courses of training and special degrees and licenses for specialists in each of the different departments of medicine, which would be a very great improvement.

It would also probably be perfectly feasible to arrange for specialists to attend these consultation clinics in the rural districts, or at some distance from their homes, one, two, or three days or parts of days in each week, thus balancing the congestion of specialists in the large towns and their sparseness in the country districts.

One of the most important changes which this system would call for and which would be enormously beneficial to the community is an adequate and satisfactory hospital system. There should be at least five hospital beds for every thousand of population; as a matter of fact, very few of the communities at present have more than one or two beds per thousand.

I have visited and investigated personally a number of the county hospitals in the State, such as those at Sacramento, San Jose, Santa Cruz, Stockton, Los Angeles, San Francisco, and while most of them could easily be enlarged so as to diminish the inadequacy of beds, in my judgment the best method of reaching that problem is by what is known as the new county hospital scheme. This has nothing whatever to do with the old county hospital, in the sense of the poor farm or almshouse; it is a method already in use in many of the States of the Union, by which the legislature passes an act to permit any county in the State to bond itself in order to establish one or more county hospitals. These are constructed on the most modern and perfect of plans as to light, accommodations, grounds, etc., and become what might be termed "health clubs" for the entire community.

All taint of pauperism or poverty is taken away from them entirely by the fact that small, either yearly capitation or monthly fees, are charged for their services. If the physicians of the county group themselves together for the cooperative practice of medicine, after the superb example of the Mayo brothers at Rochester, Minn., then these county hospitals become the center of the medical, nursing, and health activities of the entire county and community. Many of these new county hospitals are now in successful operation in different States of the Union, and so admirably do they fill a long-needed want that in several instances some of the most successful physicians in the county have deliberately retired from their private practice in order to accept positions as their superintendents and medical directors.

With the assistance of the above method it would be quite safe to offer hospital care for the family of the insured workers in California.

I do not feel that hospital treatment is necessary for all maternity cases, but 60 to 70 per cent of maternity cases are taken care of in States where this new county hospital system has been started.

District nurses are of great importance in connection with health insurance and would promote in many ways the success and usefulness of the scheme. They could do public health and follow-up work and serve as the connecting link between this system and the formal health officers and boards of the district and the State.

I should consider it quite practical for the State to offer a special tuberculosis benefit and care in sanatoria, with or without a two-year residential qualification. As new ideas of the rôle played by climate in the cure and treatment of tuberculosis spread, each county and State is providing itself with its own tuberculosis sanatoria. It has now been proven that this disease can be cured as well in northern and eastern locations as in southern and western ones, so that the danger of California hospitals being overcrowded by tuberculosis refugees from the East is rapidly diminishing.

I regard the benefits included in the table of costs in the commission's report of 1917 as of importance in the following order: Medical, family, hospital, maternity, dental, tuberculosis.

Health insurance would provide the ideal and only means of immediately detecting and promptly stamping out an epidemic, such as Spanish influenza, and other acute contagious diseases. At the first sign, the insured individual will naturally go to his doctor, because he thinks he owes him money and because he is paid in advance. The doctor can thus detect an infectious disease in its early stages, and can promptly make his way to the house of the first victim and examine all the members of the family to see if any of them show signs. If not he can isolate them, and in diseases for

which we have a vaccine, vaccinate them, and stamp out the epidemic before it has time to get a foothold.

I should not consider it advisable to employ student doctors in the treatment of insured persons, or any other human beings, except under the strictest and most rigid supervision and instruction of competent and qualified physicians at every step and for every moment. I do not think the teaching of medical students would be in the slightest degree interfered with by the institution of health insurance. On the contrary, with the intelligence which comes by rational methods and the diffusion of ideas of preventive medicine, the main difficulty in securing patients for the clinics and performing operations to be done in the presence of students would disappear. As an illustration, it may be pointed out that the famous Mayo clinic, which consists entirely of private patients, from the lower to the highest economic class, is utilized for purposes of clinical instruction, and that without any objection whatever on the part of the patients themselves. Modern methods of surgical operation also assist greatly in this respect. The patient is anæsthetized before he or she comes before the class at all, is covered completely from head to foot with sheets, towels, and bandages. The face is covered by the anæsthetic mask. The only part visible to the class is just the strip or area of skin, usually not more than 12 by 6 inches, through which the incision for the operation is actually made. The average physician or student who sees an operation under modern conditions would not have the slightest idea, as a rule, who or what or of what sex the patient was, unless he was informed by the surgeon in giving a history of the case. All that he sees is the small section of skin across which the surgeon draws his knife.

For the great rural districts of California, a combination of the methods of sending out the diagnostic centers certain days in the week to certain localities and that of transporting the patients to centers, such as is now used in carrying the children to the public schools, would, I think, cover most of the elements of the problem. In some areas, it would be better to take the specialist to the patient; in others, the patient to the specialist—the latter especially in the cases of patients needing surgical operation followed by prolonged time in bed or requiring any continued hospital treatment.

From the medical standpoint, I regard it of extreme importance that the cash benefits under health insurance should be available at once from the determination of the nature and seriousness of the disease. Most working families, unfortunately, run on rather a narrow margin in their household expenses, and sickness brings a number of important and necessary outlays which it is most desirable there should be cash on hand to meet.

**OPERATION OF LABORERS' AND PEASANTS' RETIREMENT FUND IN
FRANCE, JANUARY 1, 1915, TO DECEMBER 31, 1916.¹**

The Minister of Labor and Social Welfare reports that during the years 1913 and 1914 there was a considerable decrease in the number of persons insured under the workers' and peasants' retirement law. The law of February 27, 1912, placed the age of retirement, after August 1 of that year, at 60 instead of 65; and the number of persons granted pensions at that date has not as yet been compensated by the number of persons added to the list by reason of new policies issued.

On January 1, 1914, the number of insured persons was 7,710,380, of which number 696,921 were voluntarily insured; on January 1, 1915, the numbers were 6,722,332 and 594,511, respectively; and on January 1, 1916, they were 7,078,726 and 510,734, respectively. On January 1, 1916, 3 Provinces, in which the number of insured persons on January 1, 1914, was 879,519, were not included in the report, and on December 31, 1916, 2 of these Provinces were not included.

The state of war reacted materially on the receipts of the fund. For the first half of 1914 the receipts amounted to \$3,665,833, and for the second half to only \$1,599,125. A comparison of the receipts for the last five years shows that more than one-half of the persons insured have been unable since August, 1914, to continue their payments into the fund.

The amount of premiums paid into the fund in each of the years 1912 to 1916 was as follows:

1912.....	\$8, 483, 740
1913.....	8, 786, 429
1914.....	5, 264, 958
1915.....	3, 704, 035
1916.....	4, 611, 297

The following statement shows the number of persons (exclusive of minors) retired each year since 1911:

1911 and 1912.....	186, 092
1913.....	706, 714
1914.....	220, 925
1915.....	115, 026
1916.....	97, 842
Total.....	1, 326, 599

Of this total of 1,326,599 retired during the six years, 1,158,325 were still living December 31, 1916.

¹ France. Ministère du Travail et de la Prévoyance Sociale. Rapport sur l'Application Pendant les Années 1915 et 1916 de la Loi des Retraites Ouvrières et Paysannes. Paris, 1919. 22 pp.

HOUSING.

HOUSING POLICY FOR ONTARIO, CANADA.

A chronic shortage in workmen's housing became more or less acute as a result of war-time expansion of Canadian industry. The attention of the Ontario Government was called to this fact by the Great War Veterans' Association, and representations were subsequently made by the Toronto Board of Trade, the Manufacturers' Association, and organized labor bodies. On June 7, 1918, a provincial committee was appointed by an order in council. This committee has now made its report.¹

The report comprises seven chapters of discussion devoted to a consideration of the need for housing, public policy in housing, land and taxation, social aspects of housing, rural housing, town planning, and the minimum essentials of a house. There are 10 appendixes setting forth the requirements and recommendations of the Canadian Federal Government in respect to housing;² a memorandum by Mr. Thomas Adams on housing and town planning in Great Britain; the first prize essay on the housing problem, by Mr. Albert H. Leake; the special prize essay, by Mrs. J. E. Wetherell; illustrations showing the advantages of group houses; suggested regulations for governing public loans to contractors and to commercial building companies; effect of car lines on real estate values; condemnation of land for municipal purposes; standard specifications and drawings, showing plans for inexpensive houses.

While the Ontario housing committee was at work, the Dominion Government enacted a measure appropriating \$25,000,000 for making loans to house-building companies and contractors upon a guaranty of the municipality where the houses are to be constructed, and the provincial legislature in July, 1918, likewise appropriated \$2,000,000 for a similar purpose.

This action is in line with the observations of the committee, which states that "the ideal system toward which housing policy seems to be moving is that of cooperative construction and control combined with municipal and governmental provisions of loans at the lowest current

¹ Canada. Ontario Housing Committee. Report, including standards for inexpensive houses adopted for Ontario, and typical plans. Toronto, 1919. 187 pp. Folded plans. Illustrated.

² A formal investigation was made by the Dominion Government, a report of which appears in summary in the *Labor Gazette* (Ottawa) for April, 1919, pp. 447-451.

rate of interest." Such a system as this, namely, of Government loans, has been in practice in Ontario since the passage of an act in 1913. The difficulty of its complete trial has probably been the lack of funds. This lack the Federal act appears to supply.

The copartnership tenants system could be realized under the Ontario act. In fact, the only difference between such a company and the Toronto Housing Co. would be in the personnel of the shareholders and in the application to finance and management of the principle of cooperation. The policy of the company would then be controlled not by public-spirited citizens, who have invested money on a restricted dividend basis, but by such citizens together with a much larger number of workmen and others who at the same time would be shareholders of the company and occupants of the houses.

Considering the land problem in connection with housing, the committee is of the opinion that "a fair assessment based on earning capacity would go far toward solving the land problem, especially if accompanied by measures to prevent the subdivision of agricultural land into building lots before they are needed for use, or before they are provided with transportation and other necessary services."

In considering the application of any of these expedients, recognition must be given to the fact that taxation reform is only one factor in the solution of the land problem, and that the primary purpose of taxation is the raising of revenue to meet community needs, not the correction of abuses. As community needs increase, as greater responsibilities are assumed—and the tendency is altogether in the direction of the transfer of responsibilities from the individual to society—fresh sources of revenue must be sought or the old sources must bear heavier burdens. It will probably be found that the taxes on land will need to be increased either absolutely or relatively to other sources of revenue. In any case, land taxation should be impartially based on the ascertained earning power of the land if put to adequate use. Value which is purely speculative—that is, which is based upon the supposed earning power of the land at some date in the future—should not serve to increase the assessment. On the other hand, the fact that land is idle or only partly used—a dilapidated house, for example, occupying space that should hold a good dwelling, a shop, or a warehouse—should not be allowed to reduce the assessment. The real value of the land can be determined only on the basis of actual returns examined over a period of years and in comparison with other properties similarly situated. It is a difficult task and one requiring intelligence and expert knowledge on the part of assessors.

At the same time it would be advisable, in the opinion of the committee, to make provision for a special tax on land values for which the owner is not responsible. Such a special tax on abnormal increases in land values may well be levied when the property is sold. The committee further recommends as feasible the condemnation of land for use in municipal housing schemes or in schemes managed by limited dividend companies under municipal control. "There can be no good reason longer to sustain a distinction between land needed for railways and land needed for houses."

In reference to rural housing, the committee concludes that financial assistance should be made available to farmers on terms

similar to those obtaining in the case of lot owners in the cities, except that where security is ample the provincial government may lend directly to the farmers; that plans and specifications of laborers' cottages and farm houses should be available on application to the department of agriculture; and that a policy of stimulating and regulating the supply of agricultural labor should be complementary to the encouragement of building houses for such labor.

So intimate a part of housing is town planning that the committee recommends that town planning be made obligatory for all urban municipalities in the Province. Pending the acceptance of such a policy, the provincial government shall provide an advisory staff of town-planning experts to assist municipalities which may undertake town-planning schemes. It is suggested that an educational campaign in town planning be carried on through the press and through the public schools.

Inasmuch as both the Federal and provincial governments made available certain provisions for housing loans, the committee rendered immediate practical aid by making certain suggestions in regard to the type of house, for the building of which the State was ready to render its aid. The essential features, as suggested by the committee, are as follows:

1. Sufficient land to give each family privacy and plenty of air.
2. Water-tight floors, walls, and roof.
3. One or more rooms for cooking, eating, and general day use.
4. Bedroom for parents' use.
5. Bedroom for male children.
6. Bedroom for female children.
7. Provision for toilet with sanitary water-closet and sewer connection.
8. Running water supply fit for drinking.
9. Kitchen sink with waste connection to sewer.
10. Uninterrupted daylight and ventilation through windows in every room.

Additional features which are so desirable as to be almost essential are:

1. Bathtub and lavatory, with hot and cold water supply.
2. Laundry tub, with hot and cold water supply.
3. Direct sunlight in all principal rooms.
4. A second room, in addition to that used for cooking.
5. Clothes closets.
6. Porches and verandas.

Further additions of desirable features would include:

1. Electric light.
2. A separate dining room.
3. A cellar.
4. Furnace for heating.

Concerning the general features of the workman's house, the committee observes that—

There is no good reason why an inexpensive house or group of houses should not be quite as attractive as larger and more expensive buildings. It is not, however, the purpose of this report to define the limits of good design. Good design is to a degree a matter of taste. Convenience and sound construction should receive primary consideration, but the appearance need not suffer on that account. As the life of the house is prolonged by good construction, so its value is enhanced by attention to architectural effect. True art is simple; and the inexpensive houses under consideration, if lines and proportions are carefully studied, may readily be made to satisfy the claims of art, and thus to become a source of pride and pleasure to the occupants and the community.

LABOR ORGANIZATIONS.

GROWTH OF TRADE-UNIONISM AMONG BRITISH WOMEN DURING THE WAR.

COMPILED BY MARY T. WAGGAMAN.

A by-result of the great war has been the development of the industrial potentialities of women. One of the important phases of this development is illustrated by the following figures from official sources showing the rapid growth of trade-unionism among British women from 1914 to 1917, inclusive:

MEMBERSHIP IN BRITISH TRADE-UNIONS, AT THE END OF EACH YEAR, 1914 TO 1917.¹

Year.	Males. ²	Females. ³	Total. ⁴
1914.....	3,596,769	6 356,092	3,952,861
1915.....	3,758,140	6 404,994	4,163,134
1916.....	3,896,947	7 541,000	4,437,947
1917.....	4,513,522	7 774,000	5,287,522

The increase each year, over the preceding year, in the female membership in British trade-unions was as follows:

	Per Cent.
1915.....	13.7
1916.....	33.5
1917.....	43.1

The increase in the male membership for the whole period from 1914 to 1917 was about 25 per cent, while the increase in the female membership for the same period was a little more than 117 per cent.

The next table shows the increase or decrease in the number of women employed in certain occupations from July, 1914, to January, 1918.

¹ Includes certain members in colonial and foreign branches, principally members of Amalgamated Society of Carpenters and Amalgamated Society of Engineers.

² Figures obtained by subtracting number of females from total membership.

³ Female membership is partly estimated, many unions being unable to state exactly the number of males and females, respectively.

⁴ From British Labour Gazette, December, 1918, p. 485. (Most unions include in their returns men serving with His Majesty's forces, but there are many exceptions to this rule.)

⁵ British Labour Gazette, June, 1917, p. 201.

⁶ Idem, May, 1918, p. 176.

⁷ Approximate number; see British Labour Gazette, December, 1918, p. 485.

INCREASE OR DECREASE IN EMPLOYMENT OF WOMEN IN CERTAIN OCCUPATIONS,
JANUARY, 1918, AS COMPARED WITH JULY, 1914.

Occupation.	Estimated number of females employed, July, 1914.	Increase (+) or decrease (-) in employment of females, July, 1914, to January, 1918.	
		Number.	Per cent.
Industries.....	2,175,500	+ 533,000	+ 24.5
Government establishments.....	2,000	+ 207,500	+10,127.1
Gas, water, and electricity (under local authorities).....	600	+ 4,500	+ 743.5
Agriculture in Great Britain (permanent labor).....	80,000	- 6,000	- 7.3
Transport (excluding tramways under local authorities).....	17,000	+ 76,000	+ 447.8
Tramways (under local authorities).....	1,200	+ 17,000	+ 1,394.0
Finance and banking.....	9,500	+ 61,000	+ 641.5
Commerce.....	496,000	+ 343,000	+ 69.1
Professions (employed persons—i. e., except in the case of hospitals, mainly clerks).....	50,500	+ 50,000	+ 99.5
Hotels, public houses, cinemas, theaters, etc.....	181,000	+ 26,000	+ 14.2
Civil service, post office.....	60,500	+ 47,500	+ 78.5
Other civil service.....	5,000	+ 76,500	+ 1,555.2
Other services under local authorities.....	196,200	+ 30,000	+ 15.2
Total.....	8,275,000	+1,466,000	+ 44.8

¹ Great Britain Board of Trade, industrial (war inquiries) branch. Report on the increased employment of women during the war, January, 1918, p. 4.

² Decline due to seasonal causes.

The increase in the employment of women from July, 1914, to January, 1918, as shown in the above table, was 1,466,000. The total number of women in the above listed occupations in July, 1914, was 8,275,000. The increase of women's employment in such occupations, therefore, from that date to January, 1918, was 44.8 per cent, while the percentage increase of female membership in trade-unions for the three-year period, 1914–1917, was about 117 per cent, as previously stated. The two percentages, however, were computed on a somewhat different basis; for example, the figures on women in trade-unions did not include professional or agricultural workers, as do the figures on increased employment. The difference in the basis of computation involves an underestimate of the growth of female trade-union membership.

The percentage increases of union membership, 1917 over 1914, among women in certain trades are even more striking than the percentage increase of membership in unions among women in all industries, as shown by the following table, which, however, covers only about 17 per cent of the 774,000 women in trade-unions in 1917.

INCREASE IN THE EMPLOYMENT OF WOMEN, JANUARY, 1918, OVER JULY, 1914, AND
OF WOMAN MEMBERSHIP IN TRADE-UNIONS, 1917 OVER 1914.

Industry.	Estimated number of women employed. ¹			Membership in trade-unions. ²		
	July, 1914.	January, 1918.	Per cent of in- crease.	1914	1917	Per cent of in- crease.
Woolen and worsted.....	170,000	174,700	2.7	7,695	35,137	356.6
Hosiery.....	60,000	74,200	23.6	8,657	17,217	373.5
Textile bleaching, dyeing, and finishing.....	24,000	32,900	37.0	7,260	22,527	210.0
Heavy-clothing trades.....	157,000	³ 159,000	1.0	9,724	36,108	271.0
Boots and shoes.....	56,000	71,600	27.8	10,915	⁴ 21,165	93.9

¹ Figures, except those for heavy-clothing trades, are compiled from the report of the British Board of Trade, industrial (war inquiries) branch, on increased employment of women during the war, January, 1918, pp. 11, 12. Figures for heavy-clothing trades are from British Home Office Tabular Reports, by H. M. S. inspectors of factories, showing the present position in industries other than munitions industries, January, 1917, p. 48.

² Figures compiled from Report of the British Home Office on Substitution of Women in Nonmunition Factories During the War. London, 1919. Pp. 29, 30, 32, 34, 37.

³ Figures are for October, 1916.

⁴ Approximate.

The woolen and worsted trade before the war was, to a great extent, a woman's and young person's trade, and the above table indicates that it was a very poorly organized one, as in 1914 there were 170,000 females engaged in it with only 7,695, or 5 per cent, union members. In January, 1918, the number of females in the trade was 174,700, an increase of 4,700, or 2.7 per cent. The female membership in unions at the close of 1917 had increased 356.6 per cent, and the percentage of union membership to the number of females engaged in the industry at about this same period was 20 per cent.

In July, 1914, there were 60,000 female workers in the hosiery trade, and in January, 1918, 74,200—an increase of 23.6 per cent. The proportion of female trade-union members to women in the trade in 1914 was 6 per cent, and the proportion at the close of 1917 was 23 per cent. The increase, however, in trade-union membership was 373.5 per cent.

Women were reported as increasingly successful as operatives in hosiery. During the period covered by the above table three new hosiery societies were organized—the Hinckly and District Trimmers, the Basford and District Hosiery Trimmers and Finishers, and the Hinckly District Hosiery Menders.

Twenty-four thousand females were in the textile bleaching, dyeing, and finishing trades in July, 1914; and in January, 1918, the number had been increased by 8,900, or 37 per cent, but the increase in trade-union membership from 1914 to 1917 was 210 per cent.

From July, 1914, to January, 1918, the number of women in the heavy-clothing trades increased only 1 per cent, while the increase in trade-union membership from 1914 to 1917 was 271 per cent. In 1914 the proportion of female trade-union members to the number of women employed in the industry was 6 per cent; in 1917, 23 per cent.

The boot and shoe industry in July, 1914, employed 56,000 female workers, and in January, 1918, 71,600, an increase of 28 per cent. The women in the trade in 1914 were 20 per cent organized and in 1917, 30 per cent, the growth of trade-union membership being 93.9 per cent.

A probable reflex of the success that women have met with in new occupations in establishments manufacturing light clothing is shown in the 900 per cent increase in membership from 1914 to 1917 in the National Amalgamated Society of Shirt, Collar, and Jacket Workers, as recorded in the Report of the British Home Office on Substitution of Women in Nonmunition Factories During the War.¹ Previous to the war the women in the light-clothing trades were very poorly paid and had next to no opportunity for advancement.

As a corollary to these figures, showing the growth of trade-unionism among woman workers in Great Britain, it is interesting to note a few conclusions reached in the brief section on Women in British Trade-Unions, which appears in Mr. G. D. H. Cole's recent book, entitled "An Introduction to Trade-Unionism."²

After speaking of the oft-reiterated difficulty in the way of organizing women, which arises from their impermanence in industry, Mr. Cole concedes that "it is, however, easily possible to exaggerate this difficulty," and thinks that "it is probable that its dimensions have been greatly exaggerated in the past." He is of the opinion that the very low rates paid women have constituted a greater obstacle to their organization and concludes that "it is probably more to the increase in women's wages than to any other cause that the rapid growth of trade-unionism among women during the war is due."

Mr. Cole states that only in "a comparatively small number of cases have the women really secured equal rates with the men," as, for example, on the London tramways and buses and at some other centers. Mr. Cole adds:

In the munitions trades women on skilled work are supposed to receive skilled rates, but here, again, advances given during the war have not been fully conceded, while women on semiskilled and unskilled work receive considerably lower rates than men on similar jobs. In the distributive trades equality has sometimes been secured in the cooperative movement, but almost everywhere in private employment women's rates are lower than men's. In offices women are almost always paid considerably less than men. These rates, however, while they do not realize the principle of equal pay for equality of work, are a considerable advance on the rates which were actually being paid to women before the war. They have, moreover, had the effect of stirring up among women an interest in trade-union membership, and of making them far more likely to become and to remain good trade-unionists, even when the present artificial conditions cease to exist.

¹ Report of British Home Office on substitution of women in nonmunition factories during the war, p. 35.

² An Introduction to Trade-Unionism, by G. D. H. Cole, published by the Fabian Research Department. London, 1918.

After a discussion of the past failure of women "to take an adequate part in the management of mixed unions," the following statement is made by Mr. Cole:

In one respect the war has produced a considerable change, for the calling up of men for the Army has, in many cases, forced upon "mixed" unions a large number of women as branch secretaries and local officials, and on the whole the experiments made in this direction seem to have been extremely satisfactory.

Whether or not it is granted that a low wage is the basic obstacle to the unionizing of women, it will easily be admitted that the available statistics indicate that some quickening process or processes during the war must have obviated a number of difficulties which formerly barred the way to the trade organization of British women. In addition to higher wages, there were, no doubt, many accessory causes making for such unionization.

The hindrances to organization which have been ascribed to the youthfulness of women in industry have probably been diminished by the fact that these young workers have been facing such grim realities in the last few years that they have lost some of the heedlessness and impatience that usually are regarded as characteristic of youth.

Petty caste feeling among women, which is considered as another bar to unionism, would also tend to disappear in the endurance of the common fears and griefs of war and the sharing of the common hope for peace.

The shortage of the labor supply resulted in lessening the competition of unorganized women, which would be a distinct advantage to woman unionists.

Women's alleged submissiveness and lack of confidence have been regarded as somewhat inhibitive to the spirit of trade-unionism, but the withdrawal of their men from industry by enlistment and draft and the necessity of maintaining dependents would create a greater aggressiveness among women which would be accentuated by the thought of the possibilities of being deprived of male support through the casualties of war.

The admitted success of women in new lines of industry and the attitude of the Government and the public as to the imperative need for women's labor in the carrying on of the war produced subtle and vital changes in woman's own attitude toward her work, augmenting her self-confidence and individual sense of responsibility.

It may be said also that the attitude of men's unions toward the organization of women would be affected by the realization that military success depended in large measure upon the utilizing of

woman labor and that such labor, if left nonunionized, would be inimical to the interests of male unionists.

The hostility of the employer to women's unions had during the war to be tempered by his dire need for labor, and his antagonism was also given salutary checks through industrial tribunals on which were representatives of woman workers.

The effect of postwar conditions upon unionism among women in Great Britain will have to be studied from innumerable angles. The demobilization of the army, the return of men to their old places, the dismissal of vast numbers of women from munition works, the shutting down of other national factories (459,000 women in March, 1919, were receiving unemployment donations¹), and possibly lowered wages at the expiration of the Wages (temporary) Regulation Act can not help but influence adversely the membership of women in trade-unions. On the other hand, however, the British Government's open recognition of the importance of trade-unionism in national industrial organization has given an impetus to the labor movement, both among men and women, which will not be readily retarded. Moreover, women who have once experienced the value of united effort and the sense of solidarity and group consciousness resulting therefrom will not easily forget the advantages of organization. At a recent conference of British trade-union women, the delegates showed that they were acutely aware of the industrial dangers confronting woman workers and were determined to push vigorously the demands of their charter—"the right to work, the right to live, and the right to leisure."

TRADE-UNION MEMBERSHIP IN GREAT BRITAIN.

The following figures on trade-union membership in Great Britain were furnished this bureau through its special agent in London, and are believed to be as accurate as could be obtained at this time. It should be stated that some unions had dropped members absent on account of the war, but that these members are being reinstated as they are being demobilized and returned to their own industries, so that in all probability the actual total trade-union membership is nearly 6,000,000. The figures here given were used as the basis of election of trade-union representatives to the proposed national industrial council, mention of which was made in an article in the May issue of the MONTHLY LABOR REVIEW (pp. 104 to 108), giving an account of the National Industrial Conference held in February.

¹ Parliamentary Debates, House of Commons, Mar. 19, 1919, vol. 113, No. 30, p. 2183.

Group 1.—Mining and quarrying:		Membership.
Miners' Federation of Great Britain.....	800,000	
National Federation of Colliery Workers Other than Miners (exclusive of some general workers).....	50,000	
Other societies.....	40,000	
Total.....		890,000
Group 2.—Railways:		
National Union of Railwaymen.....	420,000	
Railway Clerks' Association.....	73,000	
Associated Society of Locomotive Engineers and Firemen.....	42,000	
Total.....		535,000
Group 3.—Other transport:		
Dock, Wharf, Riverside, and General Workers' Union.....	80,000	
National Union of Dock Laborers.....	50,000	
National Sailors' and Firemen's Union.....	65,000	
National Union of Ships' Stewards, Cooks, Butchers, and Bakers.....	25,000	
Amalgamated Association of Tramway and Vehicle Workers.....	40,000	
London and Provincial Union of Licensed Vehicle Workers.....	25,000	
Other societies.....	50,000	
Total.....		335,000
Group 4.—Iron and steel trades:		
Iron and Steel Trades Confederation.....	100,000	
National Federation of Blast Furnace Men.....	20,000	
Other societies.....	20,000	
Total.....		140,000
Group 5.—Engineering and foundry workers:		
Amalgamated Society of Engineers.....	300,000	
Amalgamated Society of General Toolmakers.....	40,000	
Steam Engine Makers' Society.....	26,000	
United Machine Workers' Association.....	30,000	
Electrical Trades Union.....	30,000	
Friendly Society of Iron Founders.....	35,000	
National Society of Brass Workers.....	25,000	
Other societies.....	70,000	
Total.....		556,000
Group 6.—Shipyards:		
United Society of Boiler Makers.....	90,000	
Ship Constructors' and Shipwrights' Association.....	40,000	
Associated Blacksmiths' Society.....	20,000	
Other societies.....	20,000	
Total.....		170,000
Group 7.—Building and woodworking:		
Amalgamated Society of Carpenters and Joiners.....	120,000	
National Amalgamated Society of House and Ship Painters and Decorators.....	30,000	
Operative Bricklayers' Society.....	30,000	
Other societies.....	100,000	
Total.....		280,000

Group 8.—Printing and paper:		Membership.
Printing and Kindred Trades Federation.....	.....	100,000
Group 9.—Cotton:		
Amalgamated Weavers' Association.....	.....	180,000
Amalgamated Association of Card Blowing and Ring Room Operatives.....	.....	65,000
Amalgamated Association of Operative Cotton Spinners.....	.....	50,000
Bleachers, Dyers, and Finishers' Association (Bolton Amalgamated).....	.....	30,000
Other societies.....	.....	25,000
	Total.....	350,000
Group 10.—Other textiles:		
General Union of Textile Workers.....	.....	60,000
Amalgamated Society of Dyers, Bleachers, and Finishers.....	.....	30,000
Other societies.....	.....	50,000
	Total.....	140,000
Group 11.—Boot and shoe and leather:		
National Union of Boot and Shoe Operatives.....	.....	80,000
Other societies.....	.....	20,000
	Total.....	100,000
Group 12.—Clothing:		
Amalgamated Society of Tailors and Tailoresses.....	.....	25,000
United Garment Workers' Association.....	.....	50,000
Other societies.....	.....	20,000
	Total.....	95,000
Group 13.—Food trades:		
All societies.....	.....	40,000
Group 14.—Distributive trades:		
National Amalgamated Union of Shop Assistants, Warehousemen, and Clerks.....	.....	85,000
Amalgamated Union of Cooperative and Commercial Employees.....	.....	85,000
	Total.....	170,000
Group 15.—Agriculture:		
National Agricultural Laborers' and Rural Workers' Union.....	.....	60,000
Scottish Farm Servants' Union.....	.....	20,000
	Total.....	80,000
Group 16.—Clerks and agents:		
National Union of Clerks.....	.....	25,000
Other societies.....	.....	40,000
	Total.....	65,000
Group 17.—Government employees:		
Postmen's Federation.....	.....	65,000
Postal and Telegraph Clerks' Association.....	.....	30,000
National Union of Police and Prison Officers.....	.....	45,000
Civil Service Alliance.....	.....	20,000
Other societies.....	.....	40,000
	Total.....	200,000

Group 18.—General labor:		Membership.
Workers' Union.....	350,000	
National Union of General Workers.....	300,000	
National Amalgamated Union of Labor.....	140,000	
Warehouse and General Workers' Union.....	90,000	
Municipal Employees' Association.....	30,000	
Gas, Municipal, and General Workers' Union.....	40,000	
Other societies.....	20,000	

Total..... 970,000

Group 19.—Woman workers:

National Federation of Women Workers.....	60,000
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Group 20.—Miscellaneous trades:

National Amalgamated Union of Enginemen.....	30,000
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National Society of Pottery Workers.....	30,000
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Other societies.....	100,000
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Total..... 160,000

Grand total..... 5,436,000

STRIKES AND LOCKOUTS.

STRIKES AND LOCKOUTS IN THE UNITED STATES, 1916, 1917, AND 1918.

COMPILED BY EDSON L. WHITNEY.

During the past five years the United States Bureau of Labor Statistics has kept a record of such strikes in this country as have come to its attention. The department has no authority to require reports relative to strikes from anyone and therefore is obliged to gather its information in such way as it can from such sources as are available. During these five years this information has been obtained from agents of the bureau in the field, reports of commissioners of conciliation of the Department of Labor and other similar boards, reports of the various State labor boards, lists of strikes issued by labor, trade, and other organizations, and from clipping bureaus, supplemented by an examination of 25 daily papers printed in the more important industrial cities of the country, 100 labor papers, as many trade-union periodicals, and 20 leading trade papers. During the year 1918, 3,997 circulars of inquiry asking information in regard to about 3,500 reputed strikes and lockouts were sent to employers reported to have had strikes in their establishments and to officials of unions whose members had been concerned in or were believed to have knowledge of labor troubles. Of this number, 1,392 were returned answered in whole or in part, 420 were returned undelivered for various reasons, and the remainder were unanswered. While this report, based on the data secured from the above-mentioned sources, omitting such reputed strikes as the returned schedules of inquiry indicated had been erroneously reported, can not be claimed to be based on a complete list of all strikes that have occurred in the country during the years under review, it is believed that no strikes of importance have failed to come to the attention of the bureau and that the report is sufficiently complete to warrant publication. Statistics for the years 1916 and 1917 are given for purposes of comparison.

The table following shows the number of strikes and lockouts beginning in each of the months 1916, 1917, and 1918:

NUMBER OF STRIKES AND LOCKOUTS BEGINNING IN EACH MONTH, 1916, 1917 AND 1918.

Kind of dispute.	January.	Febr.- ruary.	March.	April.	May.	June.	July.	August.	Septem- ber.	Octo- ber.	Novem- ber.	De- cember.	Month not stated.	Total.
Strikes:														
1916.....	180	203	289	419	604	340	310	318	247	255	192	147	174	3,678
1917.....	268	196	299	421	438	297	428	346	328	312	245	180	475	4,233
1918.....	180	208	293	301	377	284	274	269	194	140	200	237	224	3,181
Lockouts:														
1916.....	8	3	5	15	13	14	3	8	5	4	4	2	24	108
1917.....	14	7	10	14	12	10	4	7	9	4	6	12	17	126
1918.....	8	11	11	10	6	6	6	5	10	.....	5	10	16	104
Total														
1916.....	188	206	294	434	617	354	313	326	252	259	196	149	198	3,786
1917.....	282	203	309	435	450	307	432	353	337	316	251	192	492	4,359
1918.....	188	219	304	311	383	290	280	274	204	140	205	247	240	3,285

The large increase in number of strikes during the month of May in each year is accounted for by the fact that the trade agreements in many industries terminated on the 30th day of April and the unions very generally asked for an increase in wages in making the new agreement with their employers. Reports for the closing months of the year 1918 are incomplete, since reports, aside from those obtained from the daily and weekly papers and periodicals, frequently do not reach the bureau until several months after the strike has ended. Corrected figures for these months will therefore undoubtedly show a considerable increase over those here given, probably totaling at least 3,400 when such figures are received.

The disturbances for the year do not seem to have been confined to any district or industry. One-seventh of the strikes occurred in New York City and vicinity. It is difficult to particularize the more important strikes of the two-year period, 1917 and 1918. Many of them were short and involved large numbers of employees. In both years strikes of miners, shipbuilders, longshoremen, machinists, and workers connected with the erection of cantonments throughout the country attracted general attention. In 1917 probably the largest disturbances were those that occurred in the oil fields of Louisiana and Texas; in the telephone systems in Arkansas and the Pacific northwest; in the packing houses in St. Louis and Omaha; among the sugar-cane workers in Porto Rico; in the sugar refineries in New York and Philadelphia; among the potters in Ohio and New Jersey; in the silk mills in Hoboken and vicinity; in the iron and steel industry in Pittsburgh; among the cigar makers in Porto Rico and New York City; hatters in Danbury, Conn.; shoemakers in New York City; in the various clothing industries in New York City, Philadelphia, and Chicago; in the northwest lumber industry; and the general strike in Minneapolis and St. Paul. In 1918 probably the largest disturbances were those that occurred among the tailors of New York City; in the textile industry in New Hampshire, Rhode

Island, and Philadelphia; among the garment workers in Chicago and the tailors in New York City; the paper mills in northern New York; the cigar makers of New York City and St. Louis; the trolley systems of Buffalo, Kansas City, and St. Louis; the molders and teamsters of Chicago; the retail clerks of St. Louis; the pressmen and waiters and subway laborers in New York City; the General Electric strike; and the general strike in Kansas City.

The table following shows the number of strikes and lockouts in 1916, 1917, and 1918, by States and by sections of the country:

NUMBER OF STRIKES AND LOCKOUTS, BY STATES AND SECTIONS, 1916, 1917, AND 1918.

State or section.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918
Alabama.....	14	17	13	1	3	-----
Alaska.....	3	5	2	-----	-----	1
Arizona.....	7	20	3	-----	-----	1
Arkansas.....	20	35	10	-----	-----	-----
California.....	54	105	90	1	7	2
Canal Zone.....	4	-----	-----	-----	-----	-----
Colorado.....	17	46	29	-----	2	3
Connecticut.....	325	121	70	1	-----	2
Delaware.....	12	17	14	-----	-----	-----
District of Columbia.....	7	14	13	1	-----	-----
Florida.....	9	14	18	-----	2	2
Georgia.....	8	26	37	-----	2	3
Hawaii.....	4	1	1	-----	-----	-----
Idaho.....	5	32	10	-----	-----	-----
Illinois.....	149	276	235	10	6	11
Indiana.....	70	65	68	5	8	8
Iowa.....	25	63	39	1	2	2
Kansas.....	12	43	32	-----	2	1
Kentucky.....	11	37	17	2	1	2
Louisiana.....	7	39	16	1	-----	-----
Maine.....	30	40	36	-----	-----	-----
Maryland.....	45	56	69	3	3	1
Massachusetts.....	374	342	336	9	11	4
Michigan.....	66	62	59	5	2	-----
Minnesota.....	24	52	40	6	6	1
Mississippi.....	4	13	4	-----	-----	1
Missouri.....	90	117	99	7	5	5
Montana.....	14	66	28	1	3	1
Nebraska.....	21	27	11	-----	1	-----
Nevada.....	2	6	-----	-----	-----	-----
New Hampshire.....	20	20	17	-----	-----	-----
New Jersey.....	411	219	138	6	8	-----
New Mexico.....	-----	4	2	-----	-----	-----
New York.....	577	679	662	15	15	21
North Carolina.....	7	7	12	1	-----	1
North Dakota.....	-----	2	3	-----	-----	-----
Ohio.....	276	265	188	14	14	9
Oklahoma.....	24	33	17	-----	2	2
Oregon.....	22	57	18	1	1	7
Pennsylvania.....	566	481	303	8	13	-----
Porto Rico.....	23	6	5	-----	-----	-----
Rhode Island.....	76	103	53	1	2	-----
South Carolina.....	5	7	3	-----	-----	-----
South Dakota.....	-----	2	3	-----	1	-----
Tennessee.....	24	40	22	2	2	3
Texas.....	28	56	37	-----	-----	3
Utah.....	3	21	12	-----	-----	2
Vermont.....	10	8	9	-----	-----	-----
Virginia.....	14	34	36	2	1	1
Washington.....	57	290	126	1	4	2
West Virginia.....	39	64	49	1	-----	1
Wisconsin.....	61	55	52	2	2	2
Wyoming.....	-----	2	5	-----	-----	-----
Interstate.....	4	25	4	-----	-----	-----
Total.....	3,678	4,233	3,181	108	126	104
North of the Ohio and east of the Mississippi.....	3,107	2,900	2,366	80	85	65
South of the Ohio and east of the Mississippi.....	165	304	232	9	11	14
West of the Mississippi.....	406	1,029	583	19	30	25

The largest number of disputes occurred in the leading manufacturing States—New York, Massachusetts, Pennsylvania, Ohio, and Illinois, over one-half of the strikes being in these States.

The table following shows the number of strikes and lockouts in cities in which 25 or more disputes occurred during 1916, 1917, or 1918:

CITIES IN WHICH 25 OR MORE STRIKES AND LOCKOUTS OCCURRED IN 1916, 1917, OR 1918.

City.	Strikes.			Lockouts.			City.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918		1916	1917	1918	1916	1917	1918
Baltimore, Md....	36	33	44	3	3	1	Paterson, N. J....	18	26	20	—	1	—
Boston, Mass....	57	81	62	5	5	1	Philadelphia, Pa....	73	86	78	1	3	2
Bridgeport, Conn.	37	25	11	1	—	2	Pittsburgh, Pa....	45	35	18	2	2	1
Buffalo, N. Y....	39	27	24	2	—	—	Providence, R. I....	21	46	18	—	—	—
Chicago, Ill....	73	118	91	—	5	9	Rochester, N. Y....	14	27	34	2	—	1
Cincinnati, Ohio....	26	33	24	3	—	2	San Francisco, Calif....	23	35	29	—	2	1
Cleveland, Ohio....	58	67	38	2	9	1	St. Louis, Mo....	55	51	69	3	2	1
Denver, Colo....	8	25	17	—	1	2	Seattle, Wash....	15	46	26	3	2	2
Detroit, Mich....	23	18	17	3	1	—	Springfield, Mass....	30	27	12	1	—	—
Hartford, Conn....	28	17	7	—	—	—	Toledo, Ohio....	12	16	24	4	—	3
Holyoke, Mass....	25	9	17	1	—	—	Trenton, N. J....	24	15	11	1	—	—
Jersey City, N. J....	27	23	7	1	1	—	Youngstown, Ohio....	27	1	5	—	—	—
Kansas City, Mo....	17	36	17	3	—	2	Wilkesbarre, Pa....	6	25	8	—	—	—
Milwaukee, Wis....	29	13	11	1	1	—							
Newark, N. J....	54	47	36	1	3	—							
New York City....	352	470	462	11	13	16							

The table following shows the number of the sexes in the various strikes and lockouts occurring during the three years under consideration:

NUMBER OF STRIKES AND LOCKOUTS IN 1916, 1917, AND 1918, BY SEXES.

Sex.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918
Males.....	3,042	3,434	2,345	76	99	76
Females.....	122	152	86	—	—	3
Males and females.....	260	184	263	9	6	11
Not reported.....	254	463	487	23	21	14
Total.....	3,678	4,233	3,181	108	126	104

In 1918 the employees were connected with unions in 1,811 strikes and 73 lockouts; they were not connected with unions in 356 strikes and 4 lockouts; in 26 strikes they were not so connected at the time of striking, but organized almost immediately thereafter; in 988 strikes and 27 lockouts the relation of employees to unions was not reported. In 1917 the corresponding figures were 2,277 strikes and 95 lockouts, 201 strikes and 3 lockouts, 55 strikes, and 1,700 strikes and 28 lockouts. In 1916 the figures were 2,361 strikes and 94 lockouts, 441 strikes and 5 lockouts, 70 strikes and 1 lockout, and 806 strikes and 8 lockouts.

[1860]

The causes of strikes and lockouts were numerous. Aside from wages few strikes occurred in which the cause was confined to one matter in dispute. The principal causes are shown in the table following:

PRINCIPAL CAUSES OF STRIKES AND LOCKOUTS, 1916, 1917, AND 1918.

Matter of dispute.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918
Increase of wages.....	1,290	1,507	1,352	11	17	14
Decrease of wages.....	33	34	34	2	2	2
Nonpayment of wages.....	13	17	31	1	—	—
Increase of hours.....	3	18	6	4	—	—
Decrease of hours.....	111	122	79	2	5	—
Increase of wages and decrease of hours.....	479	372	248	2	4	2
General conditions.....	59	95	54	—	4	2
Conditions and wages.....	56	70	50	2	1	2
Conditions and hours.....	3	17	2	—	1	—
Conditions, wages, and hours.....	25	26	8	—	—	—
Conditions and recognition.....	—	13	7	—	—	—
Recognition of the union.....	344	275	186	22	39	35
Recognition and wages.....	122	148	95	2	5	2
Recognition and hours.....	22	27	16	1	1	—
Recognition, wages, and hours.....	68	56	66	5	—	—
Discharge of foreman demanded.....	17	37	53	—	1	—
Discharge of employees.....	122	203	137	5	3	—
Employment of nonunion men.....	70	76	61	4	1	—
In regard to the agreement.....	38	75	41	2	3	—
New agreement.....	37	22	4	3	2	—
Sympathy.....	32	68	34	1	1	1
Jurisdiction.....	19	20	16	—	—	—
Miscellaneous.....	117	173	170	7	5	9
Not reported.....	598	762	431	33	30	35
Total.....	3,678	4,233	3,181	108	126	104

The number of persons involved in strikes and lockouts is shown in the table following:

NUMBER OF STRIKES AND LOCKOUTS, BY CLASSIFIED NUMBER OF PERSONS INVOLVED, 1916, 1917, AND 1918.

Number of persons involved.	Strikes.			Lockouts.			Number of persons involved.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918		1916	1917	1918	1916	1917	1918
1 to 10.....	197	151	135	13	7	9	501 to 1,000.....	238	191	139	3	1	2
11 to 25.....	345	268	256	10	8	10	1,001 to 10,000.....	233	217	200	5	4	4
26 to 50.....	411	318	318	15	9	9	Over 10,000.....	22	67	16	1	1	1
51 to 100.....	411	343	337	7	3	13	Not reported.....	1,078	2,059	1,154	44	80	34
101 to 250.....	395	338	354	4	10	13	Total.....	3,678	4,233	3,181	108	126	104
251 to 500.....	348	281	272	6	3	9							

In 1918, in 2,027 strikes and 70 lockouts the number of persons involved was reported to be 1,192,418 and 43,041, respectively, or an average of 588 and 615, respectively. Omitting the 200 strikes and 5 lockouts in which the number of persons involved exceeded 1,000 each, the average number involved in the remaining strikes was 113 and in the lockouts was 127. In 1917, in 2,174 strikes and 46 lockouts the number of persons involved was reported to be 1,193,867 and 19,133, respectively, or an average of 549 and 416, respectively. Omitting the 234 strikes and 5 lockouts in which the number of persons involved exceeded 1,000 each, the average number

involved in the remaining strikes was 169 and in the lockouts was 105. In 1916, in 2,600 strikes and 64 lockouts the number of persons involved was reported to be 1,546,428 and 53,182, respectively, or an average of 595 and 831, respectively. Omitting the 145 strikes and 4 lockouts in which the number of persons involved exceeded 1,000, the average number involved in the remaining strikes was 253 and in the lockouts 148.

NUMBER OF STRIKES IN THE LEADING INDUSTRY GROUPS IN WHICH THE LARGEST NUMBER OF STRIKES AND LOCKOUTS OCCURRED, 1916, 1917, AND 1918.

Industry.	Strikes.			Lockouts.			Industry.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918		1916	1917	1918	1916	1917	1918
Building trades...	376	439	410	18	21	17	Mining.....	399	405	177	3	2	5
Clothing industries...	222	475	410	5	12	18	Paper manufacturing.....	51	36	34	2	1	.....
Furniture industry.....	48	40	25	2	3	1	Printing and publishing.....	25	40	39	4	3	4
Iron and steel workers.....	72	56	71	.....	.....	2	Shipbuilding.....	27	101	136	.....	.....	2
Leather workers.....	34	19	15	.....	.....	1	Stonework.....	59	23	14	2	.....	.....
Lumber industry.....	44	295	74	.....	4	1	Textile industry.....	258	233	202	3	5	3
Meat cutting.....	70	35	39	2	.....	.....	Tobacco.....	61	44	47	2	2	2
Metal trades.....	547	504	435	14	31	23	Transportation.....	224	330	186	4	1	.....

NUMBER OF STRIKES IN INDIVIDUAL OCCUPATIONS IN WHICH THE LARGEST NUMBER OF STRIKES OCCURRED, 1916, 1917, AND 1918.

Occupation.	Strikes.			Lockouts.			Occupation.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918		1916	1917	1918	1916	1917	1918
Bakers.....	66	92	41	15	13	4	Metal polishers.....	40	23	24	2	6	1
Boiler makers.....	23	43	27	.....	1	.....	Miners, coal.....	370	339	149	3	2	5
Boot and shoe workers.....	44	37	48	1	1	2	Molders.....	145	155	108	3	5	6
Brewery workers.....	19	22	26	2	.....	.....	Painters.....	45	41	57	.....	4	1
Brickmakers.....	22	9	5	1	.....	.....	Plumbers and steam fitters.....	52	53	70	1	4	3
Building laborers.....	53	72	26	1	2	.....	Rubber workers.....	37	15	13	1	.....	1
Carpenters.....	73	97	75	2	3	3	Sheet-metal workers.....	20	32	45	1	2	.....
Freight handlers.....	41	58	24	.....	.....	.....	Street railway employees.....	55	111	115	3	1	.....
Glassworkers.....	40	19	13	.....	2	.....	Structural-iron workers.....	23	15	19	1	.....	.....
Hat and cap makers.....	22	43	34	1	3	.....	Tailors.....	32	53	48	.....	1	1
Inside wiremen.....	32	33	44	4	2	4	Teamsters.....	108	163	127	6	6	2
Longshoremen.....	68	61	29	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Machinists.....	255	195	203	8	13	7	.....	.....	.....	.....	.....	.....	.....

In 1918, in 2,944 strikes and 109 lockouts, the number of establishments involved in each was stated. Only 1 establishment was involved in each case in 2,421 strikes and 80 lockouts, 2 establishments in 66 strikes and 4 lockouts, 3 in 41 strikes and 1 lockout, 4 in 23 strikes, 5 in 88 strikes, over 5 in 305 strikes and 24 lockouts. In 1917, in 3,552 strikes and 113 lockouts, the number of establishments involved in each was stated. In each case only 1 establishment was involved in 2,913 strikes and 84 lockouts, 2 establishments in 139 strikes and 3 lockouts, 3 in 66 strikes and 4 lockouts, 4 in 41 strikes, 5 in 18 strikes, over 5 in 375 strikes and 22 lockouts.

[1862]

The following tables relate to those strikes and lockouts which were reported to have ended during the three years under consideration:

NUMBER OF STRIKES AND LOCKOUTS, BY MONTHS IN WHICH EACH ENDED, 1916, 1917, AND 1918.

Kind of dispute.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Month not stated.	Total.
Strikes:														
1916.....	114	129	173	289	330	213	200	213	217	170	150	75	119	2,392
1917.....	103	86	146	183	206	157	139	143	189	187	115	125	140	1,899
1918.....	102	119	157	190	252	213	198	200	163	140	111	157	75	2,077
Lockouts:														
1916.....	3	3	3	3	7	3	4	4	6	2	5	2	12	53
1917.....	3	2	4	7	9	4	2	3	5	2	2	4	11	58
1918.....	2	1	6	10	3	5	5	3	5	6	4	4	9	63
Total:														
1916...	117	132	176	292	337	216	200	217	223	172	155	77	131	2,445
1917...	106	88	150	190	215	161	141	146	194	169	117	129	151	1,957
1918...	104	120	163	200	255	218	203	203	168	146	115	161	84	2,140

RESULTS OF STRIKES AND LOCKOUTS, 1916, 1917, AND 1918.

Result.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918
In favor of employers.....	724	366	417	21	13	5
In favor of employees.....	733	581	591	16	17	15
Compromised.....	766	679	659	11	21	17
Employees returned pending arbitration.....	70	131	198	3	6	5
Not reported.....	99	142	212	2	1	21
Total.....	2,392	1,899	2,077	53	58	63

DURATION OF STRIKES AND LOCKOUTS, 1916, 1917, AND 1918.

Duration.	Strikes.			Lockouts.			Duration.	Strikes.			Lockouts.		
	1916	1917	1918	1916	1917	1918		1916	1917	1918	1916	1917	1918
Less than 1 day ..	38	88	84	-----	-----	2	19 to 21 days.....	82	42	64	1	2	2
1 day.....	141	190	140	2	2	2	22 to 24 days.....	38	21	36	1	1	-----
2 days.....	183	107	164	2	2	3	25 to 28 days.....	60	31	33	1	3	2
3 days.....	146	89	119	1	3	-----	29 to 31 days.....	53	28	55	-----	-----	2
4 days.....	124	57	108	1	1	1	32 to 35 days.....	25	26	27	-----	-----	-----
5 days.....	129	45	66	1	1	-----	36 to 42 days.....	48	33	37	2	1	1
6 days.....	109	61	63	3	-----	-----	43 to 49 days.....	22	25	29	2	3	1
7 days.....	91	86	112	2	2	2	50 to 63 days.....	53	35	39	-----	-----	7
8 days.....	85	25	55	1	-----	3	64 to 77 days.....	39	19	16	1	3	-----
9 days.....	48	25	37	2	2	-----	78 to 91 days.....	26	11	15	1	1	-----
10 days.....	106	39	54	2	1	-----	92 to 199 days.....	87	49	28	12	4	2
11 days.....	40	23	23	1	-----	-----	Over 200 days.....	17	9	21	6	-----	-----
12 days.....	42	37	24	-----	1	-----	Not reported.....	332	580	479	-----	24	28
13 days.....	26	12	16	1	-----	-----	Total.....	2,392	1,899	2,077	53	58	63
14 days.....	60	37	47	3	1	2							
15 to 18 days.....	142	69	84	6	1	4							

Included in the above table as "not reported" are 127 strikes and 4 lockouts in 1918, and 200 strikes and 3 lockouts in 1917, designated in the reports as "short" but their exact duration is not given.

In addition, there were, in 1918, 68 strikes and 8 lockouts, and in 1917, 75 strikes and 1 lockout in which the places of the employees

were filled very soon after the strike occurred, and the work became normal in a few days, but the bureau has no record that these disturbances were ever formally settled.

The total duration of these strikes was 28,386 days and of the lockouts 1,096 days in 1918, the average duration of the former being 18 days and of the latter 31 days. If, however, the disturbances lasting more than three months are omitted from consideration, the average was 13 days and 24 days, respectively. In 1917, the total duration of these strikes was 24,076 days, and of the lockouts 1,904 days, the average of the former being 18 days and of the latter 56 days; or, considering only those disturbances that lasted less than three months, the average was 13 days and 27 days, respectively. In 1916, the total duration of the strikes was 46,264 days and of the lockouts 3,375 days, an average of 22 days and 64 days, respectively; the average duration of those strikes lasting less than 90 days was 15 days, and of the lockouts 19 days.

The commissioners of conciliation of the Department of Labor handled 596 strikes and lockouts in 1918, and 303 in 1917, and settled 317 of them in the former year and 137 in the latter. In 136 strikes and lockouts the employees returned to work, agreeing to leave the settlement of their disputes to the War Labor Board. In 1918, labor leaders ordered strikers back to work in 58 cases, and in 1917, in 72. Between April 6, 1917, the date of our entrance into the war, and November 11, 1918, the date of the signing of the armistice, 6,206 strikes and lockouts occurred. The bureau has statements that 388 strikes and lockouts, occurring during the 19 months of actual warfare, were in the war industries, but inasmuch as practically all the strikes in the shipbuilding, iron and steel, and metal-trade industries, and most of those in the leather, men's clothing, and textile industries, and many of those in the various building trades, railroad, and mining occupations were connected with the war more or less directly, the number of war strikes is doubtless much larger.

The table following shows the number of strikes and lockouts in 1917 and 1918 in the leading industries and occupations, by States.

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918.

STRIKES.

States, etc.	Bakers		Barbers		Brass and brass- goods workers		Brewery and soft drink workers		Brick- makers		Building trades.				
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	Brick- layers	Carpent- ers	Electri- cal workers		
Alabama.....			1									1		2	
Arizona.....												1			
California.....	1	2	1	3			1	1				1	3	1	
Colorado.....	3			1				1			2	2	1		
Connecticut.....	3		1		1					3		5	5	1	
Delaware.....							1					1			
District of Columbia.....		1					1					1	2		
Florida.....				1								1	1	1	
Georgia.....												1	1		
Illinois.....	7	2	2	1		1	3	1	1	1	1	7	6	4	
Indiana.....	1		1			1	1				1	2		6	
Iowa.....	1			1			2		1	1	1	3	2	3	
Kansas.....												1			
Kentucky.....	2						1					2	1		
Louisiana.....		1													
Maine.....		1													
Maryland.....	4								1	2					
Massachusetts.....	10	5	3			1	4	5	1	2	1	8	9	3	
Michigan.....	1	1						1			1	4	1	2	
Minnesota.....							1					1		1	
Mississippi.....												1			
Missouri.....	3	1	1			1		1	1		1	2	2	1	
Montana.....			1	1								3	2		
Nebraska.....	2						1		1			1		1	
New Hampshire.....	2											2			
New Jersey.....	6	4					2					2	5	3	
New York.....	19	12	2	7	2		5	3	2	1	1	11	9	1	
North Carolina.....												1	5		
North Dakota.....															
Ohio.....	8	3	1				1	1	2		1	7	4	1	
Oklahoma.....												2			
Oregon.....	1											4			
Pennsylvania.....	13	3	3	2	1	1	3	3	1		1	9	6	3	
Porto Rico.....	1	1					1	1			1	3	1		
Rhode Island.....															
South Dakota.....											1				
Tennessee.....	1	1										1			
Texas.....		2		1								2	3	2	
Utah.....												1	1		
Virginia.....				1			1	1		1		3	2	1	
Washington.....	2			1			1	1	1			3			
West Virginia.....												1	1	1	
Wisconsin.....	1	1	1	2			3					2	1	5	
Wyoming.....														1	
Total.....	92	41	19	24	4	4	22	26	9	5	9	13	97	33	44

LOCKOUTS.

Illinois.....	1											1		2		
Indiana.....																
Kansas.....																
Maryland.....	3	1														
Massachusetts.....	1	2														
Minnesota.....																
New Jersey.....	1															
New York.....	3	1										1	1			
North Carolina.....																
Ohio.....	1											1				
Pennsylvania.....	3											1				
Tennessee.....																
Texas.....																
Washington.....																
Total.....	13	4										1	3	3	2	4

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918—Continued.

STRIKES.

States, etc.	Building trades—Continued.															
	Lathers.		Labor- ers and hod carriers.		Cement workers.		Painters and paper hanglers.		Plas- terers.		Plumb- ers and steam- fitters.		Roof- ers.		Sheet- metal work- ers.	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Alabama.....			1				1									1
Alaska.....			1													
Arkansas.....			1													
California.....			6		1	1	1	1			1	1	1	1	1	3
Colorado.....			3				1	2			1	4			1	
Connecticut.....			5	1				6			5				1	
Delaware.....																1
District of Columbia.....								1		1		1			1	
Florida.....			1				1	1			1					
Georgia.....				1			4	1								1
Idaho.....			1													
Illinois.....			2	2	1		5	5			4	5			2	5
Indiana.....				3		1	1		2		1	4			1	
Iowa.....			5	3		1				2		2		2	2	
Kansas.....				1	1		1					2		1		
Kentucky.....					1										2	1
Louisiana.....								2							1	
Maine.....								2			1	1			1	
Maryland.....															2	
Massachusetts.....			1		7	7		1	7	1		6	6		1	3
Michigan.....				1				2	3			1	3		1	
Minnesota.....				1	1			1	1			2				
Mississippi.....																
Missouri.....			1		4	1	1		1	1	1	4	1		1	1
Montana.....									1	1	1	1			1	
Nebraska.....				1					2	2						
New Hampshire.....									1						1	
New Jersey.....			2	1				1	1			2	2	1		1
New York.....			11	4		1	4	3				6	14	1		2
North Carolina.....												1				1
Ohio.....			3	1				2	7		1	2	6	1	1	6
Oklahoma.....			3		1							1	1			1
Oregon.....			1	1					1			1				
Pennsylvania.....			3		2	1	1	3			5	4	1			1
Rhode Island.....			4	1			1	1			1	3	1			
South Carolina.....								1				1				1
Tennessee.....								1				1	1			4
Texas.....								4	3			1	1			1
Utah.....			2					1								1
Vermont.....																
Virginia.....			1	1				3	1		1		2			1
Washington.....					1	1	1								1	1
West Virginia.....												2			1	1
Wisconsin.....			1						1			1	1			2
Wyoming.....								1								
Total.....	2	1	72	26	10	6	41	57	5	8	53	70	5	3	32	45

LOCKOUTS.

Connecticut.....													1			
Illinois.....													1			
Iowa.....													2			1
Massachusetts.....													1			
Missouri.....													1			
Montana.....													1			
New York.....				2							1	1	1			1
Ohio.....																
Pennsylvania.....																
Utah.....																
Virginia.....																
Washington.....																
Texas.....													1			
Total.....			2					4	1	1	1	4	3	1		2

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NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918—Continued.

STRIKES.

States, etc.	Building trades—Concluded.						Carriage, auto- mobile, and wagon work- ers.	Chem- ical work- ers.	Clerks (retail).	Coopers.	Elec- tri- cal and gas sup- ply work- ers.		
	Structural- iron work- ers.	Tile layers.	General and miscel- laneous.	1917	1918	1917	1918						
				1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Alabama.....										1		1	
Arizona.....	1					1							
Arkansas.....													
California.....			1										
Colorado.....			1	1									
Connecticut.....			4	2									
Delaware.....			2										
District of Columbia.....										1			
Florida.....			1										
Georgia.....						1							
Idaho.....													
Illinois.....		3		2	3		1	5	3	6	4	3	1
Indiana.....	1			1	1	1		1					
Iowa.....	2			2									
Kansas.....				1			1	5	1		1		
Kentucky.....						1						1	
Louisiana.....	1	1				2		1	1	1			
Maine.....		2				1		1			1		
Maryland.....													
Massachusetts.....			1		10	4		1		4	2		5
Michigan.....						1		2			3		1
Minnesota.....						1	1						
Mississippi.....								1					
Missouri.....	1					3	2		4	1	4	2	5
Montana.....						2	2				1	1	
Nebraska.....		1				1	2						
New Jersey.....	1					2	3		7	3		2	2
New York.....	2	8				6	4	1	1	8	2	9	9
North Carolina.....											5	3	4
Ohio.....	1	3				6	3	1	1	2		2	1
Oklahoma.....							2		2			1	
Pennsylvania.....	1	1				4	2		1	1	1	1	
Rhode Island.....						1				3		1	
South Carolina.....													1
Tennessee.....	3						1			1			
Texas.....	1					2			3	3	1		
Vermont.....													1
Washington.....						6	1						
West Virginia.....	1	1				1			2			1	
Wisconsin.....							1						
Interstate.....									1				
Total.....	15	19	3	—	62	43	3	13	46	29	31	34	18
										8	14	16	

LOCKOUTS.

Indiana.....							1						
Missouri.....							1						
Montana.....							1						
New York.....							1						
Ohio.....						1							
South Dakota.....											1		
Tennessee.....										1			
Wisconsin.....											1		
Total.....						2	4			1		1	

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918—Continued.

STRIKES.

States, etc.	Clothing industries.												
	Boot and shoe workers.	Cloak, waist, and skirt makers.	Fur workers and hat and cap makers.	Milli- ners.	Shirt makers.	Ladies' clothing makers.	Men's clothing makers.	Tailors.					
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	
California.....			1						2		1	2	1
Colorado.....					4	2					1	1	2
Connecticut.....	1	2											
District of Columbia.....											2	1	3
Georgia.....													
Illinois.....	1	—	1	1	4	3	2	—	1	1	2	7	2
Indiana.....					1						1		
Iowa.....											1		
Kentucky.....											4		1
Maine.....	2	3									1		
Maryland.....			1	2							2	4	1
Massachusetts.....	18	34	2	2	1	—	1	—	1	2	11	8	4
Michigan.....												3	1
Minnesota.....	1				2	2							
Missouri.....	1		1				1		1			1	1
New Hampshire.....	1	1										4	3
New Jersey.....			1		3	6	1	—	2	1	8	4	3
New York.....	8	7	145	129	20	18	1	2	4	10	16	76	50
Ohio.....	3		9	3	1						1	3	12
Pennsylvania.....			2	1	5	2	—	2	7	2	3	10	14
Porto Rico.....												1	
Rhode Island.....												1	
Texas.....													
Utah.....													1
Virginia.....		1											
Washington.....												1	
Wisconsin.....					2	1					2	1	
Total.....		37	48	162	139	43	34	6	4	16	16	21	16
													97
													53
													48

LOCKOUTS.

Illinois.....		1			1								
Indiana.....												1	
Massachusetts.....	1											1	1
New Jersey.....					1							1	
New York.....		1									1	4	5
Pennsylvania.....											1	1	
Total.....		1	2		3						1	6	8
											1	1	1

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES, 1917 AND 1918—Continued.

STRIKES.

States, etc.	Clothing industries —Concluded.	Food handlers.	Freight handling and teaming.						Furniture industry.					
			Freight handlers.	Long- shore- men.	Team- sters.	Cabinet- makers and carvers.	Uphol- sterers.	Occu- pation not speci- fied.						
	Miscel- laneous.		1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Alabama.....						1	2							
Arkansas.....		1	14	11	2	1	2		1	2	1			
California.....	1								3	2		1		1
Colorado.....					4	2		1	3			1		1
Connecticut.....									1					
District of Columbia.....									2					
Florida.....								1		1				
Georgia.....														
Idaho.....					1									
Illinois.....	2	1	3						34	22	1	1		2
Indiana.....	1		1	1					1	3			4	1
Iowa.....			1	2					8	3				
Kansas.....			1							4				1
Kentucky.....										1				
Louisiana.....		3		2		1	2	1						
Maine.....	1		1		1	2		1						
Maryland.....			2		3	2								
Massachusetts.....	3		2	4	6	7	3	13	12	4			1	
Michigan.....		1			1					1	1			
Minnesota.....						3	2	5	4	1	1			
Mississippi.....									1					
Missouri.....	1	4		2					5	4				2
Montana.....		2	1						3	2				
Nebraska.....	1			1					1	4				
New Jersey.....	1	4		4	1	1		12	4	1			1	1
New York.....	8	2	6	1	10	8	18	7	35	28	6	4	1	4
North Carolina.....					1									3
Ohio.....		1		5	2	1		11	7		2	1		
Oklahoma.....		2							1	1				
Oregon.....														
Pennsylvania.....	1	1	6	1	2	1	5		6	3	1	1		3
Porto Rico.....				1		1	1							
Rhode Island.....					5				4	1				
South Carolina.....						2								
South Dakota.....					1									
Tennessee.....					1									
Texas.....			1			3								
Utah.....		1	1											
Vermont.....				2										
Virginia.....		2		1		3	1			3				
Washington.....		2	3	2		8	3	6	9			1	1	1
West Virginia.....									4	2				
Wisconsin.....			1	2		1	1	1	3					
Total.....		16	8	50	29	58	24	61	29	163	127	17	14	6
											2	17		9

LOCKOUTS.

Illinois.....	1												1	1
Indiana.....										1				
Massachusetts.....										1				
Nebraska.....										1				
New York.....	1									2				
Ohio.....	1									1	1			
Pennsylvania.....	3									1				
Tennessee.....											1			
Texas.....										1				
Total.....	6									6	2	1	1	1

NUMBER OF STRIKES AND LOCK OUTS IN SPECIFIED OCCUPATIONS, BY STATES, 1917 AND 1918—Continued.

STRIKES.

States, etc.	Glass-work-ers.	Hard-ware-work-ers.	Iron and steel work-ers.	Jewelry work-ers.	Laun-dry work-ers.	Leather work-ers.	Light, heat, and power (gas and elec-tric).	Lum-ber and timber work-ers.				
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Alabama.....							1					
Arizona.....							1					1
Arkansas.....							2	1				
California.....	1		1	6	8		3	1	1	1	1	2
Colorado.....												
Connecticut.....			1	3	2	2	1	1				
Delaware.....					2				2	1		
Florida.....											1	
Idaho.....											26	6
Illinois.....	1	1	2	1	6	1		1		1	2	1
Indiana.....	1	1		1	1						1	1
Iowa.....				1						1		
Kansas.....					1	1		1				
Kentucky.....								1				
Louisiana.....									1		5	
Maine.....									1			1
Maryland.....	1								1		1	1
Massachusetts.....		3	1		3	2	3	4		4		1
Michigan.....				1					1		1	
Minnesota.....					1				1	2	3	2
Mississippi.....											2	
Missouri.....	1			1	2	4	2		1	1		
Montana.....									1		28	1
Nebraska.....											1	
New Hampshire.....											2	
New Jersey.....	5	1	1	2	7	2		1	3	1	3	
New York.....		1	3	2	7	7	3	5	2	1	1	1
North Dakota.....											1	
Ohio.....	3	2	3		15	7	1					
Oregon.....					1					1		
Pennsylvania.....	4	3	4	5	15	12			3	2	1	2
Rhode Island.....					3	2						
Tennessee.....									2	1		1
Texas.....									3		2	
Utah.....										1		
Vermont.....											2	
Washington.....					3	6	1	1		1	3	192
West Virginia.....	3	1			4						1	54
Wisconsin.....					1	1			1	1	3	
Interstate.....											1	
Total.....	19	13	14	15	56	71	16	11	8	14	19	15
									18	19	295	74

LOCKOUTS.

Missouri.....											1	
Montana.....												2
New Jersey.....	2						1					
New York.....							1					
Oregon.....												1
Pennsylvania.....						2						
Washington.....											1	
Wisconsin.....												1
Total.....	2					2	1	1		1		4
												1

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES, 1917 AND 1918—Continued.

STRIKES.

States, etc.	Metal trades.															
	Black-smiths.		Boiler-makers.		Machinists.		Metal polishers.		Molders.		Pattern-makers.		Stove-mounters.		Occupation not specified.	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1918	
Alabama.....			2		2				1							
California.....	1	1		4	2			1	2	2				1	2	
Colorado.....		1												2	2	
Connecticut.....	1				17	10	4		6	2	2				2	
Delaware.....				2												
District of Columbia.....						1										
Florida.....	1				1											
Georgia.....	1			4	1									2	3	
Illinois.....	2	3	1	1	14	19	1	2	12	9		2	1	2	2	
Indiana.....			1	1	1	7		2	9	8						
Iowa.....			1	1	3	2	1		4	5				1		
Kansas.....			7	2							1				1	
Kentucky.....					3				2	1						
Louisiana.....			2		1				1							
Maine.....	1				3	4			2	2				1	1	
Maryland.....		1		1	3	3					2					
Massachusetts.....	2	1	1		18	21		4	20	10	2	2	3	1	1	
Michigan.....	2	1			3	6		1	5	2	1	1	1		1	
Minnesota.....					1				1	1						
Missouri.....	3	1	2	4	8	1		9	2		1	1			1	
Montana.....			2										1		2	
Nebraska.....			1													
New Hampshire.....																
New Jersey.....	1	2	1	2	18	14	2	1	8	2	1	3	1	1	7	
New York.....	2	1	2	2	33	30	4	7	16	19	3	1	2	5		
North Carolina.....						1			1	2						
Ohio.....	7	2		2	21	25	10	3	17	17	2	5	3	3	1	
Oklahoma.....						1			3							
Oregon.....			1	1					2							
Pennsylvania.....	2		11	9	19	24			3	11	10	2	2	2	4	5
Rhode Island.....	1				8	1				1	1					
South Carolina.....			1						1							
Tennessee.....						4			6	1			1			
Texas.....	1	3	1			1									2	
Utah.....						1	1		3						2	
Vermont.....							2		1	1						
Virginia.....	1				1	1								1		
Washington.....	1			1		1				1	3			1		
West Virginia.....	1	1			2	6			2	1						
Wisconsin.....				1	2	11			6	1	1					
Wyoming.....				1												
Total.....	21	22	43	27	195	203	23	24	155	108	19	13	19	12	29	
															26	

LOCKOUTS.

Alaska.....					3										1
Alabama.....					1										1
California.....						1									
Connecticut.....					2										
Georgia.....															
Illinois.....		1			1	1		2	1		1	1			
Indiana.....							2	1							
Iowa.....										2					
Kentucky.....															1
Massachusetts.....															
Michigan.....					1		1								
Missouri.....					1	1	1							1	1
New Jersey.....							1				1				3
New York.....					1	1	2	1			1				
Ohio.....	1					1	1				1				
Oklahoma.....		1													3
Pennsylvania.....	1					1					1				
Tennessee.....		1				1									
Washington.....															
Wisconsin.....											1	1			
Total.....	1	2	1	....	13	7	6	1	5	6	1	....	4	7	

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918—Continued.

STRIKES.

States, etc.	Meat cutters and butch- ers.	Miners.				Musici- ans and theatri- cal em- ployees.	Paper and paper- goods makers.	Potters.	Print- ing and publish- ing.	Rubber workers.		
				Coal.	Ore.							
		1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	
Alabama.....		3			3							
Alaska.....			4	2								
Arizona.....			15	1								
Arkansas.....		4	3	2	3							
California.....	2	4		4			3		1		2	2
Colorado.....	3	1	10	4	1	1					1	1
Connecticut.....	1	1		2		1		2	1		2	1
Delaware.....											1	
District of Columbia.....											1	
Georgia.....				1							1	
Idaho.....					1	3						
Illinois.....	5	13	35	11	5	1	5				3	2
Indiana.....			4	9							1	1
Iowa.....	2	1	1		1				2			
Kansas.....	1	2	10	3	1	1		1				
Kentucky.....			8								1	3
Louisiana.....											1	
Maine.....								3	5			
Maryland.....	2		5	1			1					
Massachusetts.....	2						2		4	8	2	3
Michigan.....			3	4	4			3	1	1	1	1
Minnesota.....	1	2			3		1		3		2	
Missouri.....	4		3		2	1		1	1		1	2
Montana.....	1		2	1	11	1						
Nebraska.....	2	1										
Nevada.....	1				5							
New Hampshire.....								3	1		1	
New Jersey.....	2	1	2		2		1	1		1	4	1
New Mexico.....			3		1	1						
New York.....	5	3			2	1	5	1	1	6	1	10
Ohio.....	1		13	8	1		3	2	1	6	1	4
Oklahoma.....			5	5	1	1	1	2			5	3
Oregon.....			1						7	2		1
Pennsylvania.....		1	177	74			1		1		2	3
Rhode Island.....												6
South Dakota.....	1											
Tennessee.....			3	2						1		
Texas.....	4	2	1		2	2	1		2			
Utah.....		4		2		2		1				
Vermont.....									3			
Virginia.....			2									
Washington.....	2	8	2	1	1			6			3	
West Virginia.....		31	19			1	1				3	
Wisconsin.....	2			1					1			
Wyoming.....							1					
Interstate.....												
Total.....		35	39	339	149	66	28	24	12	36	34	12
									3	40	39	15
											13	

LOCKOUTS.

California.....											2	
Colorado.....			1	1							1	
Florida.....	1											1
Illinois.....				1							1	
Indiana.....							1					
Kansas.....							1					
Massachusetts.....												
Missouri.....												
New York.....												
Ohio.....												
Oklahoma.....	1											
Pennsylvania.....												
Utah.....			1									
Virginia.....			1									
West Virginia.....			1									
Total.....	2		2	5			1	2	1		3	4
												1

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES, 1917 AND 1918—Continued.

STRIKES.

States, etc.	Railroad employees.													
	Laborers.		Section hands.		Shop-men.		Train-men.		Yard-men.		Clerks.		Miscel-	laneous,
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Arizona.....								1						
Arkansas.....			7		2	1								
California.....					2		1				1			1
Colorado.....					2		2	2						
Connecticut.....	1		2											2
District of Columbia.....	1										1		1	
Florida.....								1			1			
Georgia.....	1						2	1		1		1		1
Illinois.....	3	2	1	2	6	6	2	2	7	2			1	2
Indiana.....			1				1							
Iowa.....			2		4									
Kansas.....			2		3	1								
Kentucky.....							1				1	1		
Louisiana.....	1		3		4	1								
Maine.....					2									1
Maryland.....			1	1	2	2	1	1	1					1
Massachusetts.....			1	1	5	2		1						
Michigan.....			1		2	1		1	1					
Minnesota.....						5				1				1
Mississippi.....			2		1									
Missouri.....			3		2	1	1	2	1		3		1	
Montana.....					1	1								
Nebraska.....		1			1	1								
New Hampshire.....						1								
New Jersey.....	1	1				2								1
New York.....	1		2		3	2	2							
North Carolina.....	1										1			
Ohio.....			3		4		1		2		1			
Oklahoma.....					1									
Oregon.....	1												1	
Pennsylvania.....	1	2	2	2	13	3	2	1			1		4	1
Rhode Island.....	2													
South Carolina.....						1						1		
South Dakota.....									1					
Tennessee.....			1		1						1			
Texas.....	1				5		1				2		1	
Utah.....			1		1						1			
Vermont.....													1	
Virginia.....	1				1	3			1		2	2		1
Washington.....	1		2		1									4
West Virginia.....	1		1		2		1				1			
Wisconsin.....		1	1	1		5		1		1		2		1
Interstate.....			6											
Total.....	18	6	46	7	85	29	17	12	17	3	20	4	16	10

[1873]

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES,
1917 AND 1918.—Continued.

STRIKES.

States, etc.	Ship-builders.	Stationary engineers and firemen.		Steam-boat men.		Stone work-ers.		Street and sewer em-ployees.		Street railway em-ployees.		Tele-graph and tele-phone em-ployees.		Tobacco work-ers.	
		1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Alabama.....	1	1								1	1				
Arkansas.....										2	9				
California.....	12	10		4	1		1			2	1				
Colorado.....						2				1	1				
Connecticut.....	2	3								1	3	2		5	1
Delaware.....	6	3								1	1				
District of Columbia.....										2	1	1			1
Florida.....	1	2								1		3		3	7
Georgia.....	1	3					1				2	4	1		
Idaho.....												2			
Illinois.....	5	1	1	1		1	1	5	1	9	13	5	4	3	6
Indiana.....			1			1		2		2	1	3	1	2	
Iowa.....											2	3	3	1	
Kansas.....		1										1	2	4	3
Kentucky.....			1												
Louisiana.....	2	2				1					2	1			
Maine.....	2	7		1	1	1		1		2		1			
Maryland.....	5	15		1	1	2		1	6		2				
Massachusetts.....	6	6	4	9	10		3	5	8	10	6	6	2	6	1
Michigan.....	2	2				1		1			3		2		1
Minnesota.....	1	1		1		1	1				2	1	2	1	1
Mississippi.....	1										6				
Missouri.....			2	1			1			1	4	9	2	4	1
Montana.....		1								1	2	3	2	1	1
Nebraska.....			1				1			1	1			1	
Nevada.....												1			
New Hampshire.....															
New Jersey.....	13	9	3	1	1	1	1	2		2	1	1		3	1
New Mexico.....											2	3	3		
New York.....	14	13	1	2	9	10	2	1		5	8	16	3	4	13
North Carolina.....						1	1								1
North Dakota.....												1		1	
Ohio.....	2	1	3	4	3	1	1	1		22	13	5	4	1	2
Oklahoma.....										1		4	1		
Oregon.....	3	3				1				1	1		3		
Pennsylvania.....	8	24	7	2	2	2	1			1	11	7	6	2	3
Porto Rico.....										1	1	1	1	1	1
Rhode Island.....	1	2	1		2		1		3	2	1		2		
South Dakota.....												1			
Tennessee.....				1			1			1	3	3	1	1	1
Texas.....	4	3				1					3	1	2		
Utah.....															
Virginia.....	1	5			3	1		1			1	1		1	1
Washington.....	8	14	1	1		1				2	5	1	8	1	
West Virginia.....											2	1		2	2
Wisconsin.....	1	4			1			2			1	2	1		1
Wyoming.....		1									1				
Interstate.....												3	1		
Total.....	101	136	27	24	41	22	23	14	24	39	111	115	81	33	44
															47

LOCKOUTS.

California.....														1	
Colorado.....														1	
Florida.....		1												1	1
Georgia.....														1	
Illinois.....															1
Indiana.....															
Kansas.....															
Kentucky.....		1													
Mississippi.....															
Ohio.....															
Washington.....															
Total.....		2										1		2	6
														2	2

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED OCCUPATIONS, BY STATES, 1917 AND 1918—Concluded.

STRIKES.

States, etc.	Textile industry.												Waiters, cooks, bartend- ers, and hotel em- ployees.	Miscel- lanous workers.	Occupa- tion not re- ported.	
	Carpet makers.	Cotton and woolen workers.	Dyers.	Hosiery and knit goods workers.	Silk workers.	Miscel- lanous and not speci- fied.	1917	1918	1917	1918	1917	1918				
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	
Alabama.....															1	1
Arizona.....																1
Arkansas.....																1
California.....																1
Colorado.....																2
Connecticut.....	1		5	4			3		4	1		2		2	3	2
Delaware.....												1	1	2	2	
District of Columbia.....												1	1	1	1	
Georgia.....			2	4										1	1	1
Hawaii.....														1	1	
Idaho.....														1	1	
Illinois.....												1	10	18	18	4
Indiana.....			1									2		8	4	
Iowa.....					2						1		6	4		
Kansas.....							1					1	1	2	2	
Kentucky.....												1	1	1	1	
Louisiana.....												1		3		
Maine.....			7	4												
Maryland.....			4	2										2	5	
Massachusetts.....	1		43	48	3	6	1	1	3	6	15	10	6	16	17	2
Michigan.....					1	1						1	2	4	2	1
Minnesota.....												1	1	3	5	2
Mississippi.....														1		
Missouri.....						2						4	1	10	6	1
Montana.....												1	1		1	
Nebraska.....														1	1	
New Hampshire.....			9	4										2		
New Jersey.....	1		2	5	4	2	3		20	15	8	2	3	15	8	2
New York.....			3	5	8	1	6	14	2	8	2	3	19	30	20	5
North Dakota.....														1		
Ohio.....			1		1						3		1	4	3	1
Oklahoma.....												1	2	2	1	
Oregon.....												4		2	1	1
Pennsylvania.....	1	1	7	6	1	2	5	3	6	5	8	1	5	4	14	8
Porto Rico.....														1		
Rhode Island.....			21	3	5	3	2		5	4	12	16	1	1	5	1
South Carolina.....			1													
Tennessee.....											1		2		2	
Texas.....												3		2	2	1
Utah.....														1		
Vermont.....					1											1
Virginia.....														3	1	
Washington.....	1												2	7	5	1
West Virginia.....														1	4	
Wisconsin.....					1		1							3	2	4
Wyoming.....														1		
Interstate.....														3	1	
Total.....	5	1	106	88	25	17	19	24	33	36	45	36	67	73	169	148
														33	22	

LOCKOUTS.

Arizona.....														1	1	
California.....														2		
Colorado.....														1		
Georgia.....															3	1
Illinois.....																
Indiana.....														1	2	2
Iowa.....																
Massachusetts.....														1		
New Jersey.....															2	
New York.....															1	
Ohio.....																
Oklahoma.....																1
Rhode Island.....																
Total.....			1	3	2						2		2	2	4	7
														5	1	

LABOR DISPUTES IN NEW YORK STATE, YEAR ENDING JUNE 30, 1918.

According to a report recently issued by the New York State Industrial Commission, transportation difficulties contributed to the largest number of strikes in the year ended June 30, 1918, while the metal trades were a close second and involved by far the greatest number of persons.

It appears from this report, a summary of which has been furnished this Bureau, that the industries in which the greatest number of the 265 strikes occurred during this period were as follows: Metals, machines, and conveyances, 56; transportation, 57; building industry, 29; textiles, 28; food, liquors, and tobacco, 27; trade, 16; clothing and millinery, 9; hotels and restaurants, 8; and leather and rubber goods, 8.

Grouped by time loss, the report shows that the 56 strikes in the metal, machines, and conveyances group involving 29,870 workers, resulted in the greatest loss, namely, 890,636 working days. A strike of 2,300 machinists and mill hands at Hastings on July 3, 1917, was settled on July 15 after a loss of 14,506 days' time. Three serious strikes in the shipbuilding industry in New York involved a total of 10,250 men and resulted in a loss of 720,950 days' time. A strike of 450 shipworkers at Buffalo occurred March 21, 1918, and was settled after lasting three and one-half days.

There was a large time loss on account of 57 strikes in the transportation group, according to the report, 14,716 workers being out of work for a total of 63,397 working days. A strike which occurred on May 11, 1918, among motormen and conductors on the Rochester trolley lines was settled in two days' time, the settlement resulting in a wage increase for the employees. A strike of 1,000 chauffeurs in New York City lasted four days and was settled at a conference arranged by the New York Bureau of Mediation and Arbitration. A strike of 960 milk-delivery drivers in New York, which occurred on October 19, 1918, lasted three days and was settled at a conference. The serious strikes in the transportation lines, which often lead to a great inconvenience to the public, were practically all settled by the bureau of mediation and arbitration during this period.

In the leather and rubber goods trades, a strike of 2,000 shoe cutters occurred at Long Island City on August 29, 1917. Intervention by the mediation bureau and joint conferences arranged by it resulted in a settlement of this strike by compromise of the demands, which were for shorter hours and a wage increase, after it had continued for 35 days and resulted in a loss of 100,000 working days' time. Eight strikes in these industries involved directly and indirectly 4,167 workers and resulted in a loss of 159,433 days of working time.

In the food, liquor, and tobacco group of industries, 27 strikes occurred, which involved 10,091 workers and caused a loss of 147,088 days' time. The most serious of these strikes was a general strike of bakers, which occurred May 1, 1918, in New York City, involving 3,060 bakers in 150 shops. This strike was settled by the joint intervention of the bureau of mediation, the food board, and a Federal adjuster, after a loss of 58,140 days' time. A strike of 300 butchers, which occurred in Brooklyn on November 23, 1917, was settled by the mediation bureau, after a loss of 4,500 days' time. A strike of 250 chicken handlers which occurred in New York City July 5, 1917, was settled after it had continued four days.

Three strikes occurred in the printing and paper-goods industries, involving 2,757 employees and resulting in a loss of 14,873 days' time. A strike involving 2,700 pressmen working in 200 shops in New York City occurred October 29, 1917, and was settled by the bureau of mediation and arbitration after continuing five days.

In the building industry, 29 strikes occurred during this period which involved 10,068 men and resulted in the loss of 59,751 days' time. A strike of 6,000 subway workers in New York City on June 11, 1918, continued for five days. This strike was for an increase of wages and was won by the strikers, an adjustment being made by the public-service commission. The report notes that the strikes in this industry were usually of short duration and were generally won by the strikers.

It is perhaps worthy of note that in the clothing and millinery group only nine strikes occurred, the loss of time resulting from these strikes being very much smaller than has occurred on account of labor disputes in these industries during any recent year. The loss of time in these strikes, which involved 9,180 people, was 62,652 days. The loss of time from strikes in these industries in 1914 was 152,812 days; in 1915, 314,328 days; in 1916, 7,124,366 days; and in 1917, 578,644 days.

In the textile industries, 28 strikes occurred, involving 2,820 persons and resulting in the loss of 31,743 days of working time. These strikes were mostly for increase of wages, and are reported as being generally successful, after short duration.

A strike of window cleaners in New York City occurred October 15, 1917, and continued for 32 days. This strike was for union recognition and wage increase. An adjustment brought about by the mediation bureau resulted in the strikers winning their demands.

CONCILIATION AND ARBITRATION.

CONCILIATION WORK OF DEPARTMENT OF LABOR, APRIL 16, 1919, TO MAY 15, 1919.

Under the organic act of the department, which gives the Secretary of Labor the authority to mediate in labor disputes through the appointment, in his discretion, of commissioners of conciliation, the Secretary exercised his good offices between April 16, 1919, and May 15, 1919, in 111 labor disputes. The companies involved, the number of employees affected, and the results secured, so far as information is available, were as follows:

**STATEMENT SHOWING THE NUMBER OF LABOR DISPUTES HANDLED BY THE
DEPARTMENT OF LABOR THROUGH ITS COMMISSIONERS OF CONCILIATION,
APRIL 16 TO MAY 15, 1919.**

Name.	Workmen affected.		Result.
	Di-rectly.	Indi-rectly.	
Threatened strike, Indianapolis Saddlery Co., Indianapolis, Ind.	40	20	Adjusted.
Strike, building trades, Waco, Tex., carpenters, bricklayers, tile setters, hoisting engineers, cement finishers.	274	285	Do.
Strike, Swift Packing Co's., Clinton, Iowa.....	100	.....	Do.
Threatened strike, Bakersfield & Kern Electric Rwy., Bakersfield, Calif.	26	.....	Do.
Strike, Fort Worth Planing Mill, Jamestown Planing Mill, Lauritzen & Makin Mill, Fort Worth, Tex.	73	7,000	Do.
Strike, Sloss-Sheffield Steel & Iron Co., Russellville, Ala.	450	.....	Company claims plant will remain closed indefinitely, as there is no demand for ore.
Controversy, Sheffield Co., electrical workers, Sheffield, Ala.	14	50	Company claims it is obliged to retrench. Will take old men back at reduced rate and will not discriminate.
Threatened strike, Liggett & Myers Tobacco Co., St. Louis, Mo.	400	2,400	Adjusted.
Strike, Cleveland National Machine Co., Cleveland, Ohio.	16	24	Pending.
Strike, Pensacola Shipbuilding Co., Pensacola, Fla.	1,000	.....	Adjusted.
Strike, Grisselli Chemical Co., Linden, N. J.....	45	500	Company positively refuses to take any of the men back; also refused conciliation or arbitration.
Strike, 2 ordnance plants, 1 gasoline plant, 1 agricultural implement plant, 3 machine-tool plants, Madison, Wis.	1,800	3,500	Pending.
Strike, National Carbon Co., Clarksburg, W. Va.	29	200	Adjusted.
Controversy, Drummond Packing Co., Eau Claire, Wis.	55	58	Pending.
Controversy, American Shipbuilding Co., Lorain, Ohio.	2	300	Adjusted.
Strike, Rosenwasser Bros., Co., shoe manufacturers, Long Island City, N. Y.	200	2,000	Both company and employees agreed on Apr. 10 to submit case to National War Labor Board and Messrs. Harvey and Rice of the Board are expected to take matter up. Have no doubt men will return to work at instance of the Board.

STATEMENT SHOWING THE NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR THROUGH ITS COMMISSIONERS OF CONCILIATION, APRIL 16 TO MAY 15, 1919—Continued.

Name.	Workmen affected.		Result.
	Directly.	Indirectly.	
Strike, Burlington Silk Mills, Burlington, N. J..	110	80	Company will make no concessions nor will it agree to any form of conference.
Strike, building trades, Youngstown, Ohio.....	300	1,500	Unable to adjust.
Strike, telephone workers, New England.....	45	450	Adjusted.
Strike, Casey-Hedges Co., Chattanooga, Tenn.....	6,112	18,000	Unable to adjust.
Strike, Pittsburg County Rwy. and Choctaw Light & Power Co., McAlester, Okla.			Adjusted.
Controversy, Filer & Stowell Co., Milwaukee, Wis.			Pending.
Lockout, Sheffield Iron Corporation, Russellville, Ala.	300	.....	Company claims that when it resumes operations it will reemploy such persons as it wants but will not take some of its former employees back.
Strike, Wadsworth Manufacturing Co., Detroit, Mich.	1,500	200	Unable to adjust.
Threatened strike, leather workers on travelers' goods, St. Louis, Mo.	550	.....	Adjusted.
Controversy, Brooklyn Rapid Transit Co., Brooklyn, N. Y.			Pending.
Controversy, Midwest Engine Co., Indianapolis, Ind.			Do.
Strike, bakers, Cleveland, Ohio.....	300	100	Do.
Controversy, bookbinders in 8 establishments, Buffalo, N. Y.	34	54	Do.
Strike, building trades, Niagara Falls, N. Y....	378	850	Do.
Controversy, Terry Shipbuilding Corporation, Savannah, Ga.			Do.
Strike, textile workers, handkerchief manufacturing, Passaic, N. J.	3,000	500	Adjusted.
Strike, Lindman Hoverson Co., Milwaukee, Wis.	20	900	Pending.
Controversy, Schwann-Seyberth Saddlery Co., Eau Claire, Wis.	22	.....	Adjusted.
Threatened strike, Sheffield Car Co., Kansas City, Mo.	60	40	Pending.
Controversy, Woodil & Hulse Electrical Co., Los Angeles, Calif.	8	10	Do.
Threatened strike, Keystone Steel & Wire Co., Peoria, Ill.	700	300	Do.
Lockout, National Biscuit Co., New York, N. Y.....			Do.
Controversy, Bonair Coal & Iron Corporation, Allens Creek, Tenn.	80	250	Adjusted.
Strike, Kelley Island Line & Transportation Co., Marblehead, Ohio.	525	100	Do.
Controversy, Kingston Shipbuilding Co., Kingston, N. Y.			Pending.
Controversy, Hiltabrant Dry Dock Co., Kingston, N. Y.			Do.
Strike, Dells Paper & Pulp Co., Eau Claire, Wis.	375	.....	Do.
Threatened strike, carpenters employed by various contractors and builders, Memphis, Tenn.	415	.....	Adjusted.
Strike, Kelly Handle Co., Memphis, Tenn.....	26	80	President of company bitterly opposed to union labor and refuses to entertain any proposition looking to adjustment of trouble. The men propose to keep their union affiliations and seek work elsewhere.
Controversy, Southern California Telephone Co., Los Angeles, Calif.	25	.....	Officials of company agree to institute immediate investigations in order to adjust and avoid submitting case to higher authorities.
Walkout, Weber Show Case Co., Los Angeles, Calif.	17	83	Adjusted.
Strike, cooks, waiters, helpers, McAlester, Okla.	60	100	Do.
Controversy, McGuire-Cummings Manufacturing Co., Paris, Ill.			Pending.
Strike, bakers, Chicago, Ill.....	3,000	2,000	Do.
Controversy, electrical workers employed by General Electric contractors, Memphis, Tenn.	50	.....	Adjusted.
Threatened strike, iron and bridge shop employees, St. Louis, Mo., and vicinity.	800	6,000	Pending.
Controversy, sheet-metal workers, Memphis, Tenn.	70	.....	Adjusted.

STATEMENT SHOWING THE NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR THROUGH ITS COMMISSIONERS OF CONCILIATION, APRIL 16 TO MAY 15, 1919—Continued.

Name.	Workmen affected.		Result.
	Directly.	Indirectly.	
Threatened lockout, Foundation Co. shipyard, Savannah, Ga.	3,500	.....	Adjusted.
Lockout, plumbers, Canton, Ohio.	60	.....	Pending.
Controversy, street car employees, Tulsa, Okla.	150	50	Adjusted. Do.
Threatened strike, Jewish bakers, Cleveland, Ohio.	13	2,000	Pending.
Controversy, millmen and boxmakers, Klamath Falls, Oreg.	325	.....	After a strike of 1 day, men returned to work. Case was settled before commissioners' arrival. Pending.
Strike, Wolff Manufacturing Co., Chambersburg, Pa.	.....	.....
Strike, statioary firemen, Minot and Grand Forks, N. Dak.	.....	.....
Controversy, laundry trade, Fargo, N. Dak.	300	.....	Do.
Controversy, Hy-Grade Lamp Co., Salem, Mass.	30	8	Do.
Lockout, Burris Mill & Elevator Co., Fort Worth, Texas.	2,500	5,000	Do.
Controversy, coopers, Kansas City, Kans.	130	.....	Pending.
Walkout, building trades, Cleveland, Ohio.	250	3,000	Adjusted.
Controversy, American Car & Foundry Co., Buffalo, N. Y.	40	60	Pending.
Strike, sheet-metal workers, Dayton, Ohio.	200	.....	Do.
Controversy, Dubuque Boat & Boiler Works, Dubuque, Iowa.	130	60	Pending.
Threatened strike, employees in highway department, Scranton, Pa.	250	.....	Do.
Strike, Tuolumne Copper Co., Butte, Mont.	40	.....	Adjusted.
Threatened strike, Heyden Chemical Co., Garfield, N. J.	75	150	Do.
Strike, McEwen Manufacturing Co., Tulsa, Okla.	207	.....	Pending.
Threatened strike, Bell Telephone Co., Jacksonville, Fla.	34	221	Do.
Strike, U. S. Switch Co., Phoenix Manufacturing Co., Northwestern Steel & Iron Works, Eau Claire, Wis.	.....	.....	Do.
Controversy, American Hide & Leather Co., Chicago, Ill.	.....	.....	Do.
Controversy, mob violence, Nokomis, Ill.	.....	.....	Do.
Controversy, American Steel & Wire Co., Waukegan, Ill.	.....	.....	Do.
Strike, Rath Packing Co., Waterloo, Iowa.	480	.....	Do.
Strike, Garfield Smelting Co., Salt Lake City, Utah.	500	650	Adjusted.
Lockout, Chambersburg Foundry & Machine Co., Chambersburg, Pa.	40	.....	Superintendent says he can not pay until authorized by board of directors. The employees have entered legal proceedings to collect same. Adjusted.
Threatened strike, United Eastern Co., Oatman, Ariz.	400	.....
Strike, Lang Body Co., Cleveland, Ohio.	75	45	Employees failed to organize, returning to work under old conditions, except that employer granted them a 48-hour week without change in the wage rate.
Threatened strike, Fort Worth Stock Yards, Fort Worth, Tex.	150	90	Adjusted.
Strike, Porto Rico Leaf Tobacco Co., Comerio, P. R.	225	.....	Unable to adjust.
Controversy, Constantin & Co., Tulsa, Okla.	3,000	.....	Pending.
Controversy, Illinois Milk Dealers, Chicago, Ill.	75	25	Do.
Strike, waitresses and cooks, South Chicago, Ill.	1,000	.....	Adjusted.
Controversy, labor dispute, Chicago, Ill.	2,000	.....	Pending.
Strike, miners, Park City, Utah.	800	.....	Do.
Strike, metal trades, 19 shops, Norfolk, Va.	40	60	Do.
Strike, Yak Mine, Leadville, Colo.	.....	.....	Adjusted.
Strike, bakery drivers, Chicago, Ill.	.....	.....	Pending.
Strike, molders and core makers, Bradford, Pa.	.....	.....	Do.
Strike, sheet-metal workers, York Corrugating Co., York, Pa.	.....	.....	Do.
Strike, Matthews Bros. Co., Milwaukee, Wis.	50	150	Do.
Strike, electrical workers, Dayton, Ohio.	.....	.....	Do.
Controversy, bakers, York, Pa.	.....	.....	Do.
Controversy, Baldwin Tool Works, Parkersburg, W. Va.	.....	.....	Do.

STATEMENT SHOWING THE NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR THROUGH ITS COMMISSIONERS OF CONCILIATION, APRIL 16 TO MAY 15, 1919—Concluded.

Name.	Workmen affected.		Result.
	Di- rectly.	Indi- rectly.	
Lockout, Crown Electric Manufacturing Co., St. Charles, Ill.			Pending.
Controversy, Kinlock Telephone Co., St. Louis, Mo.			Do.
Strike, structural shops, St. Louis, Mo.			Do.
Strike, Belle City Malleable Iron Works, Racine, Wis.			Do.
Controversy, Atlantic Steel Co., Atlanta, Ga.			Do.
Threatened strike, electricians, carpenters, millwrights, turners & packers, Fort Worth, Tex.			Do.
Strike, cigar makers, Trenton, N. J.			Do.
Lockout, St. Charles Fixture Manufacturing Co., St. Charles, Ill.			Do.
Controversy, fire fighters, Jacksonville, Fla.			Do.
Controversy, carpenters, Wilmington, Del.			Do.
Strike, tannery workers, Sheboygan, Wis.	500		Do.
Strike, American Cutlery Co., Chicago, Ill.	350		Adjusted.
Strike, hod carriers, Dayton, Ohio.	83	175	Pending.

The following cases, noted as pending in the May statement, have been disposed of:

- Strike, electrical workers, building trades, Atlanta, Ga.
- Strike, metal polishers, Garford Mfg. Co., Elyria, Ohio.
- Controversy, Acme Packing Co., Chicago Ill.
- Strike, building trades and building construction of all kinds, Rochester, N. Y.
- Strike, cranemen, electrical workers, Wheeling Molding & Foundry Co., Wheeling W. Va.
- Strike, journeymen union painters, Memphis, Tenn.
- Strike, Skandia Pacific Oil Engine Co., Oakland, Calif.
- Controversy, Page Co. Steel Mill, Monesson, Pa.
- Strike, electrical workers, housing project, Philadelphia Navy Yard, Philadelphia, Pa.
- Controversy, Aluminum Goods Co., Two Rivers, Wis.
- Strike, American Steel Wire Co., De Kalb, Ill.
- Controversy, linemen, Mahoning & Shenango Railway & Light Co., Youngstown, Ohio.

IMMIGRATION.

IMMIGRATION IN MARCH, 1919.

The following tables, prepared by the Bureau of Immigration of the Department of Labor, show the total number of immigrant aliens admitted into the United States in each month from January, 1913, to March, 1919, and the numbers admitted in each fiscal year, 1915 to 1918, and in March, 1919, by nationality. The total departures of emigrant aliens in March, 1919, numbered 16,019.

**IMMIGRANT ALIENS ADMITTED INTO THE UNITED STATES IN SPECIFIED MONTHS,
JANUARY, 1913, TO MARCH, 1919.**

Month.	1913	1914	1915	1916	1917	1918	1919	
							Number.	Per cent increase over preceding month.
January.....	46,441	44,708	15,481	17,293	24,745	6,356	9,852	18.3
February.....	59,156	46,873	13,873	24,710	19,238	7,388	10,586	7.5
March.....	96,958	92,621	19,263	27,586	15,512	6,510	14,105	33.2
April.....	136,371	119,885	24,532	30,560	20,523	9,541	.....	.....
May.....	137,262	107,796	26,069	31,021	10,487	15,217	.....	.....
June.....	176,261	71,728	22,598	30,764	11,095	14,247	.....	.....
July.....	138,244	60,377	21,504	25,035	9,367	7,780	.....	.....
August.....	126,180	37,706	21,949	29,975	10,047	7,862	.....	.....
September.....	136,247	29,143	24,513	36,398	9,228	9,997	.....	.....
October.....	134,440	30,416	25,450	37,056	9,284	11,771	.....	.....
November.....	104,671	26,298	24,545	34,437	6,446	8,499	.....	.....
December.....	95,387	20,944	18,901	30,902	6,987	10,748	.....	.....

¹ Decrease.

Classified by nationality, the number of immigrant aliens admitted into the United States during specified periods and in March, 1919, was as follows:

IMMIGRANT ALIENS ADMITTED INTO THE UNITED STATES DURING SPECIFIED PERIODS AND IN MARCH, 1919, BY NATIONALITY.

Nationality.	Year ending June 30—				March, 1919.
	1915	1916	1917	1918	
African (black).....	5,660	4,576	7,971	5,706	423
Armenian.....	932	964	1,221	221	40
Bohemian and Moravian.....	1,651	642	327	74	9
Bulgarian, Serbian, Montenegrin.....	3,506	3,146	1,134	150	28
Chinese.....	2,469	2,239	1,843	1,576	68
Croatian and Slovenian.....	1,912	791	305	33	2
Cuban.....	3,402	3,442	3,428	1,179	80
Dalmatian, Bosnian, Herzegovinian.....	305	114	94	15	1
Dutch and Flemish.....	6,675	6,443	5,393	2,200	321
East Indian.....	82	80	69	61	1
English.....	38,662	36,168	32,246	12,980	2,608
Finnish.....	3,472	5,649	5,900	1,867	123
French.....	12,636	19,518	24,405	6,840	1,140
German.....	20,729	11,555	9,682	1,992	211
Greek.....	15,187	26,792	25,919	2,002	90
Hebrew.....	26,497	15,103	17,342	3,672	329
Irish.....	23,503	20,636	17,462	4,657	705
Italian (north).....	10,660	4,905	3,796	1,074	114
Italian (south).....	46,557	33,909	35,154	5,234	151
Japanese.....	8,609	8,711	8,925	10,168	941
Korean.....	146	154	194	149	4
Lithuanian.....	2,638	599	479	135	30
Magyar.....	3,604	981	434	32	4
Mexican.....	10,993	17,198	16,438	17,602	3,895
Pacific Islander.....	6	5	10	17	-----
Polish.....	9,065	4,502	3,109	668	80
Portuguese.....	4,376	12,208	10,194	2,319	154
Roumanian.....	1,200	953	522	155	9
Russian.....	4,459	4,558	3,711	1,513	149
Ruthenian (Russniak).....	2,933	1,365	1,211	49	24
Scandinavian.....	24,263	19,172	19,596	8,741	783
Scotch.....	14,310	13,515	13,350	5,204	917
Slovak.....	2,069	577	244	35	5
Spanish.....	5,705	9,259	15,019	7,909	288
Spanish-American.....	1,667	1,881	2,587	2,231	209
Syrian.....	1,767	676	976	210	10
Turkish.....	273	216	454	24	1
Welsh.....	1,390	983	793	278	58
West Indian (except Cuban).....	823	948	1,369	732	80
Other peoples.....	1,877	3,388	2,097	314	20
Total.....	326,700	298,826	295,403	110,618	14,105

**LIST OF LABOR PAPERS AND JOURNALS AND OTHER PERIODICALS
FEATURING LABOR MATTERS RECEIVED CURRENTLY IN THE DEPARTMENT OF LABOR LIBRARY.**

[The conversions of foreign moneys are based on the values shown in United States Treasury Department Circular No. 1, for the quarter beginning April 1, 1919.]

INTERNATIONAL.

Bulletin of the International Labour Office. London. Monthly. 12s. (\$2.92) a year.
Bulletin de l'Office International du Travail. Paris. Monthly. 15 fr. (\$2.90) a year.
Bulletin des Internationalen Arbeitsamtes. Jena. Monthly. 12 m. (\$2.86) a year.
Bulletin der Internationalen Union der Holzarbeiter (De l'Union international des ouvriers du bois). Berlin. Monthly.

International Cooperative Bulletin. The official organ of the International Cooperative Alliance. London. Monthly. 4s. (97.3 cents) a year.

International Metal Workers' Review. Official organ of the International Metal Workers' Federation. Stuttgart. Monthly.

UNITED STATES.

LABOR PAPERS.

American Federation of Labor Weekly News Letter. Washington, D. C.

American Labor Reporter. Published in the interests of the Allied Building Trades Council. John Coleman, editor. Buffalo, N. Y. Weekly. \$2 a year.

Anchorage Weekly Times. Anchorage, Alaska. Weekly. \$2.50 a year.

Arbetaren (The Workingman). Published by the Scandinavian Socialist Labor Federation of the Socialist Labor Party. A. H. Lyzell, editor. New York, N. Y. Weekly. \$2 a year.

Arizona Labor Journal. Owned by Arizona State Federation of Labor. S. H. Freeman, editor. Phoenix, Ariz. Weekly. \$2 a year.

Artisan. Official organ of the Central Trades and Labor Council of Jacksonville. D. B. Summers, manager. Jacksonville, Fla. Weekly. \$1 a year.

Baltimore Trades-Unionist. Official organ of the Building Trades' Council of the American Federation of Labor in Baltimore and vicinity. Baltimore, Md. Weekly. \$2 a year.

Boston Labor World. Official paper of the Boston Central Labor Union. Holyoke, Mass. Weekly. \$2 a year.

Cedar Rapids Tribune. R. G. Stewart, editor. Cedar Rapids, Iowa. Weekly. \$1 a year.

Chicago Labor News. Official organ Chicago Trades-Union Label League. Chicago, Ill. Weekly. \$2 a year.

Chronicle. Official paper of the Central Labor Council of Cincinnati and vicinity. Cincinnati, Ohio. Weekly. 5 cents a copy.

Citizen. Published by the organized labor movement of Los Angeles. Francis Drake, editor. Los Angeles, Calif. Weekly. \$1 a year.

Cleveland Citizen. Issued by the Cleveland Citizen Publishing Co. Max S. Hayes, editor. Cleveland, Ohio. Weekly.

Connecticut Labor Press. Published by Connecticut Labor Press Co. New Haven, Conn. Weekly. \$1 a year.

- Denver Labor Bulletin. Indorsed as the official paper of the Colorado State Federation of Labor and Denver Trades and Labor Assembly. R. G. Moser, editor. Denver, Colo. Weekly. \$1.50 a year.
- Easton Journal. A. S. Eckert, publisher. Easton, Pa. Biweekly. \$1 a year.
- El Paso City and County Labor Advocate. Official paper of the El Paso Central Labor Union. Wm. J. Moran, editor. El Paso, Tex. Weekly. \$1 a year.
- Flint Labor News. Official organ of the Flint Federation of Labor and Flint Branch of American Alliance for Labor and Democracy. George W. Starkweather, publisher. Flint, Mich. Weekly. \$1.50 a year.
- Fox River Leader. John G. Badry, editor. Aurora, Ill. Weekly. \$1 a year.
- Free Lance. Indorsed by Butte Building Trades Council and Montana Federation of Labor. Frank A. Bigelow, editor. Butte, Mont. Weekly.
- Galesburg Labor News. Thomas R. Downie, editor. Galesburg, Ill. Weekly. \$1 a year.
- Gleaner. Official organ of the Central Labor Union. J. B. Farley, editor. Brunswick, Ga. Weekly. \$2 a year.
- Hannibal Labor Press. Official organ of Hannibal Trades and Labor Assembly. B. F. Brown, editor. Hannibal, Mo. Weekly. \$1 a year.
- Houston Labor Journal. Official organ of Houston Labor Council. Victor B. Andrew, publisher. Houston, Tex. Weekly. \$1 a year.
- Illinois Journal of Labor. Published by members of organized labor of central Illinois. Elmer Blythe, editor. Peoria, Ill. Semimonthly. \$1 a year.
- Illinois Labor Press. C. N. Alleger, editor. East St. Louis, Ill. Weekly. \$2 a year.
- Illinois State Federation of Labor. Weekly News Letter. V. A. Olander and J. H. Walker, editors. Chicago, Ill. \$1 a year.
- Illinois Tradesman. Official organ Springfield Federation of Labor. R. E. Woodmansee, publisher. Springfield, Ill. Weekly. \$1 a year.
- Illinois Tribune. Official organ Central Trades and Labor Council of Will County. W. B. Porter, publisher. Chicago, Ill. Weekly. \$1.50 a year.
- Independent. S. A. Cooper, editor. Janesville, Wis. Weekly. \$1 a year.
- Industrial Herald. E. C. Washington, editor. Bay City, Mich. Weekly. \$1 a year.
- Industrial Union News. Published by the Workers' International Industrial Union. H. Richter, manager. Detroit, Mich. Weekly. \$1.50 a year.
- Industrial Weekly. Indorsed by the Central Trades and Labor Assembly of Syracuse. Thomas M. Gafney, publisher. Syracuse, N. Y. Weekly. \$1 a year.
- Interurban Labor Journal. Official organ of South Bend Central Labor Union. Edward H. Metz, editor. South Bend, Ind. Weekly. \$2.50 a year.
- Iowa Unionist. Published by the Des Moines Trades and Labor Assembly. Ernest R. Quick, editor. Des Moines, Iowa. Weekly. \$1.50 a year.
- Journal of Labor. Official paper Atlanta Federation of Trades. Jerome Jones, editor. Atlanta, Ga. Weekly. \$1.50 a year.
- Knoxville Independent. George W. Ford, editor. Knoxville, Tenn. Weekly. \$1 a year.
- Labor Advocate. Official organ Birmingham Trades Council. J. H. F. Mosely, editor. Birmingham, Ala. Weekly. \$2 a year.
- Labor Advocate. Official organ Tennessee Federation of Labor, Trades and Labor Council. A. E. Hill, editor. Nashville, Tenn. Weekly. \$1 a year.
- Labor Advocate. Indorsed by the Trades and Labor Assembly, Building Trades Council, and the Woman's Union Label League. Quincy, Ill. Weekly. \$1 a year.
- Labor Clarion. Official journal of the San Francisco Labor Council and California State Federation of Labor. James W. Mullen, editor. San Francisco, Calif. Weekly. \$1 a year.

- Labor Herald. Kansas City, Mo. Weekly. 50 cents a year.
- Labor Herald. Official organ of the Kentucky State Federation of Labor. Harry V. Dill, editor. Newport, Ky. Weekly. \$1 a year.
- Labor Index. Indorsed by Waycross Trades and Labor Assembly. Richard L. Singleton, publisher. Waycross, Ga. Weekly. \$1 a year.
- Labor Journal. Published by the Everett Trades Council. George E. Riggins, editor. Everett, Wash. Weekly. \$1 a year.
- Labor Leader. Official organ Baltimore Federation of Labor. John H. Ferguson, editor. Baltimore, Md. Weekly. \$1.50 a year.
- Labor Leader. Official organ, International Association of Machinists of Bridgeport. Samuel Lavit, editor. Bridgeport, Conn. \$1 a year.
- Labor Leader. Owned by San Diego County Federated Trades and Labor Council. Harvey E. Garman, editor. San Diego, Calif. Weekly. \$1.50 a year.
- Labor News. Officially indorsed by the Colorado State Federation of Labor. E. H. Joslyn, editor. Colorado Springs, Colo. Weekly. \$1 a year.
- Labor News. Joseph Bredsteen, editor. Eureka, Calif. Weekly. \$1.50 a year.
- Labor News. Official organ, Rockford Central Labor Union. W. R. Madden, editor. Rockford, Ill. Weekly. \$1.50 a year.
- Labor News. Freemen M. Saltus, editor. Worcester, Mass. Weekly. \$1 a year.
- Labor Record. Official organ of the United Labor Congress of Mahoning County, Ohio; Youngstown Building Trades Council. Harry Dechend, editor. Youngstown, Ohio. Weekly. \$1.50 a year.
- Labor Review. Official organ of labor unions of Dayton. E. B. Murray, business manager. Dayton, Ohio. Weekly. \$1.25 a year.
- Labor Standard. New Britain, Conn. Semimonthly. 50 cents a year.
- Labor World. Official organ, Chattanooga Trades and Labor Council, Tennessee Federation of Labor. R. M. Cooke, editor. Chattanooga, Tenn. Weekly. \$1 a year.
- Labor World. For social justice, economic reform, and political progress. William E. McEwen, publisher. Duluth and Superior, Minn. Weekly. \$1 a year.
- Labor World. John D. Pringle, editor. Pittsburgh, Pa. Weekly. \$3 a year.
- Labor World. Owned and published by the labor unions of Spokane, Wash. William T. Coats, editor. Spokane, Wash. Weekly. \$1 a year.
- Minneapolis Labor Review. Official organ of the Trades and Labor Assembly of Minneapolis and Hennepin County. R. D. Cramer, editor. Minneapolis, Minn. Weekly. \$1 a year.
- Missouri Trades Unionist. (An independent, up-to-date, conservative labor paper.) Charles W. Fear, editor. Joplin, Mo. Weekly. \$1.50 a year.
- National Labor Journal. Official organ of Pittsburgh Federation of Labor. David J. Berry, editor. Pittsburgh, Pa. Weekly. \$2 a year.
- National Labor Tribune. Official organ of the American workmen. J. H. Vitchens-tain, editor. Pittsburgh, Pa. Weekly. \$2 a year.
- Nevada Federationist. The official organ of union labor. John W. Brooks, editor. Reno, Nev. Weekly. \$1.50 a year.
- New Majority. Owned and controlled by the Chicago Federation of Labor and its affiliated unions. Robert M. Buck, editor. Chicago, Ill. Weekly. \$2 a year.
- New Solidarity. General executive board of the Industrial Workers of the World. C. E. Payne, managing editor. Chicago, Ill. Weekly. \$1.50 a year.
- New York Call. New York, N. Y. Daily and Sunday. \$8.50 a year.
- Nonpartisan Leader. Official magazine of the National Nonpartisan League. Oliver S. Morris, editor. St. Paul, Minn. Weekly. \$2.50 a year.
- Observer. C. O. Taylor, editor. Grand Rapids, Mich. Weekly. \$2 a year.

- Oklahoma Federationist. Published by the Oklahoma State Federation of Labor. Ollie S. Wilson, editor. Oklahoma City, Okla. Weekly. \$1 a year.
- Orange County Workman. Indorsed by the Central Labor Union of the city of Newburgh. W. W. Snyder, editor. Newburgh, N. Y. Monthly. 50 cents a year.
- Oregon Labor Press. Official publication of the Central Labor Council of Portland and vicinity. C. M. Rynerson, editor. Portland, Oreg. Weekly. \$1.50 a year.
- Organized Labor. Official paper of the State and Local Building Trades Councils of California. O. A. Tveitmoe, editor. San Francisco, Calif. Weekly. \$1.50 a year.
- Reading Labor Advocate. Official organ Federated Trades Council, Local Berks County, Socialist Party. Raymond S. Hofses, editor. Reading, Pa. Weekly. \$1 a year.
- Railway Federationist. Official paper of the Railway Employees Department of the American Federation of Labor. E. T. Behrens, editor. Sedalia, Mo. Weekly. \$1 a year.
- Rebel Worker. Published by the New York City Central Committee, Industrial Workers of the World. New York, N. Y. Semimonthly. \$1.20 a year.
- Seattle Union Record. Seattle, Wash. Daily except Sunday. \$6 a year.
- Seattle Union Record. Published by the Central Labor Council of Seattle and vicinity. E. B. Ault, editor. Seattle, Wash. Weekly. \$1.50 a year.
- Sioux City Craftsman. Devoted to the interests of organized labor in Sioux City and the State of Iowa. Sioux City, Iowa. Weekly. \$1 a year.
- Springfield Laborer. Springfield, Mo. Weekly. \$1 a year.
- Square Deal. Official organ of Richmond Central Trades and Labor Council. Jesse C. Duke, editor. Richmond, Va. Weekly. \$1.50 a year.
- Stockton Labor Review. Official publication Central Labor Council. J. E. Hopkins, editor. Stockton, Calif. Weekly. \$1.50 a year.
- Tacoma Labor Advocate. Official organ, State Federation of Labor, Tacoma Central Labor Council. George R. Moore, editor. Tacoma, Wash. Weekly. \$1 a year.
- Texas Railway Journal. C. F. Goodridge, editor. Fort Worth, Tex. Monthly. 50 cents a year.
- Toledo Union Leader. Owned and controlled by the Toledo Central Labor Union. Joseph P. Keating, editor. Toledo, Ohio. Weekly. \$1.50 a year.
- Trades Council Union News. Official organ of the St. Louis Building Trades Council. P. J. Morrin, editor. St. Louis, Mo. Weekly. \$1 a year.
- Trades Union Advocate. Official organ of the Mercer County Central Labor Union. Reuben Forker, editor. Trenton, N. J. 50 cents a year.
- Trades Union News. Published in the interest of labor organizations of Philadelphia. Harry W. Semple, managing editor. Philadelphia, Pa. Weekly. \$1 a year.
- Trades Unionist. Official organ Central Labor Union, Washington, D. C. John B. Colpoys, editor. Washington, D. C. Weekly. \$1 a year.
- Tribune. John S. Blair, editor. Sacramento, Calif. Weekly. \$1.50 a year.
- Tribune. Official organ of the Springfield Trades and Labor Assembly. Springfield, Ohio. Weekly. \$1 a year.
- Tri-City Labor Review. Rock Island and Moline, Ill., and Davenport, Iowa. Weekly. \$1 a year.
- Tri-State Labor Leader. Official journal of Huntington Trades and Labor Assembly and labor unions in the Ohio Valley. B. W. Griggs, editor. Huntington, W. Va. Weekly. \$1.50 a year.
- Union. Published in the interests of organized labor. H. W. Bassett, editor. Indianapolis, Ind. Weekly. \$2 a year.
- Union. Official organ of Central Labor Council and Building Trades Council of Santa Clara County. San Jose, Calif. Weekly. 75 cents a year.

- Union Advocate. W. H. Bastian, publisher. Sioux City, Iowa. Weekly. \$1 a year.
- Union Labor Advocate. Official organ of the Jamestown Central Labor Council and the Dunkirk United Trades and Labor Council. C. J. Sprague, publisher. Jamestown, N. Y. Weekly. \$2 a year.
- Union Reporter. Official organ of organized labor of Stark, Tuscarawas, and Columbiana Counties, Ohio. Alliance, Ohio. Monthly. \$1 a year.
- Union Sentinel. W. W. Phillips & Son, publishers. Fort Smith, Ark. Weekly. \$1 a year.
- Unionist. Published in the interest of organized labor. David Coutts, editor. Omaha, Nebr. Weekly. \$1.50 a year.
- Wage Earner. Official organ of the Workingmen's Club. Augustus Seaver, editor. Boston, Mass. Weekly. \$2.50 a year.
- Weekly People. Official organ of the Socialist Labor Party of America. New York, N. Y. Weekly. \$1.50 a year.
- West Virginia Federationist. Frank W. Snyder, editor. Charleston, W. Va. Weekly. \$1 a year.
- Western Laborer. Published by Frank A. Kennedy. Omaha, Nebr. Weekly. \$1 a year.
- Wheeling Majority. Official organ, Ohio Valley Trades and Labor Assembly and Belmont Trades and Labor Assembly. Walter B. Hilton, editor. Wheeling, W. Va. Weekly. \$2 a year.
- Workers Chronicle. An official organ of the State Federation of Labor. R. K. Crain, editor. Pittsburg, Kans. Weekly. \$1 a year.
- Workman. Official organ of the trade-unions of Westchester County. Yonkers, N. Y. Weekly. \$1 a year.
- Wyoming Labor Journal. J. Buckley, editor. Cheyenne, Wyo. Weekly. \$1 a year.

JOURNALS OF LABOR ORGANIZATIONS.

- Advance. Official organ of the Amalgamated Clothing Workers of America. Joseph Schlossberg, editor. New York, N. Y. Weekly. \$1 a year.
- Advance Guide. Published by United Brotherhood of Maintenance of Way Employees and Railway Shop Laborers. F. Finnson, editor. Detroit, Mich. Monthly. \$1 a year.
- Amalgamated Journal. Official organ of the Amalgamated Association of Iron, Steel, and Tin Workers. Ben. I. Davis, editor. Pittsburgh, Pa. Weekly. \$1.50 a year.
- Amalgamated Sheet Metal Workers' Journal. Official organ of the Amalgamated Sheet Workers' International Alliance. John E. Bray, editor. Chicago, Ill. Monthly. 50 cents a year.
- Amalgamated Society of Carpenters and Joiners. Monthly report. New York, N. Y. Monthly. 60 cents a year.
- Amalgamated Society of Engineers. Monthly report. New York, N. Y.
- American Federationist. Official magazine of the American Federation of Labor. Washington, D. C. Monthly. \$1 a year.
- American Flint. Official magazine of the American Flint Glass Workers' Union of North America. J. M. Gillooly, editor. Toledo, Ohio. Monthly. \$1 a year.
- American Labor World, incorporated with the New York Union Printer. A magazine advocating the principles of organized wageworkers as proclaimed by the American Federation of Labor. J. S. Lewis, editor. New York, N. Y. Monthly. \$1 a year.
- American Photoengraver. Official journal, International Photoengravers' Union of North America. M. Woll, editor. Chicago, Ill. Monthly. 60 cents a year.

- American Pressman. A monthly journal devoted to pressmen, presswork, and the allied arts. Thomas E. Dunwody, editor. Pressmen's Home, Tenn. Monthly.
- Bakers' Journal. Published by the Bakery and Confectionery Workers' International Union of America. Chicago, Ill. Weekly. \$1 a year.
- Baltimore Typographical Union No. 12. Monthly bulletin. Baltimore, Md.
- Blacksmiths' Journal. Official organ of the International Brotherhood of Blacksmiths and Helpers. J. W. Kline, editor. Chicago, Ill. Monthly.
- Boilermakers and Iron Shipbuilders Journal. Official organ of the International Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America. J. B. Casey, editor. Kansas City, Kans. Monthly. \$1 a year.
- Brewery, Flour, Cereal, and Soft Drink Workers' Journal. Published by the International Union of United Brewery, Flour, Cereal, and Soft Drink Workers of America. Cincinnati, Ohio. Weekly. \$2 a year.
- Bricklayer, Mason and Plasterer. Official journal of the Bricklayers, Masons and Plasterers' International Union of America. William Dobson, editor. Indianapolis, Ind. Monthly. 75 cents a year.
- Bridgemen's Magazine. The official monthly journal of the International Association of Bridge, Structural and Ornamental Iron Workers. Harry Jones, editor. Indianapolis, Ind. \$1 a year.
- Broom Maker. Official journal of the Broom and Whisk Makers' International Union. William R. Boyer, editor. Chicago, Ill. Monthly. 60 cents a year.
- Buchdrucker-zeitung (Printers' Gazette). Officelles Organ der Deutsch-Amerikanischen Typographia. Branch of International Typographical Union. Indianapolis, Ind. Monthly. \$1 a year.
- Butcher Workman. Official organ of the Amalgamated Meat Cutters and Butcher Workmen of America. Dennis Lane, editor. Chicago, Ill. Monthly. 60 cents a year.
- Carpenter. Official journal of the United Brotherhood of Carpenters and Joiners of America. Frank Duffy, editor. Indianapolis, Ind. Monthly. \$1 a year.
- Central Federated Union of Greater New York and vicinity. Report. New York, N. Y. Weekly.
- Cigar Makers' Official Journal. Official paper of the Cigar Makers' International Union of America. G. W. Perkins, editor. Chicago, Ill. Monthly. \$1 a year.
- Commercial Telegraphers' Journal. The official publication of the Commercial Telegraphers' Union of America. J. F. Campbell, editor. Chicago, Ill. Monthly. \$1 a year.
- Coopers' International Journal. Official organ of the Coopers' International Union of North America. W. R. Deal, editor. Kansas City, Kans. Monthly. \$1 a year.
- Elevator Constructor. Published monthly by the International Union of Elevator Constructors. Frank Schneider, editor. Philadelphia, Pa. \$1 a year.
- Fortschritt (Progress). A Jewish labor weekly, published by the Amalgamated Clothing Workers of America. Sidney Hillman, president. New York, N. Y. \$1 a year. Yiddish.
- Friend. Official organ of the Workmen's Circle. I. B. Bailin, managing editor. Passaic, N. J. Monthly. 50 cents a year. Yiddish.
- Fur Worker. Official organ of the International Fur Workers' Union of the United States and Canada. Andrew W. Wenneis, editor. Long Island City, N. Y. Monthly. 52 cents a year.
- Garment Worker. Official journal of the United Garment Workers of America. B. A. Larger, editor. New York, N. Y. Weekly. \$1 a year.

- Glove Workers' Monthly Bulletin. Official organ of the International Glove Workers' Union of America. Chicago, Ill. Monthly.
- Granite Cutters' Journal. Published by the Granite Cutters' International Association of America. James Duncan, manager. Quincy, Mass. Monthly. \$1 a year.
- Headgear Worker. Official organ of the United Cloth Hat and Cap Makers of North America. J. M. Budish, editor. Long Island City, N. Y. Monthly. 50 cents a year.
- Internacional. Organo local de la Union Internacional de Tabaqueros de America. Tampa, Fla.
- International Bookbinder. Official journal of the International Brotherhood of Bookbinders of North America. David T. Davies, editor. Indianapolis, Ind. Monthly. 60 cents a year.
- International Fire Fighters. Official organ of the International Association of Fire Fighters. R. E. Oden, editor. Washington, D. C. Monthly. \$1 a year.
- International Horseshoers' Monthly Magazine. Published by the International Union of Journeymen Horseshoers of the United States and Canada. Hubert Marshall, editor. Cincinnati, Ohio. Monthly. 50 cents a year.
- International Molders' Journal. Official journal of the International Molders' Union of North America. John P. Frey, editor. Cincinnati, Ohio. Monthly. 50 cents a year.
- International Musician. Official journal of the American Federation of Musicians. Otto Ostendorf, editor. St. Louis, Mo. Monthly. 20 cents a year.
- International Steam Engineer. Official journal of International Union of Steam and Operating Engineers. Dave Evans, editor. Chicago, Ill. Monthly. \$1 a year.
- International Stereotypers and Electrotypers Union Journal. Official paper of the International Stereotypers and Electrotypers Union of America. J. M. White, editor. Omaha, Nebr. Monthly. 60 cents a year.
- International Woodcarver. Official organ of the International Woodcarvers' Association. Frank Detlef, editor. Brooklyn, N. Y. Monthly.
- Journal of the Electrical Workers and Operators. Official publication of the International Brotherhood of Electrical Workers. Charles P. Ford, editor. Springfield, Ill. Monthly. 25 cents a year.
- Journal of the Switchmen's Union of North America. W. H. Thompson, editor. Buffalo, N. Y. Monthly. \$1 a year.
- Journeyman Barber. Published under the auspices of the Journeyman Barbers' International Union of America. Jacob Fischer, editor. Indianapolis, Ind. Monthly. \$1 a year.
- Ladies' Garment Cutter. Official organ of Amalgamated Ladies' Garment Cutters' Union. Sam B. Shenker, editor. New York City. Weekly. 50 cents a year.
- Ladies' Garment Worker. Official organ of the International Ladies' Garment Workers' Union. Benjamin Schlesinger, president. New York, N. Y. Monthly. 50 cents a year.
- Lather. Official journal of the Wood, Wire and Metal Lathers' International Union. Ralph V. Brandt, editor. Cleveland, Ohio. Monthly. 60 cents a year.
- Lavoro. Rivista popolare di questioni sociali e di problemi del lavoro. Published by the Amalgamated Clothing Workers of America. Frank Bellanca, editor. New York, N. Y. Weekly. \$1 a year.
- Leather Workers' Journal. Official publication of the United Leather Workers' International Union. John J. Pfeiffer, editor. Kansas City, Mo. Monthly. \$1 a year.
- Life and Labor. Published by the National Women's Trade Union League of America. Mrs. Raymond Robins, editor. Chicago, Ill. Monthly. \$1 a year.
- Locomotive Engineers Journal. Published by the Brotherhood of Locomotive Engineers. Charles H. Salmons, editor. Cleveland, Ohio. Monthly. \$1 a year.

- Locomotive Firemen and Enginemen's Magazine. Published semimonthly by the Brotherhood of Locomotive Firemen and Enginemen. John F. McNamee, editor. Indianapolis, Ind. \$1.50 a year.
- Longshoreman. Published monthly by the International Longshoremen's Association. T. V. O'Connor, editor. Buffalo, N. Y. 25 cents a year.
- Machinists' Monthly Journal. Official organ of the International Association of Machinists. Fred Hewitt, editor. Washington, D. C. Monthly. \$1 a year.
- Miners Magazine. Journal of the International Union of Mine, Mill and Smelter Workers. Denver, Colo. Monthly.
- Mixer and Server. Official journal of the Hotel and Restaurant Employees' International Alliance and Bartenders International League of America. Jere L. Sullivan, editor. Cincinnati, Ohio. Monthly. \$1.50 a year.
- Motorman and Conductor. Official journal of the Amalgamated Association of Street and Electric Railway Employees of America. R. L. Reeves, editor. Detroit, Mich. Monthly. 75 cents a year.
- National. Published monthly by the National Window Glass Workers of America. J. M. Neenan, editor. Cleveland, Ohio. Monthly.
- Official Magazine of the International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America. Daniel J. Tobin, editor. Indianapolis, Ind. Monthly. \$2 a year.
- One Big Union. Published by the Industrial Workers of the World. J. Sandgren editor. Chicago, Ill. Monthly. \$1.50 a year.
- Our Journal. Published by the Metal Polishers' International Union. Chas. R. Atherton, editor. Cincinnati, Ohio. Monthly. \$1 a year.
- Painter and Decorator. Official organ of the Brotherhood of Painters, Decorators, and Paperhangers of America. J. C. Skemp, editor. La Fayette, Ind. Monthly. \$1 a year.
- Papermakers' Journal. Official organ of the International Brotherhood of Paperhangers. J. T. Carey, editor. Albany, N. Y. Monthly. 75 cents a year.
- Pattern Makers' Journal. Official organ of the Pattern Makers' League of North America. James Wilson, editor. Cincinnati, Ohio. Monthly. 50 cents a year.
- Paving Cutters' Journal. Issued by the Paving Cutters' Union of the United States of America and Canada. Carl Bergstrom, editor. Albany, N. Y. Monthly.
- Plasterer. Official organ of the Operative Plasterers and Cement Finishers' International Association of the United States and Canada. Joseph McIlveen, editor. Pittsburgh, Pa. Monthly.
- Plate Printer. Official organ of the International Steel and Copper Plate Printers' Union of North America. Frank J. Coleman, editor. Washington, D. C. Semi-monthly. \$1 a year.
- Plumbers, Gas and Steam Fitters Journal. Official organ of the United Association Journeymen Plumbers, Gas Fitters, Steam Fitters and Steam Fitters Helpers. Thomas E. Burke, editor. Chicago, Ill. Monthly. \$1 a year.
- Post Office Clerk. Published by the United National Association of Post Office Clerks. W. F. Gibbons, editor. Washington, D. C. Monthly. 50 cents a year.
- Postal Record. Journal of the National Association of Letter Carriers. Edward J. Cantwell, editor. Washington, D. C. Monthly. \$1 a year.
- Quarry Workers Journal. Published by the Quarry Workers International Union of North America. F. W. Suitor, manager. Barre, Vt. Monthly. 50 cents a year.
- R. F. D. News. Official organ of the National Rural Letter Carriers' Association. W. D. Brown, editor. Washington, D. C. Weekly. \$2 a year.
- Railroad Employee. Devoted to the interests of all classes of railroad men. Ben. E. Chapin, editor. Newark, N. J. Monthly. \$1 a year.

- Railroad Telegrapher. Published by the Order of Railroad Telegraphers. C. B. Rawlins, editor. St. Louis, Mo. Monthly. \$1 a year.
- Railroad Trainman. Published by the Brotherhood of Railroad Trainmen. D. L. Cease, editor. Cleveland, Ohio. Monthly. \$1 a year.
- Railroad Wire and Signal. Published by the Order of Railroad Telegraphers, Despatchers, Agents, and Signalmen. J. R. T. Auston, editor. Philadelphia, Pa. Monthly. \$1 a year.
- Railroad Worker. Official organ of the American Federation of Railroad Workers. G. W. Gibson, editor. Chicago, Ill. Monthly. 60 cents a year.
- Railway Carmen's Journal. Official organ of the Brotherhood of Railway Carmen of America. W. J. Adames, editor. Kansas City, Mo. Monthly. \$1.50 a year.
- Railway Clerk. Official journal of the Brotherhood of Railway Clerks. W. V. H. Bright, editor. Cincinnati, Ohio. Monthly. \$1 a year.
- Railway Conductor. Published by the Order of Railway Conductors. F. H. Pease, editor. Cedar Rapids, Iowa. Monthly. \$1 a year.
- Retail Clerks International Advocate. Published by the Retail Clerks' International Protective Association. H. J. Conway, editor. La Fayette, Ind. Monthly. 60 cents a year.
- Seamen's Journal. Official paper of the International Seamen's Union of America. Paul Scharrenberg, editor. San Francisco, Calif. Weekly. \$1 a year.
- Shoe Workers' Journal. Official magazine of the Boot and Shoe Workers' Union. C. L. Baine, editor. Boston, Mass. Monthly.
- Solidarity. Official organ of the Workmen's Sick and Death Benefit Fund of the United States of America. New York, N. Y. Monthly.
- Stationary Firemen's Journal. Official journal of the International Brotherhood of Stationary Firemen. C. L. Shamp, editor. Omaha, Nebr. Monthly. 50 cents a year.
- Steam Shovel and Dredge. Official journal of International Brotherhood of Steam Shovel and Dredge Men. F. E. Langdon, editor. Chicago, Ill. Monthly. \$1.50 a year.
- Stonecutters Journal. Issued by the Journeymen Stonecutters' Association of North America. Joseph Blasey, editor. Indianapolis, Ind. Monthly. \$1 a year.
- Stove Mounters and Range Workers Journal. Published by the Stove Mounters' International Union of North America. Frank Grimshaw, editor. Detroit, Mich. Monthly. 60 cents a year.
- Tailor. Official organ, Journeymen Tailors' Union of America. Thomas Sweeney, editor. Chicago, Ill. Weekly.
- Textile Worker. Official magazine of the United Textile Workers of America. John Golden, editor. New York, N. Y. Monthly. 50 cents a year.
- Tobacco Worker. Official magazine of the Tobacco Workers' International Union. E. L. Evans, editor. Louisville, Ky. Monthly. 50 cents a year.
- Typographical Journal. Official paper of the International Typographical Union of North America. J. W. Hays, editor. Indianapolis, Ind. Monthly.
- Typographical Union, International. Bulletin. Indianapolis, Ind. Monthly.
- Union Leader. Published by the Amalgamated Association of Street and Electric Railway Employees. L. D. Bland, editor. Chicago, Ill. Weekly. 75 cents a year.
- United Mine Workers' Journal. Published by the United Mine Workers of America. Ellis Searles, editor. Indianapolis, Ind. Semimonthly. \$1 a year.
- Union Postal Employee. Official organ of the National Federation of Postal Employees. Thomas F. Flaherty. Washington, D. C. Monthly. 50 cents a year.
- Women's Trade Union League of Chicago Bulletin. Miss Agnes Nestor, president. Chicago, Ill. Monthly.

PERIODICALS CONCERNED WITH LABOR INTERESTS.

[The publications which are preceded by an asterisk (*) are official.]

- American Contractor, the Business Journal of Construction. Howard B. Gill, editor. New York, N. Y. Weekly. \$3 a year.
- American Cooperative Journal. Chicago, Ill. Monthly. \$1 a year.
- American Economic Review. Published by the American Economic Association. Ithaca, N. Y. Quarterly. Membership, \$5 a year.
- American Economist. Published by the American Protective Tariff League. New York, N. Y. Weekly. \$2 a year.
- American Industries. Published for the National Association of Manufacturers of the United States of America. Frederic W. Keough, editor. New York, N. Y. Monthly. \$1 a year.
- American Journal of Care for Cripples. Official organ of the Federation of Associations for Cripples and the Welfare Commission for Cripples. D. C. McMurtrie, editor. New York, N. Y. Monthly. \$3 a year.
- American Journal of Sociology. Published by the University of Chicago. Chicago, Ill. Bimonthly. \$2 a year.
- American Labor Legislation Review. Published by the American Association for Labor Legislation. John B. Andrews, editor. New York, N. Y. Quarterly. \$3 a year.
- American Machinist. John H. Van Deventer, editor. New York, N. Y. Weekly. \$5 a year.
- Annalist. A magazine of finance, commerce, and economics. New York, N. Y. Weekly. \$4 a year.
- Annals of the American Academy of Political and Social Science. Clyde L. King, editor. Philadelphia, Pa. Bimonthly. \$5 a year.
- Artisan. A magazine representing the students and the faculty of the William Hood Dunwoody Industrial Institute. Joseph J. Seiberlich, editor. Minneapolis, Minn. Monthly. \$1 a year.
- Artisan. The official organ of trade education in Connecticut. Arthur B. Hanson, manager. Bridgeport, Conn. Monthly. \$1 a year.
- Babson's Reports on Economic Cooperative Movements. Labor bulletin. Wellesley Hills, Mass. Monthly.
- Black Diamond. Chicago, Ill. Weekly. \$4 a year.
- *Bulletin issued by the New York State Industrial Commission. Albany, N. Y. Monthly.
- *Bulletin of the Industrial Commission of Ohio. Columbus, Ohio. Irregular.
- Bulletin of the National Association of Wool Manufacturers. W. L. Marvin, editor. Boston, Mass. Quarterly. \$2 a year.
- *Bulletin of the Pennsylvania Department of Labor and Industry. Harrisburg, Pa. Irregular.
- Bulletin of the Russell Sage Foundation Library. New York, N. Y. Bimonthly.
- Bulletin of the Taylor Society. A society to promote the science of management. H. W. Shelton, secretary. Chestnut Hills, Pa. Bimonthly. \$2.50 a year.
- *California Safety News. Issued by the Industrial Accident Commission of the State of California. San Francisco, Calif. Monthly.
- *Carry On. A magazine on the reconstruction of disabled soldiers and sailors. Edited by the Office of the Surgeon General, U. S. Army. Washington, D. C. Monthly.
- Chemical and Metallurgical Engineering. H. C. Parmelee, editor. New York, N. Y. Semimonthly. \$3 a year.
- Child Labor Bulletin. Published by the National Child Labor Committee. New York, N. Y. Quarterly. \$2 a year.

- Club Worker. Published by the National League of Women Workers. New York, N. Y. Monthly. \$1 a year.
- Coal Age. Floyd W. Parsons, editor. New York, N. Y. Weekly. \$3 a year.
- Coal Mining Review. T. L. Lewis, publisher. Columbus, Ohio. Semimonthly. \$2 a year.
- *Commerce Reports. Issued daily by the United States Department of Commerce. Washington, D. C. Superintendent of Documents. \$2.50 a year.
- Cooperation, formerly the Cooperative Consumer. Published by the Cooperative League of America. James P. Warbasse, editor. New York, N. Y. Monthly. 50 cents a year.
- Crisis. A record of the darker races. Published by the National Association for the Advancement of Colored People. New York, N. Y. Monthly. \$1 a year.
- Dial. R. M. Lovett, editor. New York, N. Y. Biweekly. \$3 a year.
- Economic World. A weekly chronicle of facts, events, and opinions. New York, N. Y. \$4 a year.
- Electric Railway Journal. H. W. Blake, editor. New York, N. Y. Weekly. \$3 a year.
- Factory. The magazine of management. Chicago, Ill. Monthly. \$3 a year.
- Greater New York. Bulletin of the Merchants' Association of New York. New York, N. Y. Weekly.
- Hospital Management. G. D. Crain, jr., managing editor. Chicago, Ill. Monthly. \$2 a year.
- Industrial Arts Magazine. William C. Bruce, managing editor. Milwaukee, Wis. Monthly. \$2 a year.
- Industrial Management. The engineering magazine. John R. Dunlap and L. P. Alford, editors. Monthly. \$3 a year.
- Industrial News Survey. Published by the National Industrial Conference Board. M. W. Alexander, managing editor, Boston, Mass. Weekly. \$2 a year.
- Industry. A semimonthly interpretation of industrial progress. H. H. Lewis, editor. Washington, D. C. \$2 a year.
- Intercollegiate Socialist. Harry W. Laidler, editor. New York, N. Y. Bimonthly. 50 cents a year.
- Iron Age. New York, N. Y. Weekly. \$5 a year.
- Iron Trade Review. A weekly publication devoted to the iron, steel, foundry, and metal-working industries. Cleveland, Ohio. \$4 a year.
- Journal of Industrial and Engineering Chemistry. Published by the American Chemical Society. Monthly. \$6 a year.
- Journal of Industrial Hygiene. C. K. Drinker, M. D., and Katherine R. Drinker, M. D., editors. New York, N. Y. Monthly. \$5 a year. (First issue May, 1919.)
- Journal of Political Economy. Published by the University of Chicago in cooperation with the Western Economic Society. James Alfred Field, managing editor. Chicago, Ill. Monthly (except August and September). \$3 a year.
- Journal of the American Institute of Architects. Charles H. Whitaker, editor. Washington, D. C. Monthly. \$5 a year.
- Labor Laws in Reconstruction. Special bulletin of the American Association for Labor Legislation. New York, N. Y. Irregular.
- *Labor Market. Bulletin published by the Bureau of Statistics and Information of the New York State Industrial Commission. Albany, N. Y. Monthly.
- Labor Opinion. A digest of contemporary labor and industrial thought. Portland, Oreg. Monthly. \$2 a year. (First issue, April, 1919.)
- Law and Labor. A periodical on the law of the labor problem, published by the League for Industrial Rights, American Antiboycott Association. New York, N. Y. Monthly.
- Machinery. New York, N. Y. Monthly. \$3 a year.

- Manual Training Magazine. Devoted to the manual arts in vocational and general education. Peoria, Ill. 10 numbers. \$1.50 a year.
- Manufacturers' News. A weekly medium of industrial communication. Chicago, Ill. \$3 a year.
- Modern Hospital. M. K. Chapin, managing editor. Chicago, Ill. Monthly. \$3 a year.
- Modern Medicine. The application of medicine and allied sciences to industrial efficiency and national health. J. A. Lapp, managing editor. Chicago, Ill. Monthly. \$3 a year. (First issue May, 1919.)
- Monthly Bulletin of the American Iron and Steel Institute. James T. McCleary, editor. New York, N. Y. \$3 a year.
- *Monthly Labor Review. United States Bureau of Labor Statistics. Washington, D. C.
- *Monthly statement of coal-mine fatalities. U. S. Bureau of Mines. Washington, D. C. Nation. Oswald G. Villard, editor. New York, N. Y. Weekly. \$4 a year.
- National Association of Corporation Schools Bulletin. New York, N. Y. Monthly. \$2 a year.
- National Builder. A. H. McQuilken, editor. Chicago, Ill. Monthly. \$2 a year.
- National Civic Federation Review. Ralph M. Easley, editor. New York, N. Y. Semimonthly. \$2 a year.
- National Efficiency Quarterly. Published by National Efficiency Society. Norris A. Brisco, editor. New York, N. Y. \$4 a year.
- National Municipal Review. Published by the National Municipal League. Philadelphia, Pa. Monthly. \$5 a year.
- Nation's Business. Published by the Chamber of Commerce of the United States. Merle Thorpe, editor. Washington, D. C. Monthly. \$3 a year.
- New Republic. A journal of opinion. New York, N. Y. Weekly. \$5 a year.
- 100%. The efficiency magazine. Harold P. Gould, editor in chief. Chicago, Ill. Monthly. \$2 a year.
- Open Shop Review. Published by the National Founders' Association and National Metal Trades Association. Chicago, Ill. Monthly. \$1 a year.
- Outlook for the Blind. Charles F. F. Campbell, editor in chief. Columbus, Ohio. \$1 a year. Quarterly.
- Pacific Municipalities. San Francisco, Calif. Monthly. \$2 a year.
- Paper Trade Journal. The international weekly of the paper and pulp industry. New York, N. Y. \$4 a year.
- Personnel. The employment managers' bulletin. Published by the National Association of Employment Managers. Orange, N. J. Monthly.
- Political Science Quarterly. Edited for the Academy of Political Science in the City of New York by the faculty of Political Science of Columbia University. New York, N. Y. \$5 a year.
- Public. A journal of democracy. Stoughton Cooley, editor. New York, N. Y. Weekly. \$2 a year.
- Quarterly Journal of Economics. Published by Harvard University. Cambridge, Mass. \$3 a year.
- Quarterly of the National Fire Protection Association. Boston, Mass.
- Quarterly publications of the American Statistical Association. John Koren, editor. Boston, Mass. \$3 a year.
- *Quarterly report on employment in Massachusetts. Massachusetts Bureau of Statistics. Boston, Mass.
- Reconstruction. A herald of the new time. Allan L. Benson, editor. New York, N. Y. Monthly. \$2 a year.
- *Reported decisions of the Industrial Accident Commission of California. Sacramento, Calif. \$2 a year.

- Review of Economic Statistics. Harvard University Committee on Economic Research, Cambridge, Mass. Quarterly. \$100 a year.
- Safety. Bulletin of the Safety Institute of America. New York, N. Y. Monthly.
- Safety Engineering. The magazine of safety. Franklin Webster, editor. New York, N. Y. Monthly. \$3 a year.
- Southern Textile Bulletin. Charlotte, N. C. Weekly. \$1.50 a year.
- Southern Workman. Published by the Hampton Normal and Agricultural Institute. Hampton, Va. Monthly. \$1 a year.
- Survey. A journal of social interpretation. Paul U. Kellogg, editor. New York, N. Y. Weekly. \$4 a year.
- *State Safety News. Published by Arizona Bureau of Mines. Tucson, Ariz. Monthly.
- System. The magazine of business. Chicago, Ill. Monthly. \$3 a year.
- Textile World Journal. A weekly journal of news, market reports, and technical information. New York, N. Y. \$3 a year.
- Travelers Standard. Published by the Engineering and Inspection Division of the Travelers Insurance Co. Hartford, Conn. Monthly.
- *Vocational Summary. Published by the Federal Board for Vocational Education. Washington, D. C. Monthly.
- *U. S. Employment Service Bulletin. Washington, D. C. Weekly.
- *U. S. Interstate Commerce Commission. Accident bulletin. Washington, D. C. Quarterly.
- Washington Service Bulletin. National Association of Manufacturers of the United States of America. New York, N. Y.
- Weekly Underwriter. Charles F. Howell, managing editor. New York, N. Y. Weekly. \$5 a year.
- Western Tobacco Journal. Cincinnati, Ohio. Weekly.
- *Wisconsin Apprentice. Issued periodically by the Industrial Commission of Wisconsin. Madison, Wis.
- *Wisconsin Safety Review. Published by the Industrial Commission of Wisconsin. Madison, Wis.
- Women's Wear. New York, N. Y. Daily (except Sunday). \$6 a year.
- World's Welfare. Published by the General Welfare League. Stanley W. Finch, editor. New York, N. Y. Monthly. \$1 a year.

AUSTRALIA AND NEW ZEALAND.

[The publications which are preceded by an asterisk (*) are official.]

- Australian Worker. Sydney, New South Wales. Weekly. 14s. (\$3.41) a year.
- *Industrial arbitration reports, issued under the direction of the Department of Labor and Industry. Sydney, New South Wales. 7-9 parts a year.
- Liberty and Progress. The antisocialistic organ of Australia. Melbourne, Victoria. Monthly. 4s. (97.3 cents) a year.
- *Monthly Abstract of Statistics. Issued under authority of the Government of New Zealand by Malcolm Fraser, Government statistician. Wellington, New Zealand.
- Monthly Journal of the Chamber of Mines of Western Australia (Inc.). Kalgoorlie, Western Australia.
- *Monthly Statistical Bulletin. Compiled from official returns. John B. Trivett, Government statistician. Sydney, New South Wales.
- *New South Wales Industrial Gazette. Issued by the Department of Labor and Industry. Sydney, New South Wales. Monthly. 10s. (\$2.43) a year.
- New Zealand Employers' Federation Industrial Bulletin. Wellington, New Zealand. Monthly. 3s. (73 cents) a year.

- *Quarterly Summary of Australian Statistics. Prepared by G. H. Knibbs, Commonwealth statistician. Melbourne, Australia. 4s. (97.3 cents) a year.
- *Queensland Industrial Gazette. Issued by the Department of Labor. Brisbane, Queensland. Monthly. 10s. (\$2.43) a year.
- *State Government Insurance Office of Queensland Official Journal. Brisbane, Queensland. Monthly.
- Worker. Australia's pioneer cooperative labor journal. Brisbane, Queensland. Weekly. 8s. 8d. (\$2.11) a year.

BELGIUM.

[The publications which are preceded by an asterisk (*) are official.]

- *Revue du Travail. Publiée par le Ministère de l'Industrie, du Travail et du Ravitaillement. Bruxelles. Semimonthly. 6.40 fr. (\$1.24) a year. (First issue March, 1919.)

CANADA.

[The publications which are preceded by an asterisk (*) are official.]

- *Back to Mufti. Published by the Repatriation Committee in collaboration with the Department of Soldiers' Civil Reestablishment. Ottawa, Ont. Monthly.
- British Columbia Federationist. Official paper, Vancouver Trades and Labor Council, and British Columbia Federation of Labor. A. S. Wells, manager. Vancouver, British Columbia. Weekly. \$2 a year.
- Canadian Municipal Journal. Frederick Wright, editor. Montreal, Canada. Monthly. \$2.25 a year.
- *Canadian Official Record. Published by the Director of Public Information. Ottawa, Canada. Weekly. \$2 a year.
- Industrial Banner. Official organ of organized labor in Ontario. Joseph Marks, editor. Toronto, Canada. Weekly. \$1 a year.
- Industrial Canada. Official publication of the Canadian Manufacturers' Association. W. A. Craick, acting editor. Toronto, Canada. Monthly. \$2 a year.
- Labor News. Fred J. Flatman, editor. Hamilton, Ontario. Weekly. \$1 a year.
- Labor Star. A chronicle and interpretation of local, national, and international current events from the workers' viewpoint. E. T. Kingsley, editor. Vancouver, British Columbia. Weekly. 5 cents a copy.
- *Labour Gazette. Published by the Department of Labour, Canada. Ottawa, Canada. Monthly. 25 cents a year.
- *Monthly Bulletin of Agricultural Statistics, by the Dominion Bureau of Statistics. Ottawa, Canada.
- Social Welfare. Published by the Social Service Council of Canada. Toronto, Canada. Monthly. \$1.50 a year.
- Western Labor News. Published by the Winnipeg Trades and Labor Council. William Ivens, editor. Winnipeg, Manitoba. Weekly. \$1.50 a year.

FRANCE.

[The publications which are preceded by an asterisk (*) are official.]

- L'Association Ouvrière. Journal officiel de la Chambre Consultative des Associations Ouvrières de Production. Paris, France. Semimonthly. 7.50 fr. (\$1.45) a year.
- Bulletin de la Participation aux Bénéfices. Publié par la Société pour l'Étude Pratique de la Participation du Personnel dans les Bénéfices. Paris, France. Quarterly. 5 fr. (96.5 cents) a year.
- Bulletin de la Société d'Encouragement pour l'Industrie Nationale. Paris, France. Bimonthly.
- *Bulletin de la Statistique Générale de la France et du Service d'Observation des Prix. Paris, France. Quarterly. 14 fr. (\$2.70) a year.

- *Bulletin du Ministère du Travail et de la Prévoyance Social. Paris, France. Monthly. 2.50 fr. (48.3 cents) a year.
- Comité Central des Houillères de France. Circulaire. Paris, France. Irregular.
- Le Cri Populaire. Journal d'Union Socialiste et Ouvrière. Direction et administration: Fédération du Parti Socialiste. Bordeaux, France. Weekly. 6 fr. (\$1.16) a year.
- L'École du Travail. Revue mensuelle illustrée. Paris, France. 15 fr. (\$2.90) a year.
- Facts About the War. A bulletin of information, published by the Paris Chamber of Commerce. Paris, France. Monthly.
- L'Humanité. Journal socialiste. Paris, France. Daily. 35 fr. (\$6.76) a year.
- L'Information Ouvrière et Sociale. Paris, France. Semiweekly. 8 fr. (\$1.54) a year.
- Journal de la Société de Statistique de Paris. Paris, France. Monthly. 15 fr. (\$2.90) a year.
- Journal des Économistes. Revue mensuelle de la science économique et de la statistique. Yves-Guyot, editor. Paris, France. 38 fr. (\$7.33) a year.
- Le Journal des Soldats Blessés aux Yeux. Organe de l'Œuvre pour les Soldats Blessés aux Yeux. Paris, France. Monthly.
- *Journal Officiel de la République Française. Paris, France. Daily. 120 fr. (\$23.16) a year.
- Le Musée Social. 1. pte. Les Annales. 2. pte. Les Mémoires et Documents. Paris, France. Monthly. 12 fr. (\$2.32) a year.
- Réforme Sociale. Bulletin de la Société d'Économie Sociale et des Unions de la Paix Sociale. Paris, France. Semimonthly. 20 fr. (\$3.86) a year.
- La République Française. Paris, France. Daily. 40 fr. (\$7.72) a year.
- Revue Interalliée pour l'Étude des Questions Intéressant les Mutilés de la Guerre. Paris, France. Bimonthly. 18 fr. (\$3.47) a year.
- La Typographie Française. Organe officiel de la Fédération Française des Travailleurs du Livre. Paris, France. Semimonthly. 4 fr. (77.2 cents) a year.
- La Voix du Peuple. Organe de la Confédération Générale du Travail. Paris, France. Irregular.

GERMANY AND AUSTRIA.

[The publications which are preceded by an asterisk (*) are official.]

- *Amtliche Nachrichten des Reichsversicherungsamts. Berlin, Germany. Monthly. 18 m. (\$4.29) a year.
- Annalen für Soziale Politik und Gesetzgebung. Hrsg. von Dr. H. Braun. Berlin, Germany. Bimonthly. 18 m. (\$4.29) a year.
- Die Arbeiterin. Organ des Verbandes Süddeutscher Katholischer Arbeiterinnen-Vereine. München, Germany. Weekly. 75 pf. (17.9 cents) a quarter.
- Arbeitsnachweis in Deutschland. Zeitschrift des Verbandes Deutscher Arbeitsnachweise. Berlin, Germany. Monthly. 8 m. (\$1.91) a year.
- Arbeitsnachweis. Rundschau für Arbeitslosigkeit, Arbeitsvermittlung, Answanderung und innere Besiedlung. Hrsg. von Eugen Schweidland. Wien, Austria. Bimonthly. 7.50 k. (\$1.52) a year.
- Archiv für die Geschichte des Sozialismus und der Arbeiterbewegung. Hrsg. von Dr. C. Grünberg. Leipzig, Germany. 15 m. (\$3.57) a year.
- Archiv für Frauenarbeit. Im Auftrage des Kaufmännischen Verbandes für Weibliche Angestellte. Berlin, Germany. Quarterly. 6 m. (\$1.43) a year.
- Archiv für Sozialwissenschaft und Sozial Politik. Hrsg. von E. Jaffé. Tübingen, Germany. Quarterly.
- Blätter für Soziale Arbeit. Organ des Deutschen Verbandes der Jugendgruppen und Gruppen für Soziale Hilfsarbeit. Berlin, Germany. Monthly. 1.50 m. (\$3.57) a year.

- Concordia. Zeitschrift der Zentralstelle für Volkswohlfahrt. Berlin, Germany. Semimonthly. 12 m. (\$2.86) a year.
- Correspondenzblatt der Generalkommission der Gewerkschaften Deutschlands. Berlin, Germany. Weekly. 10 m. (\$2.38) a year.
- Deutsches Statistisches Zentralblatt. Organ der Deutschen Statistischen Gesellschaft. Leipzig, Germany.
- Die Gewerkschaft. Organ der Gewerkschaftskommission Oesterreichs. Wien, Austria. Weekly. 8 k. (\$1.62) a year.
- Jahrbücher für Nationalökonomie und Statistik. Hrsg. von Dr. Ludwig Elster. Jena, Germany. Monthly. 60 m. (\$14.29) a year.
- *Monatsblätter für Arbeiterversicherung. Hrsg. von Mitgliedern des Reichsversicherungsamts. Berlin, Germany. Monthly. 1 m. (23.8 cents) a year.
- Österreichische Zeitschrift für Öffentliche und Private Versicherung. Hrsg. von Dr. Josef Maria Baernreither. Wien, Austria.
- *Reichs-Arbeitsblatt. Hrsg. vom Kaiserlichen Statistischen Amte, Abteilung für Arbeiterstatistik. Berlin, Germany. Monthly. 1 m. (23.8 cents) a year.
- *Reichsgesetzblatt. Hrsg. im Reichsamt des Innern. Berlin, Germany.
- Soziale Praxis und Archiv für Volkswohlfahrt. Hrsg. von Dr. E. Francke. Berlin, Germany. Weekly. 20 m. (\$4.76) a year.
- Zeitschrift für die Gesamte Versicherungs-Wissenschaft. Hrsg. vom Deutschen Verein für Versicherungs-Wissenschaft. Berlin, Germany. Quarterly. 30 m. (\$7.15) a year.
- Zeitschrift für Krüppelfürsorge. Organ der Deutschen Vereingung für Krüppelfürsorge. Leipzig, Germany. Monthly. 12 m. (\$2.86) a year.
- Zeitschrift für Weibliche Handlungsgehilfen. Hrsg. vom Kaufmännischen Verband für Weibliche Angestellte. Berlin, Germany. Monthly. 1.80 marks (42.9 cents) a year.
- Zentralblatt der Reichs-versicherung. Zeitschrift für sozialrechtliche und sozial-medizinische Fragen. Leipzig, Germany. Semimonthly. 12 m. (\$2.86) a year.
- Zentralblatt für Gewerbehygiene mit besonderer Berücksichtigung der Unfallverhütung und Unfallheilkunde. Im Auftrage des Instituts für Gewerbehygiene. Frankfurt A. M., Germany. Monthly. 18 m. (\$4.29) a year.

GREAT BRITAIN.

[The publications which are preceded by an asterisk (*) are official.]

- Amalgamated Society of Carpenters, Cabinet Makers, and Joiners. Monthly journal. Manchester. 1d. (2 cents) a copy.
- Athenæum. A journal of politics, literature, science, and the arts. London. 10s. (post free) (\$7.30) a year.
- *Board of Trade Journal and Commercial Gazette. London. H. M. Stationery Office. Weekly. 27s. 6d. (\$6.69) a year.
- British Citizen. Published by the National Democratic Party. London. Weekly. 10s. 6d. (\$2.56) a year.
- Bulletin of the Federation of British Industries. London. Semimonthly.
- Christian Commonwealth and Brotherhood World. London. Weekly. 13s. (\$3.16) a year.
- Cooperative Union Quarterly Review. Manchester.
- Copartnership. London. Monthly. 2s. (48.7 cents) a year (post free).
- Daily Herald. London. Daily, except Sunday. 39s. (\$9.49) a year.
- Democrat (with which is incorporated the Federationist). The official organ of the General Federation of Trade-Unions. W. A. Appleton, editor. London. Weekly. 1d. (2 cents) a copy.

- Economic Journal. The quarterly journal of the Royal Economic Society. J. M. Keynes, editor. London. 5s. net (\$1.22) a copy.
- *Economic supplement to the Review of the Foreign Press. Issued by the General Staff, War Office. London. H. M. Stationery Office. Fortnightly. 6d. (12.2 cents) net a copy.
- Economist. Weekly commercial times, bankers' gazette and railway monitor. A political, literary, and general newspaper. London. 40s. (\$9.73) a year.
- Garden Cities and Town-Planning Magazine. Published by the Garden Cities and Town-Planning Association. London. Monthly. 5s. (\$1.22) a year.
- General Federation of Trade-Unions, London. Quarterly balance sheet. London.
- Guildsman. A journal of social and industrial freedom. London. Monthly. 2s. 6d. (60.8 cents) a year.
- Industrial Peace. London. Monthly. 1s. (24.3 cents) a copy.
- International Review. London. Monthly. £1 18s. 6d. (\$9.37) a year (post free).
- Journal of the Iron and Steel Trades Confederation. London. Monthly.
- Journal of the Royal Statistical Society. London. Quarterly. 7s. 6d. (\$1.83) a year.
- *Labour Gazette. Prepared and edited at the offices of the Ministry of Labour. London. H. M. Stationery Office. Monthly. 1d. (2 cents) a month.
- Labour Leader. Official organ of the Independent Labour Party. Manchester. Weekly. 2s. 9d. (66.9 cents) a quarter.
- Labour Research Department (formerly Fabian Research Department). Monthly circular. Margaret I. Cole, editor. London.
- Labour Woman. A monthly paper for working women. Published by the Labour Party. London. 2s. (48.7 cents) a year.
- *Local Government Chronicle. London. Weekly. 12s. (\$2.92) a year.
- *Local Government Journal and Officials' Gazette. London. Weekly. 2d. (4.1 cents) a copy.
- London Typographical Journal. Official organ of the London Society of Compositors. London. Monthly. 2s. (48.7 cents) a year.
- Manchester Guardian. Manchester. Daily. £3 3s. (\$15.33) a year.
- Monthly Proceedings of the Association of Chambers of Commerce of the United Kingdom. London.
- *Month's Work. A magazine issued by the Ministry of Labour. London. H. M. Stationery Office. Monthly. 2d. (4.1 cents) net.
- Musicians' Report and Journal. The official organ of the Amalgamated Musicians' Union. London. Quarterly. 1s. (24.3 cents) a year.
- Nation. London. Weekly. 6d. (12.2 cents) a copy.
- *National Food Journal. Issued by the Ministry of Food. London. H. M. Stationery Office. Semimonthly. 2d. (4.1 cents) a copy.
- National Union of Boot and Shoe Operatives. Monthly report. Leicester. 1d. (2 cents) a copy.
- New Age. A weekly review of politics, literature, and art. London. 30s. (\$7.30) a year.
- New Statesman. A weekly review of politics and literature. London. 26s. (\$6.33) a year.
- Observer. London. Weekly. 2d. (4.1 cents) a copy.
- Organiser. The journal of the new conditions in industry. London. Monthly. 18s. (\$4.38) a year (post free).
- Producer. Manchester. Monthly. 3s. 6d. (85.2 cents) a year (prepaid).
- Production, an Industrial and Economic Review. The organ of the British Empire Producers' Organization. London. Monthly. 15s. (\$3.65) a year.
- Progress, Civic, Social, Industrial. Published for the British Institute of Social Service. London. Quarterly. 2s. 6d. (60.8 cents) a year.

- *Reconstruction Supplement to the Review of the Foreign Press. Issued by the General Staff, War Office. London. Fortnightly. 6d. (12.2 cents) a copy.
- Round Table. A quarterly review of the politics of the British Commonwealth. London. 10s. (\$2.43) a year.
- Russian Cooperator. A journal of cooperative unity. London. Monthly. 3s. (73 cents) a year (postpaid).
- St. Dunstan's Review. Ian Fraser, editor. London. Monthly. 7s. 6d. (\$1.83) a year.
- Socialist Review. A quarterly review of modern thought. J. Ramsay McDonald, editor. London. 1s. (24.3 cents) net.
- Trades-Union Congress. Parliamentary committee quarterly report. C. W. Bowerman, secretary. London. 1s. (24.3 cents) a copy.
- Unity. An organ to advance industrial and social progress through harmonious action by capital and labor. London. Monthly. 3s. (73 cents) post free.
- *Wages Board Gazette. Published by the Agricultural Wages Board. London. Semimonthly. 3s. (73 cents) a year.
- *War Pensions Gazette. A monthly journal for war pensions local committees. London. H. M. Stationery Office. 1d. (2 cents) a copy.
- Ways and Means. A review of industry, trade, commerce, and social progress. London. Weekly. £1 6s. (\$6.33) a year.
- Wheatsheaf. A cooperative record and magazine. Manchester. Monthly. Gratis.
- Woman Worker. A journal for women trade-unionists. London. Monthly. 2s. 6d. (60.8 cents) a year.
- Women's Employment. Issued by Women's Employment Publishing Co., Ltd. London. Semimonthly. 6s. (\$1.46) a year.
- Women's Industrial News. Organ of the Women's Industrial Council (Incorporated). London. Quarterly.
- Women's Trade-Union Review. The half-yearly report of the Women's Trade-Union League. London. 1s. 6d. (36.5 cents) a year.

ITALY.

[The publications which are preceded by an asterisk (*) are official.]

- Battaglie Sindacali. Organo della Confederazione Generale del Lavoro. Milan. Weekly. L. 6 (\$1.16) a year. (First issue March, 1919.)
- *Bollettino dell'Ispettorato dell'Industria e del Lavoro. Rome. Bimonthly. L. 4 (77.2 cents) a year.
- *Bollettino dell'Ufficio del Lavoro. Rome. Monthly. L. 5 (96.5 cents) a year.
- *Bollettino dell'Ufficio del Lavoro. Rome. Semimonthly. L. 5 (96.5 cents) a year.
- *Bollettino Mensile. Ufficio Municipale del Lavoro. Rome. L. 2 (38.6 cents) a year.
- *Bollettino Municipale di Cronaca Amministrativa e di Statistica. Ufficio Municipale del Lavoro. Milan. Monthly. L. 6.10 (\$1.18) a year.
- La Confederazione del Lavoro. Monitor Ufficiale della Confederazione Generale del Lavoro. Milan. Semimonthly. L. 3 (57.9 cents) a year.
- La Cooperazione Italiana. Organo dell'Alleanza fra la Lega Nazionale delle Cooperative e la Federazione Italiana delle Società di Mutuo Soccorso. Milan. Weekly. L. 10 (\$1.93) a year.
- Dizionario di Legislazione Sociale. Periodico bimestrale. Modena. L. 12 (\$2.32) a year.
- Giornale degli Economisti e Rivista di Statistica. Rome. Monthly. L. 20 (\$3.86) a year.
- Rassegna Sociale. Rivista della Cassa Nazionale d'Assicurazione per gl' Infortuni degli Operai sul Lavoro. Rome. Monthly.

[1901]

Rivista Popolare di Politica, Lettere e Scienze Sociali. Rome. Semimonthly. L. 8 (\$1.54) a year.

La Sicurezza e l'igiene nell' Industria. Bolletino dell' Associazione degli Industriali d' Italia per Prevenire gli Infortuni del Lavoro. Milan. Bimonthly.

NETHERLANDS.

[The publications which are preceded by an asterisk (*) are official.]

De Arbeid. Orgaan van het Nationaal Arbeids-secretariaat in Nederland. Amsterdam. Weekly. F. 0.85 (34.2 cents) for 3 months.

*Maandbericht van het Bureau van Statistiek der Gemeente Amsterdam. Amsterdam. Monthly. F. 2.50 (\$1.01) a year.

*Maandcijfers van het Statistisch Bureau der Gemeente's-Gravenhage. The Hague. Monthly. F. 0.10 (4 cents) a copy.

*Maandschrift van het Centraal Bureau voor de Statistiek. The Hague. Monthly. 10 cents a copy.

De Socialistische Gids. Maandschrift der Sociaal-Democratische Arbeiderspartij. Amsterdam. Monthly. F. 8 (\$3.22) a year.

Tijdschrift van den Nederlandschen Werkloosheids-raad. Amsterdam. Monthly.

De Vakbeweging. Orgaan van het Nederlandsch Verbond van Vakvereenigingen. Amsterdam. Semimonthly. F. 2 (80.4 cents) a year.

SCANDINAVIA AND FINLAND.

[The publications which are preceded by an asterisk (*) are official.]

Arbetarskyddet. Tidskrift för arbetarskydd och socialförsäkring. Organ för Föreningen för Arbetarskydd. Stocksund, Sweden. Monthly. 7.50 kr. (\$2.01) a year.

Ekonomisk Tidskrift. Utgivet af David Davidson. Stockholm, Sweden. Monthly. 10 kroner (\$2.68) a year.

Maanedsbetragten. Udgivet af Dansk Arbejdsmands Forbund. Copenhagen, Denmark. Monthly.

*Meddelelser fra det Statistiske Centralbyrå. (Journal du Bureau Central de Statistique du Royaume de Norvège.) Kristiania, Norway. Monthly. 2.00 kr. (53.6 cents) a year.

Meddelesesblad. Utgit av Arbeidernes Faglige Landsorganisation i Norge. Kristiania, Norway. Monthly. Kr. 0.50 (13.4 cents) a year.

Samfundets Krav. Social tidskrift. Udgivet af Oplysningselskabet det Sociale sekretariat. Copenhagen, Denmark. Bimonthly. 2 kr. (53.6 cents) a year.

Snedkerforbundets Fagblad. Udgivet af Snedkerforbundet i Danmark. Copenhagen, Denmark. Bimonthly.

Social Forsorg. Tidskrift for social forsikring og forsørgelse samt arbejderbeskyttelse. Copenhagen, Denmark. Monthly. 4 kr. (\$1.07) a year.

*Social Tidskrift. Utgiven av Socialstyrelsen i Finland. Helsingfors, Finland. 4 to 6 numbers. 1 mark (26.8 cents) a year.

*Sociala Meddelanden. Utgivna av K. Socialstyrelsen. Stockholm, Sweden. Monthly. 3 kr. (80.4 cents) a year.

*Sociale Meddelelser. Utgit av Departementet for Sociale Saker. Kristiania, Norway. Bimonthly. 1 kr. (26.8 cents) a year.

*Statistiske Efterretninger. Udgivet af det Statistiske Departement. Copenhagen, Denmark. Monthly. 1 kr. (26.8 cents) a year.

Statsvetenskaplig Tidskrift för Politik, Statistik, Ekonomi. Utgiven av Fahlbeckska Stiftelsen. Lund, Sweden. 5 numbers. 7.50 kr. (\$2.01) a year.

Tidskrift för den Svenska Pensionsförsäkringen. Organ för Föreningen för Framjande av den Svenska Pensionsförsäkring. Stockholm, Sweden. 10 numbers. 5 kr. (\$1.34) a year.

[1902]

SOUTH AMERICA AND MEXICO.

[The publications which are preceded by an asterisk (*) are official.]

- *Boletim da Diretoria de Industria e Commercio. São Paulo, Brazil. Monthly.
- *Boletim do Departamento Estadual do Trabalho. São Paulo, Brazil. Quarterly.
- *Boletín de Industria, Comercio y Trabajo. Organo de los Departamentos de Industrias, de Comercio y de Trabajo. Mexico City, Mexico. Monthly. \$5 a year.
- *Boletín de la Union Industrial Argentina. Buenos Aires, Argentina. Monthly.
- *Boletín de la Dirección General de Estadística y Departamento Provincial del Trabajo. La Plata, Argentina. Quarterly.
- *Boletín del Departamento Nacional del Trabajo. Buenos Aires, Argentina. Monthly.
- *Boletín Minero. Organo del Departamento de Minas. Mexico City, Mexico. Monthly. \$10.50 a year.
- *Crónica Mensual del Departamento Nacional del Trabajo. Buenos Aires, Argentina.

SPAIN AND PORTUGAL.

[The publications which are preceded by an asterisk (*) are official.]

- *Boletim da Previdência Social. Ministério do Trabalho. Lisbon, Portugal. Quarterly. 1\$00 (\$1.08) a year.
- *Boletín del Consejo Superior de Emigración. Madrid, Spain. Monthly. 5 pesetas (96.5 cents) a year.
- *Boletín del Instituto de Reformas Sociales. Madrid, Spain. Monthly. 3 francos (57.9 cents) a year.
- Butlletí del Museu Social. Barcelona, Spain. Monthly. 3 pessetes (57.9 cents) a year.
- Estudios de Deusto. Revista bimestral publicada por el Colegio de Estudios Superiores de Deusto. Bilbao, Spain. 5.50 pesetas (\$1.06) a year.
- Trabajo Nacional. Organo del Fomento del Trabajo Nacional. Barcelona, Spain. Monthly.

SWITZERLAND.

- Monats-berichte der Zentralstelle (Städtisches Arbeitsamt Zürich). Zurich.
- Monats-berichte des Statistischen Amtes der stadt Zürich. Zurich.
- Zeitschrift für die Schweizerische Statistik und Völkerwirtschaft. Hrsg. von der Schweizerischen Statistischen Gesellschaft. Bern. Quarterly. Fr. 10.20 (\$1.97).

PUBLICATIONS RELATING TO LABOR.

OFFICIAL—UNITED STATES.

ALABAMA.—*Department of Education. The plan of the State Board for Vocational Education in Alabama under the Smith-Hughes Law, 1918-19. Montgomery, 1919.* 63 pp. *Bulletin No. 61.*

ARKANSAS.—*Bureau of Labor and Statistics. Third biennial report, 1917-18. Little Rock, 1919.* 56 pp.

Recommends the creation of a child labor division in the State department of labor; also that the minimum wage and maximum hour law be made applicable to all female workers. Statistics on coal production for the year ending June 30, 1918, show a total of 2,373,687 short tons produced in 155 mines by 4,425 miners and company men. There were 14 fatal and 150 nonfatal accidents during this period, giving a fatality rate of 3.16 per 1,000 employed.

CALIFORNIA.—*Commission of Immigration and Housing. Annual Report, 1918. Sacramento, 1919.* 80 pp. *Illustrated.*

Contains descriptions of the activities of the commission's bureau of housing and of the bureau of immigrant education; also articles on labor camp inspection and sanitation. Gives an account of the great improvement in living conditions at labor camps since the enforcement of the labor camp sanitation law was placed in the hands of the commission in 1915, and notes the better class of labor obtainable and the resultant freedom from labor disturbances.

— — — *A manual for home teachers. Sacramento, 1919.* 47 pp.

Based upon the practical experiences of pioneer home teachers. It is intended to provide answers to the frequent questions sent to the commission not only from California but also from other States, and to furnish a guide to those desiring to begin the work of home teachers.

COLORADO.—*Bureau of Labor Statistics. Sixteenth biennial report, 1917-18. Denver, 1918.* 145 pp.

This report is a brief review of the work of the bureau, including factory inspection, free and private employment agencies, wage claim branch, reports on strike settlements, and an account of its activities in the enforcement of labor laws. It contains tables showing rates of wages in various occupations and retail prices of food, coal, and dry goods.

DISTRICT OF COLUMBIA.—*Minimum Wage Board. The cost of living of wage-earning women in the District of Columbia. [Washington, 1919.]* 7 pp. *Bulletin No. 1.*

Compares the cost of living of wage-earning women in the District of Columbia in 1916 and 1918, this data being prepared for presentation to a conference to make recommendations as to standards of minimum wage. The result of the work of the conference is given in the *MONTHLY LABOR REVIEW* for May, 1919, in an article on Minimum Wage in the District of Columbia (pp. 216-219).

IOWA.—*Bureau of Labor Statistics. Report for the biennial period ending June 30, 1918. Des Moines, 1918.* 216 pp.

Presents statistics of manufactures, data as to factory inspection, child labor, labor organizations, arbitration and conciliation, and the work of the free State employment bureau. The predominating industry of the State is agriculture, since 41.5 per cent of the males over 14 years of age and 36.3 per cent of all persons over 14 years of age engaged in gainful occupations were, on January 1, 1915, according to State census, found in agricultural pursuits. Average wages of farm labor rose from \$28.15 (summer months) and \$21.13 (winter months) in 1910 to \$38.95 and \$31.55, respectively

in 1917. The membership of trade-unions at December 31, 1917, as reported by the unions, was 53,944, or an increase of 5,581 (11.5 per cent) over 1915. Of the total members in 1917, 15,160, or 28.1 per cent, were members of the United Mine Workers of America. A special investigation of 650 children holding work permits in 22 cities showed that 113, or 17.4 per cent, had begun but had not completed the course in high school. Of the remainder, 170, or 26.2 per cent, had completed grammar school and of this number 137, or 80.6 per cent, were receiving wages of \$8 and less per week. The report presents a table of union scale of wages paid in 1915 and 1917.

MASSACHUSETTS.—*Bureau of Statistics. Twelfth annual report on the public employment offices for the year 1918.* Boston, 1919. 34 pp. Public document No. 80.

This report is noted on page 132 of this issue of the MONTHLY LABOR REVIEW.

— *Minimum Wage Commission. Sixth annual report for the year ending November 30, 1918.* Boston, 1919. 61 pp.

This report is summarized on pages 205 to 207 of this issue of the MONTHLY LABOR REVIEW.

NEW YORK.—*Industrial Commission. Bureau of Statistics and Information. A plan for shop safety, sanitation, and health organization.* Albany, January, 1919. 32 pp. Special Bulletin No. 91.

— *Weekly earnings of women in five industries (paper boxes, shirts and collars, confectionery, cigars and tobacco, and mercantile establishments).* Albany, February, 1919. 21 pp. Special Bulletin No. 92.

This report was summarized on pages 212 to 214 of the March, 1919, issue of the MONTHLY LABOR REVIEW.

— *Bureau of Women in Industry. The industrial replacement of men by women in the State of New York.* [New York] March, 1919. 69 pp. Special Bulletin No. 93.

A summary of this report is given on pages 221 to 226 of this issue of the MONTHLY LABOR REVIEW.

OHIO.—*Industrial Commission. Statistics of mines and quarries in Ohio, 1917.* Columbus, November 8, 1918. 98 pp. Report No. 36.

This report is noted on page 237 of this issue of the MONTHLY LABOR REVIEW.

— *Department of Investigation and Statistics. Union scale of wages and hours of labor in Ohio on May 15, 1918.* Columbus, 1919. 47 pp. Report No. 37.

This report, which is the fifth of the series, gives rates of wages and hours of labor for bakery, brewery, building, metal, and printing trades and for street railway employees and teamsters and chauffeurs, in 14 Ohio cities.

OKLAHOMA.—*State Council of Defense. Official report, from May, 1917, to January 1, 1919, containing the war activities of the State of Oklahoma.* Oklahoma City, March 17, 1919. 55 pp.

UNITED STATES.—*Congress. Senate. Committee on Agriculture and Forestry. Government control of the meat-packing industry. Hearings on S. 5305, a bill to stimulate the production, sale, and distribution of live stock and live-stock products, and for other purposes.* Washington, 1919. 2 volumes. Part 1, 814 pp.; Part 2, pages 815-2108.

— *Committee on the Judiciary. Brewing and liquor interests and German propaganda. Hearings, pursuant to S. Res. 307.* Washington, 1919. 2 vols. 2,975 pp.

S. Res. 307 is a resolution authorizing and directing the Committee on the Judiciary to call for certain evidence and documents relating to charges made against the United States Brewers' Association and allied interests and to submit a report of their investigation to the Senate.

UNITED STATES.—*Congress. Senate. Vocational rehabilitation of persons disabled in industry. Joint hearings before the Committees on Education and Labor, on S. 4922. 65th Congress, 2d sess. Washington, 1919. 86 pp.*

S. 4922 is a bill to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment. The hearings were held on December 10, 11, and 12, 1918.

— *Council of National Defense. Woman's Committee. Food production and home economics department. Agencies for the sale of cooked foods without profit. A survey of their development with particular reference to their social and economic effect. Prepared by Iva Lowther Peters. Washington, 1919. 77 pp.*

— *Department of Commerce. Report of the Secretary and reports of bureaus, 1918. Washington, 1919. 886 pp.*

— *Bureau of Standards. Report of conference at the Bureau of Standards on industrial safety codes, January 15, 1919, and proposal for the organization of an American Standards Association. Washington, 1919. 8 pp.*

— *Department of the Interior. Bureau of Education. Commercial education, by Frank V. Thompson. Washington, 1919. 11 pp. Bulletin No. 18.*

— *Educational work of the churches in 1916-1918. Washington, 1919. 53 pp. Bulletin No. 10.*

— *Bureau of Mines. Coal-mine fatalities in the United States, 1918. Washington, 1919. 61 pp.*

This report is noted on pages 235 to 237 of this issue of the MONTHLY LABOR REVIEW.

— *Quarry accidents in the United States during the calendar year 1917. Washington, 1919. 62 pp. Technical Paper 213.*

This report is noted on pages 234 and 235 of this issue of the MONTHLY LABOR REVIEW.

— *Reclamation Service. Work and homes for our fighting men. Washington, 1919. 28 pp.*

The title page of this pamphlet indicates its contents, as follows:

President Wilson urges support of the plan; Secretary Lane tells what the plan is; the pending bill which, if passed, will make the plan a reality; suggested bill for cooperation between the States and the United States; letters of inquiry from our fighting men; what other nations are doing.

— *Department of Labor. Division of Negro Economics. Negro migration in 1916-17. Washington, 1919. 158 pp.*

— *Employment Service. Annual Report of the Director General, fiscal year ending June 30, 1918. Washington, 1919. 59 pp.*

This report, which is the first to be prepared since the Employment Service was established as a distinct branch of the Department of Labor, in January, 1918, deals largely with the last six months of the fiscal year. Much of the data contained in this report has appeared from time to time in the MONTHLY LABOR REVIEW. A summary of the registrations, placements, etc., for the 14 months ending February, 1919, may be found in the April issue of the REVIEW (p. 141).

— *Information and Education Service. The new price revolution, by Irving Fisher. Washington, 1919. 7 pp.*

In Mr. Fisher's opinion "we are threatened with a widespread business depression and from peculiar causes, for the unsound conditions usually preceding a widespread business depression are absent. The main reason why business is not going ahead better is that most people expect prices to drop. * * * This general conviction that prices are sure to drop is putting a brake upon the entire machinery of production and distribution. Readjustment waits because we keep on waiting for it." The fundamental practical question confronting business men is whether the general level of prices is going to fall. Mr. Fisher expresses the conviction that "it is not going to fall much, if at all. We are on a permanently higher price level, and the sooner the

business men of the country take this view and adjust themselves to it the sooner will they save themselves and the Nation from the misfortune which will come if we persist in our present false hope."

UNITED STATES.—*Department of Labor. Information and Education Service. Prices during the war and the readjustment period, by T. S. Holden. Washington, 1919.*
10 pp. 3 charts.

This is an address delivered before the American Institute of Architects, at New York, on April 9, 1919, by an investigator connected with the division of public works and construction developments of the Information and Education Service of the Department of Labor. He asserts that an extended study of prices has led the division to the conclusion "that a new price level has been established by economic conditions attending the world war; and that economic forces appear to have already acted to stabilize prices at a level below which they are not likely to fall by any appreciable amount in the near future. * * * At the present time there is less concern over high prices than there is with regard to the stability of prices."

A comparison of the course of prices during the Civil War and the present war shows many points of similarity during the two war periods, but the course of prices during the present period of readjustment and the corresponding period following the Civil War shows more points of difference than of similarity. It was 13 years after the Civil War before prices returned to the prewar level. It is Mr. Holden's opinion that the principal cause of the return to the prewar level was "the fact that there was such abundant opportunity for the development of new and more economic methods of production in the shape of new forms of machinery and new kinds of business organizations. These opportunities we do not have at the present day in any measure comparable with the previous period."

- *Federal Board for Vocational Education.—Commercial occupations—bookkeeping, general clerical work, stenography, retail selling, telegraphy and wireless operating, accounting, salesmanship, advertising, foreign trade service, secretarial work, life insurance salesmanship, office management, banking, and commercial teaching.* Washington, February, 1919. 44 pp. Opportunity monograph, Vocational Rehabilitation Series No. 23.
- *Farm management as a vocation.* Washington, February, 1919. 14 pp. Opportunity monograph, Vocational Rehabilitation Series No. 21.
- *General farming.* Washington, February, 1919. 22 pp. Opportunity monograph, Vocational Rehabilitation Series No. 26.
- *Leather working trades.* Washington, February, 1919. 14 pp. Opportunity monograph, Vocational Rehabilitation Series No. 27.
- *Occupations in navy yards: Shop trades.* Washington, March, 1919. 31 pp. Opportunity monograph, Vocational Rehabilitation Series No. 28.
- *Occupations in the electrical manufacturing industries—engineering and drafting, coil winding and taping, coil impregnating and painting, coil placing and connecting, assembling, inspection and repair, and testing.* Washington, February, 1919. 14 pp. Opportunity monograph, Vocational Rehabilitation Series No. 25.
- *The printing trades—hand compositors, linotype operators and machinists, monotype operators and machinists, stonemasons, proof readers and copyholders, copy writers, pressmen, bindery workers, stockmen and paper cutters, cost clerks, layout men, salesmen, estimators, and foremen and managers.* Washington, February, 1919. 14 pp. Opportunity monograph, Vocational Rehabilitation Series No. 24.
- *Teaching as a vocation.* Washington, February, 1919. 14 pp. Opportunity monograph, Vocational Rehabilitation Series No. 22.
- *Transportation: Steam railroads, street railways, wagons, automobiles, boats.* Washington, March, 1919. 35 pp. Opportunity monograph, Vocational Rehabilitation Series, No. 30.
- *Treatment and training for the tuberculous, with standards by which to determine proper training and occupations for the tuberculous soldier, sailor, or marine.* Washington, March, 1919. 22 pp. Bulletin No. 29. Reeducation Series No. 5.

UNITED STATES.—*Interstate Commerce Commission. Collisions, derailments, and other accidents, resulting in injury to persons, equipment, or roadbed, arising from the operation of railways used in interstate commerce. April, May, and June, 1918. Washington, 1919. 27 pp. Accident Bulletin No. 68.*

— *National Adjustment Commission. Chairman's report for the period ending December 31, 1918. Washington, 1919. 174 pp.*

This report is summarized on pages 167 and 168 of this issue of the MONTHLY LABOR REVIEW.

— *Navy Department. Solicitor. The eight-hour law. Comprising the statutes, decisions of the Attorney General, decisions of the courts, and the Executive orders suspending its provisions. Washington, 1918. 102 pp.*

— *Treasury. Annual report of the Secretary on the state of the finances for the fiscal year ended June 30, 1918, with appendices. Washington, 1919. 983 pp.*

Sections are devoted to war-risk insurance, retirement of civil-service employees, assistance to farmers, and public health.

WISCONSIN.—*Industrial Commission. Sixth report of the Citizens' Committee on Unemployment and the Public Employment Bureau of Milwaukee, November 1, 1916, to June 30, 1918. [Madison.] February, 1919. 12 pp.*

OFFICIAL—FOREIGN COUNTRIES.

ARGENTINA.—*Departamento Nacional del Trabajo. Boletín No. 40. Buenos Aires, February, 1919. 123 pp.*

This bulletin, because of the importance of the seamen's strike in Buenos Aires, is a historical review of the aims, antecedents, organization, and strength of the Maritime Workers' Union. The full text of its constitution, its history, growth, and expansion, and detailed descriptions of its action in the various strikes that it has carried on are given in this bulletin. The study of which this bulletin forms a part begins with the founding of the first labor federation in Argentina in 1890, and follows the movement through to the end of 1918.

AUSTRALIA (NEW SOUTH WALES).—*Board of Trade interim report on the prevalence of miners' phthisis and pneumoconiosis in certain industries. Vol. I, Report and appendices. 212 pp. Vol. II, Evidence and exhibits. 390 pp. Sydney, 1919.*

Vol. I is the report of the Board of Trade of New South Wales which was commissioned in the summer of 1918 to determine (1) to what extent miners' phthisis exists among employees in metalliferous mines, in the rock chopping and sewer mining industry, and in ore treatment, refining, and reduction works; (2) whether this disease should be included in the schedule of the workmen's compensation act, 1916, and if so, upon what terms; (3) to what extent pneumoconiosis exists among quarrymen, stonemasons, and other employees working in stone; and (4) what relief, additional or alternative to the inclusion in the schedule of the workmen's compensation act, 1916, should be provided in respect of the incidence of the disease upon any of the individual classes mentioned in this series of questions. Considerable space is devoted to a compilation of physiological and pathological data and of laws and opinions collected from foreign experience. The board concludes that the cases of stonemasons and sandstone quarrymen who "die of phthisis of all forms twelve and nine times as frequently as the statistical class known as 'all occupied males over 15 years of age,' that is, the male members of the community who may be regarded as breadwinners," call for immediate relief. With respect to the other occupations named, the board does not regard its investigations as closed. It is recommended "that a plan for the compensation of stonemasons and quarrymen to accord, *mutatis mutandis*, with that contained in the Workmen's Compensation (Silicosis) Act of England (8 and 9 George V, chap. 14) should be forthwith instituted in this State."¹

BRAZIL (SÃO PAULO).—*Departamento Estadual do Trabalho. Boletim Nos. 28 e 29, Anno. VII. Third and fourth quarters, 1918. São Paulo, 1919. Pp. 427-506.*

This volume contains the text of a proposed accident compensation law for Brazil, the text of an agreement for the conciliation of disputes between certain employers and their employees in Rio de Janeiro, and the text of the home-work law of Spain, effective July 5, 1918. Digests of the Brazil workmen's compensation law as finally enacted, and of the home-work law of Spain, will be found, respectively, on pages 269 to 271 and pages 274 to 277 of this issue of the REVIEW.

CANADA (ONTARIO).—*Department of Public Works. Report of the trades and labor branch, including the reports of the superintendent of trades and labor, chairman of the board of stationary and hoisting engineers, chief factory inspector, chief inspector of steam boilers, inspector of labor agencies, Province of Ontario, 1917. Toronto, 1918. 91 pp. Illustrated.*

— Ontario Housing Committee. *Report, including standards for inexpensive houses adopted for Ontario, and typical plans. Toronto, 1919. 187 pp. Folded plans. Illustrated.*

This report is reviewed on pp. 294 to 297 of this issue of the MONTHLY LABOR REVIEW.

— (QUEBEC).—*Department of Labor. Laws: Inspection of factories and public buildings. 112 pp. Illustrated.*

Compilation of the labor laws of the Province of Quebec. Includes several articles on the subject of occupational diseases.

FINLAND.—*Industristatistik år 1915. Statistique des industries, année 1915. Helsingfors, 1917. 248 pp. Bidrag till Finlands Officiella Statistik, 18; Industristatistik, 32.*

Comprises the census of manufactures of Finland for the year 1915 with comparative data for the years 1911 to 1914.

— *Understödkassor år 1916. Helsingfors, 1918. 68 pp. Bidrag till Finlands Officiella Statistik, 26; Arbetsstatistik.*

Report for the year 1916 concerning the operations and finances of the mutual benefit societies of Finland.

FRANCE.—*Direction de l'Assurances et de la Prévoyance Sociales. Rapport sur les opérations des caisses d'épargne ordinaires. Année, 1913. Paris, 1915. 77 pp.*

This report shows in detail the operations of the savings funds in 1913. There were 550 funds in operation at the close of the year, having 8,659,551 depositors, with funds amounting to 4,011,424,748.86 francs (\$774,204,977) on deposit.

— *Ministère de l'Agriculture. Service de la Main-D'Oeuvre agricole. Les mutilés aux champs. 2. éd. Paris, 19, Rue de Varenne, 1918. 128 pp. Illustrated.*

This brochure, called The wounded men to the fields, is one of the publications of the Service of Agricultural Labor, the special effort of which is to encourage and facilitate the establishment of disabled soldiers in agricultural work. It contains letters addressed to the Service by the Ministries of Agriculture and Supplies, a table showing classification of disabilities, list of agricultural callings that can be followed by wounded men, a table of such callings that can be exercised by wounded men according to their particular disability, and reports on different branches of agriculture, containing such information as would be helpful to men in selecting a vocation. This volume is sent free of charge to all wounded men upon request.

GREAT BRITAIN.—*Board of Trade. Report on the increased employment of women during the war in the United Kingdom, with statistics up to April, 1918. London, 1919. 16 pp. Cd. 9164. Price, 2d. net.*

— — Water Power Resources Committee. *Interim report. London, 1919. 6 pp. Map. Cmd. 79. Price, 2d. net.*

The main purpose of this report is to bring to notice certain practicable water-power schemes which may prove of assistance to the Board of Trade and to the Ministry of Reconstruction in providing employment for labor, not only on the works themselves,

but also in consequent and auxiliary trades such as quarrying, cement making, steel constructional work, hydraulic and electrical plant manufacture, etc.

GREAT BRITAIN.—*Committee on Staffs. Fourth interim report of the committee appointed to inquire into the organization and staffing of Government offices. London, 1919. 12 pp. Cmd. 61. Price, 2d. net.*

— — — *Final report of the committee appointed to inquire into the organization and staffing of Government offices. London, 1919. 8 pp. Cmd. 62. Price, 1d. net.*

— — — *Home Department. Disabled sailors and soldiers compensation committee. Report of the departmental committee on compensation for disabled sailors and soldiers under workmen's compensation act, 1906. London, 1919. 8 pp. Cmd. 49. Price, 1d. net.*

— — — *Local Government Board. Alkali, etc., Works Regulation Act, 1906. Technical index to the alkali reports, with appendix. 1894 to 1917. London, 1919. 52 pp. Price, 1s. net.*

— — — *Housing. Financial assistance to public utility societies. London, 1919. 4 pp. Cmd. 89. Price, 1d. net.*

— — — *Manuals of Emergency Legislation. Supplement dated December 31, 1918, to the food supply manual. London, 1918. 320 pp. Price, 3s. net.*

Supplement to the July, 1918, edition of the food supply manual. It contains all the orders of the food controller, the Local Government Board, and the secretary for Scotland ancillary thereto which were made during the period August 1 to December 31 and were in force or about to be enforced at the latter date.

— — — *Military service (civil liabilities) grants. Advisory committee. Interim report for the period ending 25th May, 1918. London, 1919. 8 pp. Cmd. 39. Price, 1d. net.*

States that from May 26, 1916, to May 25, 1918, there were 425,999 applications for assistance from those who were unable by reason of their undertaking military service to meet their financial obligations. Of this number, 272,521 received grants amounting to £5,262,295 (\$25,608,959).

— — — *Ministry of Labor. Regulations made by the military service (civil liabilities) committee, with the concurrence of the Lords Commissioners of His Majesty's Treasury. London, 1919. 4 pp. Cmd. 88. Price, 1d. net.*

— — — *Ministry of Reconstruction. Reconstruction problems 15. Juvenile employment. London, 1919. 24 pp.*

The following excerpts from the section, presenting a summary of the recommendations of the Ministry of Reconstruction on the subject of juvenile employment, may be noted:

Provision should be made forthwith for setting up juvenile employment committees in those areas where no committee exists and where a considerable number of juveniles are employed.

The juvenile employment committees should be recognized as the authority for supervising the development of the industrial situation and for evolving plans for its control. To this end they should immediately form an estimate of the number of young persons likely to be discharged, the probable demand for juvenile workers, and the number of those for whom no alternative employment will be available.

With a view to withdrawing from industry young persons now engaged in it, and providing for their higher education, the Government should, as soon as possible, make provision for enabling an increase to be made in the number of scholarships and maintenance allowances tenable at places of higher education.

The factory acts should be amended in such a way as to establish a normal working week for young persons of, at any rate, not more than 48 hours (work and school); abolish night work for young persons; and bring within the protection of the law young persons who are at present outside the scope of the acts.

Maintenance grants should be provided for all young persons thrown out of employment, and provision made for setting up centers for instruction and recreation for all young persons who are unemployed, and residential camps.

— — — *Reconstruction problems 16. Prices during the war and after. London, March 8, 1919. 15 pp.*

GREAT BRITAIN.—Ministry of Reconstruction. Advisory council. Report of the committee of chairmen on electric power supply. London, 1919. 8 pp. Cmd. 93. Price, 1d. net.

Recommends that "electrical power should be generated and transmitted throughout the United Kingdom upon a single unified system, organized and conducted upon commercial lines, under State regulation and with such financial cooperation on the part of the State as may be found necessary in order to secure the speedy development of an effective system of electric supply throughout the Kingdom."

— — — *Housing (Financial Assistance) Committee. Interim report on public utility societies. London, 1918, 16 pp. Cd. 9223.*

The committee was appointed in May, 1918, to investigate and report as to the practicability of assisting individuals or organizations to build dwellings for the working classes by means of loans, grants, or other subsidies through State or municipal banks or otherwise.

Increased cost of building, high interest rates, artificial depression of rents by Government restriction, and the effects of the Government's assistance to local authorities will, in the opinion of the committee, make it improbable that private enterprises will furnish any appreciable number of houses without financial assistance from public funds. The report deals only with public utility societies because of certain advantages possessed by them. Some of the advantages are: (1) Employers are enabled to contribute toward housing for workmen free from the objections of the ordinary company housing; (2) employers may cooperate in housing work which single employers might not be able to undertake; (3) tenants are given an interest in the management and upkeep of the property, thus insuring their greater care of it; (4) the voluntary aid of local individuals is enlisted in effecting economies in construction and management, resulting in lower rents; (5) the society offers "an opportunity for securing the social advantages of the tenant," and in the case of societies in which employers have a share it makes for better relations between employer and employed.

The committee recommends among other things: (1) That loans from public funds be made for a period not exceeding 50 years and up to 80 per cent of the value of the property offered as security, interest rates to be subject to periodic revision; (2) that capital grants be allowed up to 75 per cent of the difference between the approved cost and the estimated value of the houses on their completion; (3) that local authorities be empowered and encouraged to purchase land by agreement or compulsorily and to develop it and lease it, with or without development, to public utility societies at economic ground rents; and (4) that certain securities be required in each case.

— — — *Women's Advisory Committee. Report on the domestic service problem, together with reports by subcommittees on training, machinery of distribution, organization, and conditions. London, 1919. 36 pp. Cmd. 67. Price, 3d. net.*

A digest of this report appears on pp. 226 to 229 of this issue of the REVIEW.

— — — *Parliament, House of Commons. Select Committee on National Expenditure. Session, 1918. Report, together with the proceedings of the committee and the minutes of evidence taken before the subcommittee on the form of public accounts. London, 1918. 318 pp. Price, 2s. 6d. net.*

ITALY.—Ministero per l'Industria, il Commercio, e il Lavoro. Ufficio del Lavoro. Inchiesta sui portiere. Rome, 1918. 49 pp. Pubblicazione dell'Ufficio del Lavoro, Series B, No. 48.

This publication of the Italian Labor Office gives the results of an investigation by medical officers into the working and living conditions of doormen and janitors (*portiere*) in private houses in 10 of the largest Italian cities. Doormen in private residences are fairly well situated, while those in apartment houses are not. The latter, in addition to their duties as doormen, perform also the duties of janitor and are very poorly paid. Of those investigated 12.7 per cent received no pay at all, while 52.6 per cent were paid at a rate of less than 1 lira (19.3 cents) per day. All of them receive

free lodging for themselves and family and in a great number of instances also free lighting. They depend largely on tips received from the tenants and many exercise another trade, such as that of cobbler, tailor, etc., in order to eke out a living.

ITALY.—*Ministero per l'Industria, il Commercio, e il Lavoro. Ufficio del Lavoro. Indagine sulle condizioni dei lavoratori d'albergo e mensa. Rome, 1919. 83 pp. Pubblicazione dell'Ufficio del Lavoro, Series B, No. 49.*

A bulletin of the Italian Labor Office gives the results of an investigation into the working conditions of hotel and restaurant employees. The National Congress of the Italian Federation of Hotel and Restaurant Employees, held on March 11 and 12, 1913, resolved to petition the Superior Labor Council to recommend legislation improving their working conditions, and in pursuance of this resolution sent a lengthy memorandum to the Superior Labor Council in February, 1914. The latter, after discussing the demands set up in the memorandum, ordered the Labor Office to make an investigation, which was done by means of questionnaires sent to the Hotel and Restaurant Owners' Association and to a number of employees' organizations. The questions related to the personnel employed (occupation, sex, adults, or juveniles), the form of the labor contract, the use of employment bureaus, wages, tips, hours of labor, rest periods, annual leave, discharge, hygiene and safety, insurance and labor organizations. The investigation covered 18,516 employees, scattered over the whole country. Of these, 1,160 were salaried employees, 7,524 waiters, 3,021 cooks, 5,064 were employed as laborers and cleaners, 580 as doormen, and 1,167 in various occupations, such as elevator men, storekeepers, etc. As the working conditions vary greatly in the individual localities and depend largely on local customs it is impossible to give a digest here of the data shown in the report. It can, however, be stated that the wages of hotel and restaurant employees are very low, especially those of employees coming in contact with the public, such as waiters, chambermaids, porters, etc., who only receive a nominal salary and are nearly entirely dependent on tips for their living. The hours of labor are excessively long, the daily average in hotels being 15 hours and in restaurants 16 hours.

NETHERLANDS.—*Departement van Arbeid. Centraal verslag der Arbeidsinspectie 1917. Arnhem, 1918. xxxvii, 515, xxii pp.*

Report of the factory inspection service of Netherlands for the year 1917.

—*Rijksverzekeringsbank. Verslag, 1917. The Hague, 1919. 172, vi pp.*

A report of the operation of the State insurance bank, organized for the administration of the Dutch compensation act of 1901. There were 12,916 insured establishments, covering 102,432 policies; 83,416 accidents were reported; and 79,460 injuries compensated. The following table shows the recognized insurance agencies, with distribution of compensation as paid by each.

AMOUNT PAID IN BENEFITS (MEDICAL COSTS, BURIAL EXPENSES, ACCIDENT COMPENSATION TO DEPENDENTS, ETC.), CLASSIFIED BY INSURANCE CARRIERS, UNDER THE DUTCH COMPENSATION LAW, 1905, 1910-1917.

Year.	State Insurance Bank.	Employers carrying own risk.	Stock companies.	Total.
1905.....	\$266,430	\$37,543	\$534,558	\$838,531
1910.....	604,290	46,825	661,634	1,312,749
1911.....	648,025	56,569	738,967	1,443,561
1912.....	709,039	66,074	840,805	1,615,918
1913.....	757,056	75,677	971,141	1,803,874
1914.....	752,866	83,903	1,008,301	1,845,070
1915.....	736,059	90,107	1,058,174	1,884,340
1916.....	769,421	112,979	1,156,472	2,038,872
1917.....	838,729	151,021	1,276,543	2,266,293

NORWAY (CHRISTIANIA).—*Statistiske kontor. Statistisk aarbok, 1917. Christiania, 1918.* *xiii, 245 pp.*

Statistical yearbook of the city of Christiania, containing, among other things, statistics on occupations, manufacturing, prices, municipal wages, public charity, relief funds, etc.

SWEDEN.—*Socialstyrelsen. Arbetsinställelser i Sverige år 1917. Stockholm, 1919.* *viii, 103 pp. Sveriges Officiella Statistik, Socialstatistik.*

Comprises the official report on strikes and lockouts in Sweden, 1917. During the year there occurred 458 strikes, 8 lockouts, and 9 mixed disputes, a total of 475. This is the largest number reported in any year since the Government began conducting investigations in 1903. The number of workmen affected was 46,701. Eighty per cent of the conflicts were for increased wages and 5 per cent for union recognition. About a fourth of the strikers were engaged in strikes which resulted in favor of the employers, and over two-fifths in those which resulted in favor of the workers, while less than one-third were engaged in strikes which were settled by compromise. The largest number of strikes occurred in the building industry and affected 10,830 workers, followed by those in the iron and steel and metal trades, which affected 16,136 workmen.

UNION OF SOUTH AFRICA.—*Office of Census and Statistics. Statistics of production. Statistics of factories and productive industries (excluding mining and quarrying) in the Union for the year 1916-17. Pretoria, 1918. 153 pp. Second industrial census, 1918. U. G. No. 51—1918.*

Statistical tables, among which are tables showing the average number of persons employed in factories in connection with each class of industry in the several Provinces of the Union and in certain industrial centers; average number of persons employed in connection with factories, classified according to race and sex; number and percentage of persons of each race employed in connection with each class of industry in the several Provinces of the Union; classification of factories in the Union according to the average number of persons employed; salaries and wages paid to persons employed in connection with each class of industry in the several Provinces of the Union; and other related matters.

URUGUAY.—*Dirección General de estadística. Anuario estadístico. Libro XXVI. Montevideo, 1918. 624 pp.*

In this volume, the yearbook of Uruguay, comparative vital, migration, financial, agricultural, and commercial statistics are given covering the period 1901-1916.

UNOFFICIAL.

ACADEMY OF POLITICAL SCIENCE. *Proceedings. Volume 8, No. 2. February, 1919. War labor policies and reconstruction. New York, Columbia University, 1919. 224 pp.*

This issue contains a series of addresses and papers presented at the Labor Reconstruction Conference held under the auspices of the Academy of Political Science in the city of New York, December 6-7, 1918. The articles include: Women in industry, by Mary Elizabeth Dreier; Women's invasion of industry and changes in protective standards, by Mary Van Kleeck; Will women retire from industry with return of peace? by Mary Anderson; Women in the railroad service, by Pauline Goldmark; New scientific standards for protection of workers, by Alice Hamilton, M. D.; Women in industry in France during the war, by Marguerite Bourat; Women in industry in England during the war, by Helen Fraser; American labor readjustment proposals, by Matthew Woll; British labor reconstruction proposals and the American labor attitude, by H. F. Laski; Effect of Federal control on railway labor, by W. S. Carter; Collective bargaining—the democracy of industry, by R. F. Caldwell; Humanizing the management of industry, by Sam A. Lewisohn; Adjustments of wages and conditions of employment, by V. Everit Macy; Adjustments of wages and conditions of employment under

governmental control of industry, by G. H. Sines; Standard of living as a basis for wage adjustments, by William F. Ogburn; Effect of present methods on future wage adjustments, by Henry R. Seager; Necessity for maintenance of labor standards during demobilization, by G. S. Arnold; The demobilization of labor in war industries and in military service, by Albert Shaw; Getting men back on the land, by William Kent; English agricultural labor problems and the food problem, by Sophia Carey; The Government's responsibility for disabled industrial workers, by Thomas B. Love; The restoration of disabled soldiers to industrial service, by Albert H. Freiberg, M. D.; Effect of war conditions on Negro labor, by George Edmund Haynes; The United States Employment Service in relation to the demobilization of labor, by Nathan A. Smyth; The rate of demobilization and the labor market, by W. H. Hamilton; Discussion of the demobilization of labor in war industries and in military service, by W. H. Webster and Augustine Davis; Our industrial victory, by Frank A. Vanderlip, Charles M. Schwab, Samuel Gompers, and William Howard Taft; and Appendix, Our industrial victory, by Samuel McCune Lindsay.

ALLEN, CHARLES R. *The instructor, the man, and the job. A handbook for instructors of industrial and vocational subjects.* Philadelphia, J. B. Lippincott Co., 1919. 373 pp.

This book is intended to serve two purposes—as a handbook for instructors in industrial plants and as "instruction notes" in instructor-training courses. The material presented has been developed out of notes originally used in instructor-training courses and subsequently modified for the training of shipyard instructors in connection with the instructor training work of the Emergency Fleet Corporation under the direction of the author. The book therefore presents not abstract theory, but practical methods based on sound principles developed out of the author's own experience.

AMERICAN ECONOMIC ASSOCIATION. Committee on war finance. Report. [New York] December, 1918. 127 pp.

Discusses the general subject of war finance under five heads—income and excess-profits taxes, consumption and other indirect taxes, Federal land and capital taxes, public credit, and fiscal aspects of bank credit and currency.

ANDRÉ, LOUIS. *Les accidents du travail. New edition, with synoptical tables.* Paris [1916], 160 pp.

This is a compilation of the French compensation law and amendment to May 29, 1909, with a discussion of its general application.

ANTHRACITE BOARD OF CONCILIATION. Reports. Vol. 5, April 1, 1913, to March 31, 1916, 388 pp.; vol. 6, April 1, 1916, to March 31, 1917, 363 pp. Hazleton, Pa., 1916 and 1918.

These reports show that a total of 569 grievances were settled by the board. This, however, does not include a large number of grievances settled by members of the board of conciliation in their respective districts. A circular put out by the Anthracite Bureau of Information, Philadelphia, accompanying volume 6, includes the following brief statement of procedure:

If a man has a grievance, or thinks he has one, and it is found impossible or impracticable to settle it through usual channels at the mine, he is privileged to carry his case before the board of conciliation. He goes before the board and tells his own story and is permitted to bring witnesses. Any man on the witness stand may be questioned by representatives of the other side or by any member of the board, but no attorneys are permitted to appear for either side, and no one is put under oath. Cases move with an easy and orderly informality, the sole idea being to get at the truth.

ASSOCIATION OF GOVERNMENTAL LABOR OFFICIALS OF THE UNITED STATES AND CANADA. *Proceedings of the fifth annual convention, Des Moines, Iowa, June 24-28, 1918. Issued by the Investigation and Inspection Service of the United States.* Washington, 1919. 112 pp.

Contains, besides the proceedings, a section giving the history and stating the aims and purposes of the association.

- BASCOM, ELVA L., AND MENDENHALL, DOROTHY REED. *Child welfare. Selected list of books and pamphlets.* Chicago, American Medical Association [1918]. 40 pp.
- BOURAT, MARGUERITE. *Le salaire minimum en France et en Angleterre.* Paris, 1917. 16 pp. Extrait de "L'Avenir," Août-Septembre, 1917. Price, 30 centimes.
- BRISSENDEN, PAUL FREDERICK. *The I. W. W. A study of American syndicalism.* New York, The Columbia University Press, 1919. 432 pp. (*Studies in History, Economics, and Public Law*, ed. by the Faculty of Political Science, Columbia University, vol. 83, whole No. 183).

This volume presents a historical and descriptive sketch of the "drift from parliamentary to industrial socialism," as epitomized in the career of the Industrial Workers of the World. The book does not aim to supply any extensive analysis of the background of the movement, or the economic and political conditions of its birth and growth; it furnishes a rather running account of the salient episodes in the career of the I. W. W., and a critical analysis of their economic platform.

The I. W. W. was formally launched in 1905. In 1908 a marked division occurred within the organization, and since that time two distinct branches have existed side by side. The fight within the organization has turned upon the vexed question of the relationship that should exist between the union and the political parties. The so-called "original" I. W. W. has emphasized the principles of industrial unionism; the organization of trade-unions along lines of industry rather than lines of trade or craft. Politically this group has been collectivist or socialistic in doctrine, accepting parliamentary methods of action, participating in elections, and relying on the suffrage to secure its ends. The more radical wing has been direct actionist, anarchistic, and syndicalist in its doctrine and methods. This latter group is the one which has figured in the textile strike of Lawrence, Mass., 1912, the Wheatland riots in California, and the free-speech fights at Spokane, Wash., and Fresno and San Diego, Calif.

Both branches of I. W. W. have drawn their membership principally from the unorganized workers of the western lumber camps and metal-mining districts, and more recently from the unskilled and unorganized workers in the textile centers of the East. The paid-up membership on January 1, 1917, is put at 60,000, the bulk of it distributed in the following industries: Textile, steel, lumber, mining, farming, railroad construction, and marine transportation.

The I. W. W. "insist that no genuine democracy is possible in industry until those who do the work in a business (from hired president to hired common labor) control its management." The administrative unit advocated by the I. W. W. for securing this end is the industrial union. The organization proposes in general to extend the principles of representative government from the political to the economic field of action.

BROOKLYN [N. Y.] PUBLIC LIBRARY. *After war—what? Trades and occupations. A classified list of some of the most useful books in the Brooklyn Public Library.* Brooklyn, 1919. 30 pp.

BULLETIN DE LA PARTICIPATION AUX BÉNÉFICES. *40^e année, 3^e—4^e livraisons.* Paris, 1919. Pp. 121-196.

A historical account of the profit-sharing scheme established by Baille-Lemaire at Crosne in 1885 is given in this bulletin. The company is now employing 400 persons. Since 1892 one-third of the annual net profits has been distributed among those who have been employed in the establishment five or more years, the amount distributed being 474,714 francs (\$91,620).

BUTTERFIELD, KENYON L. *The farmer and the new day.* New York, The MacMillan Co. 1919. 311 pp.

CANADIAN RECONSTRUCTION ASSOCIATION. *Women's Department. Women and reconstruction.* [Toronto] Nov. 25, 1918. 11 pp.

An appeal put forth for the sake of interesting Canadian women in the economic and industrial problems of reconstruction. Aims to show the close connection between the home and the national welfare in such matters as production, foreign and domestic commerce, and the like.

CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE. *Division of economics and history. Preliminary economic studies of the war. No. 7. The financial history of Great Britain, 1914-1918, by Frank L. McVey.* New York, Oxford University Press (American branch), 1918. 101 pp.

— — — No. 8. *British war administration, by John A. Fairlie.* New York, 1919. 302 pp.

— — — No. 9. *Influence of the Great War upon shipping, by J. Russell Smith.* New York, 1919. 357 pp.

CLEVELAND, FREDERICK A., AND SCHAFER, JOSEPH, EDITORS. *Democracy in reconstruction.* Boston, Houghton Mifflin Co., 1919. 506 pp.

A collection of papers by various authors, arranged under six general heads: Ideals of democracy, Institutions of democracy, Afterwar social problems, Afterwar labor problems, Afterwar transportation problems, and Afterwar political problems. A chapter on Social insurance, by Samuel McCune Lindsay, gives a concise history of the subject in America and certain European countries. The section on Afterwar labor problems contains chapters on Demobilization and unemployment, by Harold G. Moulton, and on Capital and labor, by William F. Ogburn. The latter is an impartial summary of the problems involved in the relationship between capital and labor during reconstruction. In the former the author strongly advocates the provision of buffer employment on public works as the best insurance against the dangers attending unemployment, and says: "But we can not make adequate preparations to meet the impending crisis without some sort of a Federal board of public works. * * * Nothing short of a Federal board of public works will enable us to develop a constructive policy for meeting the problem of transition."

COLE, G. D. H. *Labor in the commonwealth; a book for the younger generation.* London, Pelican Press, 1919. 223 pp.

Mr. Cole seeks to explain what labor and the labor movement are like and to elaborate a personal theory of labor's place in the commonwealth. Labor, he believes, is not an abstract term, an element in production, a commodity which can be bought and sold, but that body of "individual men and women who, taken together, form the vast majority of the people in any commonwealth."

In contrast to this axiomatic definition of labor is the author's conception of "the commonwealth." In his opinion the commonwealth is not an end in itself but a means to a "good time." In this commonwealth class conflicts will be removed by "the abolition of class distinctions and the establishment of a democratic industrial system." In discussing the place of a modern State in such a commonwealth, the author, while admitting that the State will not necessarily cease to exist as a result of such development, is of the opinion that with class conflicts removed the "way will be clear for the re-creation of the State on truly democratic lines." Guild socialism would be an expression of the principles of democracy and self-government which the author sets forth.

The development of the labor movement and its weakness and strength are briefly treated in the book, as is the question of the education of the working class.

— *The payment of wages. A study in payment by results under the wage system.* London, Fabian Research Department, 1918. Trade-union Series No. 5. 155 pp.

Believing that the question of methods of wage payments will assume serious proportions during the reconstruction period, the author presents in this volume a dis-

cussion of various types of wage payments with their respective merits and defects and their applicability to different trades. Included in the number are piecework systems, bonus systems in general, the premium bonus system, and efficiency systems of payment. Collective bargaining, profit sharing, and commission systems are considered in their relation to wages. An unusual feature of the book is that the subject of wage payments is approached from the standpoint of the trade-unionist. The author declares that "It is a suicidal policy for the trade-unions to leave payment by results unregulated, or to attempt to confront the scientific experts or the employers without equally scientific knowledge in their own hands." He believes that the trade-unions must either develop a science of wage payments of their own or give up the idea of future self-government in industry. Several appendixes contain material regarding piecework provisions of engineering agreements; piecework rules of trade-unions in the engineering, shipbuilding, and smaller metal trades; piecework rules and agreements in the woodworking and building trades; "pooling" and collective piecework; the premium bonus system; price lists; and the grading of labor. There is a selected bibliography on wages and scientific management.

DUCHÈNE, MME. G. *Le travail à domicile. Ses misères—ses dangers. Les moyens d'y remédier.* Paris, 1914. 16 pp. Price, 25 centimes.

The author presents a study of the question of home work considered objectively and analyzed in a scientific manner.

ELIAS, AGNES M. *When women know how.* London, Nisbet & Co. (Ltd.), 1919. 144 pp.

A very simple and nontechnical consideration of the present-day position of women in domestic, social, and industrial life, based upon the experiences and observation of the daughter of a provincial doctor in a Lancashire town in social work in different parts of England and in three years' war work in London offices. Chapters are devoted to women in the office, in the professions, and in the factory—"A woman's limitations," "To stabilize woman labor," and "The woman of action."

ELY, RICHARD T. *The world war and leadership in a democracy.* New York, The MacMillan Co., 1918. 189 pp. *The Citizen's Library of Economics, Politics, and Sociology.*

The first half of this book is devoted to matters relating to the war. The latter part contains chapters on the struggle for equality of opportunity in American history, tests of actual and proposed social and political measures, the foundation of leadership, ideals of leadership, leadership in public life, and six lamps of social progress. The author states the six lamps to be unity in diversity; idea of service; leadership of the wise and good, which naturally follows from a recognition of the inequalities among men with respect to their powers; liberty—meaning freedom to act under the law; equality of opportunity; and fraternity.

FAIRCHILD, C. B., JR. *Training for the electric railway business.* Philadelphia, J. B. Lippincott Co., 1919. 155 pp. Illustrated.

The purpose of this book, prepared under the supervision of T. E. Mitten, chairman of the executive committee, Philadelphia Rapid Transit Co., is to explain nontechnically, the business side of electric railroading and, by defining the electric railway organization and its varied functions, to give an insight into the requirements, the opportunities, and the training involved in the several departments of the business. It includes chapters on organization, the executive and transportation functions, the engineering functions, the administrative functions, miscellaneous functions, qualifications in general, and specific qualifications, technical training, and specialized courses of study.

GOODRICH, B. F., RUBBER CO. SALES TRAINING DEPARTMENT. *A Wonder Book of Rubber*. Akron, Ohio, 1917. 73 pp. Goodrich employees' reading course. Vol. i.

One of a series of 11 books published by this company for the purpose of placing at the disposal of its employees a means whereby a comprehensive knowledge of their business may be obtained.

HARRIS, GARRARD. *The redemption of the disabled: A study of programs of rehabilitation for the disabled of war and of industry*. New York, D. Appleton & Co., 1919. 318 pp. Illustrated.

This book contains an excellent and sympathetic exposition of the problems of the handicapped man. A large part of it is devoted to the plans and policies of the Federal Board for Vocational Education in the administration of the vocational rehabilitation act, which became a law in June, 1918. As the author is connected with the research division of this board he is able to speak with intimate knowledge of the rehabilitation work of which it has charge in this country. The first chapter is an introduction by Frank Billings, colonel, Medical Corps, United States Army, which deals with physical reconstruction. The work then takes up in order the subjects of redemption of the disabled a social obligation, human wastage under the pension system, the Nation's duty toward the individual, what the belligerent nations have undertaken, and the problem of reeducation. The history of the rehabilitation of the injured soldiers in different European countries and in Canada and other British dominions then follows, leading up to the problem in America, which is treated in detail. Referring to the training of disabled soldiers, the author gives the result of an examination of the first 159 cases approved for training by the Federal Board. This shows that 63 different trades are represented in these cases, agriculture and allied occupations being the choice of the largest proportion (15.7 per cent) of the soldiers. The next choice was commercial education, and the third was general business education. Of these first 159 men some were placed directly in the trades or industry for special instruction, while the remainder were distributed among 44 colleges and technical schools of acknowledged standing.

HOWE, FREDERIC C. *The land and the soldier*. New York, Charles Scribner's Sons, 1919. 196 pp.

An argument for the establishment of farm colonies in the United States to be made ready for sale and occupancy by the Government. An examination is made of the details involved in the conduct of such colonies and an account is given of "America's first colony"—the State land settlement at Durham, Butte County, Calif.—and of the experience of other countries in land colonization. An appendix contains the draft of the bill prepared at the instance of the Secretary of the Interior for adoption by the several States, embodying a proposal for the reclamation of waste land and the development of farm colonies. In a chapter on the redemption of farming, the author outlines conditions necessary for profitable farming and says that the following factors coexist in the countries in which agriculture is most efficient and productive: Absence of tenancy; adequate, cheap, and well-organized means of distribution and marketing, owned by the State or the farmer; cheap credit; easy access to the land by men of small capital; and educational and recreational advantages.

HUGHES, W. R., ED. *New Town: A proposal in agricultural, industrial, educational, civic, and social reconstruction*. Edited for the New Town Council by W. R. Hughes. London, J. M. Dent and Sons (Ltd.), 1919. 141 pp.

This book contains the outlines of a proposal to found a model country town in England which will embrace a reconstruction scheme in land tenure, housing, industry, agriculture, education, civic and domestic affairs, and bring all these sides of life into relation with each other. The plan outlined is to purchase "a portion of the surface of England, of about 3,000 acres, and to exemplify upon it a more rational method of arranging homes, workshops, and factories, so that its inhabitants shall all be in some direct touch with Mother Earth, and yet so grouped that all kinds of healthy

and varied social intercourse is made easy." The outline is divided into chapters called The proposal, The framework of New Town, The planning and building of New Town, New Town industry, Agriculture in New Town, New Town education, The homes and social life of New Town, and "Our appeal"—which is for the cooperation of men of technical and business experience, of trade-unionists and labor, "all who believe in the necessity for a new emphasis on full and free association in labor and in life," of those who are anxious about the future of the English countryside, those who are concerned about the present educational system and methods, men and women who, because of the war, have lost their old positions, or wish to make a change into some work of more direct service to their nation, those who can not give personal service, but who can give money, women, now more free to cooperate with men than ever before, and practical idealists, young and old, cautious and adventurous.

HUSSLEIN, JOSEPH. *The world problem. Capital, labor, and the Church.* New York, P. J. Kenedy & Sons, 1918. 296 pp.

INTERNATIONAL CONFERENCE ON REHABILITATION OF THE DISABLED. *Papers presented at the conference, New York, March 18-21, 1919.* Separately pagged.

These papers are printed in pamphlet form and cover the general subject of agricultural readaptation, methods of training, national organization of rehabilitation, placement of the disabled in employment, provision of artificial limbs and prostheses, rehabilitation of crippled children, relation of pensions, compensation, and other allowances to rehabilitation, etc.

JAPAN YEARBOOK. *Complete cyclopedia of general information and statistics on Japan and Japanese territories for the year 1918.* Tokio, 1918. 785, xlviii pp. Map.

Chapters are devoted to population; charity and relief; education; justice, prisons, police, and sanitation; public works; and a chapter on social politics and labor problems, which contains tables and other concise information of special interest to labor, including social organization, the factory law, factories under the factory law, insurance of workmen, wages, causes of poverty, women in industry, etc. Returns concerning strikes show that there were 397 in 1917, of which 167 were compromised, 87 successful, 92 withdrawn, and 51 rejected as compared with 108 in 1916, of which 39 were compromised, 17 successful, 39 withdrawn, and 13 rejected. The number of strikers in 1916 is given as 8,413, but corresponding figures are not given for 1917. In almost all Government or private establishments of a large scope the insurance system is in force for mutual relief of members or their families. The following figures show the mutual relief arrangement in force in five governmental establishments at the end of March, 1917: Number of societies, 5; number of members, 217,953; number of persons helped, 56,487. Data for representative lines of factory business as compiled by the Department of Agriculture and Commerce show the following scale of working hours in different industries:

SCALE OF WORKING HOURS IN SPECIFIED INDUSTRIES IN JAPAN.

Industry.	Working hours.		
	Ordinary.	Maximum.	Minimum.
Filature.....	13.0	18.0	8.0
Spinning.....	12.5	14.0	10.5
Weaving.....	12.5	15.5	9.5
Plaiting.....	12.0	15.5	8.5
Paper.....	11.5	14.5	9.0
Match.....	10.5	13.0	8.0
Printing and binding.....	9.0	16.0	8.0

[1919]

At Government works working hours are 10 on an average, and seldom exceed 12. Rest intervals are 45 minutes to one hour and monthly holidays are four or five. Wages of laborers and number of operatives in different industries are given. Information regarding the condition of female laborers is summarized in an article on pages 229 and 230 of this number of the MONTHLY LABOR REVIEW.

JAURÉGUY, PIERRE. *L'industrie allemande et la guerre.* Paris, 1918. 160 pp.

A study, based on statistical data, showing the development of German industries during the war. The volume is divided into three parts. The first part attempts to show to what extent German industry of prewar times was dependent on foreign countries for raw materials. The second part describes how Germany has tried to overcome the lack of raw materials, due to its being blockaded, through new processes of production of these materials or of substitutes for them. The third part of the volume is devoted to the afterwar plans of German industry for the recovery of its lost foreign markets. It should be stated that the volume was published in February, 1918, i. e., at a time when Germany still had hopes of ending the war through a negotiated peace.

JOURNAL OF POLITICAL ECONOMY. Vol. 27. No. 3. March, 1919. Chicago, University of Chicago Press, 1919. Pp. 145-224. Published by the University of Chicago in cooperation with the Western Economic Society.

An article on labor administration in the shipbuilding industry during war time, by P. H. Douglas and F. E. Wolfe, studies the labor problems of the shipbuilding industry as illustrating in a perhaps heightened form the difficulties which all war industries experienced. The article is divided into introduction and organization, created to deal with the labor problems, the latter being subdivided into (A) The Shipbuilding Labor Adjustment Board, and (B) Organization inside the Emergency Fleet Corporation to deal with labor—(1) General service division, (2) Industrial relations division, (3) Field organization of industrial relations division, and (4) Relation of shipbuilding labor administration to other war labor agencies. The authors agree that the following facts indicate some of the advantages of centralizing the control and administration of all matters of industrial relationship: "(a) There was afforded for the first time an opportunity to formulate definitely the labor policy of the corporation and to organize a comprehensive scheme for decentralizing the administration of labor matters; (b) the closer cooperation of the various sections conducted to the use of similar administrative methods and interpretations of policies and to the avoidance of duplication of work, as in calling for unnecessary reports from the shipyards. It also made possible frequent conference and counsel on the part of the personnel of the division, and this created an *esprit de corps*, and added to the general efficiency; (c) furthermore, a beginning of budgetary control of the labor administration was now made possible and soon resulted in some economies." A subsequent article will treat the functioning of the organizations upon the problems faced in shipbuilding during the war, and consider the principles underlying the actions taken.

The magazine also contains the second installment of an article on food control and price fixing in revolutionary France, tracing the French experience in price regulation in 1793-94.

JULLIARD, CHARLES. *L'Accoutumance aux Mutilations. Accidents du travail-Blessures de guerre.* Paris, 1916. 264 pp., with 143 illustrations.

This volume is a study on the subject of the functional adaptation of traumatized members to industrial work. In this study the factors considered are: Part I, Age of injured person, nature of the injury, occupation, sex, etc.; Part II, Valuation of loss of earning capacity in various occupations resulting from mutilations, and period required after loss of parts in adapting mutilated members to perform certain classes of labor; and Part III, A study of wounds received in war. This study has received the approval of the Second Congress on Treatment of Accidents.

MAGNES, J. L. *Address delivered at the opening session of the first Jewish Labor Congress, New York, January 16, 1919. Reprinted from The Jewish Forum, February, 1919. [New York], 1919. 8 pp.*

MASON, STEPHEN C. *How American manufacturers view employment relations. Reprinted from the Annals, American Academy of Political and Social Science, March, 1919. Philadelphia, 1919. 11 pp. Publication No. 1278.*

The president of the National Association of Manufacturers here considers and interprets separately the points in the declaration of labor principles of the association. "The overwhelming majority of the manufacturers in this country," he declares, "are firm in their belief that absolutism on the part of the employee is just as bad for the general welfare of the Nation as absolutism on the part of the employer."

LE MUSÉE SOCIAL. *Mémoires et Documents.* No. 2, February; No. 3, March and April, 1919. Paris, 1919. pp. 77-135.

The subjects discussed are "Social and economic problems of Alsace-Lorraine," by Jean Brunhes; and "Concord between colonial production and metropolitan industry—the production of cotton," by Jean Dybowski.

NATIONAL ASSOCIATION OF CORPORATION SCHOOLS. *Bulletin, Vol. 6, No. 5. New York, May, 1919.* Pp. 198-240.

NATIONAL DIRECTORY OF THE PAPER-BOX TRADE AND ITS ALLIED BRANCHES, 1919. Chicago, The Ravenswood Press Publishing Co., 1919. 205 pp.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *Hours of work as related to output and health of workers. Silk manufacturing.* Boston, March, 1919. 54 pp. Research Report No. 16. Price, \$1.

Based on answers to schedules of inquiry and on information obtained by agents visiting establishments. The report contains a description of the various processes involved in silk manufacture, and emphasizes the fact that since handwork plays a more important part in this than in the manufacture of cotton or woolen goods there is more chance that improved efficiency, due to shorter hours, will offset the effect of a reduction of working time. Of the 84 establishments which reported a change in hours, 19 reported that production was either increased or maintained under the shorter schedule, while 65 said that it was reduced. The reductions in hours had, with two exceptions, taken place between 1909 and 1917; "the greater number were made in 1916." At the time of the investigation a 50-hour week was in force in practically two-thirds of the establishments covered.

The conclusion is reached that the point of maximum output in the silk manufacturing industry as a whole lies somewhere between 50 and 54 hours per week.

"Because of the limited experience available with intermediate work schedules it is impossible to fix that point definitely. The point of maximum production, moreover, is not the same for all classes of mills. In processes where machinery dominates to an exceptional degree, as, for instance, in throwing or in certain kinds of weaving, reduction of work hours to even 54 per week has usually involved some loss in output. But, taking the industry as a whole, it may fairly be concluded that the point of maximum production is somewhat nearer 50 than 54 hours per week."

The study was evidently completed before the recent reduction of hours in the silk industry in Paterson and elsewhere. This reduction, taking place at one time in a number of establishments, ought to render possible a study of the effect of a shortening of hours based on actual records and showing results under a variety of different conditions.

NATIONAL SAFETY COUNCIL. *Proceedings of Seventh Annual Congress, St. Louis, September 16-19, 1918. [Chicago, 1919.]* 1246 pp.

An account of the Seventh Annual Congress was given in the MONTHLY LABOR REVIEW for November, 1918, pages 198-204.

NATIONAL SAFETY COUNCIL. *Safe practices. No. 21. Accident records—how to compile them and how to use them.* Chicago, 1919. 12 pp. Price, 10 cents.

— — — *No. 22. Shop lighting.* Chicago, 1919. 16 pp. Price, 10 cents.

NEW DAY FOR THE COLORED WOMAN WORKER. *A study of colored women in industry in New York City.* [New York] March, 1919. 39 pp.

This report is the result of an investigation made under the direction of The Consumers' League of the City of New York; The Young Women's Christian Association; The Women's Trade-Union League; The New York Urban League; Division of Industrial Studies, Russell Sage Foundation; Committee on Colored Workers of the Manhattan Trade School.

NEW YORK CHARITIES DIRECTORY. *A reference book of social service in or available for Greater New York,* by Lina D. Miller. 28th ed. New York, Charity Organization Society, 1919. 462 pp.

NEW YORK SCHOOL OF SOCIAL WORK (FORMERLY SCHOOL OF PHILANTHROPY). *General announcement. Courses of study, requirements for admission, positions of graduates. 1919-1920.* New York, 105 East 22d St., January, 1919. 32 pp. Bulletin. Vol. XII, No. 2.

[NEW YORK] STATE CHARITIES AID ASSOCIATION. *Committee on the Prevention of Tuberculosis. Annual report. A summary of the work of the committee for the year ending September 30, 1918.* New Ybrk, 105 East 22d St., January, 1919. 18 pp.

Covers work of this committee, which, in cooperation with the State health department, is engaged in organizing, coordinating, unifying, and giving leadership and direction to the tuberculosis movement in New York State, exclusive of New York City, including assistance organized for discharged tuberculous soldiers, new hospitals opened, new open-air schools and camps, cooperation with other agencies, legislation, report of inspection of county tuberculosis hospitals, etc.

NORTHCOTT, CLARENCE H. *Australian social development.* New York, Longmans, Green & Co., 1918. 302 pp. *Studies in history, economics, and public law.* Edited by the faculty of political science of Columbia University. Vol. 81, No. 2.

PARSONS, CAPTAIN. *Revolution: Industrial and political, viewed from both sides. Handbook on the new era, for shop stewards, trades-union leaders, and capitalists.* London, British Empire Union, 1919. 64 pp. Labor Series No. 3. Price, 9d. net.

Based upon the idea that the main issue in industrial reconstruction lies between the principles of private enterprise on the one side and public ownership on the other. The author examines the various problems in industry in their relation to the two principles. Among the subjects to which chapters are devoted are: The root cause of the divided nation—heart-to-heart talk with miners and soldiers; The twofold problem—national and international; Strikes and their international results; The triple alliance of labor versus the Government; and Nationalization, socialization, and the conscription of wealth. While the author evidently does not believe in the practicability of public ownership, he says: "It is quite possible, however, to start the new era of strict State supervision without State ownership, and by grouping interdependent trades together with scientific organization and Government assistance on the paternal principle, there is no doubt that wages could be kept high, supplies abundant, and prices low."

POLITICAL SCIENCE QUARTERLY. Vol. 34, No. 1. March, 1919. New York, 1919. 192 pp. Edited for the Academy of Political Science in the city of New York by the faculty of political science of Columbia University.

A series of articles on price fixing in the United States during the war, by Lewis H. Haney, begins by defining the term "price fixing" as "any regulation of price effected directly or indirectly by Government agency." "More specifically," the author adds, "the discussion will be confined to the control of prices in which some agency of the Government having power to enforce its decision determines, or sanctions the determination of, a price by some process other than that of free bargain

between buyer and seller." The article is confined closely to the experience in price fixing during the war.

POWELL, THOMAS REED. *Collective bargaining before the Supreme Court.* New York, Academy of Political Science, 1918. Pp. 396-429. Reprinted from *Political Science Quarterly*, Vol. 33, No. 3, September, 1918.

QUARTERLY JOURNAL OF ECONOMICS. Vol. 33, No. 2. February, 1919. Cambridge, Mass., Harvard University Press, 1919. Pp. 205-373.

An article on Price fixing as seen by a price fixer, the author of which is F. W. Taussig, analyzes the work of the three agencies by which the Government carried on price fixing during the war. He says: "So far as the experiment went, and so long as it lasted, the outcome seems to me to have been good. The rise of prices to be expected from inflation of the circulating medium was not prevented; but then no endeavor was made to achieve this sweeping object. There is nothing in all the price experiences to prove or disprove the contention that, irrespective of legislative or administrative fiat, general economic forces must work out their general effects. But that the impinging of the forces was in some degree affected and curbed seems undeniable. Food and fuel prices were prevented from fluctuating as widely and soaring as high as they would have done in the absence of regulation. A result of the same kind, apparently not less in extent, was secured for other price-regulated articles."

Wage theory and theories, by H. J. Davenport, considers among other subjects Labor-purchase theory of wages; Property as affecting iron law; Both the minimum and the standard doctrine as cost doctrines for the supply of men who have no costs of production; Flexibility of standards of living; Surplus-value theory; Reconstruction; No outlook for higher wages at expense of employer; and Possible lines of amelioration.

An article on war labor policies and their outcome in peace is the third of a series of articles by Louis B. Wehle, in which he discusses the contrivances for labor control and adjustments which he considers the outstanding labor developments of the war.

QUICK, HERBERT. *From war to peace. A plea for a definite policy of reconstruction.* Indianapolis, The Bobbs-Merrill Co., 1919. 278 pp.

A consideration of some of the problems of reconstruction. The author has dwelt first on the necessity for measures which would prevent unemployment and keep wages from falling so as to press down the standard of living, considerable space being devoted to different phases of land settlement. In addition to these temporary devices for keeping away a labor and industrial crisis, he lays emphasis on "measures for giving the people something more from their Government and upon educational measures which will make more and more people conscious that the Government is a part of their lives, to be studied, labored with, worked upon, amended, perfected, thought about."

RENAUD, GEORGES. *Guilds in the middle ages.* Translated by Dorothy Terry, and edited, with an introduction, by G. D. H. Cole. London, G. Bell & Sons (Ltd.), 1919. 140 pp.

While this book is the first part of a larger work by the author, it is complete in itself, the second part of the original dealing with the modern trade-union movement. The book is devoted to the history of medieval guilds, the value of which, G. D. H. Cole says in the introduction, "is not based on any historical continuity," but "lies rather in the very discontinuity of economic history, in the sharp break which modern industrialism has made with the past."

Chapters are devoted to Origin and geographical distribution; The organization of the guilds; The administration of the guilds; The aims and methods of the guilds; The merits and defects of the guild system; External causes of decay; Internal causes of decay; and The death of the guilds.

ROBINSON, CYRIL E. *New fallacies of Midas. A survey of industrial and economic problems.* London, Headley Bros. (Ltd.), 1918. 294 pp.

An unusual treatment of a hard-worked theme. It does not appear that the writer of this book has a program to advocate, but after an endeavor to trace the course of the industrial conflict and to understand the issues upon which that conflict turns, he hazards an outline picture of what he considers the ideal compromise which would reconcile the three rival claims—those of the capitalist, the worker, and the State. In such a compromise he believes that the theories of the socialist, the individualist, and the syndicalist alike will claim some share. The ideal condition to which he looks hopefully is one in which the power to render service will be the measure of a man's importance. While he does not believe that capital can be abolished, he says: "When all are capitalists the natural order of things will have returned, and the skill of the human hand or human brain will be supreme. Man the producer will no longer bow down to whoever owns the mechanical agents of production, craving the use of them, and selling his services for bread. Rather, for as much as he has skill to use them, they will gladly be offered for his use, just as money which men can not themselves turn to profit is put at the disposal of a bank which can. Capital, in short, will no longer hire labor, but labor (whether of hand or brain) will hire capital. The tables will have been turned." It is upon education mainly that the author bases his hope for the development of such a condition.

RUSSELL SAGE FOUNDATION LIBRARY. *Thrift and savings: A selected bibliography.* New York, April, 1919. 4 pp. Bulletin No. 34.

SЛИCHTER, SUMNER H. *The turnover of factory labor.* New York, D. Appleton & Co., 1919. 460 pp.

This book gives a comprehensive and systematic treatment of the subject of labor turnover. A critical analysis of this work will be given in a future issue of the MONTHLY LABOR REVIEW.

SPARGO, JOHN. *Bolshevism, the enemy of political and industrial democracy.* New York. Harper & Bros., 1919. 389 pp.

The scope of this book is confined to Bolshevism in Russia, no attempt being made to deal with any manifestations of the movement in other lands. The purpose of the work appears to be to make a plain and easily understandable outline of the origin, history, and meaning of Bolshevism, to "provide the average American reader with a fair and reliable statement of the philosophy, program, and policies of the Russian Bolsheviks." The author states that it has been his aim "to make a deliberate and scientific study, not an ex parte indictment." Nearly two-thirds of the book is devoted to a historical study of the revolutionary movement of which Russia has been the theater for almost a century down to the overthrow of the Provisional Government, the escape of Kerensky on November 7, 1917, and the formation of the Council of People's Commissaries. The remainder of the book contains two chapters on The Bolshevik war against democracy, and Bolshevik theory and practice; and three appendixes entitled An appeal to the proletariat by the Petrograd Workmen's and Soldiers' Council; How the Russian peasants fought for a constituent assembly—a report to the International Socialist Bureau; and Former socialist premier of Finland on Bolshevism.

UNITED STATES STEEL CORPORATION. *Bureau of safety, sanitation, and welfare.* Bulletin No. 7. December, 1918. 106 pp. Illustrated.

Account of the welfare work along the lines of safety, sanitation, education, etc., carried on by the United States Steel Corporation for its employees. Contains sections on accidents, first aid and rescue work, hospitals, sanitation, restaurants, visiting nurses, dental clinics, playgrounds, gardens, clubs, education, and various enterprises in the line of industrial housing.

WELLESLEY COLLEGE. *Training camp and experiment station for the Woman's Land Army of America. Report. Second edition. Wellesley, 1919. 95 pp.*

WOMEN'S INDUSTRIAL LEAGUE (LONDON). *Memorial to the Prime Minister on the future employment of women in industry and Mr. Lloyd George's reply thereto, constituting a new charter for women in industry. London, December, 1918. 8 pp.*

Gives a brief résumé of the reasons why women flocked into industry during the war and of the account they gave of themselves therein. Now that the war is over they do not expect to retain places which men left to enter the army or navy, or places in which experience has shown they are less efficient than men.

With these reservations women claim unrestricted liberty to be engaged in any industrial employment and on any operation whatever, provided only that they receive the same pay as men do for equal output. They claim the opportunity of being trained in the most efficient way, and particularly the provision of women instructors on work in which women have proved more successful than men in realizing women's difficulties and helping them to efficient working. They claim the same opportunity as men for promotion to forewomen and charge hands and the general direction of industry. They claim full and adequate representation on Government committees and all public bodies. They claim the same facilities of education in schools and universities that will enable them to qualify equally with men in all suitable trades and professions. These are the personal rights that they claim as matters demanded equally by justice to themselves and by national expediency.

In reply Mr. Lloyd George points out that the Treasury Agreement does not apply to the extensive new industries which have come into being since the outbreak of the war, and in these he undertakes to see that no discrimination shall be made against the employment of women in any suitable occupation. He indorses the principle of equal pay for equal output, and promises that women shall receive fuller representation on the Government committees dealing with questions of reconstruction. As to training and education he says: "I can unhesitatingly reply that steps shall be taken to insure for women the opportunities that they seek in our schools and universities to fit them for the trades and professions in which they can suitably engage."

WOOLF, LEONARD S. *Cooperation and the future of industry. London, Allen & Unwin (Ltd.), 1918. 141 pp.*

In a greater development of the cooperative movement the author sees the possibility of a future democratic system of industry. He bases his belief upon the fact that the "original cooperative motive power is the needs of the man not his money." Neither the owners of capital nor the industrial workers can ever represent the whole of society. It is the man, woman, or child as a consumer who does this. Since there is no restriction placed upon membership the whole community as consumers may become members of the cooperative societies and through participation in their activities exercise a truly democratic control of industry. The fact is emphasized that the democratic nature of the movement insures for labor an equitable share in its control and establishes a partial balance of power between industrial workers and other classes. In tracing the development of the movement Mr. Woolf shows that it is the only system which has successfully applied democratic principles to industry, but adds that a satisfactory revolutionizing of the industrial system will in the future depend upon two things—the ability of the societies to convert the whole community to the principles of cooperative industry and to produce what that community needs.

NOTE.—An index of Vol. 8 (January-June, 1919), has been issued in pamphlet form and will be forwarded upon request.

SERIES OF BULLETINS PUBLISHED BY THE BUREAU OF LABOR STATISTICS.

[The publication of the annual and special reports and of the bimonthly bulletin was discontinued in July, 1912, and since that time 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 beginning with No. 101, and up to No. 236 they also carry consecutive numbers under each series. Beginning with No. 237 the serial numbering has been discontinued. A list of the series is given below. Under each is grouped all the bulletins which contain material relating to the subject matter of that series. A list of the reports and bulletins of the bureau issued prior to July 1, 1912, will be furnished on application.]

Wholesale Prices.

- Bul. 114. Wholesale prices, 1890 to 1912.
- Bul. 149. Wholesale prices, 1890 to 1913.
- Bul. 178. Index numbers of wholesale prices in the United States and foreign countries.
- Bul. 181. Wholesale prices, 1890 to 1914.
- Bul. 200. Wholesale prices, 1890 to 1915.
- Bul. 226. Wholesale prices, 1890 to 1916.

Retail Prices and Cost of Living.

- Bul. 105. Retail prices, 1890 to 1911: Part I.
Retail prices, 1890 to 1911: Part II—General tables.
- Bul. 106. Retail prices, 1890 to June, 1912: Part I.
Retail prices, 1890 to June, 1912: Part II—General tables.
- Bul. 108. Retail prices, 1890 to August, 1912.
- Bul. 110. Retail prices, 1890 to October, 1912.
- Bul. 113. Retail prices, 1890 to December, 1912.
- Bul. 115. Retail prices, 1890 to February, 1913.
- Bul. 121. Sugar prices, from refiner to consumer.
- Bul. 125. Retail prices, 1890 to April, 1913.
- Bul. 130. Wheat and flour prices, from farmer to consumer.
- Bul. 132. Retail prices, 1890 to June, 1913.
- Bul. 136. Retail prices, 1890 to August, 1913.
- Bul. 138. Retail prices, 1890 to October, 1913.
- Bul. 140. Retail prices, 1890 to December, 1913.
- Bul. 156. Retail prices, 1907 to December, 1914.
- Bul. 164. Butter prices, from producer to consumer.
- Bul. 170. Foreign food prices as affected by the war.
- Bul. 184. Retail prices, 1907 to June, 1915.
- Bul. 197. Retail prices, 1907 to December, 1915.
- Bul. 228. Retail prices, 1907 to December, 1916.

Wages and Hours of Labor.

- Bul. 116. Hours, earnings, and duration of employment of wage-earning women in selected industries in the District of Columbia.
- Bul. 118. Ten-hour maximum working-day for women and young persons.
- Bul. 119. Working hours of women in the pea canneries of Wisconsin.
- Bul. 128. Wages and hours of labor in the cotton, woolen, and silk industries, 1890 to 1912.
- Bul. 129. Wages and hours of labor in the lumber, millwork, and furniture industries, 1890 to 1912.
- Bul. 131. Union scale of wages and hours of labor, 1907 to 1912.
- Bul. 134. Wages and hours of labor in the boot and shoe and hosiery and knit goods industries, 1890 to 1912.
- Bul. 135. Wages and hours of labor in the cigar and clothing industries, 1911 and 1912.

Wages and Hours of Labor—Concluded.

- Bul. 137. Wages and hours of labor in the building and repairing of steam railroad cars, 1890 to 1912.
- Bul. 143. Union scale of wages and hours of labor, May 15, 1913.
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