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AUG 21 1936

Monthly Labor Review

Hugh S. Hanna, Editor



Volume 43, Number 2

August 1936

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UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1936

For sale by the Superintendent of Documents, Washington, D. C. - - Price 30 cents a copy
Subscription price per year: United States, Canada, Mexico, \$3.50; other countries, \$4.75

Published under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, 72d Congress, approved June 30, 1932. This publication approved by the Director, Bureau of the Budget.

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This Issue in Brief

The first Labor Day was celebrated by the Central Labor Union of New York City on September 5, 1882. The subsequent development of Labor Day as a Nation-wide legal holiday, and the manner of its observance, is traced in an article on page 279.

The evolution of the legal-aid movement and its influence in improving the machinery of justice for the wage earner are described in an article on page 285. Legal-aid organizations are believed by the authors of the article to be necessary in rounding out and supplementing other legal remedial measures in behalf of those of small incomes.

More than 35,000 needy blind persons were given aid in 1935, under 29 State blind-pension acts. Nearly 8 million dollars was spent for this purpose during the year. The allowances averaged \$20.39 per person per month and ranged in the various States from \$1.98 to \$37.18. Benefits were largest in States where part of the cost was borne by the State and least where the funds had to be raised by the counties alone. Information for the 29 States which paid blind pensions during all or part of 1935, collected in the Bureau of Labor Statistics' annual survey, is given on page 305.

An international convention fixing a maximum 40-hour workweek on public works was approved by the International Labor Conference in June, and will be submitted to the member countries for consideration and final action. Another important draft convention approved by the Conference provides for a system of paid vacations for industrial workers. Page 316.

In the effort to prevent the lowering of wages and standards of work through unregulated competition, the governments of several countries have adopted the device of the legalized collective agreement. By that means, terms that have been agreed upon by organized workers and employers covering conditions of employment are applied as law to all engaged in the industry or occupation covered by the agreement, whether signatories or not. A discussion of the operation and extent of this method of stabilizing wage scales is given on page 398.

Benefits in cash and commodities to the value of \$21,374 had been returned to members by the 21 self-help groups in Utah which were in operation at the end of March 1936. This was an average return of 20 cents per hour worked. In this State a board was created by law, in 1935, to supervise and encourage groups of unemployed wish-

ing to engage in industrial activities in order to become self-supporting. A description of the work of this board and of the self-help groups under its direction is given on page 349.

Average weekly earnings in tin-plate mills increased from \$17.84 to \$28.09 between March 1933 and March 1935, according to the survey of wages in the iron and steel industry made by the Bureau of Labor Statistics. This gain was due to an increase of 40 percent in average hourly earnings plus a 10.8 percent rise in average weekly hours. In March 1935 the average weekly earnings in strip mills was \$28.66, in skelp mills \$20.98, in lap-weld tube mills \$19.70, in butt-weld tube mills \$19.43, and in seamless tube mills \$22.14. Similar data for these departments are not available for 1933. Page 435.

The community recreation movement has expanded rapidly in the past decade. In 1935 there were 2,204 communities having such service as compared with 748 in 1925. The number of employed recreation leaders in these communities had increased from 17,177 in the earlier year to 43,976 in 1935. The recreation activities include indoor and outdoor sports and amusements as well as a wide variety of educational and cultural features. Page 347.

An act providing for the maintenance of certain standards of hours, wages, and working conditions on contracts for the furnishing of materials, etc., to the Federal Government was passed in the closing days of the last session of Congress. The text of this law and a discussion of its provisions are given in an article beginning on page 368.

Monthly Labor Review

+ Published by the
UNITED STATES BUREAU OF LABOR STATISTICS

Vol. 43, No. 2

WASHINGTON

August 1936

Origin and Significance of Labor Day

By ESTELLE M. STEWART, of the BUREAU OF LABOR STATISTICS

LABOR Day is definitely a creation of the present-day labor movement. It seems, from the available record, to have originated in a motion made by one of the pioneer unionists in a meeting of the Central Labor Union of New York City on May 8, 1882, that one day in the year, to be designated as "Labor Day," should be established "as a general holiday for the laboring classes." The mover of the resolution was Peter J. McGuire, at that time the general secretary of the Brotherhood of Carpenters and Joiners, and a delegate to the Central Labor Union of New York, which had just been formed. In support of his idea he pointed out that although other notable American holidays were "representative of the religious, civil, and military spirit", there was no occasion devoted to "the industrial spirit, the great vital force of every nation." He suggested the first Monday in September for the holiday he had in mind, "as it would come at the most pleasant season of the year, nearly midway between the Fourth of July and Thanksgiving, and would fill a wide gap in the chronology of legal holidays." Mr. McGuire's resolution was adopted and a committee was appointed to plan a demonstration in line with his suggestion of a street parade, "which would publicly show the strength and esprit de corps of the trade and labor organizations", to be followed by "a picnic or a festival in some grove."

The first Labor Day occurred on Tuesday, September 5, 1882, in New York City, in accordance with the plans of the Central Labor Union. As reported in the *New York World* of September 6, 1882:

The great labor demonstration and picnic yesterday under the auspices of the Central Labor Union, composed of the various trade and labor organizations of New York City and neighborhood, was very successful. Mr. John Swinton, Louis F. Post,¹ C. A. Beecher of Newark, P. J. McGuire, and others were speakers.

¹ When the United States Department of Labor was created in 1913, Louis F. Post was appointed Assistant Secretary of Labor.

The New York Central Labor Union held its second labor holiday just a year later, on September 5, 1883. In 1884 the first Monday in September was selected as the holiday, and the central body urged similar organizations in other cities to follow the example of New York and celebrate "a workingmen's holiday" on that date. Later in 1884 a member of the Typographical Union introduced into the convention of the Federation of Organized Trades and Labor Unions, immediate predecessor of the American Federation of Labor, this resolution:

Resolved, That the first Monday in September of each year be set apart as a laborers' national holiday and that we recommend its observance by all wage workers, irrespective of sex, calling, or nationality.

By 1884 the Federation of Organized Trades and Labor Unions, which had been established in 1881, was waning, and only 26 men attended the convention of that year. Two years later, with the rise of the American Federation of Labor, it passed out of existence. But one of the real heritages of the revitalized labor movement under the American Federation of Labor was the ideal of a national holiday in honor of America's workers. The idea spread with the growth of organization and in 1885 Labor Day was celebrated in many of the industrial centers of the country.

Labor Day Legislation

THE first official recognition of Labor Day as a legal holiday came through municipal ordinances that were passed during 1885 and 1886. From them developed the movement to secure State legislation. The first bill was introduced into the New York Legislature, but the first to become law was passed by the Oregon Legislature on February 21, 1887. That law, however, designated the first Saturday in June as Labor Day. It was amended in 1893 to conform to the general plan which by that time was widely accepted. During 1887 four States in addition to Oregon—Colorado, Massachusetts, New Jersey, and New York—created the Labor Day holiday by legislative enactment, and by the end of the decade Connecticut, Nebraska, and Pennsylvania had joined them, while Iowa and Ohio followed in the early months of 1890.

At the 1890 convention of the American Federation of Labor, held at Detroit in December, President Gompers reported that "the first Monday in September, the day set apart by several States known as Labor Day, has been more generally observed than ever before." He recommended "that efforts be made to have all the States enact a similar law" and that governors be urged "to follow the example set by the Governor of Kansas by issuing a proclamation calling upon the citizens of the State to observe it." The Governor of Kansas evi-

dently anticipated the legislation in his State, as the law making Labor Day a legal holiday in Kansas was enacted on March 4, 1891. That proclamation, which was issued August 13, 1890, and is undoubtedly the first gubernatorial message on the subject of Labor Day, reads:

The Topeka Trades and Labor Assembly ask that the several State departments be closed on Labor Day, and that the National flag be displayed on the State Capitol.

The object of the State Federation of Labor (of which the Topeka Trades and Labor Assembly is a part) is "a closer relationship between all branches of organized labor, in order that equality of right and privilege may be obtained for wage workers", and "to obtain an 8-hour workday, better general conditions of labor, and other needed industrial and social reforms."

It is hardly an exaggeration to say that the whole people of Kansas are laboring men and women. Labor is better paid and held in higher esteem in the United States than in any other country, and in no State is labor more honored than in Kansas. It is our lot and will be the lot of our children. Whatever can be done to better the condition of the laboring man will tend to the elevation of our whole people.

In view of these facts, and in full sympathy with all legitimate efforts of the wage worker in all parts of our Commonwealth, I, Lyman U. Humphrey, Governor of the State of Kansas, do hereby proclaim and set apart Monday, September 1, 1890, as Labor Day, and respectfully recommend that the day be observed as a holiday, and that business be so far suspended as to permit all persons who may desire, to participate in the public exercises of the occasion.

From 1891 to the end of 1893, 21 more States created the State holiday in honor of the workers, and on June 28, 1894, Congress passed, without discussion, an act making the first Monday in September of each year a legal holiday in the District of Columbia and the Territories. That law was widely acclaimed as establishing Labor Day as a national holiday, and, although the interpretation was erroneous, the recognition accorded Labor Day by act of Congress added materially to the significance of the movement and to the prestige of the holiday itself. By 1900 most of the States had recognized Labor Day officially, and the forty-eighth State to fall in line was Wyoming, which passed its Labor Day law as recently as February 1923. The day was not uniform throughout all jurisdictions in the original laws, but amendments have been made wherever necessary to conform to the original plan. The laws of Wisconsin and Wyoming do not designate a specific date but direct the governors to set a suitable day. In practice, of course, the governors designate the first Monday in September for the observance.

Labor Day Observance

THE form that the observance and celebration of Labor Day should take were outlined in the first proposal of the holiday—a street parade to exhibit to the public "the strength and esprit de corps of the trade

and labor organizations" of the community, followed by a festival for the recreation and amusement of the workers and their families. That became the pattern for the celebration of Labor Day, and the extent of its observance in the earlier years can be traced in the newspaper reports of Labor Day celebrations throughout the country. Labor Day addresses by prominent men were introduced later, as more emphasis was placed upon the economic and civic significance of the holiday. Still later, by the adoption of a resolution introduced into the American Federation of Labor convention of 1909 by Frank Morrison, the secretary of the federation, the Sunday preceding Labor Day was adopted as Labor Sunday and dedicated to the spiritual and educational aspects of the labor movement.

The widespread acceptance and observance of Labor Day made it, within a few years, a national holiday with the same status as the patriotic and religious holidays whose history and traditions went much farther back into the national life. In fact, it seems to have been so thoroughly taken for granted that, during the late nineties and the first decade of the 1900's, it is scarcely mentioned in the proceedings of American Federation of Labor conventions, although the official journal of the organization, the American Federationist, usually made the September issue a special Labor Day edition. In 1910, however, President Gompers, in his report to the convention of that year, protested against the extent to which the traditional Labor Day parade was falling into disuse and the real significance of the day was being lost sight of in "jollification." Two years later he repeated his warning thus:

It is one of the contradictions of human nature that when customs and institutions once established become familiar and sometimes, therefore, unappreciated, they gradually decline because they fail to receive due consideration and valuation. To guard against such a fate for Labor Day, the one day in the year secured by the toilers to give genuine dignity and worth to the underlying motives of the cause of organized labor, we must keep alive its finest and deepest sentiments. Labor Day is not a time for mere merrymaking and personal enjoyment, but a time for pledging anew our faith to our cause and to each other. * * * We cannot, as an organization, afford not to use labor's special day, Labor Day, as a time to set forth to the best advantage our needs, demands, and position with respect to what is of greatest interest to the thinking people.

Again in 1914 the executive council, with the observation that "no human movement remains at one level, it must increase or it must decrease", asked the question: "Shall Labor Day lose its distinctive character and become a mere holiday for general meaningless purposes and for the exploitation of private profit?" The former attitude toward maintaining the old custom of Labor Day demonstrations, parades, and meetings was reiterated, because "those outside the labor movement test its strength and virility by the way in which Labor Day is observed."

The most recent action of an American Federation of Labor convention on the subject of Labor Day was nonconcurrence in a resolution introduced into the 1935 convention by representatives of the United Textile Workers urging a 1-day general strike on Labor Day 1936 and on every succeeding Labor Day in every community where employers refused to grant the holiday.

It is undoubtedly true that the character of the Labor Day celebration has been undergoing change in recent years, especially in large industrial centers where the physical problems connected with mass displays such as huge parades have proved a deterrent. That change is, however, really a shift in emphasis and in medium of expression, by which the old objective of directing attention to the workers, their aims, ideals, and achievements has gained rather than lost. Labor Day messages from public officials and men and women prominent in social and civic affairs appear not only in the labor papers but in the general press; Labor Day addresses of leading union officials, industrialists, educators, and clergymen are given a wide hearing over the radio, and through the cooperation of many churches the day preceding Labor Day is dedicated to Labor as Labor Sunday, and the spokesmen of labor not infrequently occupy the pulpits on those occasions.

Labor Day in Collective Agreements

IT SHOULD be pointed out that for the mass of the workers, holidays reduce earnings, and that by celebrating Labor Day most workers sacrifice a day's pay to the principle and the ideal for which the holiday stands. For piece workers that is almost uniformly true, as it is for time workers unless they are under collective agreements specifically providing for holidays with pay. That condition is by no means general, although in most agreements in which Labor Day is recognized, work is forbidden except in emergencies.

When agreements do call for the payment of wages for specified holidays, Labor Day is always listed, in some cases sharing that honor only with Christmas and Independence Day. When work is permitted on Labor Day, these agreements usually provide for pay at the rate of time and a half or double time; or in such lines of work as baking, brewing, delivery of milk, and so on, an early hour—generally 9 or 10 a. m.—for stopping work is fixed.

Six agreements in operation in the women's clothing industry in 1930 contained the provision: "No work on Labor Day, but all workers (week and piece) to receive pay for day, whether there is work in the shop or not during Labor Day week." This provision is particularly interesting because the agreements stipulated that the other national holidays "shall be observed without pay." In the building trades, provisions regarding work on Labor Day are more stringent

than those applying to other holidays. Work is prohibited as a rule, and union members violating the rule are penalized by fines ranging from \$10 to \$50, or, in extreme cases, by expulsion from the union. If emergency work must be done, a permit from local union officials is frequently required. The charge for such work is usually double or triple time, and some agreements require as much as 4 or 5 days' pay for any work done on Labor Day. One building-trade agreement contains a clause providing that if work must be performed on Labor Day to save life or property, it must be done under permit and the employee must give his services without compensation. Other agreements require that wages earned under those circumstances shall be donated to the union treasury, either in whole or in part.

Such drastic provisions emphasize the veneration in which Labor Day is held by American unionists, and the earnestness of their efforts to preserve its essential significance.

Legal-Aid Work in the United States

II. Improving the Machinery of Justice ¹

By REGINALD HEBER SMITH, and JOHN S. BRADWAY

THE social and economic forces that have so radically altered the conditions of life in America and that, as shown in the preceding article, have caused a break-down of serious proportions in our administration of justice, first made themselves felt in the last quarter of the nineteenth century. A generation passed before the American people were made aware of what had happened in their most vital domestic institution. During that time the wage earners and the humbler classes generally had to exist without ample protection from the law. If their wages were unpaid, their only redress lay in civil litigation, which was protracted and expensive beyond their means. If they were injured, their only recourse was a suit for personal injuries, their path was strewn with technical traps such as the "fellow-servant" rule and the doctrine of "assumption of risk", a lawyer had to be secured on a contingent-fee basis, and the best that could be expected would be a verdict after the lapse of 2 or 3 years. Because of their legally defenseless position they were preyed upon and defrauded by a host of petty swindlers. The exploitation that immigrants endured has been written into the records of Federal and State investigations. When pressed by the expense of illness, death, or other misfortune, money could be borrowed only from the loan shark at ruinous rates of interest. Workmen were induced, often by false representations, to assign their future wages (many employers made it a rule to discharge any one who made such an assignment), and thus the workman found himself at the mercy of an assignee who had power over both his livelihood and his job. The law in its actual application to his life was apt to impress the wage earner as an enemy and oppressor and not as a friend and protector.

The first definite pronouncement of the difficulties within the field of justice came in 1906 when Roscoe Pound addressed the American Bar Association on The Causes of Popular Dissatisfaction With the Administration of Justice. Slowly, gradually, but in increasing measure, the American people were aroused. Legislative committees,

¹ Second abstract from U. S. Bureau of Labor Statistics Bulletin No. 607: Growth of Legal-Aid Work in the United States. Washington, 1936.

constitutional conventions, and bar associations became active. During the past 25 years we have been busily devising ways and means for reforming the law and reorganizing the machinery of justice so that the needs of the community might be better served.

Development of Legal-Aid Organizations

IN VARIOUS States experiments designed to improve the position of the poor before the law have been made, and most of these have met with substantial success. While each remedial agency was constructed to meet some particular aspect of the general problem with which this study deals, all these agencies, if combined and made a part of the administration of justice throughout this country, would provide definite and tried methods whereby the laws could be made actively effective in a large majority of the cases in which wage earners and all persons of limited means are interested. For the general run of claims under \$50, the small-claims courts afford a speedy and inexpensive procedure; the conciliation tribunals are still in the experimental stage, but they may become the ideal counterparts of the small-claims courts in the more sparsely populated districts. In the field of work accidents the industrial accident commissions, with their auxiliary medical and inspection staffs, unquestionably serve to bring justice to the injured workman and his dependents in at least 9 cases out of 10, through the method of administrative justice which is prompt and free from expense. Various administrative officials, operating as a part of the executive arm of the Government, give legal advice and assistance in matters of insurance, purchases of securities, small loans, and, most important, in the collection of wages. In criminal matters where the problem is to supply the services of attorneys to poor persons accused of crime, the public-defender and the paid-assigned-counsel plans constitute a practical answer.

For the legal protection of the wage earner we have been trying to devise a series or chain of agencies and methods that would remove the handicaps of delay, court costs, and the expense of counsel, which have heretofore blocked his ready access to the courts of justice, and that chain is now complete except for one vital link. While stressing the efficacy of these remedial agencies it is necessary to sound a note of caution. There are disputed industrial-accident cases where the employee needs representation by counsel, and there are wage claims which a labor commissioner for one reason or another cannot collect, so that the wage earner must seek the assistance of a lawyer. As to the vast number of miscellaneous types of claims and cases within the field of the civil law—all cases of debts, contracts, many claims beyond the jurisdiction of the small-claims courts, all accidents not within the scope of the compensation acts, all domestic-relations

difficulties such as divorce, judicial separation, custody and guardianship of minors, partnership disputes, bankruptcy, claims growing out of insurance, real-estate titles and mortgages, the administration of the estates of deceased persons, disputes concerning the ownership, conversion, or loss of personal property—the only remedy that is available is through litigation in the courts, and for that litigation the services of an attorney are indispensable. Add to this the need of the services of an attorney in drawing contracts and other documents and in advising clients as to their legal rights and what course of action they should pursue, and it is apparent that to complete our plan for equalizing the practical administration of the laws under modern conditions there must be provided some definite arrangement whereby the services of attorneys may be available to wage earners and others who, by reason of inadequate financial resources, are unable to secure the services of counsel at their own expense.

Our experience in America indicates quite conclusively that the final agency needed to round out and supplement the services of all the others is to be found in what is called the legal-aid organization. In the effort to piece together a structure or program whereby the administration of justice may be brought abreast of the needs and demands of the existing industrial urban society, it is clear that the heaviest load, the most extended responsibility, and in a sense the final responsibility, must be borne by these legal-aid organizations.

The conditions that operated to bring about the establishment of the first legal-aid society were precisely the same as those which caused the maladjustments in the administration of justice itself, and which were described in the preceding article. In short, they were not legal causes per se but the rapid social and economic changes that transfigured the whole tenor and complexion of American life. In 1875 New York became a city of a million inhabitants, and it is not a mere coincidence that the first legal-aid organization came into being in that city in 1876.

In that year a group of lawyers and laymen who were especially interested in German immigrants, realizing the frauds and impositions of which immigrants were the victims and which could be redressed only through legal action, appointed a special committee to study the situation, and from the committee arose the suggestion for the establishment of a regular association to handle the problems. Offices were secured and a salaried attorney installed, who devoted a portion of his time to the work.

The idea of legal-aid work germinated very slowly during the first 25 years. The community was not aware of the difficulties of the poor man who needed legal protection. The situation was most manifest in the largest cities and the legal-aid idea naturally first took root in our two largest cities—New York and Chicago. From

1900 to 1917 the idea spread at an accelerating pace, first into the next largest cities, such as Philadelphia, Boston, and Cleveland, and finally reaching across the continent to Los Angeles and San Francisco. During the war the movement was checked and suffered a momentary setback, but by 1920 it was well under way again. It has now regained its momentum and flows steadily ahead under the guidance and leadership of the National Association of Legal Aid Organizations.

Since each legal-aid society or bureau was formed by a local group to meet a local need, it was perhaps inevitable that they should have come very slowly to any realization of the fact that they were all engaged in a common enterprise. The first tentative step toward the formation of a national body was taken in 1911, but not until 1923 was there a strong enough conscious sense of solidarity to make possible the creation of a true national association. Legal-aid work has outgrown the period of its infancy and is entering the stage of its maturity. In any further extension of the work and in maintaining the efficiency of the existing organizations a leading responsibility devolves on this national association.

The purposes of the new national body are formally set forth in section 2 of article 1 of the constitution, as follows:

The objects and purposes of this association shall be to promote and develop legal-aid work, to encourage the formation of new legal-aid organizations wherever they may be needed, to provide a central body with defined duties and powers for the guidance of legal-aid work, and to cooperate with the judiciary, the bar, and all organizations interested in the administration of justice.

The separate legal-aid organizations, having been integrated into a national body, are now able to cooperate with other national bodies interested in the improvement of the administration of justice and especially as it relates to people of little or no means.

The national association also gathers and disseminates information concerning its own activities and concerning the progress of legal-aid work in general and has established a special committee on publicity. An outstanding achievement of the national body was the initiation of a movement for international cooperation in legal-aid work.

In 1934 at the New York convention there was a general feeling that the problems which had faced the national association in its beginning had been largely solved or replaced by a new set of difficulties. This idea had been present at a number of the earlier conventions, but until 1934 there had not been sufficient support for it to warrant making any substantial changes. In that year the association instructed the executive committee to abolish the existing committees and to set up a new group of committees to deal with the new problems. The executive committee, meeting in the midwinter of 1935, proceeded to establish the following four fundamental committees to guide the activities of the association during this second period of its

existence: A committee on contacts with other agencies, which was expected to develop relationship with the bar, with social agencies, with law schools, with governmental officials, and other groups; a committee on internal administration; a committee on publicity and finance; a committee on specified types of cases.

Work of Legal-Aid Organizations

WHILE legal-aid work has an unbroken history running back for over 50 years, the great bulk of its achievement, as indicated in table 1, lies within the last two decades, during which the movement became truly national in scope. In other words, the legal-aid organizations taken as a whole have passed through their experimental stage, but they are still in process of development. They contain tremendous latent possibilities for effective service in connection with the administration of justice, but they are only at the threshold of the passageway which leads to full realization of these opportunities.

Table 1.—Growth of Legal-Aid Work in the United States, by Years ¹

Year	Number of organizations	Number of cases	Amounts collected for clients	Operating expense	Year	Number of organizations	Number of cases	Amounts collected for clients	Operating expense
1876.....	1	212	\$1,000	\$1,060	1907.....	13	42,596	\$126,515	\$62,620
1877.....	1	750	5,019	1,519	1908.....	13	50,944	129,562	66,534
1878.....	1	856	8,089	1,570	1909.....	14	48,212	136,105	72,170
1879.....	1	1,903	7,514	1,816	1910.....	15	52,644	166,851	76,602
1880.....	1	2,122	8,680	2,248	1911.....	16	60,950	185,567	97,250
1881.....	1	2,832	9,149	2,622	1912.....	21	77,778	217,532	119,705
1882.....	1	3,413	12,460	2,715	1913.....	28	87,141	244,162	133,609
1883.....	1	3,400	17,040	2,838	1914.....	32	109,048	288,849	160,189
1884.....	1	3,640	19,062	2,817	1915.....	38	111,719	323,092	166,701
1885.....	1	3,802	17,711	2,870	1916.....	41	117,201	340,199	181,408
1886.....	2	3,462	19,357	3,820	1917.....	41	108,594	266,373	153,559
1887.....	2	3,870	17,755	5,005	1918.....	41	99,192	289,859	167,307
1888.....	3	5,624	20,852	8,739	1919.....	41	102,289	367,813	195,595
1889.....	3	7,611	32,768	10,425	1920.....	41	96,034	389,835	226,079
1890.....	3	9,316	47,580	11,953	1921.....	41	111,404	456,160	282,359
1891.....	3	10,282	65,818	12,781	1922.....	47	130,585	499,684	328,651
1892.....	3	10,656	86,206	15,122	1923.....	61	150,234	498,846	331,326
1893.....	3	11,166	37,603	11,365	1924.....	72	121,177	662,675	348,290
1894.....	4	15,427	66,341	14,597	1925.....	72	143,653	675,994	408,576
1895.....	4	16,128	76,695	14,312	1926.....	73	152,214	645,991	369,264
1896.....	4	15,017	78,420	13,450	1927.....	78	142,535	719,643	387,331
1897.....	4	12,115	72,860	14,734	1928.....	85	165,817	645,435	461,557
1898.....	4	12,399	72,575	13,654	1929.....	84	171,961	802,328	464,420
1899.....	4	16,189	101,970	16,030	1930.....	86	217,643	876,477	546,803
1900.....	5	20,896	83,739	21,669	1931.....	85	227,471	674,122	538,199
1901.....	6	23,366	78,507	28,885	1932.....	85	307,673	815,440	596,941
1902.....	10	23,544	68,731	29,086	1933.....	84	331,970	727,499	481,756
1903.....	10	28,358	71,005	33,333					
1904.....	13	34,156	80,020	38,829	Total.....		3,912,146	13,604,855	7,860,746
1905.....	12	33,352	99,049	42,734					
1906.....	12	37,603		53,347					

¹ Figures are for organizations reporting.

The legal-aid organizations have received applications for assistance in 3,912,146 cases; through their efforts they have collected for their clients \$13,604,855; and in the prosecution of their work they have expended \$7,860,746. The existing organizations serve a territory

in which 39,000,000 persons live; each year they assist more than 300,000 clients; for them they collect nearly three-quarters of a million dollars annually in amounts that average little more than \$15 per case. The maintenance of legal-aid work now costs half a million dollars a year, which means that they are able to interview, to extend legal advice to a client, and to render whatever legal assistance he requires, at an average cost of about \$1.45 per case.

The foregoing may be regarded as minimum figures because records for some of the newer and less strongly established offices are not available. Measured by number of clients, the legal-aid organizations of the United States probably conduct the largest law practice in the world.

The constitutions of a number of societies state the object of their work to be "to render aid and assistance, gratuitously if necessary." This is a balanced phrase. When the client is unable to pay anything the service must be extended to him free of all charges; every legal-aid organization subscribes to this principle, and no applicant is ever rejected on the ground that he cannot pay a fee.

On the other hand, if the applicant can pay a nominal fee, some of the organizations do make a charge. One definite school of thought among legal-aid workers strongly objects to any system of fees whatsoever. Their argument is that justice should be free; that legal-aid service should be extended without any pecuniary reward; that the nature of legal-aid work will be more clearly appreciated by the community and its dignity be enhanced if no charges for services rendered are imposed. This point of view represents an earnest conviction, it has the merit of simplicity, and it is based on an ideal that carries with it an undeniable appeal.

The countervailing argument is perhaps less idealistic but is supported by strong practical considerations. It is urged with vigor that the system of charging fees, however small, tends to eliminate fictitious and groundless complaints; that when a client has paid a fee he has a stake in the matter and is less likely to drop it; that by the payment the relationship is lifted from the plane of charity to one of self-respect; and that these fees, although trifling in themselves, in the aggregate constitute a source of income that enables the organizations to do more work than their limited finances would otherwise enable them to perform. The following table shows the kinds of fees collected by certain organizations in recent years.

Table 2.—Fees and Commissions Charged by Legal-Aid Organizations, by Cities

City	Registration fee or retainer	Fee or commission on money collected over a certain sum	Fees or commissions in special cases (workmen's compensation, etc.)
Albany.....	25 cents.....	5 percent.....	Fixed by workmen's compensation bureau.
Baltimore.....	50 cents.....	do.....	None.
Boston.....	do.....	20 percent (unless amount is large).....	\$5 to \$15 in domestic relations cases.
Buffalo.....	25 cents.....	10 percent.....	None.
Cambridge.....	do.....	None.....	(1).
Chicago, Legal Aid Bureau.....	do.....	do.....	None.
Cincinnati.....	do.....	10 percent.....	Do.
Cleveland.....	None.....	10 percent if client is married; 15 percent if not.	10 percent.
Denver.....	do.....	10 percent.....	Fixed by workmen's compensation commission.
Detroit.....	do.....	do.....	Voluntary contributions by clients.
Grand Rapids.....	25 cents.....	do.....	10 percent.
Jersey City.....	do.....	do.....	Do.
Louisville.....	None.....	do.....	25 cents to \$5.
Minneapolis.....	25 cents.....	No set fee.....	(1).
New York, Legal Aid Society.....	50 cents.....	10 percent of amount over \$5.....	3 percent in estates.
New York, Educational Alliance.....	25 cents, except to female clients.	5 percent from \$5 to \$10; over \$10, 10 percent.	(1).
Newark.....	10 cents.....	10 percent.....	(1).
Providence.....	25 cents.....	5 percent to 10 percent.....	5 percent to 10 percent.
Rochester.....	do.....	10 percent.....	Fee set by State.
Springfield.....	None.....	Contribution by clients.....	Fee set by industrial accident board.

¹ No figures available.

Of the various societies and bureaus as to which definite information is available, 15 charge registration fees and 36 do not; 17 charge a commission for collections or other valuable services and 34 do not. All of the public bureaus are free. Nearly all of the offices which are conducted as departments of organized charity societies (as the united, federated, or associated charities) charge no fees. On the other hand, most of the privately incorporated societies (and these include the organizations that do about half of all the legal-aid work in the United States) do charge.

The legal-aid organizations have fixed their fees at so low a point that no injustice results, and therefore no fundamental principle is at stake.

Types of Legal-Aid Organizations

IN THE course of expansion various types of legal-aid organizations have developed, and as the work is extended into smaller cities and as it is confronted with new conditions the number of types tends to increase.

The first to be considered is the group which may be designated as specialized organizations, because their work is limited in one direction or another. Most of the public-defender offices fall in this group because they are limited to criminal cases.

Another type of specialized body is the National Desertion Bureau, in New York, that deals only with domestic relations cases. A third type is represented by the Legal Aid Bureau of the Educational Alliance, in New York, and by the Legal Aid Department of the Jewish Social Service Bureau, in Chicago, both of which limit their service almost entirely to Jewish applicants and their field of activity is very largely among immigrants. Through such specialization these organizations attain a high degree of efficiency. It will be noticed that they exist only in our two largest cities; in the other cities of the country such specialization is not called for. Most communities can afford only one organization and need only one organization, because a properly equipped legal-aid office can provide service in desertion cases and extend assistance to immigrants as a part of its regular work, and in fact the stronger legal-aid societies and bureaus already do so.

The relationship between organized labor and the legal-aid organizations has yet to be defined and established. Their common interests cover a wide field. It is safe to conjecture that if the facts were known it would appear that a substantial percentage of legal-aid clients are members of unions and that a still larger percentage consists of wage earners in whose welfare and protection organized labor is concerned. The legal reforms urged in connection with the legal-aid movement are of primary importance to labor. To secure the genuine interest and cordial support of organized labor is unquestionably one of the greatest responsibilities, and at the same time one of the most promising opportunities that the National Association of Legal Aid Organizations will face in the immediate future. There is every reason to believe that organized labor would be fully responsive. Three articles on legal aid have already been printed in *The American Federationist*, whose editor, Mr. William Green, is president of the American Federation of Labor.

While certain distinctive differences may be noted between various major types of organizations engaged in general legal-aid work, the dividing line is not always clear because one type, through a series of minor variations, tends to become merged with another. Thus, the simplest machinery of all undoubtedly consists of an individual lawyer who volunteers his services and to whom a social agency refers all its cases. While many examples might be given of this device it is sufficient to record that in Illinois and Michigan where the State-wide plan has been extended to local communities the local arrangements are not much more complex than this. After the individual lawyer comes the bar-association committee, as in Seattle, Jacksonville, Evansville, and Wheeling. A modification of this type is the legal-aid committee of the State bar association which supplies a degree of leadership in developing the work in the State. Examples

of this type may be found in California, Illinois, Massachusetts, Michigan, New York, North Carolina, Pennsylvania, and elsewhere. There is a further step, namely, an unincorporated organization, as in New Orleans, receiving funds from a social agency and employing an attorney to give a definite amount of time to the work. There is, finally, the full-fledged legal-aid society as, for example, the one in Detroit which functions under the direction of a legal-aid committee of the bar association.

The less formal machinery is, of course, more suitable to the smaller communities where the volume of cases is small and the pressure of the work not too onerous. This is normally the situation in cities of 50,000 inhabitants or less.

Closely related to the State-wide committee is the State legal-aid organization. During the period from 1923 to 1928 State legal-aid organizations were created in California, Massachusetts, New York, Ohio, and Pennsylvania. These organizations held meetings and encouraged the development of local legal-aid societies. The association in California is still active and has accomplished a substantial amount of work.

For the larger communities—certainly in cities of 100,000 inhabitants and upward—the only efficient way to conduct legal-aid work is through a definite legal-aid office organized and maintained on a fixed basis. For this purpose four standard types of organizations have appeared. The best illustration of the first type—the bar association—is the legal-aid bureau of the Association of the Bar of Detroit. This is recognized as one of the finest legal-aid organizations in the country. By reason of the inherent nature of legal-aid work, its establishment and conduct under bar association auspices is logical and thoroughly sound. The organized bar is steadily assuming a greater and greater responsibility for legal-aid work, and bar associations have undertaken to start the work in many cities, but they have generally either created a private philanthropic corporation to conduct the work, as in Boston, Louisville, and Providence, or they have worked out some joint arrangement with an existing charity organization, as has recently been done in Chicago.

Legal-aid work conducted as a department of a general charity organization has been successful in many communities, notably in Grand Rapids, St. Paul, and Chicago. An advantage of this plan is that the legal-aid financing is taken care of as part of the general financing of the whole charity organization, which from the community point of view is a sensible arrangement. The corresponding disadvantage is that if the general charity for any reason goes down the legal-aid work goes down with it. Both in Chicago and Grand Rapids the legal-aid bureaus enjoy so large a measure of autonomy in the working out of their own destinies that they are virtually as free as

the independent philanthropic corporations. In the past several legal-aid organizations of this type, notably in Minneapolis, have become separate, independent organizations such as are described in the next paragraph.

In the largest cities most of the legal-aid societies have been incorporated as private charitable corporations. New York, Boston, Buffalo, Cleveland, Cincinnati, Milwaukee, Newark, San Francisco, and Providence, to mention a few typical instances, have always adhered to this type. The incorporated society form was also used in Philadelphia until in 1920 the work was assumed by the city, and in Chicago until the society was merged with the United Charities. In 1933 when the municipal support for the Philadelphia Legal Aid Bureau had definitely been withdrawn, the old private charitable corporation was revived and is now in active and successful operation. Much of the pioneer and development work that has been done in the legal-aid field must be credited to the foresight, enthusiasm, and vitality that results from this form of organization.

Still another type of legal-aid organization is the one known as the legal-aid "clinic." Such an organization is connected with a law school and has two objectives, one in the field of public service and the other in the field of legal education. Legal-aid clinics in connection with legal-aid societies have existed for some time. Legal-aid clinics exclusively in the control of law schools now exist at the University of Southern California and at Duke University.

The last, and in some respects the most interesting, type is that of the public bureau which is generally organized as a department of the municipal government. In addition to the public defenders, legal-aid work in the civil field is conducted through public bureaus in Kansas City, St. Louis, Los Angeles, Bridgeport, Dayton, Duluth, Omaha, Hartford, New Haven, and Dallas. The authority for the establishment of organizations of this type is found in the city charters or in special ordinances.

The greatest asset of the private society is that it is controlled by a free and independent board of directors. The public bureau is deprived of this advantage, being normally subject to control by a city council composed of men who may well pass the final vote on its appropriation but who are not specially qualified to give any intelligent leadership in framing the general policies of a legal-aid office.

If the legal-aid organizations are destined to become auxiliary parts of the administration of justice in modern cities, then unquestionably the public office is the most logical form of organization for legal-aid work to assume.

A democratic form of government undeniably has certain dangers and certain limitations, and any public service is exposed to the same risks, but unless one is prepared to argue against democracy itself it is

idle to complain of the shortcomings that follow in its train. As the technique of government is improved so will the service of all public agencies, including legal-aid bureaus, be improved. Civilization itself depends on the ability of democracies to develop and maintain governments competent to deal with the complex problems of modern society.

It is probable that for another generation at least the public and private types of legal-aid organizations will exist side by side. The transition from private to public control will come about slowly and will be made, one step at a time. This is eminently desirable because legal-aid work still needs much development in many different directions, and the private societies by virtue of their greater freedom and independence are the natural bodies to undertake experiments.

It is believed by the authors of this report that ultimately all legal-aid work will be taken over by public authority, and it is incumbent on those who are responsible for the direction of the work to shape their course to this end. In no other way, as far as can be seen, can the administration of justice finally be rounded out so that it will be able to extend the equal protection of the laws to all persons in our great urban centers of population.

Legal aid in the past has been essentially an urban problem. Owing to the fact that the conditions which require the establishment of some type of organization are found primarily in the larger cities, a test was made to ascertain how far legal-aid work has extended into the cities of the United States. This test shows that in 1934 legal aid was definitely established in all of the 21 cities having a population of over 350,000 in 1930, in 15 of the 20 cities with a population of 200,000 to 350,000, in 5 of the 10 cities with 150,000 to 200,000 population, and was fairly well established in 47 of the cities having populations of 25,000 to 150,000.

In cities of less than 100,000 inhabitants the need for any separately organized work is less clearly manifest. When it was proposed to inaugurate the work in less densely settled districts a different type of arrangement was utilized. In effect, the outlines of this plan are already in existence in North Carolina where the Duke Legal Aid Clinic accepts cases from over the entire State, and, working through a group of volunteer lawyers, renders much more than a local service. As an alternative the older Illinois plan promises much, functioning as it does in cities of a population of 11,000, 13,000, 16,000, 25,000, 30,000, and 47,000. In the smaller cities and rural areas where the agencies for the solution of human problems are less highly specialized, it is very likely that legal-aid service will find itself associated with either the work of a social agency or the work of a university. Experience indicates that the extension of the work into such areas, if made on such a cooperative basis, is far more likely to succeed.

In connection with the above statistics, the assumption that where legal-aid work was definitely established the situation might be deemed satisfactory was an arbitrary one. It is true that once the work is organized and begun in a community the probabilities are that it will grow from year to year until the legal-aid office is able to care for all the cases of needy persons, but when we try to ascertain the present extent of the work a more rigid rule must be applied. The best test for this purpose that has thus far been devised is to compare the number of cases handled by a legal-aid office with the population of the city or district that it serves.

The figures in the following table have been compiled by the secretary of the National Association of Legal Aid Organizations. The construction of this table is more difficult than appears on the surface. The exact population served by a legal-aid office is indefinite; the census figures are not always conclusive because a legal-aid office may serve a territory either larger or smaller than the district used by the census for purposes of enumeration. Furthermore, outside factors enter to affect the number of cases that an office theoretically ought to receive in proportion to population; where small-claims courts exist they handle many cases that in other jurisdictions would come to the legal-aid office, and the same is true of domestic relations courts and labor commissioners. The figures have been checked with the local legal-aid organizations as far as possible, and even if they contain a margin of error it is believed that the margin of error is too small to disturb the major conclusions which are drawn from it. The table reduces the total number of cases received by each organization to a basis showing how many cases were received for each 100 of the population. Under the rough standard set up by the legal-aid organizations, there should be one case for each 100 inhabitants. Thus an office handling 0.75 case per 100 of population may be said to be filling three-quarters of the community's entire need for legal aid; one handling 0.50 case per 100 is meeting one-half the need, and so on. The word "case" deserves a definition. The National Association of Legal Aid Organizations has adopted the following definition:

Any application which, in the discretion of the attorney handling it, may be disposed of under one of the headings of our standard classifications including both matters where legal aid is given and matters in which time and effort alone are given, but not including applications in which neither legal aid nor any appreciable time is given of which a recording is made.

Table 3.—Number of Cases of Legal Aid per 100 of the Population, by City, and Type of Organization

City	Type of legal-aid organization	Population served ¹	Number of cases received in 1933 ²	Number of cases for each 100 of population
<i>Members of National Association of Legal-Aid Organizations</i>				
Albany.....	Private corporation.....	120,000	966	0.80
Baltimore.....	Bureau of social agency.....	850,000	4,564	.53
Boston.....	Private corporation.....	2,000,000	11,935	.59
Bridgeport.....	Municipal bureau.....	146,000	731	.50
Buffalo.....	Private corporation.....	762,408	8,355	1.09
Cambridge.....	do.....	115,000	689	.59
Chicago:				
Legal Aid Bureau.....	Social agency—clinic.....	4,955,000	24,337	.48
Jewish Social Service Bureau.....	do.....	275,000	1,015	.36
Cincinnati.....	Private corporation.....	464,000	6,942	1.49
Cleveland.....	do.....	1,250,000	8,560	.69
Dallas.....	Municipal bureau.....	280,475	3,003	1.15
Denver.....	Bar association committee.....	300,000	1,978	.65
Detroit.....	do.....	1,500,000	29,284	1.95
Duluth.....	Municipal bureau.....	101,463	2,283	2.23
Durham.....	Clinic.....	62,000	302	.48
Grand Rapids.....	Bureau of social agency.....	168,592	1,185	.70
Hartford.....	Municipal bureau.....	164,072	1,593	.97
Jacksonville.....	do.....	129,549	241	.18
Los Angeles.....	Clinic.....	1,500,000	2,240	.15
Louisville.....	Private corporation.....	360,000	11,302	3.13
Madison.....	Municipal bureau.....	112,738	400	.35
Milwaukee.....	Private corporation.....	766,100	1,828	.23
Minneapolis.....	Social agency—clinic.....	475,000	2,302	.48
Montreal.....	Social agency.....	200,000	1,179	.58
New Bedford.....	Municipal bureau.....	(3)	(3)	(3)
New Haven.....	do.....	162,655	3,614	2.22
New York:				
Legal Aid Society.....	Private corporation.....	7,000,000	34,906	.49
National Desertion Bureau.....	Department of social agency.....		900	.01
Educational Alliance.....	do.....		3,137	.04
Oakland.....	Clinic.....	474,434	2,269	.48
Philadelphia.....	Municipal bureau.....	1,950,961	3,562	.18
Pittsburgh.....	Private corporation.....	1,374,622	4,538	.33
Providence.....	do.....	295,892	1,435	.48
Rochester.....	do.....	350,000	3,521	1.00
Salt Lake City.....	Social agency.....	140,267	482	.34
San Francisco.....	Private corporation.....	600,000	4,993	.69
Springfield.....	Municipal bureau.....	71,864	2,993	4.16
St. Louis.....	do.....	821,960	25,200	3.06
St. Paul.....	Bureau of social agency.....	271,606	1,236	.45
Total.....		30,551,658	219,280	-----
<i>Nonmember organizations</i>				
Atlanta.....	Private corporation.....	270,366	3,089	1.15
Dayton.....	do.....	200,982	4,200	2.09
Erie.....	Social agency.....	115,967	110	.09
Harrisburg.....	do.....	80,339	111	.13
Kansas City.....	Municipal bureau.....	399,746	9,199	2.30
Los Angeles (civil):				
City defender.....	do.....	1,500,000	15,690	1.04
County defender.....	do.....		41,516	2.70
Newark.....	Private corporation.....	442,337	4,938	1.11
New Orleans.....	do.....	485,000	652	.13
Reading.....	Bar association committee.....	111,171	315	.28
Washington.....	Social agency.....	486,869	803	.16
Wheeling.....	Bar association committee.....	61,659	134	.21
Total ⁴		4,154,436	80,757	1.94

¹ Population figures secured either from reports from the organizations or the World Almanac. The difference in the figures for Hartford may be accounted for on the supposition that the reports on population served did not come from the same source.

² Figures are for organizations reporting.

³ No data.

⁴ With Los Angeles.

Table 3.—Number of Cases of Legal Aid per 100 of the Population, by City, and Type of Organization—Continued

City	Type of legal-aid organization	Population served	Number of cases received in 1933	Number of cases for each 100 of population
<i>Public or voluntary defenders</i>				
Bridgeport.....	Municipal bureau.....	146,000	200	0.14
Cincinnati.....	Private corporation.....	464,000	1,664	.35
Columbus.....	Municipal bureau.....	290,000	5,988	2.06
Hartford.....	do.....	175,000	256	.11
Los Angeles (criminal):				
City defender.....	do.....	1,500,000	24,707	1.64
County defender.....	do.....		2,608	.17
New York City (Manhattan)	Private corporation.....	1,867,312	1,151	.01
Oakland.....	Social agency.....	474,434	603	.12
Pittsburgh.....	Private corporation.....	1,374,622	769	.06
San Diego.....	Municipal bureau.....	200,000	1,000	.50
Total ^a		6,491,368	38,946	.60

^a With others.

If the population figures of the various cities served by legal-aid offices of which there are records are added, an aggregate of over 39,000,000 is obtained. As these legal-aid offices received in 1933 more than 300,000 cases, it is clear that they must develop much more before they will be strong enough and possessed of sufficiently large staffs to meet the full demand for their assistance.

There is no royal road to finance. The societies have no substantial endowments, and they are maintained by annual contributions or appropriations. Of 54 organizations which have a noteworthy financial record, 18 derived their greater funds from increased public appropriations, 19 from community funds, 7 from more generous backing by members of the bar, and 10 from greater support by the community at large.

The legal-aid organizations need, and are entitled to receive, greater financial support. The expense of their work, when compared with other forms of social service, is trifling. A vast amount of work can be performed on a small budget. It is easily within the power of each community to maintain a legal-aid office sufficiently manned and equipped to care for all the cases of all the persons who are entitled to its assistance. The experience of the older and more strongly entrenched organizations is, on the whole, distinctly encouraging. Each year the true nature and importance of the work become clearer, more persons learn to appreciate the value of this type of public service, a wider interest in the undertaking develops, and as a result the legal-aid society or bureau receives more funds whether from public appropriations or private subscriptions. In short, legal-aid work must earn its own way. It must command the respect of public opinion, and it must win the sympathy of public-

spirited citizens for its ideals and purposes. Where legal-aid work is properly interpreted so that its function is plainly understood, there is every reason to believe and confidently to expect that it will receive adequate support from the community which it serves.

Legal-Aid and Social-Service Agencies

WHETHER a legal-aid society is visualized simply as furnishing a form of charity, like a hospital or a children's aid society, or is regarded as a modern adjunct to the public administration of justice and as essential thereto as is the district attorney's office or the probation staff in a municipal criminal court, it is clear that between the legal-aid organizations on the one hand and the social-service agencies on the other there should be a close and definite relationship. Both are supported by the same community, both exist to serve the same community. While certain questions as to the precise nature of this interrelationship remain as yet unanswered, there has been during the last 10 years a rapid progress toward a more intelligent and better articulated cooperation.

The National Association of Legal Aid Organizations' Committee on Relations with Social Agencies submitted at the 1934 meeting of the association a report of its work during the preceding years. In so doing it expressed the philosophy of the joint movement in the following words:

The substance of this philosophy is that the legal-aid movement is a part of the great enterprise of coordinating law with the other social sciences; that legal-aid work is somewhat like a buffer state, with law on the one hand and social work on the other; that therefore, because of the nature of their support and the class of persons served, legal-aid organizations are definitely charged with a relatively higher degree of social responsibility in their communities than private law offices; and that legal-aid work can be of tremendous value to other social agencies in furthering their purposes by becoming the medium by which the force and sanction of law can be applied to social problems and by initiating and promoting remedial legislation for the protection of their mutual clientele.

This philosophy allows the retention by each group of its identity and particular function in the larger field of social service and yet at the same time permits the fostering and development of effective relations between them.

Perhaps the most serious obstacle of all is the inability of each group to diagnose effectively the problems of the client. A lawyer familiar with legal symptoms can tell what the law can do for the particular individual. The social agency is equally expert in detecting social problems. But lawyers fail to call in social agencies and social agencies fail to call in lawyers because neither group realizes as fully as it should the fact that the client's problems extend beyond its own field.

It is clear, therefore, that while progress has been made it is necessary to go much farther before the relationship is cemented.

Legal Aid and the Bar

THE relationship between legal-aid work and the legal profession is simple and clear. The legal-aid organizations are the agents of the bar and they are accordingly entitled to receive leadership and direction and moral and financial support from the bar. In the main this relationship is understood and accepted today by both parties and the resulting obligations imposed on both parties are being honored. There is no finer chapter in legal-aid history, no other development contains a brighter promise for the future, than the record of what has been accomplished since the war in cementing together the organized bar and organized legal-aid work.

It is now recognized that the individual lawyer can best render efficient public service by cooperating with his fellows and by securing appropriate action through the bar associations. For that reason the relationship between legal aid and the bar, if it was to be a practical relationship productive of tangible results, had to become a working alliance between organized legal-aid work and the organized bar.

This was recognized by the American Bar Association in 1920, when a special committee recommended that the association should amend its constitution in order to provide a standing committee on legal-aid work, and said:

Your committee's reasons for these alternative recommendations may be summarized as follows:

1. There is a direct responsibility, both civic and professional, on members of the bar to see to it that no person with a righteous cause is unable to have his day in court because of his inability to pay for the services of counsel.

2. This responsibility is best met by members of the bar acting, not as individuals, but in their collective capacity and through their recognized associations.

3. Legal aid and advice to poor persons are most efficiently and economically secured, at least in the larger cities, through the existing agencies specially created and adapted for this purpose, called legal-aid organizations.

4. There should be, therefore, a direct relationship between the American Bar Association and legal-aid work in its national aspects and as a national movement.

5. This relationship is of a permanent and continuing nature and should be recognized as such by the creation of a standing or annual committee, which should each year report to the association as to the progress, the needs, the advantages, and the shortcomings of legal-aid work in the United States.

Legal-aid committees have been created by the State bar associations in Alabama (1928), California (1928), Colorado (1930), Connecticut (1923), Georgia (1927), Illinois (1924), Louisiana (1929), Massachusetts (1928), Michigan (1923), Missouri (1930), New York (1920), North Carolina (1929), Ohio (1927), Pennsylvania (1923), Rhode Island (1930), Washington (1929), and Wisconsin (1927). How quick the bar has been to extend its cooperation and how clearly it has grasped the true nature of the relationship may be seen from the action of the American Bar Association and several important State associations.

The responsibility of the organized bar for legal-aid work may be analyzed into four major undertakings:

First. In cities where a legal-aid organization is needed and none exists the bar should take the lead in its establishment.

Second. In cities where legal-aid organizations and public defenders already exist the bar's obligation is essentially of a paternal nature. It should support the work through its own financial contributions. There is no reason why the entire expense should fall on lawyers, but there is every reason why the members of the profession should give their full share before other citizens in the community are asked for subscriptions. Equally important is the task of leadership. It is natural that the majority of a board of directors or other governing board should be lawyers, but in addition the bar association, through an appropriate committee, should maintain an independent supervision that may be invaluable in times of emergency and that is of especial importance in connection with the municipal legal-aid bureaus.

Third. In the smaller cities, the bar itself should perform whatever legal-aid work is necessary. Where the population is 25,000 or less, not more than a hundred or so cases are likely to arise each year.

Finally, the bar must be relied on to take the leading part in shaping and guiding the future developments in this general field along sound and constructive lines. The fundamental idea expressed in the legal-aid organizations has passed the experimental stage. The necessity and importance of their service have won for them the support of such eminent members of the profession as Mr. Chief Justice Taft; Mr. Chief Justice Hughes; Hon. Elihu Root; Hon. George Wharton Pepper, former United States Senator; Dean Roscoe Pound, of the Harvard University Law School; and Dean (emeritus) John H. Wigmore, of the Northwestern University Law School.

On November 15, 1934, a banquet was held under the auspices of the Association of the Bar of the City of New York, the New York County Lawyers' Association, and the Legal Aid Society of New York, on the occasion of the annual convention of the National Association of Legal Aid Organizations. At that meeting the following telegram was received from Mr. Chief Justice Hughes:

I send cordial greetings to those who are engaged in the work of the legal-aid organizations. I am glad to note the cooperation of the bar association in the endeavor to discharge the duty of the legal profession to see that no one on account of poverty shall go without necessary legal assistance to maintain his rights. The profession, by reason of its opportunity and privilege, has a special obligation to see that equal justice is assured.

I congratulate the legal-aid organizations on their growth and efficiency, and I trust that they will have the support both moral and financial that is essential to their success.

Every bar association has as its primary object the advancement of the administration of justice. The legal-aid organizations need and are entitled to receive a full measure of bar association support, because they constitute an essential feature in any plan for adapting our legal institutions to the requirements of our present industrial and urban communities. The legal-aid societies and bureaus are not an end in themselves. They are the means through which the most formidable barriers in the path of the impecunious citizen who needs legal redress or protection may be removed.

This survey shows that already we have nearly enough experience to construct a definite, comprehensive, and thoroughgoing plan that will serve beyond any reasonable doubt to overcome the difficulties of delays, court costs, and the expense of counsel and thus to make the laws actively effective in behalf of all persons.

The task for the future is to integrate these separate remedial measures and remedial agencies into one harmonious whole, to co-ordinate them, to urge their adoption by the legislatures of the several States, and then to maintain a continuing study of their operation in actual practice, so that such modifications and amendments as may be proved necessary or desirable in the light of further experience can promptly be made.

There is reason to believe that with each passing year the relationship between the organized bar and organized legal aid will steadily grow closer. And it is quite likely that through this more definite association and communion the hardest and most fundamental problem confronting all future legal-aid development will be solved in the best of all possible ways.

To make this clear some guesses are hazarded, but they are all based upon changes and trends that are becoming quite plain. In this age of transition, when institutions and ideas are in flux, the bar associations themselves are moving with the current of events and disclosing new capabilities that are full of promise.

Just as the individual lawyer is a minister of justice, so the bar association must assume many of the attributes of a ministry of justice. This is what is happening. It is reflected in the increasing interest of lawyers in their associations; within the past few years the membership of the American Bar Association, which is entirely voluntary, has increased tenfold. A body of 30,000 highly trained, conscientious, and earnest persons has power. Perhaps even more significant is the movement for the State incorporated bar.

The essentials of this plan, which has already been enacted into law in a score of States, are that every lawyer, when admitted to the bar, at once and necessarily becomes a member of the all-inclusive State bar association which has been chartered by act of legislature and to which have been delegated, by statute or rule of court, certain

definite responsibilities together with commensurate powers, concerning the administration of justice. The powers thus far most commonly relate to standards of admission, standards of conduct, grievance committee work, and disbarment.

The instant a bar association is vested with legal powers it becomes a quasi-public if not indeed a public institution. The significance of this trend, from the authors' point of view, becomes manifest when three propositions earlier advanced are recalled.

A democracy cannot tolerate any denial of justice because of poverty, but in practical fact, if the laws are to be actively effective, something like legal-aid work is an absolute necessity. The legal-aid organizations, because they have learned to perform the work more efficiently than any other plan yet devised, have become indispensable adjuncts to the administration of justice. It is questionable if any service so directly touching the public welfare should be left entirely in private hands, and it would be unforgivable to allow that service to fail if the private hands are too weak to uphold and support the work.

Though this indicates that public support and control may be in order, the experience of the municipal legal-aid bureaus is so checked as to give rise to grave apprehensions. The suggestion that legal aid should be under judicial control has never been tried in this country, but analogous experience indicates that it is unfair and unwise to load onto courts too many administrative and executive functions. The judicial and the executive casts of mind are apt to be different and, in any event, the judicial function in and of itself can absorb and utilize all the time and strength and power that any man can bring to its service.

That there is a natural affinity between the organized bar and organized legal aid and that structurally they are complementary has been pointed out several times. As bar associations move in the direction of becoming recognized public or quasi-public bodies, what would be more natural, more effective, or more in accord with democratic principles than that the governance of legal-aid work should be entrusted to such bar associations? It is work they understand better than any other group in the community, work which they have already approved, and work which they are preeminently fitted to guide and lead. It might be that in its open championship of legal-aid work the bar would find a solution for some of its more acute public relations problems. The logic and the sequence of events intimate, if they do not yet foretell, that sooner or later, and probably sooner than its leaders now realize, the bar will be called to the task of taking over, definitely and authoritatively, the responsibility for legal-aid work in our country.

To the performance of this task the bar must bring its trained faculty of critical analysis, its intimate knowledge of the constitutional principles on which our legal institutions are based, and its highest vision. While the responsibility for leadership may fairly rest on the shoulders of the bar, its resources and its power are limited, and therefore every other possible aid must be enlisted. From the National Association of Legal Aid Organizations should come whatever expert information concerning technical details and routine may be required. From the social-service agencies which now exist in every city, whether large or small, and which occupy such a strategic position in their relation to this whole problem, there may be expected an increasing spirit of cordial helpfulness. Above all, if progress is to be had, a genuine community interest and the moral support of an enlightened public opinion must be obtained. This task cannot be performed in a day, it may not be completed within our generation, but every advance that is made brings us one step nearer to a practical realization of our American ideal that through the orderly administration of justice all citizens shall receive the equal protection of the laws.

Public Pensions for the Blind in 1935

MORE than 35,000 blind persons were receiving State or county pensions under blind-assistance acts at the end of 1935. Their allowances averaged \$20.39 per person per month (\$19.82 in 1934) and ranged in the various States from \$1.98 to \$37.18. The allowances were largest in States where part of the cost was borne by the State, and least where the funds had to be raised by the counties alone. Those paid under wholly State plans fell between these two in amount.

Nearly 8 million dollars was spent for such aid during the year, somewhat over one-half of which was furnished from State treasuries, the remainder being supplied by the counties. The annual per capita cost, based on the population in the areas in which the system was in effect, was 11 cents, the same as in 1934.

Thirty-two States had legislated to provide assistance for the blind at the end of 1935, and the District of Columbia was added to that number by act of the Seventy-fourth Congress. At the end of the previous year there were only 25 such acts on the statute books. The new State acts added during the year were those of Florida, Indiana, Mississippi, Oklahoma, Oregon, Vermont, and Wyoming. Of these all but the Florida act were of State-wide effect; that act while mandatory in its terms provided no State aid, with the result that few of the counties put the act into operation. Two months' benefits (for November and December) were paid in 1935 under the "temporary" act ¹ passed late in the year in Mississippi. Payments were begun in Oklahoma in October 1935 but were suspended pending the outcome of a suit contesting the act.² Payments began under the Wyoming act during September 1935. No payments were made in the District of Columbia, Indiana, Oregon, or Vermont.

At the end of 1935, therefore, of 33 acts, 28 were in operation and the effectiveness of an additional one was temporarily suspended. In 13 of these States the system was of State-wide effect and in 5 others more than nine-tenths of the State's population was in those areas which had adopted the plan.

The above data were collected in the course of a survey by the Bureau of Labor Statistics covering all of the States which had blind

¹ Effective until Mar. 1, 1936.

² The legislature in 1935 appropriated \$30,000 for assistance to the blind. State disbursements were to be repaid from county funds (to be available July 1) which were to be raised by a tax levy in each county. The first quarterly payment was made in October. A suit to enjoin the county tax levy resulted in halting the continuance of the system throughout the State until April 1936 when the supreme court of the State upheld the right of the county to levy taxes for such a purpose.

pension or assistance acts on the statute books at the end of 1935. Where possible the information was obtained through the cooperation of the State officials, but in nine States ³ data were secured directly from the counties.

Reports were received for 1,485 (85 percent) of the 1,740 counties in these States, of which 1,226 counties had the pension system.

Summary data as to the extent of the system in 1935 are shown in table 1.

Table 1.—Summary of Operations Under Blind-Pension Acts, 1935

State	Year of passage of law	Counties in State		Counties having pension system				
		Total number	Number reported for—	Number at end of 1935 ¹	Number of pensioners		Benefits paid, 1935	
					At end of 1935	Monthly average, 1935	Number of counties reporting	Amount
Arkansas.....	1931	75	All	75	360	(2)	75	\$13, 870
California.....	1929	58	All	58	3, 912	3, 572	58	1, 417, 370
Colorado ²	1925	63	All	53	695	(2)	53	142, 202
Connecticut.....	1921 ⁴	8	All	8	110	102	8	⁵ 20, 000
Florida.....	1935	67	37	9	117	(2)	9	⁶ 1, 770
Idaho.....	1917	44	34	26	75	(2)	22	13, 501
Illinois.....	1903	102	69	⁷ 63	4, 433	(2)	57	1, 372, 290
Iowa.....	1915	99	78	74	1, 130	(2)	74	203, 417
Kansas.....	1911	105	78	35	⁸ 200	(2)	32	28, 098
Kentucky.....	1924	120	48	24	596	(2)	23	50, 330
Louisiana.....	1928	64	53	22	506	(2)	22	26, 376
Maine.....	1915 ⁹	16	All	16	961	948	16	158, 724
Maryland.....	1929	24	All	18	165	156	18	27, 958
Massachusetts ¹⁰	1920	14	All	14	1, 066	1, 027	14	189, 676
Minnesota.....	1913	87	All	87	548	488	87	88, 150
Mississippi.....	1935	82	All	82	586	496	82	¹¹ 7, 502
Missouri.....	1923	115	All	115	4, 361	4, 343	115	1, 259, 643
Nebraska.....	1917	93	43	18	121	(2)	17	20, 414
Nevada.....	1925	17	16	7	12	13	7	2, 279
New Hampshire.....	1915	10	All	10	227	208	10	30, 403
New Jersey ³	1931	21	All	21	422	395	21	103, 487
New York:								
New York City ³	1922	5	All	5	1, 467	(2)	5	200, 000
Rest of State.....		57	All	57	798	(2)	57	206, 298
Ohio.....	1898	88	All	88	5, 404	5, 500	88	644, 038
Oklahoma.....	1935	77	All	55	¹² 336	(2)	55	¹³ 2, 000
Pennsylvania.....	1933	67	All	67	4, 288	4, 123	67	1, 153, 542
Utah.....	1931	29	All	1	8	9	1	1, 190
Washington.....	1933	39	All	¹⁴ 32	501	444	28	134, 405
Wisconsin.....	1907	71	All	¹⁵ 67	1, 845	(2)	67	¹⁶ 445, 000
Wyoming.....	1935	23	All	19	88	40	19	5, 949
Total:								
1935.....		1, 740	1, 485	1, 226	35, 338	-----	1, 207	7, 969, 882
1934.....		1, 491	1, 262	1, 024	32, 997	-----	995	7, 072, 808

¹ In case of State-wide systems, the total number of counties is regarded as having system, though some may not have had any blind persons requiring aid during year.

² No data.

³ Data are for year ending June 30.

⁴ Year in which blind-pension provision was added to act.

⁵ Approximate.

⁶ In most cases data cover last 3 months of 1935.

⁷ Including 1 county which discontinued payments in September 1935.

⁸ 34 counties.

⁹ Reenacted in 1933.

¹⁰ Data are for year ending Nov. 30.

¹¹ November and December.

¹² October 1935.

¹³ July-September.

¹⁴ Includes 4 counties in which there were no eligible blind persons in 1935.

¹⁵ 1934; no data on this point for 1935.

¹⁶ Partly estimated.

³ Florida, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Nebraska, and Nevada.

The foregoing table of course covers only persons cared for under State acts providing for blind pensions. It understates, however, even in these States the number of sightless persons receiving public aid, for aged blind were usually placed on the old-age pension rolls in States having such pensions and in some other States, due to lack of funds for blind pensions, sightless persons needing aid were placed on the general relief roll.

Comparison of 25 States which paid benefits in both 1934 and 1935 (table 2) shows a gain of only 35 paying counties and an increase of 1,214 (3.7 percent) in the number of persons aided, whereas the amount of benefits paid rose 12.4 percent. Decreases in the pension roll occurred in 8 States (Arkansas, Colorado, Connecticut, Idaho, Illinois, Massachusetts, Nebraska, Utah, and Wisconsin) but these were more than offset by the increases that took place in the other States. A decline in total benefits as well as in number of pensioners was shown in Connecticut, Idaho, Nebraska, and Utah. Louisiana, Minnesota, Missouri, and New York which aided a larger number of persons in 1935 than in 1934, nevertheless spent a smaller sum in assistance. In Arkansas it was formerly the practice to pay blind assistance in the sum of \$10 per person per year. In that State, during January to July 1935, a flat payment of \$7 per person was made to 1,165 blind people. In August the administration of aid to the blind was taken over by the State Department of Public Welfare and that department during the last 5 months of the year paid to 360 blind persons assistance averaging \$4 per month each.

Noteworthy expansion of blind aid during the year occurred in California, Kansas, Maryland, Nevada, New Hampshire, New Jersey, Pennsylvania, and Washington. In Kentucky the total amount spent in assistance to these handicapped persons rose nearly 20 percent, whereas the number of counties adopting the principle of such aid rose from 14 to 24 and the number of beneficiaries increased 55 percent.

Table 2.—Number of Adopting Counties, Number of Beneficiaries, and Benefits Paid in Identical States, 1934 and 1935

State	Total number of counties in State	Number of counties with system ¹		Number of beneficiaries at end of—		Amount paid in benefits	
		1934	1935	1934	1935	1934	1935
Arkansas.....	75	75	All	1,165	360	\$11,650	\$13,870
California.....	58	53	All	3,179	3,912	1,085,408	1,417,370
Colorado ²	63	53	53	701	695	140,287	142,202
Connecticut.....	8	All	All	374	110	22,820	20,000
Idaho.....	44	21	26	86	75	16,989	13,501
Illinois.....	102	64	63	4,484	4,433	1,323,615	1,372,290
Iowa.....	99	73	74	956	1,130	158,562	203,417
Kansas.....	105	18	35	66	200	8,996	28,098
Kentucky.....	120	14	24	383	596	42,129	50,330
Louisiana.....	64	54	22	420	506	63,000	26,376
Maine.....	16	All	All	922	961	148,317	158,724
Maryland.....	24	7	18	62	165	7,817	27,958
Massachusetts ³	14	All	All	1,088	1,066	175,937	189,676
Minnesota.....	87	All	All	442	548	149,175	88,150
Missouri.....	115	All	All	4,336	4,361	1,265,832	1,259,643
Nebraska.....	93	46	18	325	121	45,103	20,414
Nevada.....	17	4	7	3	12	600	2,279
New Hampshire.....	10	5	All	79	227	8,797	30,403
New Jersey ²	21	All	All	372	422	92,103	103,487
New York:							
New York City.....	5	All	All	1,490	1,467	400,000	200,000
Rest of State.....	57	50	57	710	² 798	183,670	² 206,298
Ohio.....	88	71	88	5,152	5,404	620,393	644,038
Pennsylvania.....	67	67	67	4,142	4,288	651,228	1,153,542
Utah.....	29	3	1	21	8	2,105	1,190
Washington.....	39	15	32	185	501	25,808	134,405
Wisconsin.....	71	67	67	1,854	1,845	422,467	445,000
Total.....	1,491	1,026	1,061	32,997	34,211	7,072,808	7,952,661

¹ In case of State-wide systems, the total number of counties is regarded as having system, though some counties may have had no blind persons requiring aid during year.

² Data are for year ending June 30.

³ Data are for year ending Nov. 30.

⁴ Partly estimated.

Qualifications for Pensions

THE first requirement for obtaining aid under the blind-pension acts is of course that the applicant be blind. This is universal, though the definition of what constitutes "blindness" varies from State to State.⁴ In Illinois, Indiana, Maryland, Minnesota, New York, Oklahoma, and Washington an applicant is considered eligible for assistance whose vision is so defective as to make it impossible for him to support himself, and in Kentucky and Nebraska if he is "destitute of useful vision." Maine, Mississippi, Oregon, Pennsylvania, and Wyoming specify the degree of vision beyond which the applicant is considered "blind." In Kansas the applicant must have lost the sight of both eyes, and in Missouri have light perception only.

Age requirements are general, the minimum age of eligibility ranging in the different acts from 16 to 60 years. Only 8 of the laws (those of Connecticut, Florida, Minnesota, Massachusetts, Nevada, New Hampshire, New York, and Ohio) contain no provision on this point.

Residence of a specified period in State or county, or both, is also generally required.

⁴ Efforts toward a uniform definition of blindness have already been begun by the Federal Social Security Board.

Citizenship—almost universal as a requirement for the receipt of old-age pension—is required by only seven of the blind pension acts (those of Colorado, Florida, Illinois, Maryland, Minnesota, New York, and Vermont).

All but four of the laws carry a "means" provision, usually expressed in general terms such as "means insufficient for self-support", it being left to the authorities to judge in each case. Unlike the old-age pension acts, only slightly over one-third of the blind-allowance measures set a definite property or income limit.

In several States the application for an allowance must be supported by sworn statements from other persons testifying that the facts are as set forth in the application.

Exclusions.—The payment of blind allowances to persons having relatives or others able to support them is prohibited under the acts of California, Colorado, District of Columbia, Indiana, Kansas, Louisiana, Maryland, Missouri, Mississippi, Nebraska, New Jersey, Oklahoma, Utah, and Wisconsin.

Inmates of public charitable institutions are excluded from benefits in California, Colorado, District of Columbia, Illinois, Indiana, Iowa, Kentucky, Maine, Minnesota, Mississippi, Missouri, Nebraska, Oklahoma, Oregon, Pennsylvania, Utah, Vermont, and Wisconsin. Colorado also excludes inmates of private charitable institutions, Maine, Minnesota, Missouri, Wisconsin, and Wyoming inmates of penal institutions, and Indiana, Minnesota, Oklahoma, and Wyoming inmates of insane institutions. The Maine and Oklahoma laws, however, specifically provide that after leaving the institution a person may receive an allowance. The law of Washington excludes "wards of the United States Government."

Professional beggars are denied assistance in California, District of Columbia, Indiana, Kentucky, Maryland, Minnesota, Mississippi, Missouri, New Jersey, Oklahoma, Oregon, Utah, Washington, and Wisconsin. Persons who refuse training or other measures designed to make them self-supporting are ineligible for benefits in the District of Columbia, Missouri, and Oregon.

Relief is discontinued in New York if the pensioner marries another blind or partially blind person. In Minnesota, in cases of husband and wife, both of whom are blind and whose marriage took place after the passage of the act, the amount of the allowance is limited to \$30 per month.

Disposition of Applications During 1934

AT THE end of the year 24,987 persons were on the pension rolls of the 684 counties which reported as to disposition of applications received. Of the 9,404 applications pending at the end of 1934 and the 4,564 received during 1935, allowances were granted and paid to

7,767, or somewhat over half. In addition, 328 had been approved but did not receive aid; undoubtedly some of these were approved in anticipation of receipt of Federal funds under the Social Security Act, and when these failed to materialize payment on these applications was postponed to 1936. In some cases, however, the arrearages were of longer standing. Thus, one county in Illinois reported early in 1936 that the applications now being investigated are those received in 1933; all of those received in 1935 (and presumably those of 1934) were still pending at the time of the report.

Table 3.—Disposition of Applications for Blind Pensions Received During 1935, by States

State	Number of counties covered	Number of cases							
		Pending, end of 1934	Applications received during 1935	Granted	Denied	Removed from rolls	Approved but not granted aid	On roll, end of 1935	Pending, end of 1935
California.....	All	154	1,052	1,152	13	477	(1)	3,912	41
Colorado ²	All	15	156	119	41	137	37	695	11
Florida.....	8	3	119	105	11			108	
Idaho.....	19	24	32	33		5		67	1
Illinois.....	59	1,853	918	639	171	288	232	4,135	413
Iowa.....	73	386	311	218	76	112	2	1,127	53
Kansas.....	29	32	61	38	18	12	1	190	16
Kentucky.....	23	300	292	224	53	30	20	583	57
Louisiana.....	22		121	88	33	20		506	
Maine.....	All	(1)	288	152	(1)	102	(1)	961	(1)
Maryland.....	18	18	72	30	36	8	2	165	24
Nebraska.....	18	91	45	43	1	17		121	12
Nevada.....	7	9	5	5		1		12	
New Hampshire.....	All	(1)	61	48	6	15		227	7
New Jersey ²	All	43	147	94	46	10	(1)	422	40
New York: New York City.....	All		458	173	285	287		1,467	
Ohio.....	All	6,352	(1)	(1)	(1)	948	(1)	5,404	(1)
Pennsylvania.....	All	(1)	(1)	4,288	(1)	283	(1)	4,288	(1)
Utah.....	All		2	2		(1)		8	(1)
Washington.....	28	124	290	228	51	65	6	501	129
Wyoming.....	All		133	88	13	4	28	88	28
Total.....	684	9,404	4,564	7,767	854	2,821	328	24,987	832

¹ No data.

² Data are for year ending June 30.

Amount of Individual Allowances

THE average monthly allowance made to sightless persons in 1935 ranged from \$1.98 in Oklahoma to \$37.18 in Wyoming. Seven States paid allowances averaging less than \$10 a month, and 20 paid allowances of less than \$20. In six States the monthly grants averaged \$25 or more. Wyoming and California were the most generous, with allowances of \$37.18 and \$33.06, respectively. Arkansas, Connecticut, and Oklahoma were at the other end of the scale, all paying benefits averaging less than \$5 per person per month. A very slight increase took place in the general average, which rose from \$19.82 in 1934 to \$20.39 in 1935.

Table 4 shows for each State the average benefits in 1934 and 1935 as compared with the maximum allowable under the provisions of

law in effect during the year. The outstanding features of the comparison are the large increases in average benefits in Colorado, Maryland, Nebraska, and Washington, and the severe decline of the average allowance in Minnesota and New York.

Grants to individuals (not shown in the table) ranging in amount from \$2.50 to \$42.50 were reported.

Table 4.—Average Blind Allowances Paid in 1934 and 1935, as Compared With Maximum Payable Under Act

State	Monthly maximum payable under act ¹	Average monthly allowance		State	Monthly maximum payable under act ¹	Average monthly allowance	
		1934	1935			1934	1935
Arkansas.....	\$25.00	\$0.83	² \$4.00	Missouri.....	\$25.00	\$24.33	\$25.00
California.....	50.00	33.12	33.06	Nebraska.....	25.00	11.77	15.41
Colorado ³	25.00	15.47	20.46	Nevada.....	50.00	16.67	15.83
Connecticut.....	30.00	5.09	4.45	New Hampshire.....	12.50	9.28	12.18
Florida.....	15.00	-----	6.12	New Jersey ³	40.00	21.98	21.84
Idaho.....	20.00	16.46	15.41	New York.....	25.00	21.93	14.95
Illinois.....	30.42	25.75	27.01	Ohio.....	33.33	10.04	9.90
Iowa.....	25.00	13.89	15.09	Oklahoma.....	25.00	-----	1.98
Kansas.....	50.00	11.36	12.18	Pennsylvania.....	30.00	23.30	26.90
Kentucky.....	20.83	9.17	7.59	Utah.....	50.00	8.35	10.00
Louisiana.....	25.00	12.50	10.00	Washington.....	33.33	11.63	25.26
Maine.....	25.00	13.33	13.95	Wisconsin.....	30.00	19.40	20.10
Maryland.....	20.83	11.84	15.00	Wyoming.....	⁴ 30.00	-----	37.18
Massachusetts.....	⁽⁴⁾	15.37	15.39				
Minnesota.....	⁽⁵⁾	28.13	15.05	Average.....	-----	19.82	20.39
Mississippi.....	30.00	-----	7.53				

¹ Refers in all cases to maximum established by act under which benefits were paid.

² Last 5 months of year.

³ Data are for year ending June 30.

⁴ No limit.

⁵ No limit except in case of married couples both blind, in which case not over \$360 per year.

⁶ \$50 if head of family.

In theory the size of the allowance is based upon the needs and circumstances of the applicant, as revealed by investigation by the administering authorities. In States where blind relief is carried out on a social-work basis, the above requirement is undoubtedly met. Reports by many of the counties and a few of the States, however, indicate that there are many areas where the allowances made are of uniform amount, irrespective of the applicant's circumstances.

One county reported that the county made a fixed appropriation of \$12,000, of which \$3,000 was allotted for each quarter year. The quarterly amount was divided among the beneficiaries, and "the larger the number of pensioners, the smaller the individual allowance."

Extent and Cost of Pension System

THE relative development of the system, as of the end of 1935, is shown in table 5. In the 28 States covered by the table nine-tenths of the population was in the counties which had put the system into force, in 13 of the 28 it was in State-wide effect, and in 5 others more than nine-tenths of the population was covered.

Table 5.—Relative Development of Blind-Pension System in 1935, by States

State	Population of State, 1930	Number of counties in State	Counties with system in 1935 ¹		
			Number	Population	Percent of State population
Arkansas.....	1,854,482	75	All	1,854,482	100.0
California.....	5,677,251	58	All	5,677,251	100.0
Colorado ²	1,035,791	63	53	998,998	96.4
Connecticut.....	1,606,903	8	All	1,606,903	100.0
Florida.....	1,468,211	67	9	271,835	18.5
Idaho.....	445,032	44	26	253,277	56.9
Illinois.....	7,630,654	102	63	6,313,107	82.7
Iowa.....	2,470,939	99	74	1,800,672	72.9
Kansas.....	1,880,999	105	35	759,109	40.4
Kentucky.....	2,614,589	120	24	825,985	31.6
Louisiana.....	2,101,593	64	22	1,915,312	91.1
Maine.....	797,423	16	All	797,423	100.0
Maryland.....	1,631,526	24	18	1,550,436	95.0
Massachusetts.....	4,249,614	14	All	4,249,614	100.0
Minnesota.....	2,563,953	87	All	2,563,953	100.0
Mississippi.....	2,009,821	82	All	2,009,821	100.0
Missouri.....	3,629,367	115	All	3,629,367	100.0
Nebraska.....	1,377,963	93	19	290,410	21.1
Nevada.....	91,058	17	7	58,822	64.6
New Hampshire.....	465,293	10	All	465,293	100.0
New Jersey ²	4,041,334	21	All	4,041,334	100.0
New York.....	12,588,066	62	All	12,588,066	100.0
Ohio.....	6,646,697	88	All	6,646,697	100.0
Pennsylvania.....	9,631,350	67	67	9,631,350	100.0
Utah.....	507,847	29	1	49,021	9.6
Washington.....	1,563,396	39	32	1,394,798	89.2
Wisconsin.....	2,939,006	71	³ 67	2,889,438	98.3
Wyoming.....	225,565	23	19	204,299	90.5
Total.....	83,745,723	1,663	1,172	75,337,073	90.0

¹ In case of State-wide systems, all the counties are regarded as having system, though some counties may have had no blind persons requiring aid during year.

² Data are for year ending June 30.

³ 1934; no report for 1935.

For all States combined, the number of beneficiaries per 10,000 of population declined from 1934 to 1935 from 4.9 to 4.5. No change in rate occurred in 3 States, and 11 States showed a rise in the rate in 1935. Decreases occurred in ten States. The annual per capita cost remained unchanged at 11 cents. The most striking changes occurred in Arkansas where the beneficiary rate declined from 6.3 to 1.9, in Kentucky where the rate fell from 9.8 to 7.2 and the cost from 11 to 6 cents, in Minnesota where although the rate rose perceptibly the cost was cut in half, and in Washington where although the rate rose only from 3.1 to 3.7 the cost more than doubled.

Table 6.—Trend of Blind-Pension Roll and Cost of Aid, 1934 and 1935 ¹

State	Number of beneficia- ries per 10,000 of population (at end of year) ²		Annual cost per capita of population ³ in—	
	1934	1935	1934	1935
Arkansas.....	6.3	1.9	(⁴)	\$0.01
California.....	5.6	6.9	\$0.19	.25
Colorado ⁵	7.0	7.0	.14	.14
Connecticut.....	2.3	.7	.01	.01
Florida.....		4.3		.03
Idaho.....	3.1	3.0	.06	.05
Illinois.....	6.9	7.0	.21	.22
Iowa.....	5.4	6.3	.09	.11
Kansas.....	2.2	2.7	.03	.04
Kentucky.....	9.8	7.2	.11	.06
Louisiana.....	(⁶)	2.6	(⁶)	.01
Maine.....	11.6	12.1	.19	.20
Maryland.....	3.0	1.1	.04	.02
Massachusetts ⁷	2.6	2.5	.04	.04
Minnesota.....	1.7	2.1	.06	.03
Mississippi.....		2.9		.02
Missouri.....	11.9	12.0	.35	.35
Nebraska.....	3.5	4.2	.05	.07
Nevada.....	3.9	2.0	.08	.04
New Hampshire.....	4.2	4.1	.05	.06
New Jersey ⁵.....	.9	1.0	.02	.03
New York.....	1.8	1.8	.05	.03
Ohio.....	9.2	8.1	.11	.10
Oklahoma.....		(⁶)		(⁶)
Pennsylvania.....	4.3	4.5	.12	.12
Utah.....	2.2	1.8	.02	.02
Washington.....	3.1	3.7	.04	.10
Wisconsin.....	6.4	6.4	.15	.15
Wyoming.....		4.3		.03
Total.....	4.9	4.5	.11	.11

¹ Based only upon counties in which act was in operation during all or part of year.² Figures relate only to counties having pension system.³ Computed on basis of full year, even though in some States the act was in operation during only part of year.⁴ $\frac{1}{10}$ of 1 cent.⁵ Data are for year ending June 30.⁶ No data.⁷ Data are for year ending Nov. 30.

Benefits Under Different Types of Plans

THAT the State-aided systems pay the most liberal allowances is shown by table 7. In both years the average benefits under State-aided systems were largest, the wholly State plans were second in order, and the smallest benefits were paid in States where the counties were required to raise all of the funds. Comparison of the States reporting both years shows that while the average benefits rose 18.1 percent under State systems and 6.4 percent under State-aided systems, the county benefits fell nearly 9 percent.

Table 7.—Comparison of Benefits Paid Under County, State-Aided, and State Systems of Aid to Blind in 1934 and 1935

State	Average monthly benefits in—		State	Average monthly benefits in—	
	1934	1935		1934	1935
<i>County systems</i>			<i>State-aided systems—Continued</i>		
Florida.....		\$6. 12	New Jersey.....	\$21. 98	\$21. 84
Idaho.....	\$16. 46	15. 41	Wisconsin.....	19. 40	20. 10
Iowa.....	13. 89	15. 09			
Kansas.....	11. 36	12. 18	Average.....	25. 61	27. 25
Kentucky.....	9. 17	7. 59	Average, identical States.....	25. 61	27. 25
Louisiana.....	12. 50	10. 00			
Maryland.....	11. 84	15. 00	<i>State systems</i>		
Nevada.....	16. 67	15. 83	Arkansas.....	. 83	1. 25
New Hampshire ¹	9. 28	12. 18	Connecticut.....	5. 09	4. 45
New York.....	21. 93	14. 95	Maine.....	13. 33	13. 95
Ohio.....	10. 04	9. 90	Massachusetts.....	15. 37	15. 39
Oklahoma ²		1. 98	Minnesota.....	28. 13	15. 05
Utah.....	8. 35	10. 00	Mississippi.....		7. 53
Washington.....	11. 63	25. 26	Missouri.....	24. 33	25. 00
			Pennsylvania.....	23. 30	26. 90
Average.....	13. 32	11. 88	Wyoming.....		37. 18
Average, identical States.....	13. 32	12. 24			
<i>State-aided systems</i>			Average.....	19. 75	22. 62
California.....	33. 12	33. 06	Average, identical States.....	19. 75	23. 33
Colorado.....	15. 47	20. 46			
Illinois.....	25. 75	27. 01			
Nebraska.....	11. 77	15. 41			

¹ Actually some State aid given, though act does not provide for it.² No aid to counties, but State bears cost of aid to persons without legal residence in any county.³ Aid only to extent of cost of administration.

Sources of Funds

SLIGHTLY more than half (54.0 percent) of the money necessary to provide blind pensions in 1935 was furnished by the States, as compared with only 50.7 percent in 1934.

Table 8 shows the proportion of cost which according to legal enactment is imposed upon State and county and the amount and percentage actually forthcoming from these sources in 1935. In general, as the table indicates, the legal obligations were met as provided by the blind-pension laws. Exceptions were Illinois, Iowa, Louisiana, and New Hampshire.

In Illinois where the State is supposed to reimburse the counties to the extent of half of the amount paid in benefits, repayment has been slow. In 1935, however, the county reports indicate, many of the counties received not only the State's share of the 1935 benefits but also some part of the amount still due as reimbursement for previous years. One county reported, nevertheless, that the State was still in arrears to it more than \$20,000. In all of the counties combined, the State had paid only 42.8 percent of the pension cost in 1935.

In Iowa, Louisiana, and New Hampshire, on the other hand, the State although not legally chargeable had assisted with sums ranging from 1 to 80 percent of the cost.

Table 8.—Proportion of Cost of Blind Pensions Borne by States and by Counties in 1935

State	Amount paid in benefits from—			Percent of State aid provided for by act under which benefits were paid in 1935	Percent actually paid in 1935 from—	
	State funds	County funds	Total		State funds	County funds
Arkansas.....	\$13, 870		\$13, 870	100. 0	100. 0	
California.....	708, 685	\$708, 685	1, 417, 370	50. 0	50. 0	50. 0
Colorado ¹	71, 101	71, 101	142, 202	50. 0	50. 0	50. 0
Connecticut.....	20, 000		20, 000	100. 0	100. 0	
Florida.....		1, 770	1, 770			100. 0
Idaho.....		13, 501	13, 501			100. 0
Illinois.....	580, 917	775, 181	² 1, 372, 290	50. 0	42. 8	57. 2
Iowa.....	1, 992	201, 425	203, 417		1. 0	99. 0
Kansas.....		28, 098	28, 098			100. 0
Kentucky.....		50, 330	50, 330			100. 0
Louisiana.....	21 000	5, 376	26, 376		79. 6	20. 4
Maine.....	158, 724		158, 724	100. 0	100. 0	
Maryland.....		27, 958	27, 958			100. 0
Massachusetts ³	189, 676		189, 676	100. 0	100. 0	
Minnesota.....	88, 150		88, 150	⁴ 100. 0	100. 0	
Mississippi.....	7, 502		7, 502	100. 0	100. 0	
Missouri.....	1, 259, 643		1, 259, 643	100. 0	100. 0	
Nebraska.....		20, 414	20, 414			100. 0
Nevada.....		2, 279	2, 279			100. 0
New Hampshire.....	12, 426	17, 977	30, 403	5. 0	40. 9	59. 1
New Jersey ¹		103, 487	103, 487	(⁵)		100. 0
New York:						
New York City.....		⁶ 200, 000	200, 000			100. 0
Rest of State.....		206, 298	206, 298			100. 0
Ohio.....	(⁷)	644, 038	644, 038	(⁷)	(⁷)	100. 0
Oklahoma.....		2, 000	2, 000			100. 0
Pennsylvania.....	1, 153, 542		1, 153, 542	100. 0	100. 0	
Utah.....		1, 190	1, 190			100. 0
Washington.....		134, 405	134, 405			100. 0
Wisconsin.....	(⁸)	⁹ 445, 000	¹⁰ 445, 000	33. 3	(⁸)	(⁸)
Wyoming.....	5, 949		5, 949	100. 0	100. 0	
Total:						
1935.....	4, 293, 177	3, 660, 513	7, 969, 882		54. 0	46. 0
1934.....	3, 576, 141	3, 482, 796	7, 058, 937		50. 7	49. 3

¹ Data are for year ending June 30.² Includes \$16,192 not prorated between county and State.³ Data are for year ending Nov. 30.⁴ Except that counties with 150,000 population and assessed valuation of over \$200,000,000 pay administration expenses of not more than \$3,600 per year.⁵ State pays cost of administration only.⁶ City funds.⁷ State pays only cost of aid to blind having no legal residence in any county, but no such cases occurred in 1935.⁸ No data.⁹ Partly estimated.¹⁰ Counties only.

INTERNATIONAL LABOR ORGANIZATION

Results of International Labor Conference, June 1936

By W. ELLISON CHALMERS, GENEVA OFFICE, U. S. DEPARTMENT OF LABOR

FIFTY nations of the world were represented in the Twentieth Session of the International Labor Conference that opened in Geneva on June 4, 1936, and closed on June 24. During that period 161 delegates with about 250 advisers worked upon a long calendar requiring the study of world-wide labor problems and looking toward the adoption of draft conventions to serve as international labor treaties. To this Conference the United States, as a member of the Organization, sent a delegation consisting of two representatives of the United States Government, Mr. John G. Winant, chairman of the Social Security Board, and Miss Frieda Miller, director of the Division of Women in Industry and Minimum Wage, New York State Department of Labor; one representative of employers, Mr. Marion B. Folsom, treasurer of the Eastman Kodak Co.; and one representative of workers, Mr. Emil Rieve, president of the American Federation of Hosiery Workers. To assist them in technical problems and, when it was desired, to represent them in the varied work of the Conference and its committees, these delegates were accompanied by 17 advisers.¹

Out of the 61 nations that were members of the I. L. O. when the Conference met, 49 sent delegations of which 33 were complete (that is, included two government, one worker, and one employer delegate). The Italian delegation was also expected to attend the Conference, but at the last moment that government notified the Director that it would not appear. During the Conference a resolution was passed inviting the Egyptian Government to join the Organization. That government responded by formally accepting the invitation. It is the sixty-second member of the I. L. O., and the fourth non-League member. When its observer was seated as an official delegate, the number of governments represented became 50.

¹ The 4 Americans noted above were assisted by the following: Advisers to the Government delegates: John B. Andrews, W. Ellison Chalmers, Stuart J. Fuller, A. Ford Hinrichs, Carter Nyman, H. E. Riley, William G. Rice, Jr., Walter C. Taylor, Llewellyn E. Thompson, Joseph Tone, Faith Williams, and Verne A. Zimmer. Advisers to the employer delegate: William P. Witherow and James Howe Volkmann. Advisers to the worker delegate: John Edelman, Marion H. Hedges, and J. C. Lewis.

In 1935, to the first session after it joined, the U. S. S. R. had sent a single government delegate. This year, late in the session a delegate bearing credentials as the representative of the Russian workers came and was duly seated. He was, however, voteless due to the absence of a Russian employer delegate, for the constitution provides that if a "member fails to nominate one of the nongovernment delegates whom it is entitled to nominate, the other nongovernment delegate shall be allowed to sit and speak at the Conference but not to vote."

Dr. C. V. Bramsnaes, Danish Government delegate and chairman of the Governing Body during the year 1933-34, was unanimously elected President of the Conference. For vice presidents the government group nominated Mr. John G. Winant, United States Government delegate, the employer group, Mr. Josef Vanek of Czechoslovakia, and the worker group, Mr. Corneille Mertens of Belgium. These nominations were unanimously accepted by the Conference. During some part of the session each of these vice presidents occupied the chair.

The central task of the Conference was the consideration of seven draft conventions which it could finally adopt if it chose and an eighth subject which might be prepared by it for final action next year. Of these, five conventions were proposed as carrying into application in specific industries the principle of the 40-hour week agreed to last year. In addition, the Conference had before it the extensive report of the Director, 4 elaborate reports of the Office upon different subjects, and 17 formal resolutions presented to it by delegates.²

Freedom of Association, Silicosis, Technological Unemployment, and Other Resolutions

THE United States Government delegates had introduced 3 of the 17 resolutions. One asked the Governing Body to place the question of the protection of workers from employer interference (an aspect of "freedom of association") before an early session of the Conference. The adoption of the resolution represented a carrying forward of the studies and decisions already taken within the I. L. O. and makes more likely the consideration by the Conference of a convention dealing with workers' rights to join trade-unions. In the course of the debate, reference was made to the elaborate study of collective agreements prepared by the Office and submitted to the Conference.

A second American resolution requested the Governing Body to convoke an international meeting of experts on "silicosis and other

² See Monthly Labor Review, April 1936 (p. 953) for fuller background of the Organization and program.

respiratory diseases due to dust." It noted the earlier meeting held in Johannesburg, South Africa, in 1930 and the great increase both in interest and in research since then. The meeting would be asked to "propose a program of national and international action to achieve (a) early diagnosis of these diseases, (b) adequate compensation for injuries due to them, and (c) maximum prevention of dust risks in the industries involved."

The third resolution of the United States delegates dealt with technological unemployment. It requested the Governing Body to direct the Office to "inquire into the effects of technological progress upon unemployment, and to indicate the different measures used or proposed which might be worth while undertaking nationally and internationally in order to assure the security of workers, and so to harmonize the economic and social structure and the progress of technology that the economic order shall be put upon the sound basis of participation in its benefits by the whole of the working population."

A resolution based upon an elaborate report of the Office concerning workers' nutrition requested that such studies be continued and elaborated so that they can be used in the improvement of nutritive standards and habits. Another resolution looked toward the convocation of one or more conferences to discuss "all of the problems concerning currency, production, trade, settlement of populations and colonization, on which the peace and prosperity of the world depend." The I. L. O. is not to call the meeting but is to "collaborate closely" in it. Still another urged the Governing Body to direct that the Office so prepare its report to the Conference on the planning of public works to relieve unemployment that final action might be possible in 1937. Another resolution called forth by an I. L. O. report referred by the Governing Body to the Conference, requested the Governing Body to recommend to governments specified methods of combating the smoking of opium by workers. Others dealt with the holding of a regional I. L. O. conference in Asia, with German emigration, labor inspection, a study of working conditions in the textile industry, calendar reform, and methods of promoting the industrial development of backward countries.

In the resolutions committee all the resolutions were first subjected to scrutiny and in many cases to modification. They were all passed without dissent when they came before the full Conference.

Debate on the 40-Hour Week

THE Conference began its consideration of the draft conventions concerning the 40-hour maximum workweek by an extended general debate on the desirability of its application to the textile industry. The other four drafts had already been referred to separate commit-

tees, but these waited to begin until after this general debate. When the committees did meet, the representatives of workers, employers, and governments alluded to this preliminary general debate and used it as a point of departure in their consideration of the other four conventions.

The representatives of employers and of some governments opposed the application of the 40-hour week to a major industry. They averred that it was impossible to secure the universal acceptance of any such convention (referring especially to Japan and Germany) and therefore that its adoption by the Conference and its ratification by some countries would only intensify the competitive inequalities now prevailing. But, they continued, even the universal acceptance of the convention as drafted would not equalize competition between nations because wages were not regulated also. On the other hand, such a universal standard seemed to them undesirable because it imposed too great rigidities in a situation that was necessarily complex. Applying this reasoning specifically to textiles, they argued that actually at least eight different industries were collectively called "textiles" and a common rule for all of them was impossible. Even if this were not the case, any standard had to be shaped in the light of national and local conditions and therefore collective agreements between workers and employers were better than any international governmental action.

The opponents of a convention further argued that any reduction of hours would tend to increase costs. On the one hand this would lead to a reduction in man-hour employment by the further substitution of machines for men. On the other hand, insofar as this drive to displace men was not successful in keeping costs down, it would result in increased prices; hence, reduced sales; and for this reason also reduced employment. Finally they argued that the reform was suggested in order to meet the problem of unemployment, but that there was practically no unemployment in a number of countries, and therefore, the reform could not be said to be universally applicable or desirable.

The representative of the British Government joined in counseling against immediate action upon a textile convention. He presented many of the arguments already summarized, and forcibly contended that the convention would result in "work-sharing" because the workers' weekly earnings were not specifically protected. He criticized the draft because it would permit a wide averaging of hours, and proposed to the Conference three alternatives to the draft convention as methods of meeting unemployment. He preferred that the determination of working conditions result from the collective agreement of workers and employers. If any international regulation were to be resorted to, he felt that there should first be a general

conference of experts for a broad exploratory analysis of all of the economic problems of the industry. He further suggested that a reduction in unemployment could better be based upon a study of world trade.

The representative of the Japanese Government noted the direct and implied references made to his country. He urged that working standards there were not so low as had been assumed; that they were being gradually but continuously improved, and that Japan owed her favorable position in the world market primarily to her efficient looms and mills. He said that Japan was forced to sell a large quantity of exports in order to be able to import the materials she needed and could not supply for herself. He suggested therefore that the tariffs of other countries were the cause of the pressure in Japan for lower labor conditions and pleaded for freer trade as the best approach to the raising of Japanese labor standards.

Those who advocated a convention for textiles began by noting that it was a large and international industry and that its present confusion and competition made imperative an international leadership in the creation of labor standards. They noted that identified with its branches in many countries were great numbers of unemployed, and that technological improvement of various kinds had contributed to this unemployment. To give workers the benefit of technological advance, therefore, reduced hours were necessary. It was well to consider national peculiarities and to depend as far as possible upon the joint agreement of organized workers and employers. In some countries standards were set and in some degree maintained by such collective agreement. But in other parts of the world such relations between workers and employers did not exist. Sharp international competition limits the usefulness of collective agreements even where these are possible, and makes an internationally agreed maximum of working time essential. So these advocates saw the establishment of a maximum of working hours by national law and international treaty as a step away from "drift" and toward orderly control of the industry.

They admitted that the convention did not meet all of the problems of the industry or of its workers. They would not admit that wages would be unaffected, for they believed a shortening of work time would undoubtedly tend to raise hourly wages and therefore would advantageously affect the purchasing power of consumers. But even if it did not result in the exact maintenance of weekly earnings for each worker, they advocated it as certain to result in an increase in employment and so be substantially helpful to workers as well as all others in the community. The debate ended with the adoption, by a vote of 70 to 25, of a resolution proposed by Mr. Winant, United States Government delegate, to refer the whole matter to a committee.

Textile 40-Hour Convention

IN THE textile committee, a vote to recommend the final adoption of a draft convention at this the first session at which the subject had been discussed, was passed. Before the Conference was ready to act upon this recommendation, the committee debated the details of a draft convention. By the time the Conference voted upon its first proposal, the committee had submitted a final draft to it. In the drafting of the specific articles of a convention the employers, with the exception of the representative from the United States, did not take part.

The full Conference defeated by a vote of 47 to 54 the committee recommendation to proceed immediately to final action upon a draft convention. It then referred the draft which the committee had worked out to the Office to be used as a guide in the questions it was to put to governments during the coming year.³ The United States Government delegates then proposed that the Conference request the Governing Body to call a technical tripartite meeting "to consider how the work already undertaken by the International Labor Conference in connection with the improvement of conditions in the textile industry can best be advanced and to take into account all those aspects of the textile industry which, directly or indirectly, may have a bearing on the improvement of social conditions in that industry." This was adopted by the Conference by a vote of 59 to 26, and the subject was added to the agenda of the 1937 session of the Conference by a vote of 71 to 29.

Forty-Hour Week in Public Works

THE first 40-hour convention to be put to a final vote set an average 40-hour schedule in public works. Both in the committee and in the plenary meeting of the Conference the employers had argued that the adoption of such a working schedule would increase costs and in consequence reduce the amount of public works and therefore cause an increase in unemployment. To this the workers' representatives replied that in any case it was necessary to attack unemployment and this was a highly advantageous way for the government to shoulder its share of the responsibility. With some minor amendments in the text debated by the Conference last year, the committee reported it favorably to the Conference by a vote of 21 to 9.

The first vote in the Conference (on whether it should be sent to the drafting committee to be put in shape for final action) was 67 to 40. Although this was a substantial majority, it lacked several

³ For a description of the usual double discussion procedure, see *Monthly Labor Review*, December 1935 (p. 1474).

votes of the two-thirds required for final adoption. When, however, it came before the Conference for a final vote upon a completed draft, it had gained 12 additional votes while the opposition lost 2, so that it received a vote of 79 to 38 and was adopted. In both roll calls the delegate representing American employers joined his American colleagues who thus formed the only delegation which cast all four votes in favor of the convention. Only 10 governmental delegates (those of Great Britain, Estonia, India, Netherlands, and Switzerland) voted against this convention.

Forty-Hour Week in Construction, Iron, and Coal

THE draft convention to specify a 40-hour maximum week for the building industry was referred to the same committee which had debated the public works draft. After an extended debate by representatives of workers, employers, and governments, an amended draft convention was reported to the Conference by a vote of 21 to 10. The first vote in the full Conference upon this convention, 64 to 39, revealed almost the same support for it as for the parallel convention on public works. But on the final vote it did not secure from governments which had abstained in the first vote, as much support as the public works convention. The final vote upon the adoption of a completed draft was 71 to 42. The shift of 5 votes or the addition of 13 to the yeas would have been necessary for passage.

The committee dealing with the iron and steel convention held a long general debate on the desirability of adopting a convention for the industry. At the end of this debate the employers moved that the committee report the draft upon which they were working as a recommendation rather than as a convention which would be binding upon countries which ratified it. This proposal was defeated, and the committee proceeded to incorporate several amendments in the draft prepared by the Office and then favorably reported it to the Conference by a vote of 19 to 15. Two amendments proposed by United States delegates were included: the first limited the averaging period for the computation of the working week to 4 weeks; and the second required a higher rate of pay for certain overtime work permitted under the convention. Another amendment added an article specifying that the convention would come into force only after two of the enumerated largest steel producing nations had ratified it, a provision occurring in earlier coal conventions.

The Conference debated the committee report at length, and finally sent the draft to the drafting committee by a vote of 57 to 36. It secured additional adherents upon the final vote, but the 67 to 40 it received was still several short of the number necessary for adoption. A change of 5 votes would have been required.

In the committee which considered the draft of a coal convention the debate followed a somewhat different pattern, because the draft before the committee had already been worked over for several years in technical conferences and in previous Conference sessions. It therefore contained many articles dealing with the technical application of the general principle of hours limitation on which agreement already had been reached. But the United States had not been represented in the earlier discussions, and its practices and terminology had not been taken into account. In consequence, most of the modifications made by the committee in the draft were proposed by the United States Government representative. These amendments dealt with open or "strip" mines, lignite mines, and the calculation of hours "at the face", which is the American practice, as contrasted with the measurement of working time as embracing all time spent within the mine, the European practice.

With these American amendments and without any other substantial modification, the committee reported the convention to the Conference by a vote of 10 to 6. On the floor of the Conference it was debated at length and sent to the drafting committee by a vote of 60 to 37. On a final record vote it secured some additional adherents, but not enough to achieve adoption. The vote was 66 to 37. With a shift of 3 votes from no to yes this convention would have passed.

The Conference was unwilling to abandon wholly the further application of the principle of weekly hours limitation. These conventions of application had commanded substantial majorities and had almost secured the two-thirds necessary for final adoption. The program of hours limitation as a method of decreasing unemployment, of increasing workers' purchasing power, and thus of meeting the demands of an advancing civilization, had been before the International Labor Organization for 5 years. During that time the general principle of such a program had been adopted by the Conference, and with the public-works convention added to that for the glass-bottle industry, its application to two industries had been accepted. Nor was it a principle that was unrealistic, for, as the Director pointed out, it represented the prevailing practice in six important member nations of the I. L. O. So the Conference refused to admit that the defeat of the conventions was final. In the hope that by a possible improvement in the drafting of the conventions and a continued discussion of the ideas, favorable action might be secured in the future, the Conference in each case voted to recommend to the Governing Body that a technical tripartite meeting be held to consider the problems of each of these industries.

The concluding speeches of the Conference included comments on the Conference deliberations upon these hours conventions. Mr.

Mertens, on behalf of the workers' group, referred to the "hope of the working class that the Conference would have done more to free us from the demon of unemployment which has been reducing us to misery for years. We dare to hope that the Governing Body will heed our wishes and legitimate hopes * * * (and) that in the sessions of the Conference in the future, work (will be accomplished) which will lead to a rise in the standard of life of the whole working class." Mr. Vanék on behalf of employers felt that "under present economic conditions in Europe and in the world, it is extremely difficult for us to progress in the direction suggested." The Director, referring to the extension of the standard of the 40-hour week in various countries, considered "that it is remarkable progress in so short a time, and I have very little doubt in my own mind that the convention of principle which was adopted last year, although it has not yet been ratified by a single country, has contributed substantially to that result." It was in this vein, also, that the President of the Conference, Mr. Bramsnaes, commented that its consideration by the Conference "had placed the subject in the foreground of the discussions everywhere where social problems are discussed (and that the debate this year) will prove of real value when the subject is considered in various countries."

The reference of these conventions to special technical tripartite consultations is a part of the experimentation within the I. L. O. in new technique of treaty making. In his discussion of the Director's Report, Mr. Mertens, as leader of the workers' group, urged that a more efficient and expeditious method of adopting draft conventions be found than the present usual procedure of "double discussion." Under it, the Conference in plenary sitting first debates the general subject of such a convention and ends by listing a series of points on which governments are to be consulted. In the following year, the Conference again goes over the same field, and, taking into consideration the observations of governments, votes upon a final draft. The speaker urged that better drafts could be prepared and so more conventions would be adopted if a first discussion took place, not in a full Conference session where the delegates were not expert in the special field under discussion, but in a special meeting limited to representatives of the most interested countries, and composed of delegates chosen by governments, workers, and employers because of their expert knowledge of the particular matter for discussion. The favorable response of the Director to this suggestion indicates that this method is likely to be followed more frequently in the future. As a matter of fact, it has already been tried on several occasions and, especially in the case of the preparatory maritime meeting in 1935,⁴ appears to have been successful.

⁴ See Monthly Labor Review, May 1936 (p. 1181).

Recruitment of Native Labor

THE draft convention upon the recruitment of native labor came before the Conference for second discussion. It deals with the organized recruiting and shipment to other places of employment of natives, principally in Africa, the Dutch East Indies, the French Asiatic possessions, Ceylon, and Malaya. The draft would require governments, both local and national, to refrain from recruiting and to supervise strictly whatever recruiting is done in their territories. Although it establishes the broad principles of such regulations, it leaves wide latitude to national authorities, but requires that before exercising this discretion they undertake economic and social surveys of the workers affected.

The convention was unanimously reported from the committee. Principal debate centered upon an amendment which would have eliminated the requirement that recruiting agents pay the traveling expenses of recruited workers. The amendment in the plenary sitting failed by a vote of 51 to 51. The full convention was finally adopted by the Conference by a vote of 123 to 0. The Conference also unanimously adopted a recommendation which would lead to the "progressive elimination of recruiting in favor of the spontaneous offer of labor."

Paid Vacations

THE draft convention to provide "holidays with pay" for workers in manufacturing, construction, mining, and commercial enterprises also came before the Conference for second discussion. Under its provisions governments which ratified the convention would be required to provide that after 1 year of continuous service workers should receive a vacation of at least 6 days at full pay. In the debate upon it, no opposition was expressed to paid vacations as a social program. The representatives of employers asked that the Conference establish it, not as an obligation of national law, but only as a recommendation rather than a convention. When an amendment to this effect was put to a vote in the committee, it was rejected by a vote of 59 to 34.

After a full debate in the Conference, the convention was finally adopted by a vote of 99 to 15. The Conference then approved by a vote of 98 to 15 a recommendation that specified in more detail the regulations that might be applied by separate countries to carry out the convention. By substantial majorities it also adopted resolutions requesting the Governing Body to place before an early session of the Conference the questions of vacations with pay for domestic servants, janitors, home workers and agricultural hired workers.

Safety in the Building Industry

THE subject of safety in building construction was on the program of the Conference for the first time and action was limited to a first discussion. It is expected that a draft convention may be adopted next year dealing with and possibly incorporating a model safety code for building construction in respect of scaffolding and hoisting machinery. The committee drew up a list of points upon which the Office could consult governments during the coming year. These points were adopted without opposition by the full Conference. A vote of 109 to 0 added this item to the agenda of the 1937 session for final action.

Debate Upon Wider Economic Problems

THE International Labor Conference is more than a mechanism for the framing of labor treaties. It provides an international forum for the discussion of a wide range of social and economic problems. Even if the Conference adopted no conventions, therefore, it would still provide opportunity for exchange of information and ideas by the representatives of workers, employers, and governments upon many different social problems and experiments for their solution.

In addition to the discussion on the projected conventions and the resolutions presented to it by individual delegates, 65 delegates and advisers during six plenary sittings of the Conference debated the report submitted by Harold B. Butler, the Director of the I. L. O.⁵ It is a survey of current world-wide trends in the field of labor and social progress in the past year. The debate is too long to summarize here, but its range is suggested by the comments made by the Director in his remarks concluding the debate.

Mr. Butler agreed that the report reflected a grave concern for the peace of the world which seriously affected economic and social as well as political relations. While he insisted that there was no use to refuse to face facts, however dismal, yet he urged that his report could not be considered overpessimistic, for it noted in the developments of the past year, a number of signs of "advance in the social field." He noted a gradual "change in the outlook" of nations, so that "it is now considered essential that some measure of social justice should be the conscious aim of governments." The report also found that "in spite of the tremendous pressure placed by the crisis on all social services, the system of social insurance has not only weathered the storm, but is now beginning to expand once more."

He noted also the "recognition of the necessity of adopting public policies aiming at the maintenance of purchasing power, at maintaining the volume of employment and the standard of living." Finally, he considered as favorable the fact that the number of ratifications

⁵ International Labor Conference, Twentieth Session, Geneva, 1936. Report of the Director.

of conventions now "exceeds 700 and during the last 3 years there has been a steady harvest of fresh ratifications." He urged the development of public works planned to meet the national and international problems of unemployment, the study and combating of technological unemployment, the wise use of an expansionist financial program to meet depression, the sane reduction of barriers to international trade, and the prosecution of preparations for a world economic conference.

The experts on the staff of the International Labor Office prepared for the Conference four reports on special subjects. Three, dealing with the nutrition of workers, with collective agreements, and with opium, are mentioned above. A fourth, summarizing recent developments in the field of the migration of workers, was referred to a committee. Its report recommended that the Governing Body place before an early session of the Conference the "problems arising out of the migration of workers from the point of view of recruiting, placing and conditions of labor, with special reference to the equality of treatment of foreign and national workers." After an extended debate this resolution was adopted without a record vote.

Application of Conventions

AN ADDITIONAL function of the annual Conference is the review of the reports by governments upon their application of labor conventions they have ratified. Article 22 of the I. L. O. constitution requires the submission of these annual reports. Of the 630 due this year, 620 were received. The committee of the Conference on the application of conventions had before it these reports, the observations on them made by a committee of experts of the Governing Body that had studied them, and in a number of cases the replies of governments to these observations. In addition, it heard the supplementary explanations of representatives of a number of governments.

The report of the committee, accepted by the Conference, is a critical appraisal of the enforcement by each country of each convention ratified. Although it ended with a recommendation that special attention be placed upon the inspection service for the enforcement of labor laws, and with a recommendation that countries do not ratify conventions until they are prepared to enforce them, the report shows substantial performance by countries of the obligations which they accept by ratifying conventions.⁶

⁶ The documentation of the session is contained in the series published by the International Labor Office entitled "International Labor Conference, Twentieth Session." Publications that appeared before it opened are listed in the *Monthly Labor Review*, April 1933, pp. 967-968. Not till some months after the session is the final Record of Proceedings available. A Provisional Record in 29 numbers was supplied to delegates during the Conference, but is not otherwise distributed. *Industrial and Labor Information* (vol. 58, nos. 11, 12, and 13, June 15, 22, and 29, 1936), however, gives a full summary.

SOCIAL SECURITY

Decision on Railroad Employees' Retirement Act of 1935

ON JUNE 26, 1936, the United States District Court for the District of Columbia, through Mr. Justice Bailey, rendered an opinion to the effect that certain parts of the railroad employees' retirement law adopted by Congress in 1935¹ were unconstitutional. (*Alton Railroad Co. et al. v. Railroad Retirement Board et al.*, 64 Washington Law Reporter 622.) This law was passed to supersede an act² of the Seventy-third Congress which was declared unconstitutional by the United States Supreme Court.³ The Seventy-fourth Congress, in instituting new retirement legislation for railroad employees, adopted two acts. One act (Public, No. 399) created a retirement system, while a companion law (Public, No. 400) provided for the raising of revenues to pay the necessary pensions. The latter act levied an excise tax of 3½ percent on the pay rolls of employers and an equal amount on the employees.

The railroads attacked the constitutionality of the two laws on the grounds that the legislation was "arbitrary, capricious and whimsical" and deprived them of their property without due process of law. Mr. Justice Bailey said that it was not apparent from the taxing act what was the basis "of its unusual provisions." He pointed out that the tax was in addition to other taxes, and levied on the carriers and their employees and "upon no other class with the exception of certain officers of labor organizations." It was also pointed out by the court that the income tax was laid upon the employees' salaries of less than \$300 a month, and all sums over that amount were exempt. This, Justice Bailey said "bears harder upon low salaries than upon those that are higher, and is thus contrary to all principles which have heretofore been followed in the levying of income taxes." Continuing, he said that—

The basis of measurement of the amount of the tax upon the carriers does not appear from the act, nor why a tax should be levied upon the carriers and their

¹ See Monthly Labor Review, October 1935 (p. 923).

² *Idem*, August 1934, (pp. 363-367).

³ *Idem*, June 1935 (pp. 1511-1522).

employees and upon no other class of employers or employees, nor why the amount of the excise tax should be based upon the amount paid to employees not in excess of \$300 per month.

He referred to a United States Supreme Court case⁴ previously decided, holding that a Federal statute passed under the taxing power may be contrary to the due process clause of the fifth amendment. Such would seem to be the character of the tax imposed under the retirement revenue act, Mr. Justice Bailey said, if the court were confined in its consideration to the taxing act itself. When, however, he said, the two acts are considered conjunctively, "the reasons for the peculiar provisions of the taxing act are apparent."

The two taken together so dovetail into one another as to create a complete system, substantially the same as that created by the Railroad Retirement Act of 1934, held unconstitutional by the Supreme Court in *Railroad Retirement Board v. Alton Railroad Co.*, 295 U. S. 330. It is true, as claimed by the defendants, that the tax act is apparently based on the power of Congress to levy taxes to promote the general welfare and for the common defense, and also upon the power to regulate commerce (the latter being the power invoked in the act of 1934).

The provisions of the two acts in question are so interrelated and interdependent, that each is a necessary part of one entire scheme. This is not only apparent from the terms of the acts themselves but is shown by their legislative history. It was clearly the intention of Congress that the pension system created by the Retirement Act should be supported by the taxes levied upon the carriers and their employees.

He concluded:

I think that from what has been said, it necessarily follows that the two acts are inseparable parts of a whole, that Congress would not have enacted one without the other, that the taxes levied under the tax act are the contributions required under the act of 1934, and that to hold otherwise, would in the language of the Supreme Court in the Butler case "shut our (my) eyes to what all others than we (I) can see and understand."

This being true it is clear that under the views of the Supreme Court in the *Alton* case the taxing act transcends the powers of Congress. The pension system so created is substantially the same as that created by the act of 1934, and apart from its unconstitutionality as a whole subject to the same objections in certain particulars as those pointed out by the Supreme Court in that case.

Several days after the rendition of his written opinion, Mr. Justice Bailey orally clarified his original decision, by explaining that although he had previously declared the retirement act unconstitutional, its import was confined to the tax act and not to the retirement act as such. His order therefore was not aimed at preventing the Railroad Retirement Board from paying pensions from general Government funds, since the act had authorized the appropriation from the Treasury to carry the act into operation. The Government, he said, had a right "to work out a pension payment plan for railroad employees and can collect contributions for that purpose from the employees." Until the case is finally determined, he said that the

⁴ *Heiner v. Donnan*, 285 U. S. 326.

funds so deducted shall be held in a special account. On July 13, 1936, the Railroad Retirement Board, acting upon the oral statement of the court, issued the first of the pensions to eligible railroad employees.

Changes in Accident Insurance and Compulsory Savings Legislation in Bolivia ¹

BY BOLIVIAN decrees of May 22 and July 23, 1935, the administration of the workmen's compensation act for miners and of the act requiring compulsory savings by certain mine employees was transferred to a newly created Workers' Insurance and Savings Fund (*Caja de Seguro y Ahorro Obrero*). This fund will gradually take over the administration of insurance and savings of workers in other industries.

All mine operators who do not have labor contracts with their workers registered in the fund are required to make compensation payments to their injured workers directly. While the recent decrees apply to all employers in the mining industry the general scheme of workmen's compensation is still limited to those employers whose capital is greater than 20,000 bolivianos.²

Resources.—The initial capital of the fund is to consist of a State contribution of 100,000 bolivianos, the assets of the Guaranty Funds (*Cajas de Garantía*) established by the law of 1924, and a contribution by the mining enterprises of 20 bolivianos for each worker they were employing on April 30, 1935.

Subsequent insurance contributions are to consist of 3 percent of the net pay roll to be paid by the employer and 1 percent of each worker's wages to be deducted from the amount due him. To the miners' savings accounts transferred to the fund by the 1935 decrees will be added compulsory savings deposits, amounting to 4 percent of wages, deducted from the earnings of workers receiving 3 bolivianos or more per day.

Benefits.—Employers must provide medical treatment, and compensation as follows: For temporary disability, one-half of the injured worker's wages for not more than a year; for permanent total disability, a lump sum equal to 2 years' wages; for permanent partial disability, 18 months' wages; and for death, one month's wages to be applied toward the funeral expenses.

¹ Data are from report of John C. Shillock, Jr., American vice consul at La Paz, June 7, 1935, and International Labor Office, Industrial and Labor Information (Geneva), Nov. 11, 1935, pp. 210-211. The workmen's compensation law which is amended is given in translation in U. S. Bureau of Labor Statistics Bulletin No. 529 (1930), Workmen's Compensation Legislation of the Latin American Countries, pp. 33-42. The basic legislation for compulsory savings is reproduced in *Legislación Social de América Latina* (2 vols.), Oficina Internacional del Trabajo, Geneva, 1928-29, vol. 1, pp. 124-130.

² Exchange rate of boliviano on July 1, 1935=0.6180 cents.

Administration.—The fund is administered by a committee consisting of a chairman named by the President, 2 representatives of the large mining enterprises, 1 representative of the small enterprises, and 1 representative of the miners. The miners' representative is at first to be selected by the Government from among leading miners, but in the future is to be elected by the miners' unions which are to be established. Committee members are chosen for 2 years but may be reelected indefinitely.

The committee is to administer the resources of the fund, collect contributions, grant benefits, and seek for more effective means of prevention of and compensation for industrial accidents. Inspectors are to be employed whose duty it is to verify the pay rolls of enterprises which are required to make contributions to the fund. Penalties are provided for violation of the provisions of the decree.

Old-Age Pension System for Civil Servants in Panama

AN OLD-AGE pension system for public servants was established in Panama by decrees of January 5, March 30, and April 30, 1935. The principal provisions of the plan¹ are summarized below.

Coverage.—All employees of the State, including workers and salaried employees of the National Printing Office and independent and semi-independent institutions, but not including members of the administrative and teaching staffs of the Ministry of Education, are covered by the system.

Contributions.—Contributions of 2½ percent of their earnings are required of all insured persons. The State makes a grant of 7,000 balboas² a month, which is paid by the Treasury to the National Bank.

Benefits.—The old-age pension is paid at age 60, provided the insured has been in the public service for at least 20 years. Pensions are also paid to insured persons who have contracted incurable diseases arising out of and during their employment. Industrial accidents are excluded.

The pension is equal to two-thirds of the average earnings of the insured person during his period of service, but in the case of persons who were employees of the State from the Declaration of Independence (Nov. 3, 1903) until the date of the promulgation of the act (Jan. 9, 1935), the pension shall be equal to their last remuneration rate, but not to exceed 125 balboas a month. Persons receiving a pension may not accept any paid public employment.

If an insured person dies before his right to a pension accrues, his contributions are returned to his heirs.

¹ Data are from International Labor Office, *Industrial and Labor Information*, Geneva, Oct. 14, 1935.

² Balboa at par = \$1; exchange rate varies.

Administration.—A superannuation commissioner, appointed by the Government for a 10-year period, and his secretary have supervision of the granting of pensions. Notice of pensions granted is given the applicants, the Director of the National Bank, and the Controller General of the Republic, and published in the Official Gazette. Pensions are paid monthly. The National Bank administers the funds.

Social Insurance in Portugal ¹

SOCIAL INSURANCE funds, to cover the risks of sickness, invalidity, old age, and unemployment, were provided for in Portugal by an act of March 16, 1935. Other risks may also be covered if authorized by the National Institute of Labor and Social Welfare (*Instituto Nacional do Trabalho e Previdência*). By a decree of October 12, 1935, membership in these funds was made compulsory for all employers and their workers under 50 years of age in an industry or branch of economic activity covered by the fund. Regulations governing sickness, invalidity, and survivors' benefits by these funds were also decreed. Unemployment insurance and old-age pensions are to be governed by special regulations.

Organization of Funds

THESE social-insurance funds are to be set up jointly, through collective agreement, by the employers' groups and the workers' organizations in an industry or branch of economic activity, with the approval of the National Institute of Labor and Social Welfare. Two or more funds may voluntarily consolidate to form a single fund; and federations of funds in the same branch of industry throughout the country may be formed, each fund retaining its identity.

There are three classes of members in the funds: Beneficiaries (workers employed by the enterprises covered by the fund); contributors (the employers); and honorary members (persons or organizations making large gifts or rendering notable services to the fund).

Sickness and survivors' benefits, unemployment insurance and invalidity and old-age pensions, or any one of them, may be provided by a fund for its members. The fund may also, if authorized by the National Institute of Labor and Social Welfare, provide other services, such as individual or group life insurance or low-cost housing.

Coverage

MEMBERSHIP in a fund is compulsory for all workers 14 to 50 years of age employed under labor agreements by the enterprises in an industry or branch of economic activity covered by the fund, and for

¹ Data are from Industrial and Labor Information (Geneva), May 20, 1935, pp. 260-261; *Diário de Governo* (Lisbon), Oct. 12, 1935, pp. 1465-1476.

the employers of such persons. Membership is optional for persons over 50 years of age employed in the industry covered, but the benefits they may receive are limited to sickness and survivors' benefits, which are paid from a special fund.

Contributions

CONTRIBUTIONS are made by the employer and employee in equal amounts, the employee's share being deducted from his wages by the employer, who is responsible for the payment of the combined contribution. The amount of the contribution is fixed, either by the collective agreement or by specified actuarial tables, at a certain percentage of the wages. Voluntary members pay 50 percent of the normal contribution. The contributions of a member who is involuntarily unemployed, for reasons not contemplated by the labor agreement, will be paid by the fund for a maximum of 6 months in any 1 year or 10 months in each 2 years, providing the member has paid at least 26 weekly contributions and is in good standing. The amount of such contribution is to be calculated on the basis of the last 6 months' wages. Similarly, the fund will pay the contributions of a member absent from work because of sickness for as long as he is receiving cash benefits. Contributions of workers absent on military duty, and those of their employers, will be paid from a special fund.

Members who are involuntarily unemployed or who leave their occupation or the region in which the fund functions may retain the right to benefits if they pay their own and their employers' contributions. If in arrears more than 12 but not over 24 weekly payments, they may be reinstated by payment of the contributions in arrears. Refund of contributions may be made to members who are not reinstated or who leave one fund without becoming members of another. On transfer from one fund to another for occupational reasons, a member's accumulated actuarial reserve may be transferred to the second fund.

Benefits

SICKNESS, invalidity, and survivors' benefits are to be paid as hereinafter set forth. Voluntary members (persons over 50 years of age when admitted) are to be paid sickness and survivors' benefits at the same rate as regular members. Pensions and other cash benefits cannot be assigned, but the right to benefits is lost if they are not claimed within 1 year. In exceptional cases benefits in excess of those provided by the decree may be granted by the Under Secretary of State for Corporations and Social Welfare (*Sub Secretario do Estado das Corporações e Previdência*).

Sickness benefits include medical aid and cash benefits. Medical aid is furnished by the fund's physician and includes house calls if

necessary. Cash benefits, which are payable after contributions have been made for at least 1 year, are paid from the third day of the sickness for a maximum period of 9 months in 1 year or for a single sickness, for 15 months in 2 consecutive years, or for 18 months in 3 consecutive years.

The maximum cash benefit is two-thirds of the wages of the beneficiary during the first period of illness and one-half thereof during the second period. The benefit is paid in the same manner as the wages are paid. When the wages are variable the benefit may be based on the wages for the preceding 6 months or on the normal wages in the same kind of employment, at the option of the fund.

Persons receiving sick benefits are subject to regular examinations and also to examination by a medical council. A person who is still unable to work after receiving sick benefits for the maximum period may request medical examination to determine whether he is entitled to an invalidity pension. Sickness benefits are not paid to persons receiving invalidity or old-age pensions.

Benefits are payable for pregnancy.

Invalidity pensions are payable to members who become totally and permanently incapacitated for their work either by accident or sickness not incurred in the course of the work, such incapacity to be proved before a council of three physicians. Invalidity benefits may also be paid after the right to sickness benefits has been exhausted if the insured is still incapacitated for work.

The right to an invalidity pension accrues after 5 years' continuous contributions. The maximum pension is 80 percent of the basic wage; if granted immediately after the expiration of the minimum qualifying period the pension may not exceed 20 percent of the basic wage. The recipient of an invalidity pension is subject to examination, without cost to himself, annually for 3 years after the pension is granted. Should he recover his working capacity or exhaust the maximum benefits his term of service calls for, the pension may be suspended or canceled.

Survivors' benefits, in an amount not to exceed 6 months' wages, or 5,000 escudos, are payable on the death of a member who has contributed for at least 3 years. The benefit is to be divided equally between the surviving spouse and the children; in the absence of either, the total amount is to go to the other. If there is neither surviving spouse nor children, the benefits go to the parents, or, if none, to the brothers and sisters, or to dependent children under 14 years of age who had lived with the member for more than 6 months. Divorce does not affect the right of the surviving spouse, if such survivor was the innocent party and has not remarried. In case the deceased had remarried, the benefits are divided equally between the surviving spouses. No benefits are payable in case of divorce by mutual consent, unless so specified in the divorce papers.

Administration

EACH fund is to be administered by a committee (*direcção*), composed of a president chosen from the component employers' groups and four members, two of whom are representatives of the employers' groups and two representatives of the workers' organizations concerned. The membership may be increased to six or eight, at the option of the Under Secretary of State for Corporations and Social Welfare. Alternates, to fill any temporary or permanent vacancies on the committee, are also to be selected. The committee is to be chosen each 2 years. There is also to be a general council (*conselho geral*) of five members, with the same proportionate membership, which acts as a supervisory committee.

The assets of the fund, which are exempt from taxation, are derived from the contributions of its employer and employee members, and from gifts, fines, etc.

Besides its accumulated actuarial reserves for the payment of benefits, each fund is required to build up a reserve for emergencies, and also a benevolent fund for benefits to voluntary members and the contributions of members while on military duty and for relief and other benevolent purposes. Interest on the reserve fund, unclaimed benefits, fines, gifts, etc., are to make up the benevolent fund.

EMPLOYMENT CONDITIONS AND UNEMPLOYMENT RELIEF

National Youth Administration's Work Projects in New York, Pennsylvania, and Texas

A RECORD of typical part-time work projects in various States for out-of-school youth, urban and rural, white and colored, constitutes a substantial section of the report of the administration and operation of the program of the National Youth Administration, issued in April 1936. These projects have been carried on in close cooperation with local services already established and with other emergency employment undertakings, in order to avoid duplication.

The work project funds for out-of-school youth aggregated \$17,504,852, the allocations for the different States ranging from \$7,200 for Nevada to \$1,737,100 for New York (including New York City). According to the report, the maximum youth employment varied from 100 in Nevada to 17,000 in Pennsylvania. New York, Pennsylvania, and Texas were the three leading States as regards maximum youth employment on administration projects.

For New York City the total allocation was \$972,000 and the maximum youth employment 7,000. Typical official projects are listed as follows:

Clearing and grading parks and areas near parks; assistants in community and recreational activities; assistants for employment and vocational services.

Clerical assistants on immigration and naturalization work; assistants for messenger and clerical services; assistants in compiling data for various public and semipublic agencies; training as clerks, receptionists, aides, etc., in youth-serving agencies.

The largest project under the public service program in New York City is the employment of youth for recording data concerning progress made by kindergarten pupils. Other projects provide for training messengers and clerical service for government offices, especially in connection with the junior employment service.

The total allocation for New York State was \$765,000 (exclusive of New York City), and the maximum youth employment, 8,800.

The following typical activities are reported:

A State-wide project is employing a large number of youth in a safety campaign, involving the training of youth as leaders and assistants; other numerous projects have to do with training leaders in various recreational activities for youth; youth helpers are also carrying on the construction and manufacture of museum accessories; extension of knowledge in health, sanitation, and domestic science is being carried out by youth through schools and school organizations.

Under the rural youth development programs in New York State there is a State-wide project which provides for lending assistants to county agents; another State-wide project is rendering aid to professors and instructors in the New York agricultural schools; the third State-wide project is training a large group in the organization and management of libraries.

Employment of youth in various public services connected with cities throughout the State; various library work; indexing of old newspapers in the city of Rochester; assigning youth as crossing guards at all dangerous and unguarded street crossings in the city of Buffalo.

One research project is in operation in the city of Rochester employing youth in making a "street index of census tracts" for this city.

Pennsylvania's allocation was \$1,645,500, and the maximum youth employment 17,000. A record of typical undertakings in that State is given below:

There is a general State-wide recreation, leadership, and community-development program in operation. Various projects are for higher education in music, drama, literature, and fine arts. Many of the projects are termed cultural. Skilled youth are employed on these projects as leaders to guide the unskilled youth. Assistants are being used in safety campaigns, home craft, traffic control, etc. Under this classification also falls the establishment of youth centers throughout the State.

In rural areas throughout Pennsylvania, rural agencies already in operation have been enlarged and services extended through the use of N. Y. A. participants as supplementary personnel. The development of the "horseshoe trail", one of the most outstanding youth projects in any of the States, will undoubtedly be the beginning of other such trails. Youth are being used as assistants in library service, nursery schools, assistants to farm agents, in game conservation, in rural development, and as assistants to county demonstrators, etc.

Assistants are being used throughout the States in public offices, such as the Department of Immigration and Naturalization, Department of Agriculture, and various other Federal, county, and State agencies. Youth are being employed in pedestrian traffic courts [sic], in rearranging school records, etc.

There are various research and survey projects in operation for the study of youth conditions. Youth are being used as supplementary personnel in health and sanitation surveys and in the study of existing recreational facilities and in community welfare work. One interesting project in Philadelphia is a sociological study of State trade boys.

Pennsylvania has enlarged and extended all existing recreational activities and youth services. The youth program has absorbed mainly unskilled labor.

The allocation for Texas was \$859,000 and the maximum youth employment 12,000. Typical projects under the National Youth Administration include the following:

The State Highway Department of Texas has developed projects for the employment of youth in connection with the highways of the State. The State Highway

Department provides the funds, transportation, and supervision for the employment of youth in these State-wide projects for the employment of recreational areas and the beautification of highway parks. The Youth Administration furnishes the youth and pays for their services.

Many projects employ youth as assistants in community development and recreational leadership; in the organization of additional groups for the promotion of the program of physical education. Many youth are employed for the specific purpose of employing and developing recreational facilities throughout the State.

Many projects have been developed to employ youth for the promotion of rural recreational and vocational facilities for youth in the rural sections; assistants are furnished county demonstration and home economics agents; rural school grounds are beautified and libraries are being developed in service, assistants are furnished for farm demonstration work. Recreational facilities in rural schools are being greatly augmented.

Public-service projects have been developed for the employment of youth as assistants in offices of county superintendents of education, and for the purpose of repairing, indexing, and cataloging books in public libraries and as assistants in district relief offices and welfare facilities.

For research projects, only a very limited number of youth have been employed. For this small number, projects are made for research to secure data and information regarding the school district, etc.

INDUSTRIAL AND LABOR CONDITIONS

Prohibition of Homework in Men's and Boys' Outerwear Industry in the State of New York ¹

PRACTICAL abolition of industrial homework is assured in one branch of the clothing industry in New York by the terms of an order issued by the State Industrial Commissioner, effective July 1, 1936, covering the manufacture of outerwear for men and boys. The order includes the merchant- and custom-tailoring trade, which had been exempted from an earlier order effective April 25, 1936, covering the industry as a whole. Such exemptions as are still permitted apply only to the merchant- and custom-tailoring branch, are so limited in scope as to be negligible as far as numbers are concerned, and have conditions attached to them which are such as to discourage the use of homeworkers.

The N. R. A. code for the industry carried an absolute prohibition of homework that affected approximately 4,000 workers. Operations formerly carried on in the homes were transferred to the factories and shops of the manufacturers, or to contractors' shops set up in the neighborhoods from which homeworkers had been drawn. This adjustment resulted not only in more efficient and progressive methods of manufacture but also in materially increased earnings for the workers transferred from homes to shops. The average weekly wages, according to the findings of the New York Department of Labor, rose from \$6.20 to \$13.07. Hours of the woman workers were shortened and regulated, because as factory workers they came within the jurisdiction of the hours-of-labor laws, and the labor of children was eliminated entirely.

After the nullification of the National Industrial Recovery Act, the factory system was maintained effectively in New York City through the cooperative action of organized employers and organized workers. Investigations made by the New York Department of Labor, however, showed a tendency to revert to the former practice of homework, especially in the merchant-tailoring trade. Article 13,

¹ Data are from order no. 1 of the New York Industrial Commission, prohibiting industrial homework in the men's and boy's outer clothing industry, and from findings of the industrial commissioner based on reports of the division of women and children and minimum wage of the New York Department of Labor, issued by the labor publications editor, State Department of Labor, New York, Apr. 24, 1936.

section 351-1, of the labor law of New York, grants the industrial commissioner wide discretionary power in the matter of regulating and restricting industrial homework. Acting under that authority, and in view of the conditions established during the period of code regulations, the industrial commissioner issued an order prohibiting homework in the men's and boys' outer-clothing industry as "the best method of eliminating the evils which accompany the homework system." The application of manufacturers of boys' cotton wash suits to be excluded from the order, as they had been from the N. R. A. code, was denied. The industrial commissioner ruled that no distinction valid for the purpose of the order had been established in the plea for exemption, as cotton suits were as a rule made in the same shops by the same manufacturers as other types of wearing apparel and competed with suits of other materials. He held, moreover, that "N. R. A. codes need not be used as a precedent in the classification of industries under the New York State industrial homework law."

Except with regard to merchant and custom tailoring, the order became effective at once. All outstanding permits to employers and certificates to homeworkers were nullified as of April 25, and the order declared that "no permits shall hereafter be issued to employers for the distribution of articles of men's and boys' outer clothing for industrial homework and no certificates shall hereafter be issued to homeworkers on such articles."

Recognizing a need for a longer period of adjustment in the merchant- and custom-tailoring line, the order granted a stay until July 1 for the transition in that branch. It also provided for concessions to aged and disabled homeworkers whose normal occupation had been homework on custom-made garments for merchant tailors. These concessions make possible the granting of special homework permits to employers and certificates to homeworkers in cases where the industrial commissioner is satisfied, upon investigation, that the worker is over 60 years of age or is prevented by physical disability from performing the same work in a shop; that he held a permit to work for the same employer prior to April 25, 1936; and that he is covered by workmen's compensation. The employer, on his part, in order to obtain a license to send work into a home, must deliver and call for all work, free of charge, must pay the homeworker "at least the same piecework rate" as is paid for the same or similar work in his shop, and must observe all the provisions of the labor law and the rules and regulations of the industrial commissioner. Because of the consideration of disability upon which the permit is granted, homeworkers must be given less work than shop tailors.

Mechanization of British Industries

THE progress of mechanization in the chief manufacturing industries of Great Britain between 1924 and 1930, as indicated by the increase in power equipment, particularly electric motors, is shown in the final report of the census of production of 1930,¹ recently made available. The total horsepower in use in manufacturing industries increased from 8,791,100 in 1924 to 10,472,200 in 1930, while the horsepower in use per wage earner increased 21 percent in those years. In nonmanufacturing industries, the greatest expansion in power equipment occurred in mining and quarrying.

In 1924 the total power used by all trades, both manufacturing and nonmanufacturing, was divided almost evenly between that applied directly and that applied through electric motors, although the latter group was slightly smaller, being 49.7 percent of the total. In 1930 electric motors were furnishing 60.6 percent of the total horsepower in use in all trades, and 66.2 percent of that in use in manufacturing.

The following table gives the extent and kind of power equipment available for use in 1924 and 1930 in all establishments in the United Kingdom in which an average of more than 10 persons was employed during the year. The figures represent horsepower capacity and, the report points out, it does not necessarily follow that that amount of power was actually used. Of the total power equipment installed the percentage idle or in reserve at the time the censuses were taken was:

	1930	1924
Prime movers.....	17.2	17.9
Electric generators.....	19.3	24.0
Electric motors.....	12.5	13.8

Table 1.—Horsepower Capacity in British Industries in 1924 and 1930, by Industry and Kind of Power

Industry	Total power		Mechanical power		Electrical power		Percent of electrical to total power	
	1930	1924	1930	1924	1930	1924	1930	1924
	<i>Hp.</i>	<i>Hp.</i>	<i>Hp.</i>	<i>Hp.</i>	<i>Hp.</i>	<i>Hp.</i>		
Manufacturing industries.....	10,472,200	8,791,100	3,538,000	4,111,200	6,934,200	4,679,900	66.2	53.2
Iron and steel.....	2,675,100	2,443,900	1,205,800	1,316,000	1,469,300	1,127,900	54.9	46.2
Engineering, shipbuilding, etc.....	1,867,100	1,445,300	82,400	137,400	1,784,700	1,307,900	95.6	90.5
Nonferrous metals.....	248,400	198,400	28,400	38,400	220,000	160,000	88.6	80.6
Textiles.....	2,442,800	2,395,100	1,505,000	1,763,400	937,800	631,700	38.4	26.4
Leather.....	70,200	61,800	14,700	18,900	55,500	42,900	79.1	69.4
Clothing.....	106,900	95,000	19,200	28,700	87,700	66,300	82.0	69.8
Food, drink, and tobacco.....	662,000	524,900	141,500	180,800	520,500	344,100	78.6	65.6
Chemicals, etc.....	525,900	356,600	127,200	131,500	398,700	225,100	75.8	63.1
Paper and printing.....	704,100	419,400	128,300	152,100	575,800	267,300	81.8	63.7
Timber.....	261,300	196,000	68,000	90,900	193,300	105,100	74.0	58.6
Clay and building materials.....	519,900	365,000	161,900	181,800	358,000	183,200	68.9	50.2
Miscellaneous.....	388,500	289,700	55,600	71,300	332,900	218,400	85.7	75.4
Nonmanufacturing industries.....	4,850,400	4,612,200	2,498,500	2,633,500	2,351,900	1,978,700	48.5	42.9
Building and contracting.....	187,900	156,800	76,600	73,500	111,300	83,300	59.2	53.1
Mines and quarries.....	3,753,000	3,577,000	1,945,300	2,070,000	1,807,700	1,507,700	48.2	42.1
Public utility services and government departments ¹	909,500	878,400	476,600	400,000	432,900	388,400	47.6	44.2

¹ Exclusive of generating plants.

¹ Great Britain. Board of Trade. Final report on the Fourth Census of Production of the United Kingdom (1930): Part V, General report. London, 1935. Ch. X.

Table 2, based upon the total horsepower shown in table 1 and the average number of operatives employed in each industry group as reported in the census, gives the horsepower in use per worker in 1930 and 1924. The report states that the figures cannot be used to draw comparisons of efficiency as between the various industries, since conditions vary according to the different types of manufacturing processes. They do indicate clearly, however, an increased mechanization in all groups, ranging, among workers engaged in manufacture, from 9 to 52 percent, and averaging 19 percent for all workers.

Table 2.—Horsepower in Use Per Worker in Great Britain, 1930 and 1924, by Industry

Industry	Horsepower per worker		Per- cent of in- crease	Industry	Horsepower per worker		Per- cent of in- crease
	1930	1924			1930	1924	
	<i>Hp.</i>	<i>Hp.</i>			<i>Hp.</i>	<i>Hp.</i>	
Manufacturing industries.....	2.44	2.02	21	Manufacturing industries—			
Iron and steel.....	5.99	5.36	12	Continued.			
Engineering, shipbuilding,				Clay and building mate-			
etc.....	2.04	1.70	20	rials.....	2.52	1.89	33
Nonferrous metals.....	2.63	1.97	34	Miscellaneous.....	2.62	1.98	32
Textiles.....	2.45	2.00	23	Nonmanufacturing industries..	2.34	2.02	16
Leather.....	1.72	1.43	20	Building and contracting..	.45	.40	13
Clothing.....	.24	.22	9	Mines and quarries.....	3.76	2.85	32
Food, drink, and tobacco..	1.70	1.42	20	Public utility services and			
Chemicals, etc.....	3.80	2.50	52	government depart-			
Paper, printing, etc.....	2.20	1.45	52	ments ¹	1.40	1.38	1
Timber.....	1.75	1.59	10				

¹ Exclusive of generating plants.

HOUSING CONDITIONS

Housing and Delinquency

DELINQUENCY is more prevalent among persons who are inadequately housed than among the general population. Although housing may not be viewed as the chief cause of juvenile delinquency, it is at least a very significant factor in accounting for behavior problems. These conclusions, indicated by studies made in the past, are confirmed by one recently completed by the Federal Emergency Administration of Public Works.¹ In this study housing was considered on the basis of space per household, type of dwelling, land crowding, and kind of neighborhood. The authors of the study reached the conclusion that unsatisfactory housing could be eliminated by a properly planned housing program and that delinquency would decrease if environment were improved.

For the purposes of this study "housing" included not only the physical dwelling place but also the immediately surrounding neighborhood. Recognizing the danger of oversimplifying the causes of crime and delinquency, and the difficulty of isolating the individual contributing factors, the investigators endeavored to avoid dogmatic statements as to cause and to proceed in terms of relationships between existing phenomena. Reasons for adult crime are stated to be so complex as to make it difficult to trace separate factors but, for a child, lack of recreational facilities, household crowding, or some other inadequacy may be directly responsible for acts of delinquency.

The study included a sample survey of housing of juvenile probationers and of a group of sixth-grade public-school pupils in the city of Washington, D. C. It showed overcrowded housing conditions among 70 percent of the children on probation, whereas almost two out of three white children in the general population were living where there was adequate space. The Negro children in the general population lived under almost as congested conditions as did those on probation, showing an equal handicap for Negroes and probationers when compared with the general population. Incidentally, the figures showed that in the District of Columbia, housing of the families of the school children surveyed was less adequate than in any of the

¹ Federal Emergency Administration of Public Works. Housing Division. Research Bulletin No 1: Housing in relation to delinquency and crime (a study of certain new case material). Washington, 1936.

64 cities covered by the real-property inventory carried out by the United States Department of Commerce in 1934; this unfavorable condition is attributed to the recent influx of people into the capital and the doubling-up of families owing to the depression.

The following table shows the distribution of probationers and school children classified by percentage having adequate space and those crowded or congested:

Adequacy of Housing Space of 521 Juvenile Probationers and 819 School Children

Group	Total	Household space—					
		Adequate		Crowded ¹		Congested ²	
		Number of children	Per cent	Number of children	Per cent	Number of children	Per cent
White:							
Juvenile probationers.....	161	45	28.0	73	45.3	43	26.7
School children.....	564	366	64.9	167	29.6	31	5.5
Colored:							
Juvenile probationers.....	360	99	27.5	158	43.9	103	28.6
School children.....	255	78	30.6	117	45.9	60	23.5

¹ A crowded dwelling is defined as one containing more than 1 but less than 2 persons per room.

² A congested dwelling is defined as one containing 2 or more persons per room.

The conclusions reached by the Public Works Administration, from its own and other investigations, follow:

1. Judged by household space, the housing of the delinquent members of our society is clearly much less adequate than that of the general population. This is true in both urban and rural districts. The crowding apparently arises, in many cases, through the presence in the household of others than the immediate family group. Largely as an outgrowth of the household congestion, undesirable sleeping arrangements are apparently very common in the homes of the delinquent groups, children sleeping in the same room with adults, adolescents of different sex sleeping in the same room, and three or more individuals sleeping in one room.

2. The housing of the delinquent groups, so far as the evidence goes, is inferior to that of the population as a whole with respect to the type of dwelling unit occupied, the condition of the structures in which these individuals live, and the modern conveniences with which their homes are equipped.

3. The evidence that is available indicates that a significantly large proportion of the delinquent group comes from homes in districts where land crowding is prevalent, and where light, ventilation, and wholesome recreation space are inadequate.

4. All the evidence indicates clearly that a major portion of the delinquents studied, particularly the juvenile delinquents, came from unsatisfactory neighborhoods—sections marked not only by congestion and physical deterioration, but also by the presence of such positive bad factors as street gangs, nearby pool halls, dance pavilions, beer halls, and disorderly houses.

5. With regard to almost every housing test applied to the cases studied, the Negroes were much more disadvantageously situated than the whites, which bears out the findings of previous investigators that the housing situation of Negroes is generally poor.

6. In general, then, the delinquents studied were handicapped with respect to every aspect of their housing situation. With reference to the juveniles at least the conclusion can scarcely be escaped that the housing, if not the chief factor, was at least a very significant factor accounting for the delinquent behavior.

7. Most of the bad housing situations found, notably household congestion, poor structures, and bad elements in the neighborhood, would naturally be altered in correctly planned and adequately large housing projects.

8. It is reasonable to expect, provided the housing (including not only the structure itself, but also the immediate environment) were improved, that delinquency would decrease. This reasoning is confirmed by careful students of the problem.

Housing Legislation in Sweden ¹

SEVERAL laws for the provision of better housing were enacted in Sweden during June 1936, whereby assistance to those with low incomes will be granted to a total of 25,450,000 kronor.² Government aid is authorized through loans, direct rent allowance, and experimental work in housing. Both urban and rural workers will benefit under the terms of the new legislation.

The specific amounts authorized and the purposes for which they are to be used are as follows:

	<i>Kronor</i>
Additions to loan fund for housing large families with small means---	15, 000, 000
Direct rent allowances-----	650, 000
Loans for house building:	
Urban-----	2, 000, 000
Rural-----	2, 000, 000
Promotion of house building-----	5, 500, 000
Improvement of agricultural workers' dwellings-----	300, 000
 Total-----	 25, 450, 000

¹ Data are from New York Times, June 22, 1936.

² Exchange rate of krona in April 1936=25.48 cents.

LABOR OFFICES

Directory of Labor Offices in the United States and Canada

A DIRECTORY of labor offices has been compiled by the Bureau of Labor Statistics and is being issued as its Bulletin No. 621. As in previous years, the directory gives the names of the principal officers in the State and Provincial agencies which have to do with labor, as well as the address of the agency itself. Such offices include bureaus of labor, employment offices, industrial commissions, State workmen's compensation insurance funds and commissions, minimum-wage boards, factory inspection bureaus, arbitration and conciliation boards, and boards set up to administer unemployment-compensation insurance.

Establishment of Palestine Central Statistical Office

UNDER the statistics ordinance, 1935, the Government of Palestine has established a central office of statistics at Jerusalem, the Government statistician of that country reports in a communication to the United States Bureau of Labor Statistics, under date of May 6, 1936.

The function of the new agency is to collect and publish statistics on such subjects as housing, wages, hours, and conditions of labor, employment and unemployment, industrial disputes, and prices.

Establishment of National Labor Office in Venezuela

A NATIONAL labor office (*Oficina Nacional del Trabajo*) to enforce the present labor laws and to collect data with a view to their improvement was established in Venezuela by presidential decree of February 29, 1936.¹ The office is to be attached to the division of justice, welfare, and worship (*Dirección de Justicia, Beneficencia y Cultos*) of the Ministry of the Interior. The five regional labor inspectors provided by the decree are to be responsible directly to the Ministry of the Interior, and the other employees are to be appointed by special resolutions of that ministry.

¹ Data are from report of Meredith Nicholson, U. S. Minister at Caracas, Mar. 4, 1936.

RECREATION

Community Recreation in the United States, 1935

CONTINUED expansion of the community-recreation movement marked the year 1935. In 1934 the number of cities having some form of recreation service was more than twice that of the preceding year, while in 1935 there were 2,204 communities having such service, or 14 more than in 1934. The 1935 report of the National Recreation Association¹ shows that although in 1,045 communities the recreation facilities and programs were provided entirely through emergency funds, more than 90 percent of all such funds were used in cities which raised part of the cost locally, either through taxation or from private sources. Eighty-three percent of all the workers paid from emergency funds also served in these cities. From these facts and since the amount paid for regular leadership in 1935 exceeds that for 1934, it seems evident, the report states, that to a large extent the emergency workers assigned for service to recreation agencies supplemented rather than supplanted regular services and workers in 1935. Nearly three times as much money was spent from emergency funds for land, buildings, and permanent equipment in 1934 as for leadership, but in 1935 this condition was reversed and more money was spent for leaders' salaries than for capital uses.

The reports are incomplete both for cities having recreation programs under regular leadership and for localities carrying on programs with emergency funds. Reports covering regular recreation service were received from 1,159 communities (6 less than the year before), and no reports were received from some States which carried on comprehensive programs with leaders from relief rolls. Even though the reporting was incomplete, the figures indicate that on the whole recreation held its own during 1935.

The number of workers employed as leaders for community activities who were paid from regular funds was shown by reports from 714 cities to be 18,496, of whom 2,606 were employed on a full-time yearly basis. In addition to these workers there were 5,374 full-time workers paid from emergency funds in cities providing regular

¹ Recreation (New York), June 1936, pp. 99-160.

service, with a total of 21,033 workers paid from these funds. Volunteer workers numbered 9,364, of whom more than half were men. Salaries and wages, both in cities with regular recreation service and those having emergency service only, amounted to \$12,420,091.26 for the cities reporting on this point, while a total expenditure for recreation of \$21,552,621.32 from regular funds was reported. There was an additional expenditure of \$14,373,231.03 from emergency funds in cities carrying on some regular recreation service, of which \$5,204,553.39 was paid for salaries and wages.

Cities with regular recreation service reported a total of 8,062 playgrounds for white and colored persons, of which 729 were open in 1935 for the first time. The recreation facilities provided by cities included 1,043 recreation buildings and 3,639 indoor recreation centers such as schools, churches, city halls, etc., which are not used exclusively for recreation but in which a recreation program, under leadership, is regularly carried on. The total yearly or seasonal attendance of participants at recreation buildings for white and colored people in 193 cities was 41,095,778, while the total yearly or seasonal attendance of participants and spectators at playgrounds in 576 cities was 231,275,169. Special recreation activities include arts and crafts for children and adults, a large number of athletic sports, dancing, drama, music, outing activities (including gardening, camping, hiking, etc.), water sports, special winter sports, and a group of miscellaneous activities. Training institutes for both paid and volunteer workers are maintained in a number of cities, the total registration at 290 institutions numbering 16,443.

The marked expansion in the public-recreation movement which has taken place during the period from 1925 to 1935 is shown in the following statement:

	1925	1935
Number of cities.....	748	2, 204
Employed recreation leaders.....	17, 177	43, 976
Volunteer leaders.....	6, 799	10, 346
Cities with training institutes.....	115	219
Total expenditures.....	\$18, 816, 166	\$37, 472, 410
Playgrounds under leadership.....	5, 121	9, 650
Indoor centers under leadership.....	1, 613	4, 949
Recreation buildings.....	265	1, 149
Baseball diamonds.....	2, 831	4, 197
Bathing beaches.....	273	605
Golf courses.....	153	336
Ice-skating areas.....	1, 217	2, 324
Swimming pools.....	534	1, 098
Tennis courts.....	6, 110	9, 880
Wading pools.....	629	1, 292

SELF-HELP MOVEMENT

Cooperative Self-Help Movement in Utah

UTAH was the first State to pass legislation setting up machinery for the encouragement and supervision of self-help cooperatives. A State board for this purpose was created by an act approved March 25, 1935. Although prior to that time the relief authorities of certain other States¹ had delegated to an individual or a division of the staff oversight over self-help groups which had benefited by grants from relief funds, none of these supervisory agencies were created by statutory authority.

The act which created the Utah board grew out of a recognition of the seriousness of the relief situation in that State and the desire to encourage a movement which, experience had demonstrated, was of value in assisting the unemployed to become at least partially self-supporting, to retain their industrial skills, and to maintain morale.

The relief problem has been serious in Utah. The proportion of persons on relief there has been among the highest in the United States, and during the last half of 1935 was more than half again as high as among the population of the country as a whole. The State, however, furnishes a particularly favorable field for cooperative endeavor of any sort, for the people have a tradition of cooperative action. In the early pioneer days, joint, even community action was necessary for mere survival.² Even today some communities carry on programs for social benefit.³ Much joint action has always been carried on in Mormon church activities.⁴ Thus it is not surprising

¹ California, Idaho, and Michigan.

² Among the cooperative activities were the consumers' cooperatives, which were set up in many places. Remnants of this early movement are still found in the State, still operating under the "cooperative" name but actually merely joint-stock enterprises.

³ Thus, one whole community has organized for a recreational and educational program. It has thus, by joint action, been able to supply movies at 5 cents admission, dances for the same price, lectures, concerts, etc. Even at this price there were "profits" which were used for the purchase of their own sound equipment and projector and the erection of a grandstand.

⁴ In this connection the recently announced program of the Mormon Church is of interest. Data are to be obtained as to resources in goods and surplus commodities among the church members, and possible openings for employment are to be registered. All the resources are to be marshaled and the whole church organization is to be directed toward the utilization of these for the unemployed church members, in the endeavor to take all such members off public-relief rolls.

that the interest in all phases of cooperative endeavor, which has become increasingly manifest throughout the United States since the onset of the depression, is especially evident in Utah.

The present self-help movement in the United States dates from the summer of 1931,⁵ and Utah was one of the first States in which the unemployed banded into groups for the barter and exchange of goods and services in order to keep themselves self-supporting. The self-help organization created in January 1932,⁶ had an extremely rapid growth and by the end of the year had 16 branch units, some of which were outside the State. It went out of existence in the summer of 1934, but the groups which have started since that time are reaping the benefits of its 2½ years of experience and are able to profit by both its mistakes and its virtues.

Between the time of the dissolution of the Natural Development Association and the summer of 1935 there was very little self-help activity in the State, though there were sporadic instances of joint activity here and there. With the establishment of the Utah Self-Help Cooperative Board and the action of the Federal authorities making grant and loan funds available, the movement revived. The board began to function in the fall of 1935 and by the end of the year there were 25 groups (with 907 members) carrying on 35 projects.

During the whole period since the self-help act was passed, some 60 units have been started. A considerable number of these were formed only for seasonal activities (such as farming, canning, or logging), and disbanded or became inactive at the end of the season. By the end of March 1936, State assistance had been granted to 40 groups, of which 21 were still active. Their membership of 650 had worked a total of 108,778 man-hours. The benefits to members in goods, services, and cash during the course of these projects were valued at \$21,374. This was an average return (for the groups for which both man-hours and benefit were reported) of 20 cents an hour. Data for the individual societies active on March 31, 1936, are given in table 1.

⁵ For earlier articles on the self-help movement see *Monthly Labor Review*, issues of March-June 1933, October 1933, February, July, and December 1934, March and December 1935, and March 1936.

⁶ For an account of the Natural Development Association see *Monthly Labor Review*, March 1933 (p. 451).

Table 1.—Membership, Time Worked, and Value of Benefits of Utah Self-Help Associations, as of Mar. 31, 1936

Association	Type of project	Mem-ber-ship	Total man-hours worked	Value of benefits to mem-bers
Payson Sewing Cooperative, Payson	Sewing	15	(1)	(1)
Cooperative Apparel Factory, Salt Lake City	Women's dresses	20	23, 814	\$6, 520. 85
Cache County Garden Unit, Logan	Garden	23	(1)	(1)
Cache County Self-Help Cooperative, Logan	Cannery	23	1, 710	384. 75
National Cooperative Association, Ogden	do.	39	1, 216	590. 84
Payson Cooperative Cannery, Payson	do.	17	2, 482	310. 00
Salt Lake Self-Help Cooperative, Unit No. 4, Salt Lake City	do.	16	2, 755	266. 02
Grass Creek Fuel Cooperative, Coalville	Coal mine	19	2, 709	809. 25
Twin Cities ² Cooperative, Castle Dale	do.	25	17, 126	4, 637. 39
Daggett County Cooperative Sawmill, Manila	Sawmill	25	727	384. 09
Sanpete Self-Help Cooperative, ³ Spring City	do.	65	2, 000	250. 00
Liberty Cooperative, Salt Lake City	Wood cutting	36	28, 971	4, 252. 25
Sopo Manufacturing Co., Salt Lake City	Soap manufacture	2	1, 718	138. 53
Pleasant Grove Building Corporation, Pleasant Grove	Quarrying build-ing stone.	20	1, 540	(1)
Manti Self-Help Cooperative, Manti	Lime kiln and buying club.	84	2, 578	494. 76
Consumers' Cooperative Association, Salt Lake City	Store	98	2, 000	325. 30
Interstate Cooperative, Salt Lake City	Bakery	14	80	(1)
Castle Dale Sewing Cooperative, Castle Dale	Sewing	14	6, 050	319. 56
Mt. Pleasant Cooperative Farm, Mt. Pleasant	Farming	18	2, 600	650. 00
Spanish Fork Cooperative Farm, Spanish Fork	Peach orchard	69	5, 029	490. 85
People's Practical Government Association, Salt Lake City	Box factory	8	3, 673	550. 00
Total		650	108, 778	21, 374. 44

¹ No data.² Castle Dale and Orangeville.³ Composed of units in Spring City, Ephraim, Fairview, and Moroni; sawmill is at Spring City.

Since the date to which the figures in table 1 relate, a number of new units have begun operations. Among these are the following:

	Project
Hurricane Consumers' Club, Hurricane	Buying club.
Lindon Cooperative Association, Pleasant Grove	Cannery.
Intermountain Producers, Murray	Castings—retort lids for canneries.
Consumers' Cooperative Dairy, Salt Lake City	Dairy.
Civic Service, Inc., Salt Lake City	House construction.
Utah Valley Cooperative, American Fork	Woodworking.

Several groups have been formed which have not yet started operations. Among the projects planned by these are a sawmill, a planing mill, a flour mill, a molasses factory, and a dehydrating plant.

Financial Aid to Self-Help Cooperatives

THE State in 1935 set aside from relief funds \$40,000 to be used in the furtherance of a self-help program. This was matched by a Federal grant of \$40,000, and in addition the sum of \$49,979 from Federal funds was turned over to the State self-help board to be used in loans to individual societies. Under the regulations of the Federal Division of Self-Help Cooperatives, the funds advanced by the United States could be used only to provide equipment and capital for the self-help units. The State appropriation, however, was authorized

to be used for administrative and educational purposes as well as for loans.

Of the \$129,979 available to the State board, \$48,288 had been expended in loans to individual units at the end of March 1936, and \$8,331 had been repaid in either cash or commodities. Table 2 shows the loan status of each active group, and of all inactive groups combined, on that date.

Table 2.—Status of Loans, and Amount of Assets of Utah Self-Help Associations, as of Mar. 31, 1936

Association	Loans			Assets
	Amount expended	Repaid ¹	Still owing Mar. 31, 1936	
Payson Sewing Cooperative.....	\$163.08	\$19.75	\$143.33	(?)
Cooperative Apparel Factory.....	11,053.34	1,256.88	9,796.46	\$9,451.05
Cache County Garden Unit.....	36.93	36.93	—	(?)
Cache County Self-Help Cooperative.....	219.52	155.62	63.90	220.00
National Cooperative Association.....	850.79	—	850.79	1,273.92
Payson Cooperative Cannery.....	267.49	—	267.49	32.20
Salt Lake Self-Help Cooperative, Unit No. 4.....	413.85	152.50	261.35	800.00
Grass Creek Fuel Cooperative.....	4,916.59	3.00	4,913.59	6,000.00
Twin Cities Cooperative.....	2,169.82	1,001.91	1,167.91	1,691.17
Daggett County Cooperative Sawmill.....	896.00	—	896.00	975.00
Sanpete Self-Help Cooperative.....	7,571.84	—	7,571.84	8,000.00
Liberty Cooperative.....	1,095.47	65.33	1,030.14	761.52
Sopo Manufacturing Co.....	474.46	92.94	381.52	601.10
Pleasant Grove Building Corporation.....	2,450.46	—	2,450.46	2,843.29
Manti Self-Help Cooperative.....	143.28	—	143.28	350.00
Consumers' Cooperative Association.....	2,479.29	681.17	1,798.12	2,962.86
Interstate Cooperative.....	168.98	25.97	143.01	300.00
Castle Dale Sewing Cooperative.....	637.84	443.29	194.55	311.86
Mt. Pleasant Cooperative Farm.....	542.20	133.49	408.71	550.00
Spanish Fork Cooperative Farm.....	1,652.00	719.96	932.04	126.35
People's Practical Government Association.....	408.16	34.40	373.76	350.00
Total:				
Active groups (21).....	39,211.39	4,823.14	34,388.25	37,600.32
Inactive groups (19).....	9,076.97	3,507.48	5,569.49	950.40

¹ In cash or commodities.

² No data.

Membership and Policies of State Board

THE Utah Self-Help Cooperative Board, created under the terms of the 1935 act, consists of the director of the Utah State Planning Board, one representative each of the University of Utah and the Utah Agricultural College, an industrial engineer selected by the State engineer, and three representatives chosen by the self-help groups themselves. Their terms of office are determined by the organizations which they represent. All serve without pay other than actual expenses incurred in course of their duties, that cost being met from State relief funds.

The board has power to employ (and remove) a paid director who must be "especially qualified by training and experience," to direct the work of the board; also such other employees as are necessary.

The functions of the board are to "approve plans of organization, operation, production, distribution, and financing" of self-help groups,

and to encourage such groups in their endeavor to make the members self-sustaining. "Every State, county, town, and municipal officer, department, committee, and institution" in the State is authorized to cooperate with the board in its work.

Announcement was made, shortly after the formation of the board, that its policy would be to encourage three types of organizations: (1) Production-for-use cooperatives, (2) consumers' cooperatives, and (3) producer-consumer cooperatives. The first group, it was explained, would consist primarily of production groups using barter as a means of exchange, and the second would include cooperative store organizations established on recognized Rochdale principles.⁷ The third group would consist of stores controlled mainly by the consumers, with the production group operating as a department of the whole and furnishing its output to the store as an outlet.⁸

In addition to the financial assistance rendered, the board assists the units in various ways. Specialists on its staff render advisory service on management, production methods, financial arrangements, and educational matters. The work of the educational director is supplemented by several adult-education workers, paid from relief funds. Meetings are held, study groups encouraged, and educational literature is supplied, to enable the groups to get started and to function on genuinely cooperative lines.

It will be noted from table 1 that each unit has a single project only. It has been the board's policy to encourage a single line of work, but, as the group demonstrates its ability in this direction, to extend additional aid for other activities, giving the new work a new project title. In several cases a group carrying on farming or gardening was also given aid in establishing a cannery in which the farm products could be put up for future use. Thus far, in the program of the board, the projects have been expected to furnish only supplemental income for the members. As enterprises are developed which show a reasonable prospect of permanency, it is hoped to extend the self-help activities to the point of full self-support for the members engaged.

During the period in which outright grants were made to self-help units, restrictive regulations prohibited the sale of group products for cash or in any way in which such products would compete with private industry. As noted, the use of Federal funds was limited to purchase of equipment and materials. An inflow of cash was necessary for replacement of materials used in production of goods, but the very terms of the grant made impossible the continuance of oper-

⁷ With the single exception of one loan to a consumers' cooperative society, all of the funds advanced up to the end of March 1936 had gone to production groups.

⁸ It may be noted, in passing, that the self-help movement in general shows a definite trend toward this third type of organization.

ations for any length of time on this basis unless additional grants were available from time to time. With the termination of Federal grants, the basis of Federal and State aid was changed. Self-help groups obtaining financial assistance now receive it as a loan. In Utah the State board requires that any group receiving a loan must waive Federal and State exemptions and pay the same property, sales, and other taxes as those required of private businesses; also interest at the rate of 3 percent on the loan. The former restrictions on sales of self-help products are, however, removed and the units are free to sell their products however and wherever they can.

In order to safeguard the funds loaned, and profiting by past experience, the Board insists that each unit receiving assistance must operate on a business basis. All current charges must be taken care of before any distribution of goods or cash can be made among the members. Provision must also be made for repayment of its loan, for industrial insurance, and for operating reserve, at specified percentages of unit-hours worked. When an association operates on this basis, there can of course be no question of its right to sell its produce on the open market.

Utah Cooperative Wholesale

In October 1935 a warehouse was opened in Salt Lake City, under the name of Utah Cooperative Wholesale. This organization was started by the State board, and is intended to serve two purposes: (1) To assist the various units to dispose of their surplus products, and (2) to act as a supply agency for their consumers' needs.

The societies' orders for goods are filled, first from products of other units or groups assisted, then from cooperative groups in other sections of the country. If not available from these sources, the goods are then purchased on the open market.

Steps are being taken to reorganize the wholesale on a genuinely cooperative basis, with the local groups owning and controlling its operations and policies. It is expected that the "capital" advanced by the affiliates will be in the form of goods.

To supplement the members' limited funds, the warehouse has adopted a system of "warehouse receipts", issued in denominations of 5 cents, 10 cents, 25 cents, 50 cents, \$1, and \$5. These, it is emphasized, are receipts for "desirable, salable merchandise" actually delivered to the warehouse. Each receiver of a receipt is required to date and endorse it; no provision is made for stamps or depreciation. The receipt becomes void after a specified period, but provision is made for the holders to turn in their unused receipts before the void date and receive newly issued receipts or book credit to be drawn out as desired. Danger of counterfeiting is minimized by the fact that each receipt, to be valid, must bear on its face the signature of the

manager of the warehouse or his agent. New issues based on the inventory of goods at the warehouse, are made every 3 months and as they are issued the numbers are registered, so that when the cash is checked each day it is possible to tell the exact amount of receipts in circulation.

The following table shows the amount of warehouse receipts issued during the 4 months, December 1935 to March 1936, the amount canceled (as of Mar. 31, 1936), the amount outstanding, and the amount of business done through the medium of the receipts, as shown by endorsements:

Table 3.—Turn-Over of Utah State Warehouse Receipts and Amount of Business Done, as of Mar. 31, 1936

Issue of—	Amount issued	Amount canceled, Mar. 31, 1936	Amount outstanding, Mar. 31, 1936	Amount of business done through medium of receipts
December 1935.....	\$566.75	\$542.60	\$24.15	\$4,582.40
January 1936.....	202.65	200.65	2.00	1,820.30
February 1936.....	128.00	121.05	6.95	1,130.75
March 1936.....	262.80	191.45	71.35	1,161.65
Total.....	1,160.20	1,055.75	104.45	8,695.10

INDUSTRIAL ACCIDENTS

Accident Experience of Federal Civilian Employees, 1933 to 1935

THE trend of accidents to Federal civilian employees continued its upward direction during the years 1933, 1934, and 1935. According to computations by the Bureau of Labor Statistics, the respective accident frequencies for these 3 years were 20.65, 24.94, and 21.58, as compared with 21.31 in 1932.¹

Table 1 shows the basic data and the frequency rates for the various departments for 1933, 1934, and 1935. Data for earlier years—i. e., 1921 to 1932—appeared in the Monthly Labor Review of March 1934. As in these earlier years, the number of injuries given in each instance includes not only those resulting in lost time but also those requiring medical attention beyond first aid. According to an earlier estimate, the inclusion of "medical only" cases increases the total number of reported injuries by about 30 percent over the number of lost-time cases. It has been impossible in all but a few departments to eliminate "medical only" cases in the computations.

Table 1.—Number of Injuries and Injury Frequency Rates in the Federal Civilian Service, 1933 to 1935,¹ by Department and Year

Department and year	Average number of employees	Man-hours worked (thousands)	Number of injuries			Frequency rates (per 1,000,000 hours' exposure)		
			Fatal	Non-fatal ²	Total	Fatal injuries	Non-fatal injuries ²	Total
Department of Agriculture:								
1933.....	36,044	73,945	29	3,391	3,420	0.39	45.86	46.25
1934.....	51,376	105,847	53	7,266	7,319	.50	68.65	69.15
1935.....	61,775	127,313	47	4,813	4,860	.37	37.80	38.17
Department of Commerce:								
1933.....	17,895	39,720	18	568	586	.45	14.30	14.75
1934.....	18,667	41,910	24	660	684	.57	15.75	16.32
1935.....	18,781	41,198	23	774	797	.56	18.79	19.35
Government Printing Office:								
1933.....	4,561	9,413	0	38	38	0	4.04	4.04
1934.....	4,961	8,984	0	38	38	0	4.23	4.23
1935.....	5,346	11,525	0	54	54	0	4.69	4.69
Department of the Interior:								
1933.....	22,379	46,471	13	1,418	1,431	.28	30.51	30.79
1934.....	38,364	77,582	24	2,748	2,772	.31	35.42	35.73
1935.....	41,326	84,630	28	2,802	2,830	.33	33.11	33.44

¹ See Monthly Labor Review for March 1934, for data covering years 1921 to 1932.

² Includes medical cases other than first-aid treatment.

¹ Compiled from accidents reported to the U. S. Employees' Compensation Commission, and from data of man-hours worked obtained from the individual Federal departments. Where man-hour data were not available they were estimated from average employment and average hours of work, eliminating annual and sick leave. The Civilian Conservation Corps and all but the administrative personnel of the various emergency administrations have been excluded.

Table 1.—Number of Injuries and Injury Frequency Rates in the Federal Civilian Service, 1933 to 1935, by Department and Year—Continued

Department and year	Average number of employees	Man-hours worked (thousands)	Number of injuries			Frequency rates (per 1,000,000 hours' exposure)		
			Fatal	Non-fatal	Total	Fatal injuries	Non-fatal injuries	Total
Department of Labor:								
1933.....	5, 146	10, 415	3	117	120	0. 29	11. 23	11. 52
1934.....	6, 669	13, 986	3	123	126	. 22	8. 79	9. 01
1935.....	10, 982	21, 283	2	128	130	. 09	6. 02	6. 11
Department of the Navy:								
1933.....	47, 625	90, 879	22	961	983	. 24	10. 58	10. 82
1934.....	55, 099	108, 007	30	1, 120	1, 150	. 28	10. 37	10. 65
1935.....	60, 409	118, 018	27	973	1, 000	. 23	8. 24	8. 47
Post Office Department:								
1933.....	270, 535	554, 254	36	7, 789	7, 825	. 07	14. 05	14. 12
1934.....	264, 944	541, 451	40	9, 161	9, 201	. 07	16. 92	16. 99
1935.....	260, 324	533, 310	36	10, 070	10, 106	. 07	18. 88	18. 95
Department of State: ³								
1933.....	4, 630	9, 036	0	16	16	0	1. 77	1. 77
1934.....	4, 650	9, 508	0	201	201	0	21. 14	21. 14
1935.....	4, 803	9, 950	0	209	209	0	21. 01	21. 01
Department of the Treasury:								
1933.....	49, 430	85, 937	12	1, 102	1, 114	. 14	12. 82	12. 96
1934.....	50, 102	89, 858	13	1, 147	1, 160	. 15	12. 76	12. 91
1935.....	58, 827	105, 342	23	1, 512	1, 535	. 22	14. 35	14. 57
Department of War:								
1933.....	55, 985	114, 870	66	6, 783	6, 849	. 57	59. 05	59. 62
1934.....	72, 265	138, 209	66	7, 862	7, 928	. 48	56. 88	57. 36
1935.....	75, 484	161, 988	69	7, 333	7, 402	. 42	45. 27	45. 69
District of Columbia Government:								
1933.....	14, 989	29, 511	0	940	940	0	31. 85	31. 85
1934.....	13, 683	27, 156	2	794	796	. 07	29. 24	29. 31
1935.....	14, 284	28, 207	1	803	804	. 03	28. 47	28. 50
Other Government services:								
1933.....	72, 967	145, 368	31	1, 632	1, 663	. 21	11. 23	11. 44
1934.....	103, 704	206, 017	32	2, 719	2, 751	. 15	13. 20	13. 35
1935.....	145, 824	293, 225	51	3, 361	3, 412	. 18	11. 46	11. 64

³ Included in "Other Government services" for years 1921 to 1932.

The data given in table 2 show accident frequencies for civilian employees in the various Federal departments from 1921 to 1935 inclusive.

Table 2.—Number of Injuries and Injury Frequency Rates in Federal Civilian Service, 1921 to 1935, All Departments, by Years

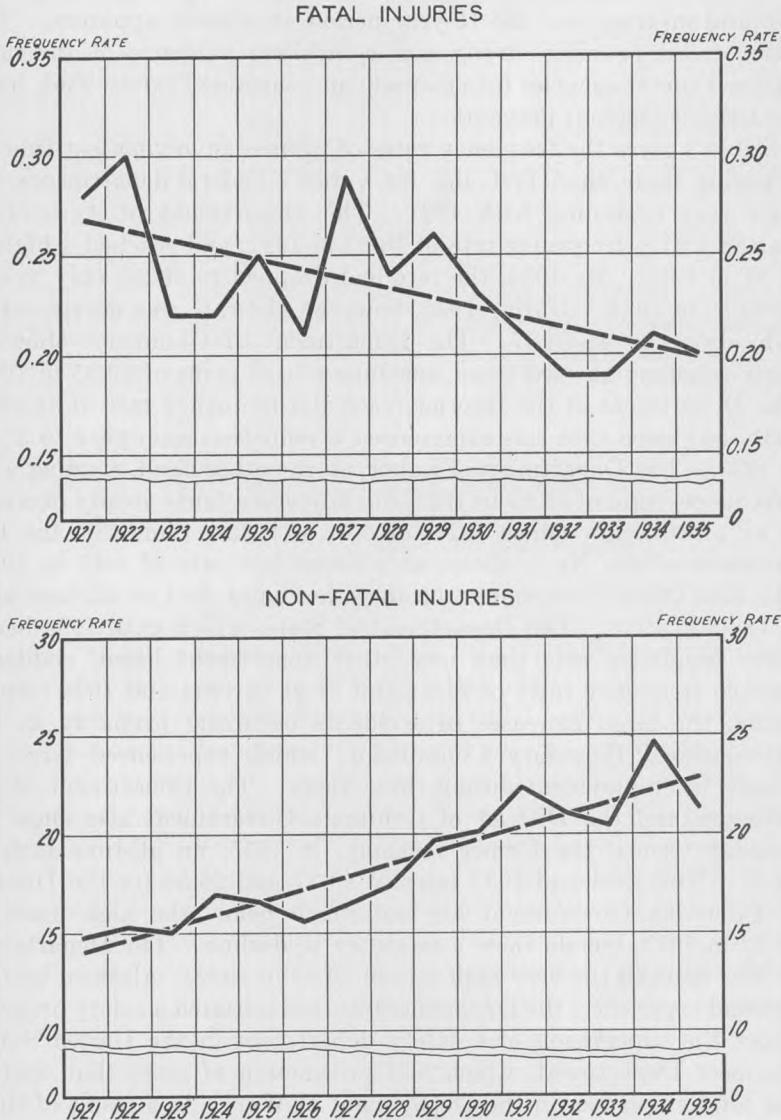
Year	Average number of employees	Man-hours worked (thousands)	Number of injuries			Frequency rates (per 1,000,000 hours' exposure)		
			Fatal	Non-fatal ¹	Total	Fatal injuries	Non-fatal injuries ¹	Total
1921.....	567, 757	1, 214, 844	344	18, 046	18, 390	0. 28	14. 85	15. 13
1922.....	542, 562	1, 166, 325	349	17, 910	18, 259	. 30	15. 36	15. 66
1923.....	543, 404	1, 179, 199	265	17, 727	17, 992	. 22	15. 03	15. 25
1924.....	555, 265	1, 195, 396	268	20, 270	20, 538	. 22	16. 96	17. 18
1925.....	565, 323	1, 230, 075	305	20, 386	20, 691	. 25	16. 57	16. 82
1926.....	568, 990	1, 237, 994	263	19, 264	19, 527	. 21	15. 56	15. 77
1927.....	574, 751	1, 232, 200	358	20, 189	20, 547	. 29	16. 38	16. 67
1928.....	587, 017	1, 256, 817	307	21, 882	22, 189	. 24	17. 41	17. 65
1929.....	601, 150	1, 286, 279	334	25, 356	25, 690	. 26	19. 71	19. 97
1930.....	598, 644	1, 281, 153	292	25, 777	26, 069	. 23	20. 12	20. 35
1931.....	611, 729	1, 257, 926	262	28, 176	28, 438	. 21	22. 40	22. 61
1932.....	583, 427	1, 189, 176	231	25, 117	25, 348	. 19	21. 12	21. 31
1933.....	602, 186	1, 209, 818	230	24, 755	24, 985	. 19	20. 46	20. 65
1934.....	684, 524	1, 368, 514	287	33, 839	34, 126	. 21	24. 73	24. 94
1935.....	758, 165	1, 535, 987	307	32, 832	33, 139	. 20	21. 38	21. 58

¹ Includes medical cases other than first-aid treatments.

The data plotted on the accompanying chart are the frequency rates of fatal and nonfatal injuries shown in table 2. Trend lines, calculated by the method of least squares, have been superimposed on the actual data to throw into sharper relief the trend since 1921. Both the downward direction of fatal and the upward direction of nonfatal injuries over the 15-year period are clearly apparent. The latter trend provides strong and compelling evidence of the need within Federal agencies for adequate and sustained safety work leading toward accident prevention.

Table 3 gives the frequency rates of injuries involving lost time or requiring more than first aid, for various Federal departments, for each year beginning with 1921. The Department of Agriculture started with a frequency rate of 16.03 in 1921, and reached a high of 71.91 in 1931. By 1933, the rate had dropped to 46.25, only to rise to 69.15 in 1934. During 1935, however, the rate was nearly cut in half, dropping to 38.17. The Department of Commerce shows a fairly constant upward trend, reaching a high point of 19.35 in 1935. The Department of the Interior reached a frequency rate of 38.04 in 1931, but since then has experienced a reduction each year to 33.44 in 1935. The Department of Labor, on the other hand, starting with a frequency rate of 15.93 in 1921, has enjoyed a fairly steady decrease to an all-time low (since 1921) of 6.11 in 1935. Similarly, the Department of the Navy shows an all-time low rate of 8.47 in 1935. The Post Office Department, on the other hand, had an all-time high of 18.95 in 1935. The Department of State, which until 1933 had a lower frequency rate than any other department listed, suddenly reached frequency rates of 21.14 and 21.01 in 1934 and 1935 respectively, the large increases in accidents occurring primarily in the International Boundary Commission, which experienced large increases in employment during these years. The Department of the Treasury and the District of Columbia Government also show increasing trends, the former reaching, in 1935, an all-time high of 14.57. The 1934 and 1935 rates of 29.31 and 28.50 for the District of Columbia Government are not much below the high mark of 34.33 in 1932, but do show a tendency to decline. The Department of War reached the very high rate of 72.63 in 1932. Alarmed by this unusual experience, the Department in 1933 initiated a safety program under the supervision of a safety department in the United States Engineer Department, which had jurisdiction of more than half of the total employees in the Department of War. As a result of these activities, the frequency rates dropped successively to 59.62 in 1933, 57.36 in 1934, and 45.69 in 1935.

FREQUENCY RATES FOR FATAL AND NON-FATAL INJURIES OF FEDERAL CIVILIAN EMPLOYEES*



* EXCLUDING CIVIL CONSERVATION CORPS AND FIELD PROJECT EMPLOYEES
EXCEPT ADMINISTRATIVE PERSONNEL, OF EMERGENCY AGENCIES

U. S. BUREAU OF LABOR STATISTICS

Table 3.—Injury Frequency Rates in Federal Civilian Service, 1921 to 1935, by Department and Year ¹

Department	1921	1922	1923	1924	1925	1926	1927	1928
All Government services.....	15.13	15.66	15.25	17.18	16.82	15.77	16.67	17.65
Department of Agriculture.....	16.03	21.77	22.77	29.73	30.29	37.63	38.50	40.67
Department of Commerce.....	9.89	11.94	14.10	12.95	11.50	14.25	13.48	12.51
Government Printing Office.....	9.46	7.07	4.91	4.87	3.14	4.45	4.67	3.94
Department of the Interior.....	23.49	28.46	39.28	48.75	27.35	16.09	21.67	24.99
Department of Labor.....	15.93	14.46	15.57	15.35	16.45	12.17	10.02	12.41
Department of the Navy.....	23.70	17.66	17.54	21.57	19.14	20.46	19.44	20.29
Post Office Department.....	8.40	9.87	9.95	11.07	11.10	11.60	13.01	13.42
Department of State.....	(2)	(2)	.23	.43	.86	1.19	.75	1.80
Department of the Treasury.....	9.06	11.58	9.32	10.13	10.52	8.99	10.19	10.87
Department of War.....	56.17	59.02	53.70	56.72	73.03	53.38	55.23	52.85
District of Columbia Government.....	9.16	10.34	11.41	15.38	18.49	17.48	19.62	23.72
Other Government services.....	6.30	8.22	9.46	11.03	10.44	7.64	7.37	8.16

Department	1929	1930	1931	1932	1933	1934	1935
All Government services.....	19.97	20.35	22.61	21.31	20.65	24.94	21.58
Department of Agriculture.....	65.42	50.83	71.91	61.41	46.25	69.15	38.17
Department of Commerce.....	13.99	11.12	15.77	14.01	14.75	16.32	19.35
Government Printing Office.....	4.62	4.96	3.34	3.67	4.04	4.23	4.69
Department of the Interior.....	28.54	32.07	38.04	36.74	30.79	35.73	33.44
Department of Labor.....	13.35	11.23	11.45	12.41	11.52	9.01	6.11
Department of the Navy.....	20.86	18.59	17.33	12.40	10.82	10.65	8.47
Post Office Department.....	13.87	14.24	14.69	13.40	14.12	16.99	18.95
Department of State.....	2.73	1.90	.78	1.22	1.77	21.14	21.01
Department of the Treasury.....	12.10	11.04	12.06	11.43	12.96	12.91	14.57
Department of War.....	62.13	66.62	71.96	72.63	59.62	57.36	45.69
District of Columbia Government.....	28.08	28.60	29.38	34.33	31.85	29.31	28.50
Other Government services.....	7.71	13.63	14.16	14.61	11.44	13.35	11.64

¹ Includes medical cases other than first-aid treatments.² Not available.

Effectiveness of Safety Work

THREE good illustrations of the effectiveness of safety work are shown in table 4. The data cover the civilian employees in the Government Printing Office, the shore establishments of the Department of the Navy, and the United States Engineer Department of the Department of War. In each case safety activities have been carried on during the years indicated, in case of the shore establishments going back as far as 1921, and in the Government Printing Office to a still earlier date.

As distinguished from the earlier tables, the frequency rates given here exclude "medical only" cases. In the case of the shore establishments of the Department of the Navy the day of the injury is counted as the first day of disability.

Table 4.—Injury Frequency and Severity Rates in Specified Government Agencies

Federal department	Year	Average number of employees	Man-hours worked (thousands)	Number of lost-time injuries	Days lost ¹	Frequency rate	Severity rate
Government Printing Office.....	1928	4,122	8,890	31	1,407	3.49	0.16
	1929	4,298	9,097	34	1,396	3.74	.15
	1930	4,624	9,667	38	13,355	3.93	1.38
	1931	4,969	10,489	33	1,437	3.15	.14
	1932	4,897	10,062	23	8,595	2.29	.85
	1933	4,561	9,413	28	2,737	2.97	.29
	1934	4,961	8,984	29	1,630	3.23	.18
	1935	5,346	11,525	33	1,255	2.86	.11
Shore establishments of Navy Department.....	1926	30,500	65,606	1,333	137,276	20.32	2.09
	1927	30,300	64,939	1,337	96,586	20.59	1.49
	1928	32,188	68,434	1,318	74,874	19.26	1.09
	1929	42,664	85,047	1,656	109,117	19.47	1.28
	1930	41,263	87,907	1,446	115,418	16.45	1.31
	1931	40,762	84,990	1,276	109,615	15.01	1.29
	1932	40,227	78,065	820	109,481	10.50	1.40
	1933	40,220	78,134	575	69,629	7.36	.89
	1934	47,767	88,477	736	100,008	8.32	1.13
	1935	52,438	96,216	497	59,969	5.17	.62
United States Engineer Department of War Department.....	1933	40,220	29,664	1,273	153,942	42.91	5.19
	1934	47,767	69,039	1,812	270,960	26.24	3.92
	1935	52,438	79,229	1,413	249,477	17.84	3.15

¹ Includes standard estimates for permanent injuries. Includes also, for the Department of the Navy, the day on which the injury occurred.

² Includes 1 fatality and 1 permanent total disability totaling 12,000 days lost.

³ July 1 to December 1931.

The Government Printing Office has had a low frequency rate for years, largely because of careful safety work carried on with the assistance of an efficiently organized hospital department under the direction of a medical and sanitary officer. All new employees are subjected to complete physical examinations, which are important factors in assigning them to suitable tasks. The frequency and severity rates of the Government Printing Office compare very favorably with the establishments reporting to the National Safety Council—presumably firms carrying on safety work and therefore among the better regulated of private establishments. The comparative data for lost-time accidents for 1934 and 1935 follow:

Printing and publishing establishments reporting to—

National Safety Council:	1934	1935
Frequency rate.....	6.38	7.25
Severity rate.....	.89	.46
Government Printing Office:		
Frequency rate.....	3.23	2.86
Severity rate.....	.18	.11

The example of the Department of the Navy has already been cited. In 1921 an office of safety engineering was established there, with a Department safety engineer in charge and a local safety engineer in each of 37 navy yards and stations. A program which at first centered on the elimination of dangerous conditions and the introduction of safety devices was subsequently enlarged to include an educational

program, and later competitive safety awards. The result of these efforts, as is apparent from table 4, has been a reduction of the frequency rate from 20.32 in 1926 to 5.17 in 1935, and a reduction in the severity rate from 2.09 in 1926 to 0.62 in 1935. In other words, for every 4 accidents per million man-hours worked in 1926, only 1 accident occurred in 1935, and for every 2 days lost per 1,000 man-hours in 1926, only 0.6 of a day was lost in 1935. Roughly, then, both the frequency and severity rates of 1926 have been reduced three-fourths over a period of 10 years.

The safety work of the United States Engineer Department of the Department of War has reduced the frequency rate from 42.91 in 1933 to 17.84 in 1935, and the severity rate from 5.19 to 3.15. Stated more simply, accidental injuries resulting in lost time have been reduced 58 percent, and time lost 39 percent. This in the short period of 3 years and in spite of an increase in employees from 1933 to 1935 of about 30 percent.

It is difficult to find more clear-cut examples of the effectiveness of accident prevention.

Accident Record of Mineral Industries in the United States in 1934

PRELIMINARY figures on employment and accidents in the various mineral industries¹ in the United States in 1934² show injury rates for all mineral industries of 1.32 fatal and 75.49 nonfatal injuries per million man-hours. This is an increase over the 1933 record for the same industries, which showed 1.26 fatal and 73.48 nonfatal injuries, but a decrease from 1932 which showed a fatal-injury rate of 1.52 and a nonfatal-injury rate of 76.33.

Comparative figures show the highest accident rates for 1934 were chargeable to coal mines—1.59 fatal and 88.39 nonfatal injuries per million man-hours. In metal mines the rates were 1.07 for fatal and 70.37 for nonfatal injuries, in quarries and stone-products plants 0.63 for fatal and 41.19 for nonfatal injuries, in nonmetallic mineral mines 0.53 for fatal and 51.82 for nonfatal injuries, in metallurgical plants 0.22 for fatal and 22.77 for nonfatal injuries, and in coke ovens 0.33 for fatal and 12.03 for nonfatal injuries.

The following table shows the number of workers employed, man-hours worked, the number of killed and injured, and fatal and nonfatal injury rates in the various mineral industries in the United States in 1934.

¹ Exclusive of oil and gas wells and refineries, sand and gravel pits, and iron blast furnaces.

² U. S. Bureau of Mines. Mineral Resources and Economics Division. Accident and Employment Record of Mineral Industries in the United States, 1934, Classified by Industry. Washington, 1936. Mimeographed. (No. H. S. S. 234.)

**Accident and Employment Record of Mineral Industries in the United States,
1934, by Industries**

Class of industry	Men employed		Men killed		Men injured	
	Average number	Man-hours worked	Number	Rate per 1,000,000 hours' exposure	Number	Rate per 1,000,000 hours' exposure
Coal mines.....	566,426	769,430,678	1,226	1.59	68,008	88.39
Metal mines.....	58,411	100,959,339	108	1.07	7,105	70.37
Quarries and stone-products plants.....	64,331	95,258,880	60	.63	3,924	41.19
Nonmetallic mineral mines.....	8,234	15,187,061	8	.53	787	51.82
Metallurgical plants.....	26,932	57,965,921	13	.22	1,320	22.77
Coke ovens.....	15,483	42,892,837	14	.33	516	12.03
Total.....	739,817	1,081,694,716	1,429	1.32	81,660	75.49

Detailed preliminary figures on employment and accidents in metallurgical plants in the United States in 1934³ show that accidents resulted in 13 fatal and 1,320 nonfatal injuries involving disability of 1 day or more, the accident-frequency rate being 23.0 per million man-hours, as against 23.65 in 1933.

Data on the different kinds of metallurgical plants show that mills experienced an increase in the accident-frequency rate to 32.5 in 1934, as compared with 28.45 in 1933. The rate in auxiliary works increased to 17.64 in 1934 as against 17.55 in 1933. The rate for smelters, however, decreased to 21.34 in 1934, as compared with 25.19 in 1933.

In metallurgical mills the principal causes of injury were falls of persons, machinery, and handling materials, in the order named. In smelters the chief causes were burns from matte, slag, or molten metal (pouring or spilling), flying or falling objects, and falls of persons. In auxiliary works the chief causes were handling materials, falling objects, and falls of persons.

Accident Statistics of National Safety Council for 1935

DURING 1935, accidental deaths took a toll of about 100,000 lives, or about twice the total of American soldiers who met death in the World War, according to estimates in the 1936 edition of Accident Facts of the National Safety Council. In addition, about 9,340,000 other persons were injured, at an economic cost estimated at \$3,450,000,000. The number of those permanently disabled alone exceeded the total population of Rochester, N. Y.

The report points out that deaths from accidents (according to data credited to the United States Bureau of the Census, 1934) for the

³ U. S. Bureau of Mines. Mineral Resources and Economics Division. Employment and Accidents a Metallurgical Plants in the United States in 1934. Washington, 1936. Mimeographed. (No. H. S. S. 233.)

population as a whole are surpassed in number by only two diseases—heart disease and cancer. The death rates per 100,000 population for heart disease, cancer, and accidents are given as 239.9, 106.2, and 79.9, respectively. Of the 100,000 fatalities in 1935, 37,000 are charged to accidents involving motor vehicles, 31,500 to home accidents, 18,000 to public accidents¹ (not motor vehicle), and 16,500 to occupational accidents, of which about 3,000 involved motor vehicles.

Occupational Accidents

Over one-quarter of the 16,500 fatal accidents in gainful employments are charged to agricultural pursuits, as compared with 2,500 in construction and 1,900 in all manufacturing. In spite of this large proportion of deaths in agriculture, agricultural pursuits are generally specifically exempted from coverage by workmen's compensation laws.

Table 1 shows the relative accident experience of 30 industries, gathered from reports by 3,796 units with a total exposure of 4,564,922,000 man-hours. The industries are ranked according to their accident frequencies. The range, it will be noted, is from 1.89 accidents per million man-hours of exposure for the tobacco industry to 62.69 such accidents for the lumber industry. Only 7 of the 30 listed industries have frequency rates exceeding 20, and of these the sharply increasing differentials in frequency rates between the mining and lumbering industries and the others listed are evidence of the great accident hazards apparently prevailing in these two industries. The National Safety Council report, however, calls attention to the fact that the industry representation in the sample varies widely, the proportion of employee coverage being large in such industries as cement, petroleum, rubber, and steel, and relatively small in such industries as tobacco and laundry. It is likely, therefore, that a more adequate sample in some industries might result in a different realignment of the accident frequencies of the 30 industries.

¹ Includes accidents involving railroads, streetcars, water transportation, air transportation, conflagrations, drownings, etc.

Table 1.—Accidental Injury Frequency and Severity Rates, by Industry, for 1935, Compiled by the National Safety Council

Rank	Industry	Number of units	Man-hours worked (thousands)	Frequency rates ¹	Severity rates ¹
	All industries ²	3, 796	4, 564, 922	14. 02	1. 58
1	Tobacco.....	25	23, 804	1. 89	. 10
2	Laundry.....	44	12, 374	5. 66	. 08
3	Cement.....	119	31, 042	6. 73	2. 78
4	Rubber.....	43	118, 038	7. 21	. 53
5	Printing and publishing.....	38	21, 916	7. 25	. 46
6	Textile.....	125	147, 863	8. 38	. 67
7	Steel.....	106	422, 327	8. 86	2. 04
8	Machinery.....	241	405, 991	9. 35	. 79
9	Glass.....	43	51, 023	9. 35	. 79
10	Chemical.....	282	240, 396	9. 53	1. 03
11	Public utilities.....	558	541, 415	10. 20	1. 91
12	Quarry.....	119	12, 332	10. 22	1. 72
13	Marine.....	55	121, 936	10. 23	1. 89
14	Nonferrous metals.....	61	103, 413	10. 72	1. 63
15	Tanning and leather.....	70	52, 108	13. 38	. 52
16	Petroleum.....	133	643, 524	14. 04	1. 61
17	Miscellaneous products.....	158	125, 799	14. 06	1. 63
18	Sheet metal.....	179	129, 414	14. 97	1. 07
19	Food.....	411	263, 079	15. 52	1. 08
20	Paper and pulp.....	234	162, 310	17. 12	1. 94
21	Electric railway.....	45	120, 359	17. 46	1. 60
22	Woodworking.....	96	29, 002	18. 17	. 96
23	Automobile.....	56	266, 606	19. 68	1. 11
24	Clay products.....	37	15, 750	20. 19	1. 53
25	Foundry.....	120	68, 475	25. 37	1. 40
26	Refrigeration.....	62	18, 866	25. 71	2. 91
27	Construction.....	73	135, 872	28. 24	4. 52
28	Meat packing.....	70	147, 276	29. 22	1. 51
29	Mining.....	134	54, 978	49. 46	10. 14
30	Lumbering.....	33	23, 272	62. 69	3. 83

¹ The frequency rate is the number of lost-time accidents per million man-hours of exposure, and the severity rate is the number of days lost as the result of such injuries per thousand man-hours of exposure, including the standard charges for permanent disabilities and death. The industries are arranged by rank of frequency rate.

² Includes miscellaneous industries and has been corrected for certain duplications.

As is often the case, frequency rates and severity rates in a considerable number of industries did not go hand in hand when ranked according to degree. For instance, the cement industry, which had a low accident frequency (6.73), had a high severity rate (2.78); it was third in rank in frequency but twenty-sixth in rank in severity, indicating that while accidents occurred relatively less frequently than in most of the other industries, they tended to be much more severe. The tobacco industry experienced the lowest frequency rate and the second lowest severity rate. On the other hand, mining ranked twenty-ninth in frequency rating and thirtieth in severity rating.

Of much interest are the index numbers of accident frequency and severity rates given in the report, which trace the trends for both of these factors, by industries, from 1926 through 1935. The "all industry" index of accident frequency declined steadily, year by year, from 100 in 1926 to a low of 38.5 in 1932, the low point of the depression. In 1933 the index rose to 41.2, and in 1934 to 43.2, but during 1935 the index declined to 38.9, only slightly above the low of 1932. The index of severity rates followed a similar course

but with a lag of about a year, and the downward movement was not so steep. Compared with a general base of 100 in 1926, the index declined steadily to a low of 60.6 in 1933 (with the exception of 1929, which showed an increase over 1928), rose to 63.4 in 1934, only to decline to a new low of 56.6 in 1935. Similar data are given for each of the 30 industry classifications. The all-industry picture, however, as well as several of the individual-industry indexes, is not strictly comparable year by year, because 1926 is not the base year for every industry. In two instances 1927 is the base year, in four others 1928, and in two more 1929.

Another interesting feature of the report under review, in connection with occupational injuries, is the comparison of injury rates by size of establishment groups for 1934 and 1935 (table 2).

Table 2.—Occupational Injury Rates, by Size of Establishment Groups, 1934 and 1935

Size group	1935 rates		Percent of change, 1934-35, in—	
	Frequency	Severity	Frequency	Severity
All establishments.....	14.02	1.58	-10	-11
Large.....	13.15	1.54	-10	-11
Middle-sized.....	18.12	1.98	-9	-10
Small.....	19.91	1.59	-6	-15

The National Safety Council does not give the class limits for each of these groups, but does indicate that the sample includes about 90 percent of the total man-hours' exposure reported to the council in 1935, and that 40 percent of the reporting units were classified as "large", 40 percent as "small", and 20 percent as "middle-sized." The "large" class, however, reported 85 percent of the total man-hours and therefore predominated in the rate calculations for all groups combined.

The table shows that the large industrial establishments had both the lowest frequency and severity rates—a result one might anticipate because of the nature of the equipment and organization and the more extensive safety work usually carried on by large establishments. The better showing of the large establishments in 1934 was still further improved in 1935, since these units had the largest decline in both frequency and severity rates during the year. The difference between the large and middle-sized groups is an average of about five accidents per million man-hours' exposure, and between the large and small groups nearly seven such accidents. But whereas the frequency rate for small establishments is nearly two accidents per million man-hours above that of the middle-sized group, its severity rate is only 1.59 as compared with 1.98 for

the middle-sized group. The conclusions apparently indicated by these figures are that during 1935 the large reporting establishments were, on the whole, the safest; that accidents were most numerous in small establishments; but that the severity of accidents was highest in middle-sized establishments. Each of the groups, however, shows a decline in both frequency and severity rates from 1934.

Other interesting data given in the report cover motor-vehicle and home accidents, causes of various types of accidents, experiences of various age groups, accident experiences by nonmanufacturing industries, accident experiences of States and cities, and calculations based on State reports as to nature of injury and type of accident.

LABOR LAWS

Federal Law Establishing Labor Standards in Government Contracts

ON JUNE 30, 1936, the President approved an act of Congress establishing minimum labor standards for Government contracts. The act, commonly referred to as the Walsh-Healey law, requires persons having contracts with the Federal Government to comply with certain labor conditions in the performance of the contracts. It applies to goods upon which bids are submitted, but not to articles usually purchased in the open market, to farm, dairy and nursery products, or to transportation and communications contracts.

Heretofore, under the legal restrictions in force, Government offices have been required to award contracts to the lowest responsible bidder, regardless of the working conditions observed in the plant where the work was performed. The new law provides that contractors must be manufacturers of or regular dealers in the materials and supplies, etc., to be manufactured or used in the performance of the contract, and after October 1, 1936, every contract involving the purchase by the United States or any of its instrumentalities of supplies in an amount exceeding \$10,000 must contain an agreement on the part of the contractor that he will conform to the labor standards required by the act. Among other things, the contractor must agree to pay the prevailing wages as determined by the Secretary of Labor; establish an 8-hour day and a 40-hour week for employees doing the work; employ no male under 16, and no female under 18, and no convict labor; and guarantee that the employees will work under safe and healthy conditions. The observance of the safety, sanitary, and factory-inspection laws of the State in which the work is to be performed shall be considered evidence of compliance with the safety and health clause of the act.

As a result of an investigation conducted at the request of the Judiciary Committee of the House of Representatives, it was shown that, on account of the legal requirement that Government contracts be awarded to the lowest bidder, there had been a tendency "to depress the advance in wages and purchasing power achieved during the first 2 years of the administration." The Committee of the Judiciary, in reporting the bill and recommending its passage, stated its belief that the enactment of such a law would end "the present paradoxical and

unfair situation in which the Government on the one hand urges employers to maintain and uphold fair labor standards, and on the other hand gives vast orders for supplies and construction to the lowest bidder, often a contractor or manufacturer whose own labor policies offend all decent social standards."

The administration of the law is vested in the Secretary of Labor. Contractors violating an agreement will be subject to penalties; in addition the contract may be canceled by the contracting agency of the Government, and such agency may make open-market purchases or enter into other contracts for the completion of the original contract, and may charge any additional cost to the original contractor.

Authority is granted to the Comptroller General to furnish to Federal agencies the names of persons or firms found by the Secretary of Labor to have violated any of the agreements or representations required by the act. Unless the Secretary of Labor otherwise recommends, no additional contracts may be awarded to the offending party for a period of 3 years.

The text of the law follows:

SECTION 1. *Application of act: Stipulations.*—In any contract made and entered into by any executive department, independent establishment, or other agency or instrumentality of the United States, or by the District of Columbia, or by any corporation all the stock of which is beneficially owned by the United States (all the foregoing being hereinafter designated as agencies of the United States), for the manufacture or furnishing of materials, supplies, articles, and equipment in any amount exceeding \$10,000, there shall be included the following representations and stipulations:

(a) That the contractor is the manufacturer of or a regular dealer in the materials, supplies, articles, or equipment to be manufactured or used in the performance of the contract;

(b) That all persons employed by the contractor in the manufacture or furnishing of the materials, supplies, articles, or equipment used in the performance of the contract will be paid, without subsequent deduction or rebate on any account, not less than the minimum wages as determined by the Secretary of Labor to be the prevailing minimum wages for persons employed on similar work or in the particular or similar industries or groups of industries currently operating in the locality in which the materials, supplies, articles, or equipment are to be manufactured or furnished under said contract;

(c) That no person employed by the contractor in the manufacture or furnishing of the materials, supplies, articles, or equipment used in the performance of the contract shall be permitted to work in excess of 8 hours in any 1 day or in excess of 40 hours in any 1 week;

(d) That no male person under 16 years of age and no female person under 18 years of age and no convict labor will be employed by the contractor in the manufacture or production or furnishing of any of the materials, supplies, articles, or equipment included in such contract; and

(e) That no part of such contract will be performed nor will any of the materials, supplies, articles, or equipment to be manufactured or furnished under said contract be manufactured or fabricated in any plants, factories, buildings, or surroundings or under working conditions which are unsanitary or hazardous or

dangerous to the health and safety of employees engaged in the performance of said contract. Compliance with the safety, sanitary, and factory inspection laws of the State in which the work or part thereof is to be performed shall be prima-facie evidence of compliance with this subsection.

Sec. 2. *Violations.*—That any breach or violation of any of the representations and stipulations in any contract for the purposes set forth in section 1 hereof shall render the party responsible therefor liable to the United States of America for liquidated damages, in addition to damages for any other breach of such contract, the sum of \$10 per day for each male person under 16 years of age or each female person under 18 years of age, or each convict laborer knowingly employed in the performance of such contract, and a sum equal to the amount of any deductions, rebates, refunds, or underpayment of wages due to any employee engaged in the performance of such contract; and, in addition, the agency of the United States entering into such contract shall have the right to cancel same and to make open-market purchases or enter into other contracts for the completion of the original contract, charging any additional cost to the original contractor. Any sums of money due to the United States of America by reason of any violation of any of the representations and stipulations of said contract set forth in section 1 hereof may be withheld from any amounts due on any such contracts or may be recovered in suits brought in the name of the United States of America by the Attorney General thereof. All sums withheld or recovered as deductions, rebates, refunds, or underpayments of wages shall be held in a special deposit account and shall be paid, on order of the Secretary of Labor, directly to the employees who have been paid less than minimum rates of pay as set forth in such contracts and on whose account such sums were withheld or recovered: *Provided*, That no claims by employees for such payments shall be entertained unless made within 1 year from the date of actual notice to the contractor of the withholding or recovery of such sums by the United States of America.

Sec. 3. *List of persons breaching contract.*—The Comptroller General is authorized and directed to distribute a list to all agencies of the United States containing the names of persons or firms found by the Secretary of Labor to have breached any of the agreements or representations required by this act. Unless the Secretary of Labor otherwise recommends no contracts shall be awarded to such persons or firms or to any firm, corporation, partnership, or association in which such persons or firms have a controlling interest until 3 years have elapsed from the date the Secretary of Labor determines such breach to have occurred.

Sec. 4. *Administration.*—The Secretary of Labor is hereby authorized and directed to administer the provisions of this act and to utilize such Federal officers and employees and, with the consent of the State such State and local officers and employees as he may find necessary to assist in the administration of this act and to prescribe rules and regulations with respect thereto. The Secretary shall appoint, without regard to the provisions of the civil-service laws but subject to the Classification Act of 1923, an administrative officer, and such attorneys and experts, and shall appoint such other employees with regard to existing laws applicable to the employment and compensation of officers and employees of the United States, as he may from time to time find necessary for the administration of this act. The Secretary of Labor or his authorized representatives shall have power to make investigations and findings as herein provided, and prosecute any inquiry necessary to his functions in any part of the United States. The Secretary of Labor shall have authority from time to time to make, amend, and rescind such rules and regulations as may be necessary to carry out the provisions of this act.

Sec. 5. *Hearings.*—Upon his own motion or on application of any person affected by any ruling of any agency of the United States in relation to any

proposal or contract involving any of the provisions of this act, and on complaint of a breach or violation of any representation or stipulation as herein provided, the Secretary of Labor, or an impartial representative designated by him, shall have the power to hold hearings and to issue orders requiring the attendance and testimony of witnesses and the production of evidence under oath. Witnesses shall be paid the same fees and mileage that are paid witnesses in the courts of the United States. In case of contumacy, failure, or refusal of any person to obey such an order, any district court of the United States or of any Territory or possession, or the Supreme Court of the District of Columbia, within the jurisdiction of which the inquiry is carried on, or within the jurisdiction of which said person who is guilty of contumacy, failure, or refusal is found, or resides or transacts business, upon the application by the Secretary of Labor or representative designated by him, shall have jurisdiction to issue to such person an order requiring such person to appear before him or representative designated by him, to produce evidence if, as, and when so ordered, and to give testimony relating to the matter under investigation or in question; and any failure to obey such order of the court may be punished by said court as a contempt thereof; and shall make findings of fact after notice and hearing, which findings shall be conclusive upon all agencies of the United States, and if supported by the preponderance of the evidence, shall be conclusive in any court of the United States, and the Secretary of Labor or authorized representative shall have the power, and is hereby authorized, to make such decisions, based upon findings of fact, as are deemed to be necessary to enforce the provisions of this act.

SEC. 6. *Modification of contracts.*—Upon a written finding by the head of the contracting agency or department that the inclusion in the proposal or contract of the representations or stipulations set forth in section 1 will seriously impair the conduct of Government business, the Secretary of Labor shall make exceptions in specific cases or otherwise when justice or public interest will be served thereby. Upon the joint recommendation of the contracting agency and the contractor, the Secretary of Labor may modify the terms of an existing contract respecting minimum rates of pay and maximum hours of labor as he may find necessary and proper in the public interest or to prevent injustice and undue hardship. The Secretary of Labor may provide reasonable limitations and may make rules and regulations allowing reasonable variations, tolerances, and exemptions to and from any or all provisions of this act respecting minimum rates of pay and maximum hours of labor or the extent of the application of this act to contractors, as hereinbefore described. Whenever the Secretary of Labor shall permit an increase in the maximum hours of labor stipulated in the contract, he shall set a rate of pay for any overtime, which rate shall be not less than one and one-half times the basic hourly rate received by any employee affected.

SEC. 7. *Use of term.*—Whenever used in this act, the word "person" includes one or more individuals, partnerships, associations, corporations, legal representatives, trustees, trustees in bankruptcy, or receivers.

SEC. 8. *Application to other acts.*—The provisions of this act shall not be construed to modify or amend title III of the act entitled "An act making appropriations for the Treasury and Post Office Departments for the fiscal year ending June 30, 1934, and for other purposes", approved May 3, 1933 (commonly known as the Buy American Act), nor shall the provisions of this act be construed to modify or amend the act entitled "An act relating to the rate of wages for laborers and mechanics employed on public buildings of the United States and the District of Columbia by contractors and subcontractors, and for other purposes", approved March 3, 1931 (commonly known as the Bacon-Davis Act), as amended from time to time, nor the labor provisions of title II of the National Industrial Recovery Act, approved June 16, 1933, as extended, or of section 7 of the Emer-

gency Relief Appropriation Act, approved April 8, 1935; nor shall the provisions of this act be construed to modify or amend the act entitled "An act to provide for the diversification of employment of Federal prisoners, for their training and schooling in trades and occupations, and for other purposes", approved May 27, 1930, as amended and supplemented by the act approved June 23, 1934.

SEC. 9. *Exceptions.*—This act shall not apply to purchases of such materials, supplies, articles, or equipment as may usually be bought in the open market; nor shall this act apply to perishables, including dairy, livestock, and nursery products, or to agricultural or farm products processed for first sale by the original producers; nor to any contracts made by the Secretary of Agriculture for the purchase of agricultural commodities or the products thereof. Nothing in this act shall be construed to apply to carriage of freight or personnel by vessel, airplane, bus, truck, express, or railway line where published tariff rates are in effect or to common carriers subject to the Communications Act of 1934.

SEC. 10. *Separability clause.*—If any provision of this act, or the application thereof to any persons or circumstances, is held invalid, the remainder of the act, and the application of such provisions to other persons or circumstances, shall not be affected thereby.

SEC. 11. *Effective date.*—This act shall apply to all contracts entered into pursuant to invitations for bids issued on or after 90 days from the effective date of this act: *Provided, however,* That the provisions requiring the inclusion of representations with respect to minimum wages shall apply only to purchases or contracts relating to such industries as have been the subject matter of a determination by the Secretary of Labor.

Federal Labor Legislation, 1936

MANY acts affecting the welfare of the workers either directly or indirectly were enacted by the second session ¹ of the Seventy-fourth Congress of the United States which convened on January 3, 1936, and adjourned June 20, 1936. Several important labor bills failed of passage in the closing days of the session, notably those to replace the recently outlawed National Bituminous Coal Act, to regulate and stabilize the steel and textile industries and to provide low-cost housing.

The present article summarizes the main provisions of the acts passed in 1936 which are of general or particular interest to labor.

Labor-Standards Requirements in Government Contracts

PROBABLY one of the most important laws passed by the Congress in 1936, as respects labor, was an act designed to maintain proper standards of hours, wages, and working conditions on Government contracts ² (Public Act No. 846). The law is applicable to all contracts made by the Government for the manufacture or the furnishing of materials, etc., in the amount of more than \$10,000. Certain prescribed labor standards must be maintained by the contractor, including an 8-hour day, 40-hour week, prohibition of child labor, and the labor of prisoners, and maintenance of the prevailing rate of wages in the locality where the work is to be performed. The administration of the law has been placed under the jurisdiction of the Secretary of Labor, who may promulgate necessary rules and regulations to carry out the provisions of the act, which will become effective October 1, 1936.

Labor Disputes

BY THE provisions of Public Act No. 776, Congress prohibited the interstate transportation of persons for the purpose of interfering with the right of peaceful picketing during labor controversies. In reporting the bill to Congress, the Judiciary Committee declared that the legislation was aimed at those persons and organizations whose regular business was the furnishing, for large fees, of strike-breakers to take part in labor controversies. It was shown that such organiza-

¹ For labor legislation enacted at the first session, see *Monthly Labor Review* for December 1935 (pp. 1529-1541).

² See p. 368 of this issue for analysis and text of law.

tions created business unrest by stirring up industrial disorder for the purpose of contracting with the employer to suppress it.

The act provides as follows:

Whoever shall knowingly transport or cause to be transported, or aid or abet in transporting, in interstate or foreign commerce, any person with intent to employ such person to obstruct or interfere, in any manner, with the right of peaceful picketing during any labor controversy affecting wages, hours, or conditions of labor, or the right of organization for the purpose of collective bargaining, shall be deemed guilty of a felony and shall be punishable by a fine not exceeding \$5,000, or by imprisonment not exceeding 2 years, or both, in the discretion of the court.

Application of State Workmen's Compensation Laws to Federal Property

DURING the closing days of the 1936 Congress, legislation was adopted granting to the States jurisdiction and authority to apply their State workmen's compensation laws on all property belonging to the Federal Government (Public Act No. 814). Many employees engaged on the construction, etc., of public buildings and works of the United States have been deprived of workmen's compensation when injury or death has resulted from an industrial accident.

The text of this important act is as follows:

SECTION 1. *Application of acts.*—That whatsoever constituted authority of each of the several States is charged with the enforcement of and requiring compliances with the State workmen's compensation laws of said States and with the enforcement of and requiring compliance with the orders, decisions, and awards of said constituted authority of said States hereafter shall have the power and authority to apply such laws to all lands and premises owned or held by the United States of America by deed or act of cession, by purchase or otherwise, which is within the exterior boundaries of any State, and to all projects, buildings, constructions, improvements, and property belonging to the United States of America, which is within the exterior boundaries of any State, in the same way and to the same extent as if said premises were under the exclusive jurisdiction of the State within whose exterior boundaries such place may be.

SEC. 2. *Authority of enforcement.*—For the purposes set out in section 1 of this act, the United States of America hereby vests in the several States within whose exterior boundaries such place may be, insofar as the enforcement of State workmen's compensation laws are affected, the right, power, and authority aforesaid: *Provided, however,* That by the passage of this act the United States of America in nowise relinquishes its jurisdiction for any purpose over the property named, with the exception of extending to the several States within whose exterior boundaries such place may be only the powers above enumerated relating to the enforcement of their State workmen's compensation laws as herein designated: *Provided further,* That nothing in this act shall be construed to modify or amend the United States Employees' Compensation Act as amended from time to time (Act of Sept. 7, 1916, 39 Stat. 742, U. S. C., title 5, and supplement, sec. 751 et seq.).

Transportation

Air transportation.—By the provisions of Public Act No. 487, the Railway Labor Act³ was amended by subjecting to its provisions

³ See Monthly Labor Review for August 1934 (p. 354).

common carriers by air engaged in interstate or foreign commerce, as well as those carriers engaged in the transportation of the mails, including the employees of such carriers. Hereafter, employees of air-transportation companies will be assured of the right to organize and bargain collectively through representatives of their own choosing.

All the duties, benefits, and privileges contained in the Railway Labor Act, except those in reference to the National Railroad Adjustment Board, are now to apply to carriers by air and their employees, and the National Labor Relations Board is no longer to have jurisdiction of disputes arising in the air-transportation industry.

In order that disputes between carriers by air and employees may be adjusted without delay, it is provided that the services of the National Mediation Board may be invoked when disputes involving changes in rates of pay, rules, or working conditions cannot be adjusted. Certain other disputes may also be referred to this board, and the board may proffer its services in emergency labor cases.

All carriers and their employees, acting through their representatives, are required by the amended act to establish a board of adjustment, and by agreement between employees and carriers, such boards may be established for groups of carriers or for certain classes of employees. In addition, the employees and carriers may by agreement establish a national board of adjustment of temporary duration. If disputes between employees and carriers growing out of grievances or out of the interpretation or application of agreements concerning rates of pay, rules, or working conditions cannot be adjusted, the dispute may be referred to the proper adjustment board.

If at any time the National Mediation Board decides that a permanent national board of adjustment is necessary, it may direct the carriers and their employees to establish a board of four members, to be known as the National Air Transport Adjustment Board. Two members are to be selected by the carriers and two by representatives of the employees. This board is to settle disputes between the carriers and their employees growing out of grievances or out of the interpretation or application of agreements between the carriers and their employees covering rates of pay, rules, or working conditions.

After the permanent National Air Transport Adjustment Board is organized, if any regional or other board of adjustment is not satisfactory to either party to a dispute, it may upon 90 days' notice to the other party, elect to come under the jurisdiction of the National Air Transport Adjustment Board.

Maritime employment.—Several laws were passed governing the employment of labor on vessels. By Public Act No. 808, it is provided that hereafter 75 percent of the crew of every American ship, exclusive of licensed officers, must be citizens of the United States. Heretofore, such ships might employ any number of noncitizens,

except licensed officers, and in the case of those ships receiving Federal subsidy at least 66% percent had to be citizens of the United States.

Licensed officers, coal passers, and sailors have been placed on the 3-watch basis, granting them the 8-hour day at sea. In place of the 9-hour day when in safe harbor the new act provides for the establishment of an 8-hour day. The act also provides for the monthly inspection of the crew quarters of American vessels to ascertain whether they meet the requirements as to size and sanitation, and for the issuance of certificates of service after examination and of "continuous discharge books", the latter to serve as a means of identification and a record of employment.

Other benefits to sea workers are included under the terms of the Ship Subsidy Act (Public, No. 835). The United States Maritime Commission established by the act is authorized to investigate employment and wage conditions in ocean transportation, and to incorporate in subsidy contracts minimum manning and wage standards, and reasonable working standards. Public Act No. 622 provides that the name of the Bureau of Navigation and Steamboat Inspection, in the Department of Commerce, be changed to the Bureau of Marine Inspection and Navigation. The act also creates a marine casualty investigation board, and provides for stricter and more efficient administration of the steamboat-inspection laws.

Three acts were passed to provide for the safety of passengers and employees of vessels while at sea. Certain passenger vessels are now required (Public, No. 712) to be equipped with automatic sprinkler systems, and existing laws covering the inspection, etc., of steam vessels were extended (Public, No. 722) so as to cover certain other seagoing vessels. By the provisions of Public Act No. 765, vessels which have on board any inflammable or combustible liquid cargo must comply with regulations of the Board of Supervising Inspectors.

Legislation Affecting Federal Employees

A NUMBER of acts directly affecting employees of the Government were passed in 1936. The Federal Employees' Compensation Act was liberalized (Public Act No. 579),⁴ by authorizing the payment of an additional award of not more than \$50 a month to an employee permanently and totally disabled who requires the constant services of an attendant.

Two acts standardized and liberalized the annual- and sick-leave provisions. Post Office Department employees, teachers employed by the District of Columbia, and certain employees stationed in the Panama Canal Zone, were, however, excepted. By the provisions of Public Act No. 471, permanent employees of the Government are

⁴ See text of amendment in Monthly Labor Review for July 1936 (p. 84).

given 26 days of annual leave, Sundays and holidays excluded, cumulative to 60 days. Temporary employees, heretofore deprived of leave will receive $2\frac{1}{2}$ days for every month of service. By the provisions of this act, Congress also took cognizance of the overtime work performed in many of the Government establishments, by requiring each agency to record the performance of all such work and report the same monthly to the Civil Service Commission. The Commission in turn must file a report with Congress by January 31, 1937. Sick-leave provisions were changed by Congress under the terms of Act No. 472. Hereafter all Government employees will be entitled to sick leave at the rate of $1\frac{1}{4}$ days for each month of service, with a maximum limitation of 90 days.

At this session Congress strengthened the civil-service retirement fund by appropriating a sum sufficient to assure its actuarial stability (Public, No. 479). This system is a contributory one, by which the employee pays $3\frac{1}{2}$ percent of his annual salary, and the Government an amount adequate for financing its liability created by the Civil Service Retirement Act. The retirement system was extended to certain employees of the Federal Bureau of Investigation of the Department of Justice (Public, No. 764), and the provisions of the Panama Canal Zone Act authorizing the retirement of employees of the Canal Zone were liberalized (Public, No. 784).

By the provisions of Public Act No. 836 Congress authorized the retirement of employees of the Alaska Railroad who are citizens of the United States. Public Act No. 417 requires civilian members of the teaching staffs at the United States Naval Academy and Postgraduate School, as part of their contract of employment, to carry a deferred annuity policy, having no cash surrender provision, from a joint-stock life-insurance corporation. Such persons in the employ of the Academy after January 16, 1936, must contribute a certain percentage of their basic monthly salary toward the purchase of the annuity. Persons employed prior to this date may, within 60 days, apply for participation in the benefits of the act. The retirement age has been fixed at 65 years.

Several acts were passed relating to persons employed in the Post Office Department. One act (Public, No. 641) provided for the appointment of substitute postal employees, while another (Public, No. 619) concerned the adjustment of compensation of division superintendents and other employees of the Railway Mail Service. Employees in the mail-equipment shops were given the benefits of an act passed in the first session establishing a 40-hour week for postal employees (Public, No. 575). The act sought to correct a pay loss when the employees were placed on a 5-day week.

An act (Public, No. 817) of special interest to the employees of the Bureau of Engraving and Printing provides that all employees in this

governmental establishment shall receive for a 40-hour week, the same compensation they received for a 44-hour week.

Several other acts affecting Government employees included Public Act No. 618, which authorized the withholding of compensation of employees indebted to the Government; and Public Act No. 667, authorizing the furnishing of transportation to persons in the service of the United States in the Virgin Islands.

Legislation Applicable to the District of Columbia

FOR THE safety of persons engaged in the operation of steam boilers in the District of Columbia, Congress passed an act (Public, No. 794) providing for the inspection of such boilers. In 1935 Congress passed an unemployment insurance law for the benefit of private employees in the District of Columbia.⁵ An amendment to this law was adopted in 1936 providing for the exemption of persons performing service for religious institutions and schools maintained by them, as well as colleges and universities not conducted for profit (Public Act No. 446).

By a joint resolution (Pub. Res. No. 114), Congress declared December 26, 1936, a legal holiday in the District of Columbia.

Investigations of Interest to Labor

THREE resolutions passed by the Senate and House of Representatives may be noted. By the terms of a Senate resolution (S. Res. 266) the Committee on Education and Labor was directed to investigate any violations of the right of free speech and assembly and any undue interference with the rights of labor to organize and bargain collectively. Another Senate resolution (S. Res. 298) directed the Secretary of Labor to make an investigation and survey of the social and economic needs of laborers migrating across State lines. By the terms of a resolution in the House of Representatives (H. Res. 49), the Secretary of Labor was directed to compile a list of labor-saving devices placed in use since December 31, 1920, and to estimate the number of persons deprived of employment as a result of the use of such devices. A report of the findings by the Secretary is to be filed with the House of Representatives. The resolution also provided that the list of labor-saving devices is to be kept current from year to year.

Miscellaneous Legislation

Vocational education.—By the provisions of Public, No. 673, appropriations of \$12,000,000 annually were authorized to further the development of vocational education in the several States and Territories. Money paid to each State under this act must be matched by State or local funds equal to 50 percent of the appropriations granted

⁵ See Monthly Labor Review for October 1935 (pp. 926, 927).

until June 30, 1942; 60 percent for the year ending June 30, 1943; 70 percent in 1944; 80 percent in 1945; 90 percent in 1946, and 100 percent thereafter. Each State is to be allotted at least \$20,000. To prevent improper use of these funds, the use of funds in industrial-plant training programs is forbidden unless the training is bona fide and not a means to utilize the services of vocational trainees for profit.

Relief.—The Deficiency Relief Appropriation Act (Public, No. 739) approved by the President on June 22, 1936, appropriated the sum of \$1,425,000,000 for relief for the fiscal years 1936 and 1937, to be used at the discretion and under the direction of the President.

This money is to be expended on the following classes of projects: (a) Highways, roads, and streets, \$413,250,000; (b) public buildings, \$156,750,000; (c) parks and other recreational facilities, including buildings therein, \$156,750,000; (d) public utilities, including sewer systems, water supply and purification, airports, and other transportation facilities, \$171,000,000; (e) flood control and other conservation, \$128,250,000; (f) "white-collar" projects, \$85,500,000; (g) women's projects, \$85,500,000; (h) miscellaneous work projects, \$71,250,000; (i) National Youth Administration, \$71,250,000; and (j) rural rehabilitation loans and relief to farmers, \$85,500,000. The President was authorized, however, to increase these amounts by using unexpended funds appropriated by the Emergency Relief Appropriation Act of 1935, and he may also increase such amounts by not more than 15 percent by transferring funds from one class to another.

The act contains several provisions of special interest to labor. It prohibits the employment of aliens who are illegally in the United States, and requires that appointments to Federal positions of an administrative or advisory character must be made from residents of the State where the work is to be done. It is also provided that the prevailing rate of wages must be paid on relief projects, and that persons in need but not on the relief rolls may be employed on such projects.

Housing.—Two laws were passed at the recent session of Congress in relation to housing. By the provisions of Public Act No. 525, the Reconstruction Finance Corporation was authorized to make loans to corporations, partnerships, and individuals, and States and other governmental agencies, for replacing and rebuilding homes and other property damaged by floods or other catastrophes. An amendment (Public, No. 486) to title 1 of the National Housing Act authorized the Federal Housing Administration to continue until April 1, 1937, the insurance of lending institutions against losses in making advances of credit to finance home owners and tenants in rebuilding and repairing dwellings, apartment houses, and other buildings.

Assistance to blind.—With the purpose of assisting blind persons in enlarging their economic opportunities, Congress authorized by Public Act No. 732 the operation of vending stands in Federal Buildings by such persons. The Office of Education in the Department of the Interior, under the direction of the Commissioner of Education, was empowered among other things to—

(1) Make surveys of concession-stand opportunities for blind persons in Federal and other buildings in the United States;

(2) Make surveys throughout the United States of industries with a view to obtaining information that will assist blind persons to obtain employment;

(3) Make available to the public, and especially to persons and organizations engaged in work for the blind, information obtained as a result of such surveys;

(4) Designate as provided in section 3 of this act the State commission for the blind in each State, or, in any State in which there is no such commission some other public agency to issue licenses to blind persons who are citizens of the United States and at least 21 years of age for the operating of vending stands in Federal and other buildings in such State for the vending of newspapers, periodicals, confections, tobacco products, and such other articles as may be approved for each building by the custodian thereof and the State licensing agency.

EDUCATION AND TRAINING

Training Unemployed Girls for Domestic Service

TRAINING activities for girls along domestic lines can frequently be undertaken by young women's organizations without any great expansion of the sponsoring bodies. The Emanu-El Sisterhood House in San Francisco, for example, gives instruction in switch-board operation and housekeeping to girls in return for service by the hour. Jobless students are engaged as waitresses at \$2.50 per week and are trained in the occupation at the Sisterhood's dinner table; for service at teas in the Sisterhood House they are paid 25 cents per hour. During the past year about 20 girls have been trained under this procedure, and practically all have secured regular jobs. An account of this experiment and of the following domestic-training schemes is given in *Youth—Finding Jobs*, by D. L. Harley, published by the Committee on Youth Problems, United States Office of Education (Bulletin, 1936, No. 18-V).

Girls from 18 to 25 years of age, members of the Girls' Emergency Cooperative, Oakland, Calif., which was organized under the auspices of the Young Women's Christian Association, have been trained as waitresses and to do simple cooking in the cooperative's studio-workshop. Both theory and practice were included in the training, the latter through service in the Y. W. C. A. cafeteria and at special Y. W. C. A. dinners.

As the girls became more skillful in their work they were sent out to fill temporary positions made available through the Women's Free Employment Bureau. In this way several of the trainees built up their own clientele. Others arranged with the Y. W. C. A. to give their services as household assistants in exchange for sun baths and swimming and for oranges and milk. The food was especially beneficial, as the girls were not getting proper nourishment in their homes. After a year's existence the cooperative had 57 members; 35 had secured employment—24 in domestic service or as waitresses in restaurants. Later on, only three or four girls were without jobs and the organization ceased to be cooperative.

At Liberty, Utah, jobless girls who have taken the full domestic service course at an experimental school camp are assigned to homes to get experience and additional training, through the cooperation of

the women's clubs of Ogden and Salt Lake and the various employment offices. In schemes of this kind, which are quite numerous, a certain amount of control over working conditions is necessary. The following code is recommended by the Big Sister Organization of Scranton, Pa., in connection with the placement of girls in household employment on an "apprenticeship" basis:

- (1) A clear understanding between the employer and employee of the requirements of the position, before the position is accepted.
- (2) A written copy of the day's program, with duties clearly defined and provision for emergencies.
- (3) Total actual working hours not to exceed 66 a week; a 24-hour leave to be granted weekly, including Sunday afternoon and evening and one or two other evenings; an hour's free time to be provided every afternoon.
- (4) Four out of the eight holidays, and 1 week of annual leave with pay.
- (5) Overtime to be compensated for by extra time off within a month.
- (6) Minimum wage of \$6 a week, with board and room, payment to be weekly or monthly.
- (7) Opportunity to attend the church of the employee's choice.
- (8) One week's notice of termination of services, or a week's pay.
- (9) Living accommodations to include a room of the employee's own, furnished simply but attractively; access to bath facilities; a room where she may entertain her guests; adequate heat, light, and food.
- (10) The question of compensation for injury to be dealt with by accident insurance carried by the employer, preferably a blanket policy covering the holder of the position rather than the individual.

Progress of Vocational Education in China

VOCATIONAL educational schools recently established in China are making rapid headway, according to a report of the Ministry of Education of that country for 1934, data from which are published in the March 1936 number of *News for Overseas*, issued by the International Relations Committee, Nanking.

In 1934 the agricultural, industrial, commercial, home economics, and other vocational institutions in China numbered 372 and had an attendance of 38,355. The total number of classes was 1,376 and the operating budget, \$6,275,068 (United States currency, \$2,139,171).¹

In the same year 102 agricultural and vocational schools were opened with 7,573 enrolled students. In addition to general farming, the subjects taught included animal industry, cotton growing, horticulture, fishery education, forestry, marine products, poultry, reclamation, sericulture, and tea cultivation.

Industrial subjects, it is reported, are becoming more attractive to Chinese young people. In the year under review 10,339 students were registered in 122 industrial schools offering courses in carving, drafting, dyeing, simple chemical engineering, simple mechanical

¹ A average rate of exchange of Yuan dollar in 1934=34.09 cents in United States currency.

and electrical engineering, photography, porcelain, printing, sheet-metal work, surveying, telegraphy, textiles, and woodwork, etc.

The commercial schools totaled 81 in 1934 and ranked second in the enrollment of students. The curriculum included accounting and auditing, advertising, bookkeeping, shorthand, typewriting, etc.

Ambitious young women in China are taking courses in home economics, 1,980 girls in the period surveyed having entered 39 schools providing instruction in cooking, embroidery, housekeeping, midwifery, nursing, pharmacy, sewing, etc.

Other vocational subjects, including fine arts, salt administration, public finance, English teaching, drama, library science, physical education, drawing, music, and applied arts, were taught in 28 schools in 1934, and 2,405 students prepared themselves for these vocations.

In both junior and senior vocational schools the curriculum must conform to the program and regulations prescribed by the Ministry of Education. Shops, factories, and experimental farm stations must be provided by the schools for the practical instruction of students. Practice may also be had in cooperation with farms, factories, and city business establishments.

INDUSTRIAL DISPUTES

Trend of Strikes

PRELIMINARY information indicates a downward trend from May to June 1936 in the number of strikes beginning in each month. The decrease in number of strikes amounted to approximately 15 percent. Fewer workers went on strike in June than in May but, due to the strikes which continued into June from previous months, the number of workers involved in strikes during the month was somewhat greater than in May, and the number of man-days of idleness in June as a result of strikes was greater than in May by about 25 percent.

Comparing June 1936 with June a year ago, the strikes beginning in each of the two months were about equal in number; there were about 20 percent more workers involved in the strikes beginning in June 1936 than a year ago; but the number of man-days idle in June 1936 was approximately 7 percent lower than in June 1935. Last year the general lumber strike in the Pacific Northwest, which began in May, was in progress during June and this accounted for a considerable portion of the man-days of idleness during that month.

An analysis of strikes in June 1936, based on detailed and verified information, will appear in the Monthly Labor Review for October 1936.

Trend of Strikes, January 1935 to June 1936 ¹

Year and month	Number of strikes					Workers involved in strikes		Man-days idle during month
	Continued from preceding month	Beginning in month	In progress during month	Ended in month	In effect at end of month	Beginning in month	In progress during month	
1935								
January	73	140	213	130	83	81, 194	92, 630	720, 778
February	83	149	232	130	102	64, 238	96, 533	836, 498
March	102	175	277	163	114	53, 089	98, 457	966, 980
April	114	180	294	161	133	67, 857	124, 174	1, 178, 851
May	133	174	307	177	130	102, 491	151, 163	1, 697, 848
June	130	189	319	186	133	48, 917	129, 784	1, 311, 278
July	133	184	317	179	138	70, 046	141, 829	1, 297, 730
August	138	239	377	228	149	74, 313	150, 835	1, 191, 663
September	149 ¹	162	311	169	142	453, 820	514, 427	3, 027, 040
October	142	190	332	200	132	48, 223	133, 742	1, 562, 908
November	132	142	274	154	120	38, 279	100, 732	1, 003, 852
December	120	90	210	126	84	14, 746	61, 782	660, 911
1936								
January	84	160	244	145	99	31, 672	58, 419	635, 730
February	99	142	241	123	118	63, 090	89, 706	751, 228
March	118	174	292	170	122	74, 970	122, 265	1, 338, 444
April	122	158	280	164	116	62, 551	92, 900	697, 331
May ¹	116	210	326	203	123	74, 000	123, 000	985, 000
June ¹	123	180	303	161	142	59, 000	133, 000	1, 225, 000

¹ Strikes involving fewer than 6 workers or lasting less than 1 day are not included in this table, nor in the following tables. Notices or leads regarding strikes are obtained by the Bureau from 670 daily papers, labor papers, and trade journals, as well as from all Government labor boards. Schedules are sent to representatives of the parties in the disputes in order to get detailed and authentic information. Since there is delay in the return of some of these schedules, the figures given for the late months are not all inclusive and are, therefore, subject to change as additional information is received. This is particularly true with regard to figures for the last 2 months, and these should be considered as preliminary estimates.

Analysis of Strikes in April 1936 ¹

DETAILED and verified information has been obtained on 158 strikes which began in April, involving 62,500 workers. These strikes, plus 122 which began prior to but continued into April, make a known total of 280 strikes in progress, involving approximately 93,000 workers and resulting in 697,000 man-days of idleness during the month. (Notices from newspapers or other sources have been obtained concerning 17 disputes beginning in April on which enough information has not been received to justify their inclusion in the figures at the present time. The following analysis is necessarily based on the strikes on which detailed reports have been secured.)

Of the 158 strikes beginning in April, 96 or approximately 60 per cent were in 5 industry groups: Textiles (33), building and construction (19), transportation (12), trade (12), lumber and allied products (10), and mining (10). The industries affected by the most man-

¹ As schedules on all strikes have not yet been received (see footnote 1 to table above), the following tables include most but not all the strikes beginning or ending in this month. Data on missing strikes will be included in the annual report.

days of idleness during the month were textiles (200,000), mining (155,000), lumber and allied products (70,000), and domestic and personal service (44,000).

Table 1.—Strikes in April 1936, by Industry

Industry	Beginning in April		In progress during April		Man-days idle during April
	Number	Workers involved	Number	Workers involved	
All industries.....	158	62,551	280	92,900	697,331
Iron and steel and their products, not including machinery.....	3	1,332	5	1,563	15,723
Blast furnaces, steel works, and rolling mills.....	2	1,197	2	1,197	9,842
Hardware.....	1		1	31	806
Stoves.....	1	135	1	135	675
Wirework.....			1	200	4,400
Machinery, not including transportation equipment.....	8	1,130	11	1,386	5,708
Electrical machinery, apparatus, and supplies.....			1	14	182
Engines, turbines, tractors, and water wheels.....	1	635	1	635	1,270
Foundry and machine-shop products.....	5	270	6	312	3,006
Radios and phonographs.....	1	25	2	225	450
Other.....	1	200	1	200	800
Transportation equipment.....	2	530	6	1,790	20,700
Automobiles, bodies and parts.....	1	280	4	1,090	8,300
Shipbuilding.....	1	250	2	700	12,400
Nonferrous metals and their products.....	3	138	5	401	6,562
Stamped and enameled ware.....	2	132	2	132	1,352
Other.....	1	6	3	269	5,210
Lumber and allied products.....	10	2,921	27	5,289	70,366
Furniture.....	4	1,288	11	1,687	24,472
Millwork and planing.....	1	180	5	469	4,306
Sawmills and logging camps.....	4	823	8	1,919	19,829
Other.....	1	630	3	1,214	21,759
Stone, clay, and glass products.....	1	100	1	100	1,200
Glass.....	1	100	1	100	1,200
Textiles and their products.....	33	7,788	74	16,215	200,178
Fabrics.....					
Carpet and rugs.....	1	350	1	350	1,400
Cotton goods.....	5	3,690	8	6,134	92,750
Dyeing and finishing textiles.....	1	41	1	41	41
Silk and rayon goods.....	6	329	17	2,483	33,947
Woolen and worsted goods.....	4	351	4	351	1,392
Other.....			3	455	4,815
Wearing apparel.....					
Clothing, men's.....			2	193	4,246
Clothing, women's.....	7	1,007	17	1,707	14,182
Men's furnishings.....	1	200	1	200	2,800
Hats, caps, and millinery.....	1	37	4	451	5,657
Shirts and collars.....	2	350	3	468	7,090
Hosiery.....	4	1,233	8	2,833	25,712
Knit goods.....			3	214	2,376
Other.....	1	200	2	335	3,770
Leather and its manufactures.....	5	3,864	9	4,303	12,974
Boots and shoes.....	3	238	4	463	5,006
Leather.....	2	3,626	2	3,626	3,652
Other leather goods.....			3	214	4,316
Food and kindred products.....	6	279	10	731	6,777
Baking.....	4	227	6	502	6,031
Flour and grain mills.....	1	32	1	32	64
Ice cream.....	1	20	1	20	60
Slaughtering and meat packing.....			2	177	622
Paper and printing.....	5	1,782	11	2,202	21,394
Boxes, paper.....	2	1,348	3	1,538	10,872
Paper and pulp.....	1	276	2	401	5,510
Printing and publishing:					
Book and job.....			2	39	858
Newspapers and periodicals.....	1	8	2	29	134
Other.....	1	150	2	195	4,020
Chemicals and allied products.....	1	147	2	897	6,117
Chemicals.....			1	750	4,500
Other.....	1	147	1	147	1,617

Table 1.—Strikes in April 1936, by Industry—Continued

Industry	Beginning in April		In progress during April		Man-days idle during April
	Number	Workers involved	Number	Workers involved	
Miscellaneous manufacturing	8	323	9	323	1,439
Furriers and fur factories.....	2	63	2	63	673
Other.....	6	260	7	266	766
Extraction of minerals	10	9,832	17	15,834	155,223
Coal mining, anthracite.....	2	5,850	3	5,911	82,305
Coal mining, bituminous.....	4	1,923	8	7,464	51,005
Metalliferous mining.....	2	1,070	3	1,570	11,790
Quarrying and nonmetallic mining.....	2	189	3	889	10,123
Transportation and communication	12	2,826	21	4,293	33,629
Water transportation.....	9	2,018	15	3,318	25,397
Motor truck transportation.....	2	709	4	765	4,851
Taxicabs and miscellaneous.....	1	99	2	210	3,381
Trade	12	1,254	14	1,687	20,792
Wholesale.....	3	609	3	609	11,418
Retail.....	9	645	11	1,078	9,374
Domestic and personal service	5	20,275	11	24,570	43,539
Hotels, restaurants, and boarding houses.....	2	31	3	41	3,106
Personal service, barbers, beauty parlors.....	2	1 20,235	2	1 20,235	1 16,105
Laundries.....	—	—	3	1,271	4,642
Dyeing, cleaning, and pressing.....	1	9	2	3,009	19,518
Other.....	—	—	1	14	168
Professional service	2	17	2	17	113
Recreation and amusement.....	1	8	1	8	104
Professional.....	1	9	1	9	9
Building and construction	19	1,266	29	3,411	22,670
Buildings, exclusive of P. W. A.....	9	853	14	1,488	9,174
All other construction (bridges, docks, etc., and P. W. A. buildings).....	10	413	15	1,923	12,896
Agriculture, etc.	4	3,050	4	3,050	8,399
Agriculture.....	4	3,050	4	3,050	8,300
Relief work and W. P. A.	8	4,449	9	4,727	44,001
Other nonmanufacturing industries	1	48	3	105	526

¹ Includes figures for 20,000 barbers on strike in New York City. Although this many were involved in the strike before it was ended, only about 4,000 were out by the end of April.

Over 40 percent of the new strikes in April were in three States: Pennsylvania experienced 33, New York had 25, and Massachusetts 11. States in which there were as many as 24,000 man-days of idleness due to strikes during the month (the equivalent of about 1,000 persons for the entire month) were Alabama, California, Kentucky, Massachusetts, New York, Ohio, Pennsylvania, South Carolina, and Washington.

Table 2.—Strikes in April 1936, by States

State	Beginning in April		In progress during April		Man-days idle during April
	Num-ber	Workers involved	Num-ber	Workers involved	
All States.....	158	62,551	280	92,900	697,331
Alabama.....	3	1,222	7	3,119	46,332
Arizona.....	1	900	1	900	1,800
California.....	17	6,254	26	6,782	46,966
Connecticut.....	5	2,605	6	2,752	15,379
Florida.....	1	6	1	6	84
Georgia.....	1	1	1	58	580
Illinois.....	8	999	14	1,961	15,171
Indiana.....	3	325	5	742	6,531
Kansas.....	1	58	1	58	116
Kentucky.....	1	1	1	5,000	37,206
Louisiana.....	3	142	3	142	1,512
Maryland.....	1	100	3	253	2,083
Massachusetts.....	11	5,569	13	5,620	25,754
Michigan.....	5	946	6	952	9,190
Minnesota.....	1	1	1	1,100	3,300
Missouri.....	1	6	6	1,113	2,678
Montana.....	1	745	2	825	2,850
New Hampshire.....	1	1	1	225	2,700
New Jersey.....	4	607	16	1,462	15,728
New Mexico.....	1	1	1	500	9,000
New York.....	25	22,700	49	26,448	75,663
North Carolina.....	1	1	1	315	2,520
Ohio.....	7	694	17	3,369	52,108
Oregon.....	1	100	3	493	8,098
Pennsylvania.....	33	13,700	56	19,933	224,111
Rhode Island.....	3	236	4	393	3,003
South Carolina.....	4	1,231	6	2,068	35,087
Tennessee.....	2	470	2	470	4,750
Texas.....	5	600	5	600	2,547
Utah.....	1	325	1	325	1,300
Vermont.....	1	1	1	700	8,800
Washington.....	4	1,100	10	2,284	24,369
West Virginia.....	4	490	4	490	1,646
Wisconsin.....	4	421	5	442	1,869
Interstate.....	1	1	1	1,000	6,500

The strikes beginning in April in each industry group are classified in table 3 according to the number of workers involved. Nearly one-fifth of the 158 strikes involved fewer than 20 workers each and more than half of them involved fewer than 100 workers each. The average number of workers involved in the 158 strikes was 396. The only one in which more than 10,000 workers were involved was the strike of barbers in New York City which began on April 27.

Table 3.—Strikes Beginning in April 1936, Classified by Number of Workers Involved

Industrial group	Total	Number of strikes in which the number of workers involved was—						
		6 and under 20	20 and under 100	100 and under 500	500 and under 1,000	1,000 and under 5,000	5,000 and under 10,000	10,000 and over
All industries.....	158	30	55	50	13	8	1	1
<i>Manufacturing</i>								
Iron and steel and their products, not including machinery.....	3			2	1			
Machinery, not including transportation equipment.....	8	2	3	2	1			
Transportation equipment.....	2			2				
Nonferrous metals and their products.....	3	1	2					
Lumber and allied products.....	10	1	3	3	2	1		
Stone, clay, and glass products.....	1			1				
Textiles and their products.....	33	2	12	15	3	1		
Leather and its manufactures.....	5		3	1		1		
Food and kindred products.....	6	1	4	1				
Paper and printing.....	5	1		2	2			
Chemicals and allied products.....	1			1				
Miscellaneous manufactures.....	8	3	4	1				
<i>Nonmanufacturing</i>								
Extraction of minerals.....	10		1	6	1	1	1	
Transportation and communication.....	12	3	6	1	1	1		
Trade.....	12	6	3	3				
Domestic and personal service.....	5	2	2					1
Professional service.....	2	2						
Building and construction.....	19	6	9	4				
Agriculture, etc.....	4			2	1	1		
Relief work and W. P. A.....	8		2	3	1	2		
Other nonmanufacturing industries.....	1		1					

In 46 percent of the strikes beginning in April, including 73 percent of the total number of workers involved, the main issues were union recognition or other matters vital to the organization of the workers. In 37 percent of the strikes, including 19 percent of the workers, the major issues were wages or hours. This information is shown in table 4 in which the 158 strikes are classified according to the major issues involved. In the 23 strikes classified under "other" the issues were such matters as delayed pay, change in work schedule without increasing or decreasing the total number of hours per week, distribution of work, and increased work load.

Table 4.—Major Issues Involved in Strikes Beginning in April 1936

Major issues	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	158	100.0	62,551	100.0
Wages and hours.....	58	36.7	11,894	19.0
Wage increase.....	23	14.6	4,887	7.8
Wage decrease.....	22	13.8	5,301	8.5
Wage increase, hour decrease.....	11	7.0	1,300	2.1
Hour increase.....	2	1.3	406	.6
Organization.....	73	46.2	45,465	72.7
Recognition.....	12	7.6	6,537	10.5
Recognition and wages.....	12	7.6	1,559	2.5
Recognition and hours.....	2	1.3	48	(1)
Recognition, wages, and hours.....	25	15.8	27,684	44.3
Closed shop.....	10	6.3	1,399	2.2
Violation of agreement.....	2	1.3	7,255	11.6
Discrimination.....	10	6.3	983	1.6
Miscellaneous.....	27	17.1	5,192	8.3
Sympathy.....	3	1.9	447	.7
Jurisdiction.....	1	.6	60	.1
Other.....	23	14.6	4,685	7.5

¹ Less than $\frac{1}{10}$ of 1 percent.

The 164 strikes which ended in April had an average duration of approximately 27 calendar days. Thirty percent of them ended in less than a week after they began and 56 percent lasted less than one-half month. As shown by table 5, there were 13 strikes, however, which had been in progress for 3 months or more. The most important of these was the Strutwear Knitting Co. strike at Minneapolis, Minn., which began in August 1935 and was settled on April 4, 1936. Most of the others were small strikes against individual firms in various localities.

Table 5.—Duration of Strikes Ending in April 1936

Industrial group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than $\frac{1}{2}$ month	$\frac{1}{2}$ and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	164	49	43	26	23	10	13
<i>Manufacturing</i>							
Machinery, not including transportation equipment.....	9	1	5	2	—	1	—
Transportation equipment.....	4	1	—	—	1	—	2
Nonferrous metals and their products.....	3	—	2	1	—	—	—
Lumber and allied products.....	14	—	2	2	7	2	1
Stone, clay, and glass products.....	1	—	1	—	—	—	—
Textiles and their products.....	39	8	10	8	8	2	3
Leather and its manufactures.....	5	3	1	—	1	—	—
Food and kindred products.....	7	3	3	—	—	—	—
Paper and printing.....	5	—	2	1	2	—	—
Chemicals and allied products.....	2	—	1	—	1	—	—
Miscellaneous manufactures.....	7	3	3	—	1	—	—
<i>Nonmanufacturing</i>							
Extraction of minerals.....	12	6	3	1	—	1	1
Transportation and communication.....	15	5	6	—	—	2	2
Trade.....	8	4	—	4	—	—	—
Domestic and personal service.....	6	1	—	2	—	1	2
Building and construction.....	16	5	3	4	2	—	2
Agriculture, etc.....	2	2	—	—	—	—	—
Relief work and W. P. A.....	7	6	1	—	—	—	—
Other nonmanufacturing industries.....	2	1	—	—	—	1	—

Forty percent of the strikes ending in April, including 47 percent of the workers involved in these strikes, were settled through negotiations directly between the employers and representatives of the organized workers. Twenty-nine percent of the strikes, including 36 percent of the workers, were settled with the assistance of Government conciliators and labor boards. In 37 strikes, averaging about 100 workers each, no formal settlements were reached. In these cases the employees simply went back to work without settlements or they lost their jobs when new workers were hired to fill their places or when employers went out of business or moved their plants to new localities.

Table 6.—Methods of Negotiating Settlements of Strikes Ending in April 1936

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	164	100.0	43,900	100.0
Employers and workers directly.....	9	5.5	3,277	7.5
Employers and representatives of organized workers directly.....	66	40.2	20,651	47.1
Government conciliators or labor boards.....	48	29.3	15,633	35.6
Private conciliators or arbitrators.....	3	1.8	402	.9
Terminated without formal settlement.....	37	22.6	3,917	8.9
Not reported.....	1	.6	20	(1)

¹ Less than 1/10 of 1 percent.

The results of the 164 strikes which ended in April are indicated in tables 7 and 8. Slightly more than one-half of the employees involved in these strikes obtained partial gains or compromise settlements; about one-fourth of them obtained essentially all they demanded; about one-seventh of them obtained little or no gains as a result of the strikes.

Table 8 indicates that the workers were more successful with the wage and hour disputes than with the strikes over union organization matters. They won 42 percent of the wage and hour strikes as compared with 33 percent of the organization strikes; they lost 28 percent of the wage and hour disputes as compared with 40 percent of the strikes over organization matters.

Table 7.—Results of Strikes Ending in April 1936

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	164	100.0	43,900	100.0
Substantial gains to workers.....	58	35.4	11,865	27.0
Partial gains or compromises.....	41	25.0	24,731	56.3
Little or no gains to workers.....	59	36.0	6,443	14.7
Jurisdictional or rival union settlements.....	2	1.2	340	.8
Undetermined.....	3	1.8	454	1.0
Not reported.....	1	.6	67	.2

Table 8.—Results of Strikes Ending in April 1936, in Relation to Major Issues Involved

Major issues	Total	Number of strikes resulting in—					
		Substantial gains to workers	Partial gains or compromises	Little or no gains to workers	Jurisdictional or rival union settlements	Undetermined	Not reported
All issues.....	164	58	41	59	2	3	1
Wages and hours.....	60	25	18	17	—	—	—
Wage increase.....	27	14	9	4	—	—	—
Wage decrease.....	13	3	5	5	—	—	—
Wage increase, hour decrease.....	14	7	3	4	—	—	—
Wage decrease, hour increase.....	2	—	1	1	—	—	—
Hour increase.....	3	1	—	2	—	—	—
Hour decrease.....	1	—	—	1	—	—	—
Organization.....	84	28	21	34	—	—	1
Recognition.....	18	6	2	9	—	—	1
Recognition and wages.....	9	1	5	3	—	—	—
Recognition, wages, and hours.....	24	10	6	8	—	—	—
Closed shop.....	15	7	1	7	—	—	—
Violation of agreement.....	3	1	2	—	—	—	—
Discrimination.....	15	3	5	7	—	—	—
Miscellaneous.....	20	5	2	8	2	3	—
Sympathy.....	2	—	—	—	—	2	—
Jurisdiction.....	2	—	—	—	2	—	—
Other.....	16	5	2	8	—	1	—

Conciliation Work of the Department of Labor in June 1936

DURING June 1936, the Secretary of Labor, through the Conciliation Service, exercised her good offices in connection with 88 disputes, which affected a known total of 52,126 employees. Of these disputes, 44 were adjusted, 1 was referred to another agency, 1 was settled by the parties at interest, 8 could not be adjusted, and 34 were still pending. The table following shows the name and location of the establishment or industry in which the dispute occurred, the nature of the dispute (whether strike or lock-out, or controversy not having reached the strike or lock-out stage), the craft or trade concerned, the cause of the dispute, its present status, the terms of settlement, the date of beginning and ending, and the number of workers directly and indirectly involved.

Labor Disputes Handled by Conciliation Service During the Month of June 1936

Company or industry and location	Nature of controversy	Craftsmen concerned	Cause of dispute	Present status and terms of settlement	Commissioner assigned	Assignment completed	Workers involved	
							Directly	Indirectly
Pittsburgh Valve & Fitting Co., Barberton, Ohio.	Strike.....	Machinists.....	Wages and agreement.....	Pending.....	1936 June 1	1936	400	-----
Simmons Manufacturing Co., Cleveland, Ohio.	Threatened strike.	do.....	Renewal of agreement providing increase in piece-work rates.	do.....	do.....	-----	200	-----
Pollock Wax Paper Co., Dallas, Tex.	Controversy.	Bookbinders.....	Asked union recognition and closed shop.	do.....	do.....	-----	(1)	-----
Luzerne-Carbon Motor Transit Co., Hazleton, Pa.	Strike.....	Bus drivers.....	Asked union agreement.....	Adjusted. Signed agreement providing closed shop and increase of 1 cent per hour.	do.....	June 4	8	7
Stockton Grain Terminal, Stockton, Calif.	do.....	Grain loaders.....	Increase and renewal of agreement.	Adjusted. Allowed wage increase of 10 cents per hour.	June 4	June 18	150	100
Jamestown-Corry Manufacturing Co., Corry, Pa.	Controversy.	Machinists.....	Discharged 11 workers.....	Adjusted. All reinstated.....	June 2	July 7	4	146
Wilkening Manufacturing Co., Philadelphia, Pa.	Strike.....	do.....	Wage increase and union recognition.	Adjusted. Allowed wage increases, seniority rights, and 45-hour week.	June 1	June 25	149	170
Taxicab drivers, Dallas, Tex.	do.....	Drivers.....	Wage increase and improved conditions.	Adjusted. All returned; agreed to arbitration for all differences.	May 26	May 31	463	54
Quaker Oats Co., Pekin, Ill.	Threatened strike.	Cereal workers.....	6 union members discharged.....	Unable to adjust. Plant closed...	June 4	June 9	6	-----
Atlas Furniture Co., Jamestown, N. Y.	Strike.....	Furniture workers.....	Wage cuts.....	Adjusted. Investigation of conditions and award made and accepted.	May 22	June 23	75	25
Public Works projects, Columbus, Ohio.	Threatened strike.	Building-trades workers.	Wages and working conditions...	Pending.....	June 4	-----	150	-----
General Electric Co., Schenectady, N. Y.	Strike.....	Wire and cable workers.	Wages cut.....	Adjusted. Agreed to arbitrate differences.	June 3	June 11	225	1,000
Newman & Sons, Philadelphia, Pa.	do.....	Furniture workers.....	Asked increase, 40-hour week, and union recognition.	Adjusted. Allowed 15 percent wage increase and 40-hour week beginning July 1.	June 4	June 4	50	10
New Martinsville Glass Co., New Martinsville, W. Va.	Controversy.	Glass workers.....	Asked renewal of agreement.....	Unable to adjust. Plant closed...	do.....	June 9	250	-----
Marble polishers and helpers, Washington, D. C.	Strike.....	Marble workers.....	Renewal of agreement providing increase.	Adjusted. Agreed to arbitrate differences.	June 3	June 3	20	180
Eastern Rolling Mills, Baltimore, Md.	do.....	Steel workers.....	Wages and union recognition.....	Adjusted. Allowed 13 percent wage increase and union recognition.	June 7	June 24	800	50

¹Not yet reported.

Labor Disputes Handled by Conciliation Service During the Month of June 1936—Continued

Company or industry and location	Nature of controversy	Craftsmen concerned	Cause of dispute	Present status and terms of settlement	Commissioner assigned	Assignment completed	Workers involved	
							Directly	Indirectly
Homer Furnace Co., Coldwater, Mich.	Lock-out....	Molders.....	Refusal to allow organization....	Unable to adjust. Plant closed....	1936 June 8	1936 June 14	120	50
Wm. J. McCahn Sugar Refinery, Philadelphia, Pa.	Strike.....	Sugar-refinery workers.	Wages, hours, and working conditions.	Adjusted. Allowed wage increase of \$2 per week, 40-hour week, and union recognition.	June 5	June 16	700	16
Tennessee Coal Producers, Chattanooga, Tenn.	Threatened strike.	Coal miners.....	Wages and working conditions...	Pending.....	May 29	-----	2,000	-----
Philip Morris Co., Richmond, Va.	Controversy.	Tobacco workers.....	Asked organization and union recognition.	-----do-----	May 14	-----	900	-----
United States Glass Co., Glassport, Pa.	Strike.....	Flint-glass workers.....	Asked increase of 10 cents per hour.	Adjusted. Allowed wage increase of 5 cents per hour for factory men and 2 cents for packers.	June 1	June 17	150	350
Post-office building, Atlantic City, N. J.	-----do-----	Ironworkers and sheet-metal workers.	Jurisdiction of setting glass windows.	Adjusted. Agreed to abide by 1926 jurisdictional award.	June 9	June 29	8	360
Automobile mechanics, Washington, D. C.	-----do-----	Mechanics.....	Wages, hours, and conditions....	Pending.....	May 11	-----	500	00
L. A. Young Spring Co., Oakland, Calif.	-----do-----	Employees.....	Asked 40-hour week, union recognition, and time and a half for overtime.	Adjusted. Agreement providing union recognition and arbitration for future differences.	June 11	July 9	400	25
Spencer Lens Co., Buffalo, N. Y.	Controversy.	Metal polishers.....	Asked increase to 90 cents per hour.	Unable to adjust.....	June 12	June 19	6	5
Brunswick-Balke Collender Co., Muskegon, Mich.	Strike.....	Carpenters.....	Asked 25-percent increase and union recognition	Adjusted. Minimum for women increased 3 cents per hour, and for men 5 cents; further wage adjustments later.	June 10	June 22	500	400
Western Coal & Mining Co., Lexington, Mo.	Controversy.	Coal miners.....	Asked agreement. 2 unions desired contracts.	Unable to adjust.....	June 1	June 10	550	-----
George's Transfer & Trucking Co., Inc., Baltimore, Md.	Strike.....	Drivers.....	Wages and union recognition....	Adjusted. Wage increase of \$3 to \$5 per week; all returned.	May 11	June 12	35	10
Bakers' Bureau, Inc., Seattle, Wash.	Threatened strike.	Bakers.....	Asked wage increase of 5 cents per hour.	Pending.....	June 12	-----	400	-----
Norway Shoe Co., Norway, Maine.	Strike.....	Shoe workers.....	Wage cut 15 percent and longer hours.	Adjusted. Agreed to accept arbitration of differences.	June 3	June 22	400	-----
Gasoline-filling stations, San Francisco, Calif.	Threatened strike.	Filling-station workers.	Asked agreement.....	Adjusted. Secured agreement providing union recognition, wage increases, and 48-hour week.	June 13	June 23	350	3,000
Orange pickers, Orange, Calif.	Strike.....	Orange pickers.....	Wages and working conditions...	Pending.....	June 15	-----	2,500	-----

Davidson Transfer Co., Baltimore, Md.	.....do.....	Drivers.....	Wages.....	Adjusted. Minimum wage for city and road drivers; wage increase of 22½ percent for helpers; all returned.	June 13	June 16	250	50
Novelty Iron Works, Sterling, Ill.	Lock-out....	Ironworkers.....	Wages and working conditions...	Unable to adjust.....	June 15	-----	17	8
Babcock & Wilcox Boiler Works, Barborton, Ohio.	Strike.....	Boilermakers.....	Signed agreement with increase...	Adjusted. All returned; differences settled in conference.	June 16	July 2	1,800	500
Crown-Willamette Pulp & Paper Co., Seattle, Wash.	Controversy..	Loggers.....	Alleged violation of agreement...	Adjusted. Compromise agreement.	May 15	June 11	150	-----
Badger Malleable Co., Milwaukee, Wis.	Threatened strike.	Ironworkers.....	Discharged chairman of shop committee.	Adjusted. Man reinstated.....	June 15	June 23	150	-----
Used-furniture stores, Cleveland, Ohio.	Strike.....	Upholsterers.....	Wage increase, hours, and renewal of agreement.	Adjusted. Agreed to arbitrate differences.	June 17	June 30	45	-----
American Can Co., Oakland, Calif.	.....do.....	Tin workers.....	Working conditions.....	Pending.....	June 16	-----	(1)	-----
Libby, McNeill & Libby, Oakland, Calif.	.....do.....	Cannery workers.....	.....do.....	.....do.....	.....do.....	-----	(1)	-----
California Cotton Mills, Alameda, Calif.	Controversy..	Cotton-textile workers.	.....do.....	.....do.....	.....do.....	-----	(1)	-----
Diamond Shoe Co., Brockton, Mass.	Lock-out....	Shoe workers.....	.....do.....	Adjusted. Plant reopened, workers returned, satisfactory agreement.	Mar. 6	July 3	1,472	250
Baltimore Drydocks, Baltimore, Md.	Strike.....	Burners and welders...	Asked wage increase and union recognition.	Adjusted. Returned on agreement to negotiate differences.	June 18	June 29	60	940
Maryland Drydock Co., Baltimore, Md.	.....do.....	.....do.....	.....do.....	.....do.....	June 12	.....do.....	72	1,028
Jewelry workers, Los Angeles, Calif.	.....do.....	Jewelry workers.....	Cut to 20 cents each for diamond setting.	Adjusted. Readjusted prices, ranging from 10 to 25 cents per setting, effective from Aug. 1 to Nov. 1, 1936.	June 10	June 11	70	300
Kelly Axe Co., Charleston, W. Va.	.....do.....	Axe makers.....	Wages, closed shop, and working conditions.	Adjusted. Satisfactory settlement.	June 19	July 7	450	225
Phoenix Glass Co., Monaca, Pa.	.....do.....	Glass workers.....	Wages.....	Adjusted. Wage increase of 8 percent, and union recognition.	June 13	June 15	60	340
Garment Corporation of America, Mount Vernon, Ind.	.....do.....	Garment workers.....	Asked collective bargaining.	Pending.....	May 11	-----	(1)	-----
Freight handlers and clerks, Chicago, Ill.	.....do.....	Freight workers.....	Asked union recognition.	Unable to adjust.....	May 28	June 13	40	-----
Building trades, Des Moines, Iowa.	Threatened strike.	Building-trades workers.	Prevailing-wage rates.	Pending.....	June 19	-----	(1)	-----
Federal Barge Lines, St. Louis, Mo.	Controversy..	Barge workers.....	Asked increase and restoration of vacation.	.....do.....	.....do.....	-----	300	10
Bricklayers, Gordo, Ala.	Lock-out....	Bricklayers.....	Employment of union workers...	Adjusted. Will employ only union men.	.....do.....	June 26	19	30
Republic Steel Corporation, Raimund, Ala.	Controversy..	Iron-ore miners.....	Hiring of nonunion workers.....	Adjusted. Satisfactory agreement renewed.	June 17	June 20	520	1,360
S. S. Pacific, east and west coasts.	.....do.....	Officers and radio men..	Overtime pay and discharge of third mate and radio operator.	Adjusted. Satisfactory agreement.	June 13	June 17	30	-----
Pennsylvania Furnace & Iron Co., Warren, Pa.	Lock-out....	Machinists.....	Overtime pay, union recognition, and 40-hour week.	Unable to adjust.....	June 20	July 7	120	10

¹ Not yet reported.

Labor Disputes Handled by Conciliation Service During the Month of June 1936—Continued

Company or industry and location	Nature of controversy	Craftsmen concerned	Cause of dispute	Present status and terms of settlement	Commissioner assigned	Assignment completed	Workers involved	
							Directly	Indirectly
Quakertown Luggage Co., Quakertown, Pa.	Strike.....	Luggage makers.....	Working conditions.....	Pending.....	1936 June 22	1936	(1)	-----
Paramount Poultry Producers, Philadelphia, Pa.	.....do.....	Poultry workers.....	.....do.....	.....do.....	.....do.....	-----	100	-----
Klein Dress Co., Dickson City, Pa.	.....do.....	Dress workers.....	.....do.....	.....do.....	June 24	-----	(1)	-----
Standard Steel Spring Co., Coraopolis, Pa.	.....do.....	Metal workers.....	Wage increase, union recognition, and seniority rights.	.....do.....	June 26	-----	750	-----
Cleveland Motor Freight Co., Pittsburgh, Pa., and Youngstown, Ohio.	.....do.....	.....do.....	.....do.....	.....do.....	June 24	-----	38	-----
Transogram Co., Easton, Pa.	.....do.....	Toy makers.....	Wages and working conditions.....	.....do.....	June 19	-----	21	-----
H. L. Ely Manufacturing Co., Philadelphia, Pa.	.....do.....	Machinists.....	Asked wage increase and union recognition.	Adjusted. Wage increase of 2 cents per hour, 40-hour week, and union recognition.	June 22	June 25	100	12
Eastern Rolling Mills, Baltimore, Md.	.....do.....	Iron, steel, and tin workers.	.....do.....	Adjusted. Wage increase of 13¼ percent, retroactive to June 1, 1936.	June 12	June 22	800	125
Service Construction Co., Indianapolis, Ind.	Controversy.....	Carpenters and plasterers.	Jurisdiction of acoustical work.....	Adjusted. Continued at work agreeing to take up differences.	June 9	June 18	80	-----
Building, Indianapolis, Ind.	.....do.....	Carpenters, lathers, and sheet-metal workers.	Jurisdiction of metal-base work.....	Pending.....	June 26	-----	10	380
Radio and accessories makers, Camden, N. J.	Strike.....	Radio workers.....	Asked wage increase of 20 percent, union recognition, and closed shop.	.....do.....	June 23	-----	14,000	-----
Selden Chemical Co., Bridgeville, Pa.	.....do.....	Soap and fertilizer workers.	Wage increase and union recognition.	Adjusted. Reinstated workers with signed agreement.	July 1	July 10	268	48
Baltimore Enamel & Novelty Co., Baltimore, Md.	.....do.....	Enamel workers.....	Asked wage increase.....	Adjusted. Wage increases ranging from 20 to 25 percent and reinstatement of those desiring it. Unclassified. Referred to Board of Labor Review.	May 8	June 15	11	439
Tunnel workers, Oakland, Calif.	.....do.....	Tunnel workers.....	Wages for timber workers and drillers.	.....do.....	June 22	June 30	800	100
Eastern Isles Cotton Garment Manufacturers, Clinton, Mass.	.....do.....	Garment workers.....	Asked increase and shorter hours.	Pending.....	June 29	-----	250	-----
Salinas Valley Ice Co., Salinas, Calif.	Controversy.....	Stationary engineers.....	Alleged discharges for union affiliation.	.....do.....	June 18	-----	25	300

Standard Oil, Whiting, Ind.	.....do.....	Workers on filling racks.	Rates of overtime pay.....	Adjusted. Decision made by commissioner and accepted.	Feb. 18	July 1	21	-----
Madewell Manufacturing Co., Oakland, Calif.	Strike.....	Employees.....	Working conditions.....	Adjusted. All returned.	June 30	July 11	21	-----
Pittsburgh Equitable Meter Co., Pittsburgh, Pa.	.....do.....	Electrical and radio workers.	Discharges.....	Unclassified. Workers called off strike and returned.	June 23	July 9	305	50
Zoological building, St. Louis, Mo.	.....do.....	Building-trades workers.	Dispute relative to material produced by quarry workers.	Adjusted. Returned and agreed to accept disputed material.	June 26	July 3	56	5
Waste-paper companies, Milwaukee, Wis.	Controversy.	Teamsters.....	Working conditions.....	Pending.....	June 30	-----	(1)	-----
Automobile dealers, Youngstown, Ohio.	.....do.....	Mechanics.....	.....do.....	.....do.....	June 23	-----	50	-----
Wigmakers, New York City..	Strike.....	Wigmakers.....	Wage increase, overtime pay, and union recognition.	.....do.....	June 24	-----	300	-----
Bakery workers, Seattle, Wash.	Threatened strike.	Bakery workers.....	Asked 5 cents per hour increase and 40-hour week.	.....do.....	May 1	-----	115	-----
Bakery teamsters, Seattle, Wash.	.....do.....	Drivers.....	Asked increase to \$1 per hour.	.....do.....	.....do.....	-----	450	-----
City hospital, Worcester, Mass.	.....do.....	Plumbers.....	Asked new agreement.....	.....do.....	June 29	-----	100	-----
Dortchs Stove Co., Nashville, Tenn.	Controversy.	Molders.....	4 discharged for joining union.	Adjusted. Satisfactory settlement.	June 26	July 9	4	85
Empire Case Goods Co., Jamestown, N. Y.	Threatened strike.	Furniture workers.....	Interpretation of agreement.....	Adjusted. Satisfactory interpretation relative overtime.	June 20	July 6	50	325
Building trades, Seattle, Wash.	Strike.....	Tunnel workers, shovelmen, and pipe workers.	Dispute relative terms of agreement.	Pending.....	June 15	-----	300	-----
Young Radiator Co., Racine, Wis.	Controversy.	Automobile workers.....	Interpretation of agreement.....	Adjusted. Satisfactory settlement covering points in dispute.	.....do.....	July 2	262	75
Kelly-Springfield Rubber Co. Cumberland, Md.	Threatened strike.	Rubber workers.....	Wages and discharges.....	Adjusted. Strike averted at this time.	June 14	July 7	1,352	200
Building trades, Fort Harrison, Mont.	Controversy.	Building-trades workers.	Prevailing-wage rates.....	Pending.....	June 23	-----	(1)	-----
Highway project, Coffeyville, Kans.	.....do.....	Road workers.....	Wage rates.....	.....do.....	May 15	-----	90	-----
Total.....	-----	-----	-----	-----	-----	-----	38,773	13,353

¹ Not yet reported

LABOR AGREEMENTS

Legalization of Collective Agreements in Foreign Countries

THE practice of giving statutory effect to collective agreements, which has been adopted in several countries recently, is one form of governmental effort to stabilize industrial relations and working conditions. The objective of legalization is to secure for all workers in a locality or an industry the conditions that have been agreed to in voluntary negotiations between organized employers and organized workers and embodied in a collective agreement. Generally speaking, the terms of a collective agreement represent the best conditions obtainable in a given industry or place. By extending the application of those terms, as law, to parties not signatory to the agreement, the negotiating parties are protected against the threat of lowered standards through unfair competition.

Neither the legal concept of a collective agreement as an enforceable contract, nor the extension of agreements to third parties not signatories or involved in the negotiations is new in principle. The idea of vesting voluntary agreements with the same degree of authority as factory laws, for example, is, however, an outgrowth of the unregulated competitive conditions produced by economic depression.

British Textile Law

THE first of these legalized collective agreements to come to the attention of the Bureau of Labor Statistics was that of the cotton weavers in the Lancashire district of England. This was definitely the result of wage cutting and other methods of attack upon labor standards that had followed the seriously depressed condition of the textile industry. Although operating under signed agreements, workers in the organized plants had repeatedly been forced, as an alternative to unemployment, to grant concessions of lowered wage rates in order to meet the competition of manufacturers who had no established scales and of those who disregarded agreements and reduced wages far below those fixed in the union agreements.

Unsuccessful efforts on the part of the industry itself to stop the downward pressure resulted in the move to call upon governmental

assistance to stabilize conditions and protect contracts. Employers and workers, through their trade-union representatives, in conference with officials of the Ministry of Labor, devised the plan for granting juridical authority to collective agreements, and drew up a bill to that effect. The bill, known as the cotton manufactory industry bill, became law in May 1934. In brief, it provides that when a majority (interpreted to mean 51 percent) of the organized employers and organized workers in cotton weaving in Lancashire agree upon a wage scale, they may apply to the Minister of Labor to make that scale mandatory and enforceable in all cotton-weaving establishments in the Lancashire district. Machinery is provided for determining, through a board of review, whether or not those making joint application for legalization do in fact represent a majority of the industry and whether the extension of the agreement to nonsignatories is expedient and in the public interest. The board, in its recommendation to the Minister, must be unanimous. If the board recommends the extension, the Minister of Labor must issue the order, after which the wage scale fixed in the agreement becomes the scale for the industry. Wage scales must be posted and records must be kept and be available at any time for official inspection. A fine of £5 is imposed for failure to post the scale and keep the necessary records, and a fine of £10 upon conviction is assessed against any employer paying less than the scale. Anyone may bring charges of violation against an employer, but routine observance of enforcement becomes the function of the regular factory-inspection staff.

This is an emergency measure and admittedly experimental. As such it has several circumspect elements that are absent from most of the legislation which has followed it. It is also more closely limited in its application, as it concerns wages only and its authority is confined to the process of cotton weaving in one English textile center.

Application to Textile Industry Elsewhere

So far no other industry or locality in England has followed the example of the cotton-weaving industry, although the plan is being considered by the cotton spinners. On the other hand, the idea has been adopted by the textile industry in other countries.

The Government of Czechoslovakia has made the collective agreement in the textile industry of eastern Bohemia legally enforceable upon 300 factories employing 41,000 workers. Moreover, it is promoting legislation to facilitate collective bargaining and to make agreements legally enforceable in other industries. A presidential decree in Mexico gives statutory effect to a collective agreement affecting the silk and artificial-silk industry.

Canadian System

THE principle of the juridical authority of collective agreements has been most widely adopted in Canada, where three Provinces¹ have enacted legislation which grants statutory effect to agreements arrived at in accordance with the terms of the law and which extends the wage-and-hours provisions of union agreements to the entire industry. In practical operation, this new instrument means, in effect, that union wage rates and working hours are applied to unorganized and nonunion establishments, and that their maintenance is undertaken by governmental agencies and processes. Individual labor contracts setting terms lower than those fixed in the legalized agreement are illegal and void.

Quebec adopted the plan shortly after its introduction into the British Parliament. The Quebec law (ch. 56, 24 George V, 1934) applies to all industries in the Province except railroads, and to all agreements within specified territorial jurisdictions. The procedure by which statutory effect is given to a collective agreement differs somewhat from that in the British system. In Quebec any association of employers or workers, party to an agreement, may petition the Minister of Labor to request the Lieutenant Governor in Council to issue an order in council making the agreement enforceable as law upon all concerned in the industry throughout the territory covered by the agreement. Notice of the petition is published in the Quebec Official Gazette, and arguments for and against juridical extension may be filed with the Ministry within 30 days after publication of the petition. On the basis of the arguments submitted to him, the Minister makes his recommendation to the Lieutenant Governor in Council who has discretionary power in the matter of issuing the mandatory order. In actual operation, however, the petition for statutory effect is tantamount to a grant.

Since the law went into effect it has been in constant use by organized employers and organized workers. The building trades took immediate advantage of it and have continued to do so. Because of the local character of the building industry the territorial scope of the agreements is narrow, with the result that many orders in council have been made. The same is true of the barber and hair-dresser trades, which come next to the building trades in the number of orders issued. On the other hand, four divisions of the clothing industry—manufacturing men's clothing, women's cloaks and suits, shoes, and gloves—have succeeded in establishing the entire Province as a district for purposes of the act. Hence standards of hours and wages set by the agreements in those trades are applicable and enforceable as law throughout the Province.

¹ Since this article was written Nova Scotia has adopted the principle of legalization with reference to collective agreements in the building industry in Halifax and Dartmouth, as reported in the Labor Gazette of the Canadian Department of Labor, July 1936, p. 604.

Industries and trades, in addition to those mentioned, that have secured legalization of agreements to date under the Quebec law are the baking and confectionery industry and bread distributors, in which the agreements, though local, extend practically throughout the Province; furniture industry (Province-wide); ornamental iron and bronze (Montreal and Quebec); millinery (Montreal); fur (Montreal); printing (confined chiefly to the judicial district of Quebec); and the harbor workers and stevedores of the harbor of Montreal.

Enforcement of the Quebec law is not directly in the hands of governmental agencies. The act specifies that "the parties to the collective labor agreement made obligatory under this act must form a joint committee charged with supervising and assuring the carrying out of the agreement." The Minister of Labor may add to this council delegates who are not parties to the agreement. The joint committee has authority to inspect the records of employers, and by an amendment to the original act (ch. 64, 25-26 Geo. V, 1935) it "shall constitute a corporation and shall possess the powers of an ordinary corporation for the purposes of the carrying out of this act."

Notwithstanding the unofficial character of the administrative machinery, court action was successfully brought under the act in the interest of a painter who brought suit for back wages due under the legalized scale. The Circuit and Superior Court in Montreal held the act constitutional and ruled that the rate set by the agreement was the legal rate and that its payment was mandatory upon all employers in the same trade or industry in the Montreal district.

Alberta and Ontario are the other Canadian Provinces that have enacted this type of legislation. In all essential respects the laws are identical. Under them the Government takes a much more direct and active part in securing collective agreements than in any of the jurisdictions so far discussed. The Ontario act (Industrial Standards Act, 25 Geo. V, 1935) provides that the Minister of Labor may, upon the petition of representatives of employees or employers in any industry, except mining and agriculture, convene a conference or series of conferences "for negotiating standard or uniform rates of wages and hours and days of labor." The actual terms of the agreement are determined by collective bargaining through the representatives of employers and workers thus brought into conference, but when agreement is reached, the Minister of Labor, if in his opinion the conferees constitute "a proper and sufficient representation" of the industry, may recommend to the Lieutenant Governor in Council that the terms of the agreement be applied as law to all in the industry within the territorial jurisdiction of the agreement. Ten days after publication in the Ontario Gazette, the order in council becomes mandatory for the period of 1 year.

Thus the element of a hearing on the agreement, which is present in both the English and the Quebec plan, is not incorporated into the Ontario act. In England the hearing is an actual one, at which evidence may be submitted to the reviewing board after the petition for legalization is made. In Quebec the physical aspect of a hearing is absent, but arguments which may be submitted in writing to the Minister of Labor are presumptively a determining factor. In Ontario and Alberta the procedure is to call an official conference which representatives of the industry in question are at liberty to attend, and then to regard the deliberations and decisions of the conferees in attendance as expressing, fully and adequately, the views of the industry. Determination of action based on these decisions then becomes the province of the governmental agencies acting through the Minister of Labor and the Lieutenant Governor in Council. The enforcing medium in Ontario is the Minimum Wage Board of the Ontario Department of Labor, and procedure for enforcement is the same as that used in administering the minimum-wage laws. The act assesses penalties of fine or imprisonment, or both, upon employers paying and workers accepting less than the minimum scale set by the wage schedule.

The Ontario method has so far been applied on a Province-wide basis to the following industries: Women's cloak and suit, millinery, brewing, and furniture (Toronto excepted). Agreements have been legalized locally in the building trades.

Wages Agreement Register of Irish Free State

THE principle of legalized wage agreements is incorporated into the statute recently enacted by the Dail Eireann of the Irish Free State¹ to set up new standards of employment in industry. Under the Irish plan (embodied in sec. 50 of Act No. 2 of 1936) the Government is not directly concerned either with the negotiation of agreements or with their legalization, both of which remain purely voluntary on the part of employers and employees. Once legalization has been applied for and granted, however, the Government assumes responsibility for the observance of the wages provisions of registered agreements, and the compulsory aspect thus accorded the wage scale fixed by agreement may be revoked only by court action during the life of the collective agreement.

The Minister for Industry and Commerce is directed to create and maintain a wages agreement register for the official registration of any collective agreement, negotiated either before or after the passage of the act, the signatories to which desire registration. The Minister must be satisfied that both the employer and the worker signatories

¹ See Monthly Labor Review, May 1936 (p. 1248).

are "substantially representative" of the industry, the occupation, and the area to which the agreement applies, and that the duration of the agreement is at least 1 year. The Irish law resembles those of Ontario and Alberta in that it does not limit nor define what proportion of workers and employers shall be regarded as substantially representative. Organization is apparently assumed, however, as the act refers to "a body or bodies" of employers and of workers.

When an agreement is entered upon the official register, its terms with regard to wages become immediately binding within its territorial jurisdiction upon every employer and every worker engaged in the industry and occupation covered by the agreement. Nothing in the act may be interpreted to prevent the payment of wages or salaries higher than those fixed in the agreement, but the minimum must be paid irrespective of individual contracts calling for less than the scale. Payment or acceptance of lower wages constitutes an offense punishable under the general provision of penalties for violation of the act, consisting of a system of fines for first, second, and subsequent offenses.

Within 1 month after notice of the registration of an agreement has been published in the official journal of the Irish Free State (*Iris Oifigiúil*) any person may "apply to the high court in a summary manner for the annulment of such registration." The court may order annulment if in its opinion the requirement of the representative character of the signatories was not met.

The time in which official registration may be requested is limited in the case of existing agreements to 6 months from the date of the passage of the law, and in the case of those negotiated after its enactment to 6 months after the agreement is adopted.

Provision in French Labor Law of 1936

MACHINERY for negotiating collective agreements is created in a law enacted by the French Parliament on June 19, 1936, which becomes part of the French labor code. The principle of legalization is incorporated in the law in the provision for the compulsory application to employers and workers not parties to the negotiations of any collective agreement consummated under the machinery and regulations fixed by the law.

Legalization is to be extended to the agreement by the issuance of a decree by the Minister of Labor. Before the decree is issued the Minister must publish a notice in the *Journal Officiel* setting forth the provisions of the agreement to be extended and requesting that comments and advice thereon be filed with him within a fixed period, which may not be less than 15 days. The period of the decree will be coterminous with that of the agreement unless the Minister, upon the advice of the interested parties and the National

Economic Council, rescinds it upon the ground that the agreement is not suitable to the situation prevailing in the industry and district concerned.

SOURCES: Monthly Labor Review, issues of August and September 1934, August and October, 1935; interview with Mr. Andrew Naesmith, secretary, Amalgamated Weavers' Association (Great Britain); Bulletin of the International Federation of Trade Unions (Paris), Dec. 11, 1935; Industrial and Labor Information Bulletin (Geneva), Dec. 9, 1935; Labor (Washington, D. C.), Jan. 22, 1935; Quebec and Ontario laws and agreements; Irish Trade Union Congress, 41st annual report, 1935 (Dublin); International Labor Office Yearbook, 1934-35 (Geneva); Conditions of Employment Act, 1936, Irish Free State; Bulletin Legislatif Dalloz, No. 12 (Paris), 1936, Law of June 19.

LABOR TURN-OVER

Labor Turn-Over in Manufacturing Establishments, May 1936

COMPARED with the corresponding month of last year, the Bureau of Labor Statistics' monthly survey of labor turn-over in manufacturing industries for May shows a sharp gain in the hiring rate and a marked decrease in the total separation rate. As against an accession rate of 3.01 per 100 employees in 1935, the rate for May of this year stood at 4.07. At the same time, separations (including quits, discharges, and lay-offs) declined from 4.38 to 3.34 per 100 workers.

All Manufacturing

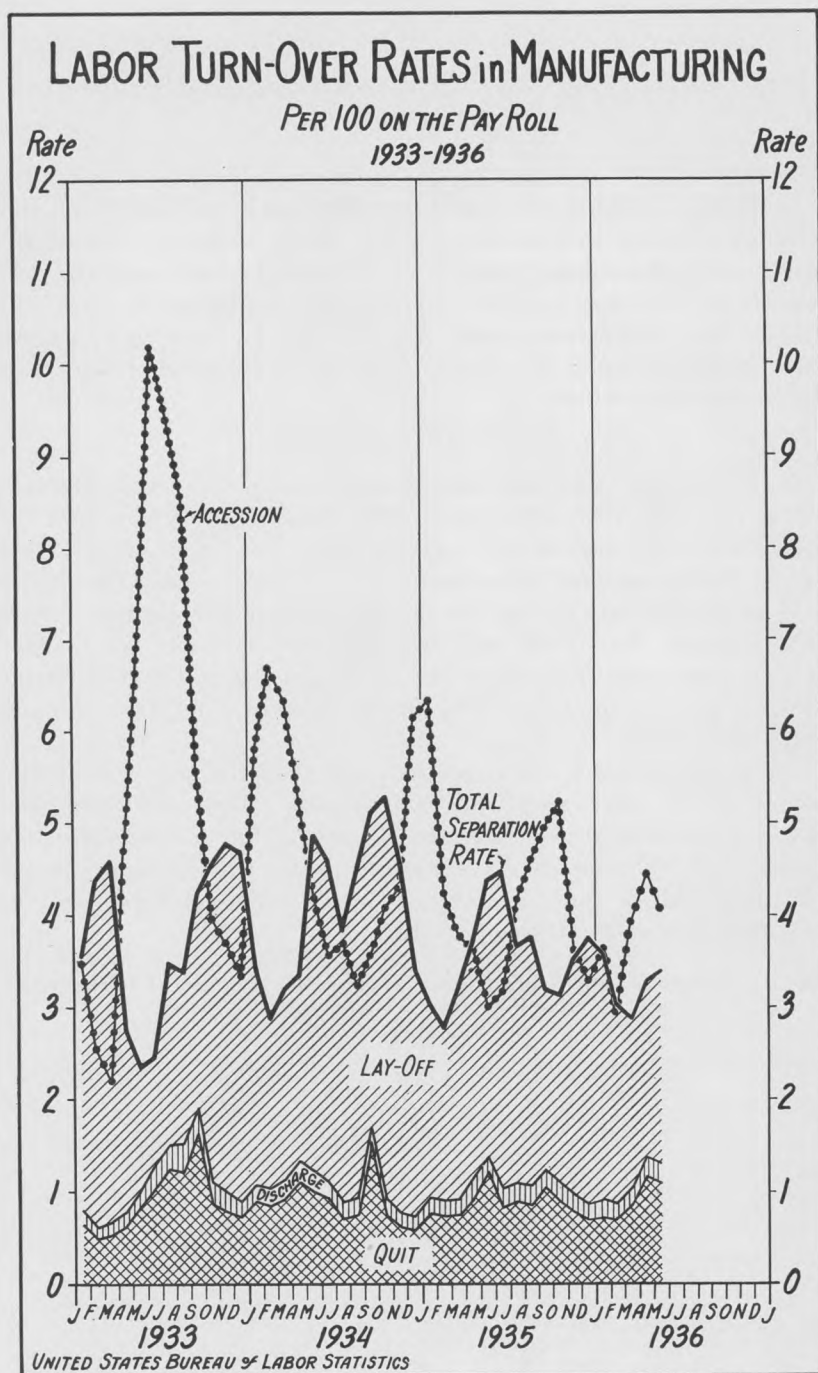
ALTHOUGH the labor turn-over rates show a marked improvement over a year ago, the rate of separations was slightly higher and the rate of accession moderately lower in May than in the month preceding, due to seasonal curtailment in some industries. The rise in total separation rate during the month interval was entirely due to an increase in the lay-off rate, which advanced from 1.92 to 2.08. This increase more than offset the declines in the quit and discharge rates. The accession rate of 4.07 per 100 employees in May compares with 4.46 in April.

The turn-over rates represent the number of changes per 100 employees on the pay rolls during the month. These data are compiled from reports received by the Bureau of Labor Statistics from more than 5,000 representative manufacturing establishments in 144 industries. More than 2,100,000 workers were employed by the firms reporting to the Bureau in May.

Table 1.—Monthly Labor Turn-Over Rates (per 100 Employees) in Representative Factories in 144 Industries

Class of rate and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
Quit rate:													
1936.....	0.71	0.68	0.86	1.16	1.06	-----	-----	-----	-----	-----	-----	-----	-----
1935.....	.76	.73	.75	.93	1.21	0.83	0.90	0.86	1.05	0.89	0.77	0.69	0.86
Discharge rate:													
1936.....	.20	.17	.19	.21	.20	-----	-----	-----	-----	-----	-----	-----	-----
1935.....	.18	.18	.17	.20	.17	.20	.20	.21	.19	.21	.20	.18	.19
Lay-off rate: ¹													
1936.....	2.66	2.21	1.83	1.92	2.08	-----	-----	-----	-----	-----	-----	-----	-----
1935.....	2.10	1.88	2.32	2.60	3.00	3.46	2.57	2.70	1.95	2.03	2.58	2.89	2.51
Total separation rate:													
1936.....	3.57	3.06	2.88	3.29	3.34	-----	-----	-----	-----	-----	-----	-----	-----
1935.....	3.04	2.79	3.24	3.73	4.38	4.49	3.67	3.77	3.19	3.13	3.55	3.76	3.56
Accession rate:													
1936.....	3.65	2.95	3.97	4.46	4.07	-----	-----	-----	-----	-----	-----	-----	-----
1935.....	6.33	4.23	3.79	3.63	3.01	3.18	4.17	4.60	4.95	5.23	3.63	3.30	4.17

¹ Including temporary, indeterminate, and permanent lay-offs.



Thirteen Industries

IN ADDITION to the information for manufacturing as a whole, details of labor turn-over are available for 13 separate manufacturing industries. For these industries, the Bureau's sample covers firms accounting for at least 25 percent of the total number of wage earners employed.

The highest accession rate (9.21) occurred in the slaughtering and meat packing industry; the lowest (1.34) in boots and shoes. Slaughtering and meat packing also registered the highest total separation rate (6.33) and iron and steel the lowest (1.67). The highest lay-off rate (4.96) was indicated in slaughtering and meat packing; the lowest (0.61) in iron and steel. The highest discharge rate occurred in the automobile parts and equipment industry; the lowest in the men's clothing industry. Sawmills reported the highest quit rate; boot and shoe manufacturing the lowest.

Table 2.—Monthly Turn-Over Rates (per 100 Employees) in Specified Industries

Class of rates	May 1936	April 1936	May 1935	May 1936	April 1936	May 1935	May 1936	April 1936	May 1935
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit rate.....	1.58	1.40	1.38	1.76	1.66	1.18	0.75	0.67	0.68
Discharge rate.....	.29	.25	.34	.42	.32	.28	.16	.16	.17
Lay-off rate.....	2.06	1.22	6.06	2.91	1.96	5.39	2.64	2.01	3.93
Total separation rate.....	3.93	2.87	7.78	5.09	3.94	6.85	3.55	2.84	4.78
Accession rate.....	3.84	5.81	1.98	5.12	6.64	2.36	1.34	1.11	1.65
	Bricks			Cigars and cigarettes			Cotton manufacturing		
Quit rate.....	1.34	1.11	2.37	1.50	1.40	1.15	1.22	1.39	0.98
Discharge rate.....	.32	.27	.29	.23	.26	.23	.29	.32	.26
Lay-off rate.....	2.43	2.17	5.92	1.13	.82	1.25	3.25	2.11	4.03
Total separation rate.....	4.09	3.55	8.58	2.86	2.48	2.63	4.76	3.82	5.27
Accession rate.....	7.78	13.13	15.77	2.68	3.29	3.74	3.46	3.79	2.65
	Foundries and machine shops			Furniture			Iron and steel		
Quit rate.....	1.59	1.17	0.74	1.73	0.93	0.62	0.97	0.79	0.77
Discharge rate.....	.28	.29	.25	.37	.25	.18	.09	.08	.05
Lay-off rate.....	1.65	1.25	3.23	1.97	3.09	2.66	.61	.44	.70
Total separation rate.....	3.52	2.71	4.22	4.07	4.27	3.46	1.67	1.31	1.52
Accession rate.....	4.74	5.85	3.72	7.27	3.72	3.75	3.99	5.43	1.55
	Men's clothing			Petroleum refining			Sawmills		
Quit rate.....	0.92	0.93	0.67	0.76	0.69	0.48	1.89	2.04	17.18
Discharge rate.....	.05	.04	.18	.07	.09	.05	.35	.34	.25
Lay-off rate.....	3.88	7.65	4.97	2.31	1.92	2.43	3.65	3.22	3.88
Total separation rate.....	4.85	8.62	5.82	3.14	2.70	2.96	5.89	5.60	21.31
Accession rate.....	5.64	1.94	2.83	3.53	4.12	3.63	8.51	8.90	8.84
	Slaughtering and meat packing								
Quit rate.....	1.12	0.78	0.75	-----	-----	-----	-----	-----	-----
Discharge rate.....	.25	.23	.22	-----	-----	-----	-----	-----	-----
Lay-off rate.....	4.96	5.57	7.00	-----	-----	-----	-----	-----	-----
Total separation rate.....	6.33	6.58	7.97	-----	-----	-----	-----	-----	-----
Accession rate.....	9.21	6.61	8.61	-----	-----	-----	-----	-----	-----

MINIMUM WAGE

Minimum-Wage Orders for Hotel and Restaurant Employees in Province of Quebec ¹

TWO orders of the Minimum Wage Board of the Province of Quebec, effective August 1, 1936, fix wage rates and conditions of wage payment for woman workers, "and males when replacing females," in hotels, restaurants and other types of establishments where food is served.

Minimum wage order no. 22 applies to restaurants not connected with hotels, dining rooms, lunch counters, curb and roadside service to automobiles, and similar service of food, and covers all female employees. The rate is fixed at not less than 17 cents per hour, meals included, for Montreal and all municipalities of over 5,000 population in the Island of Montreal. A minimum rate of 15 cents per hour, meals included, is established for Quebec, Hull, Sherbrooke, Three Rivers, and all cities, exclusive of the Montreal district, of more than 25,000 population.

Order no. 23 covers hotels. As applied to waitresses and chambermaids, the minimum wage fixed by the order is \$17 a month in zone 1 (Montreal, Outremont, Verdun, and Westmount), and \$15 a month in zone 2 (Quebec, Hull, Sherbrooke, Three Rivers, and other cities of over 25,000 population). The rate for kitchen help and other female employees in hotels is not less than \$22 a month, room and board included, in zone 1, and \$20 a month, room and board included, in zone 2.

If hotel employees are not lodged, \$8 per month is to be added to the minimum monthly wage, and if neither lodging nor board is furnished an additional monthly wage of \$18 must be paid.

Employees in food service in establishments other than hotels are to be allowed one meal daily for 3 hours' work or less; 2 meals for 5 hours' work, and 3 meals for 8 hours or more per day. Meals are declared to "form an integral part of the employee's salary" and no deductions therefor can be made. Time consumed for meals, however, is not to be considered as working time. A minimum of 3 hours' wages must be paid for each time the employee reports for duty,

¹ Based on report from John R. Barry, American vice consul at Montreal, dated June 20, 1936.

and a bonus of 3 cents an hour shall be paid for all working time which totals less than 30 hours in a week.

In other respects the orders are identical and deal with conditions of payment, deductions from earnings, etc. Tips are declared to be the property of the employee. Money received as tips cannot be retained by the employer or considered part of the employee's salary, even with her consent. Uniforms are to be furnished and laundered by the employer, except where made-to-measure uniforms are required. In such cases the employer may sell the uniform at cost, the price therefor not to exceed \$3.

Earnings must be paid in full in cash, in sealed envelopes, and no deduction "for any cause or purpose whatsoever" is permitted under the ruling.

The order must be posted in a conspicuous place to which employees have access, and employers are forbidden to discharge or threaten to discharge or in any way discriminate against employees who file complaints with the Minimum Wage Board or who testify with regard to violations or infractions of the orders or of the Minimum Wage Act. Violations of the orders are subject to the penalties imposed by the act. The Minimum Wage Board may, however, grant exemptions to either order, and issue permits of variation or suspension under exceptional conditions.

Establishment of Minimum-Wage Rates for 1936 and 1937 in Mexico ¹

THE minimum-wage rates in Mexico, fixed by the special commissions in the various municipalities and approved by the central boards of conciliation and arbitration (*Juntas Centrales de Conciliación y Arbitraje*) at the end of 1935 for the years 1936 and 1937, vary from 0.75 peso ² per day in Chiapas, Coahuila, Nuevo León, Oaxaco, and Tamaulipas to 4.50 pesos in Baja California, Distrito Norte, with an average for the entire country of 1.40 pesos per day. For the years 1934 and 1935 the average rate fixed was 1.25 pesos per day. The fixing of minimum wage rates is in accordance with the Mexican Federal Labor Law of August 28, 1931, as amended by decree of October 6, 1933. Minimum-wage rates were also fixed at the end of 1932 and of 1933.

In eight States and the Territory of Quintana Roo, only one wage was established for all types of work, although this wage varies from

¹ Data are from Loyo, Gilberto, *La Tercera Fijación del Salario Mínimo en México*, in *Revista de Economía y Estadística* (Mexico), March 1936, pp. 35-45; *Diario Oficial* (Mexico), Oct. 11, 1933, p. 435; U. S. Bureau of Labor Statistics Bul. No. 569, *Labor Legislation of Mexico*, Washington, 1932, pp. 62, 63; see also *Monthly Labor Review*, November 1934, p. 1234.

² Average exchange rate of peso in January 1936=27.77 cents in United States currency.

one municipality to another in five of these States. In 14 municipalities of Tlaxcala the minimum wage consists of a certain amount of money and a specified quantity of maize. In other States, separate wage rates are established for the more important types of work. The greatest number of separate wage rates fixed according to type of work was in Sinaloa and in the Territory of Baja California, Distrito Sur, in each of which 11 were decreed.

The table shows for the various political divisions of Mexico the number of wages fixed for different types of work in 1936 and 1937, with the lowest, the highest, and the average minimum-wage rate for each division.

**Minimum Daily Wage Rates Fixed in the Various States of Mexico for
1936 and 1937**

[Exchange rate of peso January 1936=27.77 cents in U. S. currency]

State, etc.	Number of rates fixed	Minimum wage			State, etc.	Number of rates fixed	Minimum wage		
		Low-est	High-est	Aver-age			Low-est	High-est	Aver-age
		<i>Pesos</i>	<i>Pesos</i>	<i>Pesos</i>			<i>Pesos</i>	<i>Pesos</i>	<i>Pesos</i>
Aguascalientes.....	5	1.00	1.50	1.16	Morelos.....	1	1.00	1.50	1.10
Baja California, D. N....	3	3.00	4.50	3.25	Nayarit.....	1	1.25	1.50	1.37
Baja California, D. S....	11	1.50	2.75	1.94	Nuevo León.....	2	.75	2.00	1.14
Campeche.....	1	1.50	1.50	1.50	Oaxaca.....	5	.75	2.50	1.24
Chiapas.....	4	.75	2.00	1.15	Puebla.....	2	1.10	1.75	1.15
Chihuahua.....	3	1.50	2.50	1.70	Queretaro.....	4	1.00	1.50	1.07
Coahuila.....	3	.75	2.00	1.32	Quintana Roo.....	1	2.50	2.50	2.50
Colima.....	3	1.00	1.50	1.14	San Luis Potosi.....	3	1.00	1.25	1.04
Durango.....	4	1.00	2.00	1.14	Sinaloa.....	11	1.00	2.50	1.60
Federal District.....	2	1.30	2.00	1.65	Sonora.....	3	1.50	2.25	1.91
Guanajuato.....	4	1.00	1.65	1.12	Tabasco.....	3	1.50	2.00	1.56
Guerrero.....	1	1.00	1.25	1.01	Tamaulipas.....	3	.75	3.00	1.14
Hidalgo.....	1	1.00	1.50	1.04	Tlaxcala.....	2	1.90	1.25	1.13
Jalisco.....	1	.95	1.40	1.03	Veracruz.....	4	1.60	3.30	2.02
México.....	1	1.00	1.00	1.00	Yucatan.....	3	1.50	2.50	1.62
Michoacán.....	1	1.00	1.00	1.00	Zacatecas.....	4	1.00	2.00	1.09

¹ Also a certain quantity of maize, considered to be equal to 1 peso.

WAGES AND HOURS OF LABOR

Earnings and Hours in the Set-Up Paper-Box Industry, 1933 to 1935¹

AVERAGE weekly earnings in the set-up paper-box industry advanced from \$13.45 in May 1933 to \$15.87 in August 1934, and to \$16.66 in August 1935, a total gain of 23.9 percent.² As is evident, most of this increase took place between May 1933 and August 1934, and was due to the sharp rise in average hourly earnings from 34.5 to 44.7 cents. On the other hand, the smaller gain in average earnings per week between August 1934 and August 1935 was caused entirely by the rise in average weekly hours from 35.5 in the former period to 38.2 in the latter period. These findings are the result of a recent survey³ conducted by the Bureau, in which pre-code, code, and post-code conditions were covered.

Scope and Method

THE primary purpose of the survey was to ascertain the changes in wages and hours of labor in this industry, (1) as a result of the adoption of both the President's Reemployment Agreement and the code, and (2) as a consequence of the discontinuance of the code.⁴ Hence, information was obtained for three pay-roll periods, which fell respectively within the last half of May 1933, August 1934, and August 1935. The first period was about 2 months prior to the President's Reemployment Agreement, the second was at the halfway mark of code regulation, and the third was about 3 months after the termination of the code.

It is difficult to determine accurately the size of the set-up paper-box industry, as no separate figures are published for it by the Bureau

¹ Prepared by Victor S. Baril, of the Bureau's Division of Wages, Hours, and Working Conditions.

² As defined by the code, this industry embraced "the manufacture of boxes made from paperboard and other accessory materials, which, in ordinary and regular practice, are delivered to the consumer fully erected and fabricated, including boxes manufactured by a member for his own use, and including jewelry boxes, cases, and displays, whether made of paperboard or not." Although covered by the set-up paper-box code, establishments engaged primarily in the manufacture of jewelry cases were not included in the Bureau's survey, as such cases are very often made of wood or metal.

³ A similar survey was made of the folding-paper-box industry, a partial report of which appeared in the June 1936 Monthly Labor Review (pp. 1588-1615); the full report will be published in the near future.

⁴ The President's Reemployment Agreement was approved late in July 1933, and the substitute provisions covering this industry were adopted shortly thereafter. These were in effect until Dec. 31, 1933. The set-up paper-box code became effective on Jan. 1, 1934, and continued in force until May 27, 1935, when it was abandoned, along with all other codes, following the United States Supreme Court decision in the Schechter case.

of the Census.⁵ However, it was estimated that in the fall of 1933 the industry had approximately 800 firms and 35,000 workers.⁶ In May 1933, a total of 277 plants with 6,854 employees was covered by this survey. During each of the two succeeding periods, however, the sample was extended to 424 plants, which employed 11,864 workers in August 1934 and 12,681 workers in August 1935.⁷ Based upon these figures, it is estimated that approximately one-fourth of the industry was covered in May 1933 and about one-third in each of the two later periods. Table 1 gives a detailed picture of the coverage for each period.

Table 1.—Coverage of Survey During Each of 3 Pay-Roll Periods

Pay-roll period	United States				North				South			
	Number of plants	Number of employees			Number of plants	Number of employees			Number of plants	Number of employees		
		Total	Males	Females		Total	Males	Females		Total	Males	Females
May 1933....	277	6,854	2,337	4,517	240	6,114	2,070	4,044	37	740	267	473
August 1934..	424	11,864	3,980	7,884	378	10,876	3,609	7,267	46	988	371	617
August 1935..	424	12,681	4,194	8,487	378	11,714	3,821	7,893	46	967	373	594

Set-up paper-box plants are distributed over the country. This is no doubt due to the widespread use of such boxes for packaging purposes, and also to the bulkiness of the product, which makes it necessary for such plants to be within easy reach of their market. In all, 34 States were included in this survey. Both of the regions established by the code were covered, the North including 23 and the South 11 of the 34 States.⁸ The greater part of this industry is in the North, as evidenced by the fact that in the August 1935 coverage there were 378 plants employing 11,714 workers, located in the North, as against 46 plants with 967 employees, in the South.

This industry is also integrated to some extent with other industries. As a result, it was necessary to include in the sample not only paper-box plants proper, but also consumer plants which make boxes for their own use and paper mills and printing establishments

⁵ This industry is included by the Census of Manufactures under "Boxes, paper, not elsewhere classified", which in 1933 embraced 1,104 establishments with a total of 53,111 employees (5,891 salaried workers and 47,220 wage earners).

⁶ See letter to the President by N. R. A. Administrator, Hugh S. Johnson, under date of Dec. 15, 1933, recommending the approval of the code.

⁷ Only plants having complete records for the last two pay-roll periods were scheduled. There were 424 plants that had records available for August 1934 and August 1935, and of these 277 also had records for May 1933.

⁸ According to the code, the following 11 States covered here fall in the southern district: Alabama, Arkansas, Georgia, Kentucky, Louisiana, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, and Virginia. The remaining 23 States, which form the northern district, are California, Colorado, Connecticut, Delaware, Illinois, Indiana, Iowa, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New Hampshire, New Jersey, New York, Ohio, Oregon, Pennsylvania, Rhode Island, Washington, and Wisconsin.

which manufacture boxes more or less as a side line. Thus, of the 424 establishments scheduled, 345 were strictly paper-box plants, 70 were consumer plants, and 9 were either paper mills or printing establishments.

Size of plant (in terms of total employment rather than set-up paper-box employment) was also taken into consideration in selecting the sample. An attempt was made to obtain a representative coverage for each of the different size classes. Table 2 presents for each class the number of plants and set-up paper-box employees covered.

Table 2.—Coverage of Survey According to Size of Plant, August 1935

Size of plant (total employment)	Number of establishments	Number of set-up paper-box employees
Under 10 employees.....	46	279
10 and under 20 employees.....	101	1,347
20 and under 30 employees.....	56	1,208
30 and under 50 employees.....	64	1,862
50 and under 100 employees.....	65	3,355
100 and under 300 employees.....	39	2,628
300 employees and over.....	53	2,002
Total.....	424	12,681

Information pertaining to wages and hours, technological processes and occupational descriptions, and personnel policies were collected in this survey. For each worker, data were obtained from company records concerning the occupation, color,⁹ sex, method of wage payment, total hours actually worked, and total earnings. These data were used to compute average hourly earnings, weekly hours, and weekly earnings, by occupation, sex, region, etc. Special tabulations were prepared showing direct and indirect labor, independent and consumer plants, size of plant, size of city, and method of wage payment. For New York City a tabulation was also made as to union and non-union establishments. Summaries pertaining to technological and occupational descriptions as well as personnel policies were also prepared.¹⁰

Average Hourly Earnings

Changes for the Country as a Whole

SET-UP paper-box employees earned an average of 34.5 cents per hour in May 1933, 44.7 cents in August 1934, and 43.6 cents in August 1935. The average hourly earnings thus increased 10.2 cents, or 29.6

⁹ Colored workers constituted only about 1 percent of the total covered, and for this reason no separate tabulations were made for them.

¹⁰ All special tabulations, as well as the summaries covering technological processes and occupational descriptions and personnel policies, will be published later in the bulletin.

percent, between the pre-code and the code periods and declined 1.1 cents, or 2.5 percent, between the code and post-code periods. The net advance between May 1933 and August 1935 was 9.1 cents, or 26.4 percent. These changes are shown in table 3.

Table 3.—Average Hourly Earnings, by Region and Sex, in 3 Pay-Roll Periods

Region and sex	Average hourly earnings			Percent of change		
	May 1933	August 1934	August 1935	May 1933 to August 1934	August 1934 to August 1935	May 1933 to August 1935
United States.....	\$0. 345	\$0. 447	\$0. 436	+29. 6	-2. 5	+26. 4
Males.....	. 441	. 557	. 545	+26. 3	-2. 2	+23. 6
Females.....	. 286	. 387	. 378	+35. 3	-2. 3	+32. 2
North.....	. 358	. 453	. 442	+26. 5	-2. 4	+23. 5
Males.....	. 460	. 569	. 556	+23. 7	-2. 3	+20. 9
Females.....	. 295	. 391	. 382	+32. 5	-2. 3	+29. 5
South.....	. 251	. 375	. 367	+49. 4	-2. 1	+46. 6
Males.....	. 303	. 437	. 429	+44. 2	-1. 8	+41. 2
Females.....	. 218	. 335	. 325	+53. 7	-3. 0	+49. 1

The full extent of the changes in average earnings per hour between May 1933 and August 1934 and between the latter period and August 1935 is indicated in table 4, which presents a percentage distribution of all employees by average hourly earnings.

Table 4.—Percentage Distribution of Employees According to Average Hourly Earnings in 3 Pay-Roll Periods

Average hourly earnings	May 1933		August 1934		August 1935	
	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage
Under 15 cents.....	2. 7	2. 7	(¹)	(¹)	(¹)	(¹)
15 and under 20 cents.....	7. 8	10. 5	0. 1	0. 1	0. 4	0. 4
20 and under 25 cents.....	16. 7	27. 2	. 4	. 5	1. 6	2. 0
25 and under 30 cents.....	19. 9	47. 1	1. 3	1. 8	4. 9	6. 9
30 and under 35 cents.....	15. 1	62. 2	25. 1	27. 9	23. 6	30. 5
35 and under 40 cents.....	10. 8	73. 0	22. 3	50. 2	21. 4	51. 9
40 and under 45 cents.....	7. 9	80. 9	15. 9	66. 1	15. 2	67. 1
45 and under 50 cents.....	4. 8	85. 7	9. 0	75. 1	9. 3	76. 4
50 and under 55 cents.....	4. 3	90. 0	7. 2	82. 3	7. 0	83. 4
55 and under 60 cents.....	2. 9	92. 9	3. 7	86. 0	3. 7	87. 1
60 and under 70 cents.....	4. 1	97. 0	6. 4	92. 4	5. 9	93. 0
70 and under 80 cents.....	1. 8	98. 8	3. 7	96. 1	3. 4	96. 4
80 and under 100 cents.....	1. 0	99. 8	2. 9	99. 0	2. 8	99. 2
100 and under 120 cents.....	. 2	100. 0	. 8	99. 8	. 6	99. 8
120 cents and over.....	(¹)	100. 0	. 2	100. 0	. 2	100. 0
Total.....	100. 0	-----	100. 0	-----	100. 0	-----

¹ Less than $\frac{1}{10}$ of 1 percent.

It is evident from this distribution that the low-paid employees profited most from the minimum-wage provisions of both the President's Reemployment Agreement and the code. Thus, in August

1934 only 1.8 percent of the employees earned less than 30 cents per hour, the lowest minimum under the code, whereas 47.1 percent had received less than that amount in May 1933. It is significant that most of these low-paid workers were shifted to the classes earning 30 and under 45 cents, in which all three of the code minima fall.¹¹ The percentage in these classes advanced from 33.8 in May 1933 to 64.3 in August 1934. However, in each of the higher classes, beginning with 45 cents, the relative number of employees also increased under the code. Thus, the rise in the percentages from May 1933 to August 1934 was from 12.0 to 19.9 in the group earning 45 and under 60 cents, from 6.9 to 13.0 in the group earning 60 cents and under \$1, and from 0.2 to 1.0 in the group receiving \$1 or over.

On the whole, the changes in average hourly earnings between August 1934 and August 1935 were confined to the classes earning under 45 cents. During this period, the percentage earning less than 30 cents per hour increased from 1.8 to 6.9, most of the gain being made at the expense of the group receiving 30 and under 45 cents, which declined from 64.3 to 60.2 percent. With the exception of those with hourly earnings of 45 and under 50 cents, which increased slightly from 9.0 to 9.3 percent, the remaining classes either remained unchanged or declined slightly. Between August 1934 and August 1935 the percentage earning 50 cents and over declined only from 24.9 to 23.6.

Changes by Sex and Region

An examination of the averages by sex and region (table 3) indicates that between May 1933 and August 1934 in each region the absolute gains were greater for males but the relative gains were greater for females. Furthermore, both the absolute and relative advances for each sex were greater in the South than in the North. Thus, during this period the average earnings per hour increased 10.9 cents (23.7 percent) for males and 9.6 cents (32.5 percent) for females in the North, and 13.4 cents (44.2 percent) for males and 11.7 cents (53.7 percent) for females in the South. The larger gains for females in the North and for both sexes in the South may be attributed to the relatively low pre-code wages. The reduction in average hourly earnings between August 1934 and August 1935 was more or less uniform for all groups, amounting to about 1 cent or 2 percent.

Both the regional and sex differentials were affected to some extent as a result of the changes in average hourly earnings. The regional differentials in favor of northern workers declined from 15.7 cents in May 1933 to 12.7 cents in August 1935 for males and from 7.7 cents in the former period to 5.7 cents in the latter period for females. Conversely, in each region the differentials favoring males increased

¹¹ These were 37.5 cents for males in the North, 32.5 cents for females in the North and males in the South, and 30.0 cents for females in the South.

slightly, the advance for northern males being from 16.5 cents in May 1933 to 17.4 cents in August 1935 and for southern males from 8.5 cents in the former period to 10.4 cents in the latter period.

In order to understand fully the influence of both the President's Reemployment Agreement and the code on the average earnings per hour, it is advisable briefly to examine at this point the wage provisions contained in each of these documents. Under the substitute provisions of the President's Reemployment Agreement, set-up paper-box manufacturers consented not to pay any factory worker "less than 40 cents per hour, unless the hourly rate for the same class of work on July 15, 1929, was less than 40 cents per hour", in which case they were "not to pay less than the hourly rate on July 15, 1929", provided that "the minimum rate of pay for the least skilled worker employed in this industry shall be 32.5 cents per hour, except that in the southern division it shall be 30 cents per hour." The code regulations which superseded the above provisions were much more specific. Thus, "the minimum rate of wage of any laborer, mechanical worker, or artisan employed in any plant, mill, or factory, or on work connected with the operation of any such plant, mill, or factory", was set at 37.5 cents per hour for males in the North, 32.5 cents per hour for females in the North and males in the South, and 30.0 cents per hour for females in the South. Piece workers were to be paid at rates which would "yield a worker for an hour's work not less than the minimum rate" prescribed.¹² Female employees doing substantially the same work as males and under the same conditions were to receive the same rates of pay. The wage rates of employees already earning more than the code-minimum rates were to be "reviewed and such adjustments, if any, made therein as are equitable in the light of all the circumstances." Finally, duly certified substandard workers were to be paid not less than 80 percent of the minimum prescribed by the code.

An examination of table 5 shows quite conclusively the influence of the code on the average hourly earnings of individual employees for each of the sex-region groups.

¹² The minimum rate of wages for all other employees, outside of commission salesmen, was to be \$1.4 per week.

Table 5.—Percentage Distribution of Employees According to Average Hourly Earnings, by Region and Sex, in 3 Pay-Roll Periods

Region, sex, and average hourly earnings	May 1933		August 1934		August 1935	
	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage
<i>North</i>						
Males:						
Under 15 cents	0.8	0.8	(1)	(1)	(1)	(1)
15.0 and under 20.0 cents	1.7	2.5	0.1	0.1	0.2	0.2
20.0 and under 25.0 cents	5.2	7.7	.1	.2	.6	.8
25.0 and under 30.0 cents	9.0	16.7	.3	.5	1.2	2.0
30.0 and under 35.0 cents	9.8	26.5	2.0	2.5	3.6	5.6
35.0 and under 37.5 cents	5.5	32.0	2.6	5.1	2.3	7.9
37.5 cents	1.4	33.4	11.8	16.9	10.3	18.2
Over 37.5 and under 40.0 cents	2.6	36.0	3.0	19.9	3.2	21.4
40.0 and under 45.0 cents	12.4	48.4	11.9	31.8	11.3	32.7
45.0 and under 50.0 cents	11.6	60.0	10.9	42.7	11.4	44.1
50.0 and under 55.0 cents	11.8	71.8	9.8	52.5	10.1	54.2
55.0 and under 60.0 cents	8.1	79.9	7.8	60.3	8.1	62.3
60.0 and under 70.0 cents	10.9	90.8	16.8	77.1	16.0	78.3
70.0 and under 80.0 cents	5.6	96.4	10.7	87.8	10.2	88.5
80.0 and under 100.0 cents	2.9	99.3	9.2	97.0	8.8	97.3
100.0 and under 120.0 cents	.6	99.9	2.3	99.3	2.2	99.5
120.0 cents and over	.1	100.0	.7	100.0	.5	100.0
Total	100.0		100.0		100.0	
Females:						
Under 15.0 cents	2.0	2.0			(1)	(1)
15.0 and under 20.0 cents	8.3	10.3	.1	.1	1.6	1.4
20.0 and under 25.0 cents	21.0	31.3	.2	.3	4.6	2.0
25.0 and under 30.0 cents	25.7	57.0	1.5	1.8	6.2	8.2
30.0 and under 32.5 cents	11.0	68.0	2.4	4.2	4.5	12.7
32.5 cents	.6	68.6	22.2	26.4	17.3	30.0
Over 32.5 and under 35 cents	7.3	75.9	10.4	36.8	9.5	39.5
35.0 and under 40.0 cents	12.7	88.6	25.1	61.9	24.4	63.9
40.0 and under 45.0 cents	6.6	95.2	19.0	80.9	18.1	82.0
45.0 and under 50.0 cents	1.8	97.0	5.0	89.4	8.6	90.6
50.0 and under 55.0 cents	1.0	98.0	6.4	95.8	5.8	96.4
55.0 and under 60.0 cents	.6	98.6	1.8	97.6	1.7	98.1
60.0 cents and over	1.4	100.0	2.4	100.0	1.9	100.0
Total	100.0		100.0		100.0	
<i>South</i>						
Males:						
Under 15 cents	6.4	6.4				
15.0 and under 20.0 cents	12.7	19.1			.5	.5
20.0 and under 25.0 cents	20.2	39.3			1.1	1.6
25.0 and under 30.0 cents	17.6	56.9	1.6	1.6	4.8	6.4
30.0 and under 32.5 cents	7.9	64.8	9.7	11.3	10.8	17.2
32.5 cents	.4	65.2	16.4	27.7	12.3	29.5
Over 32.5 and under 35.0 cents	5.6	70.8	5.7	33.4	5.1	34.6
35.0 and under 40.0 cents	6.0	76.8	21.0	54.4	19.6	54.2
40.0 and under 45.0 cents	8.6	85.4	8.1	62.5	9.1	63.3
45.0 and under 50.0 cents	4.5	89.9	8.4	70.9	10.4	73.7
50.0 and under 55.0 cents	3.7	93.6	10.2	81.1	9.7	83.4
55.0 and under 60.0 cents	1.9	95.5	4.3	85.4	4.3	87.7
60.0 and under 70.0 cents	3.0	98.5	8.4	93.8	7.5	95.2
70.0 and under 80.0 cents	1.1	99.6	3.8	97.6	3.2	98.4
80.0 and under 100.0 cents		99.6	1.9	99.5	1.1	99.5
100.0 cents and over	.4	100.0	.5	100.0	.5	100.0
Total	100.0		100.0		100.0	
Females:						
Under 15.0 cents	14.8	14.8			.5	.5
15.0 and under 20.0 cents	27.3	42.1			2.4	2.9
20.0 and under 25.0 cents	29.6	71.7	4.9	4.9	6.0	8.9
25.0 and under 30.0 cents	17.5	89.2	3.5	8.4	13.3	22.2
30.0 cents	.4	89.6	31.3	39.7	24.8	47.0
Over 30.0 and under 35.0 cents	7.0	96.6	29.5	69.2	21.7	68.7
35.0 and under 40.0 cents	2.3	98.9	17.7	86.9	18.8	87.5
40.0 and under 45.0 cents	.7	99.6	8.1	95.0	6.3	93.8
45.0 and under 50.0 cents		99.6	3.4	98.4	4.0	97.8
50.0 cents and over	.4	100.0	1.6	100.0	2.2	100.0
Total	100.0		100.0		100.0	

1 Less than 1/10 of 1 percent.

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As regards the male workers in the North, who represented 30.0 percent of the employees covered in this survey, the percentage earning less than the 37.5 cents minimum per hour dropped from 32.0 in May 1933 to 5.1 in August 1934. One-half of 1 percent of the employees in the latter period received less than 30.0 cents per hour, the lowest possible rate for males in the North, such workers thus being paid rates in violation of the code. The workers (4.6 percent of total) earning between 30.0 and 37.5 cents were either substandard employees, who could be paid as low as 30.0 cents under the code, or regular workers paid in violation of the code. In August 1934, there was a limited concentration of the employees at the code level, 11.8 percent receiving exactly 37.5 cents in that period, as compared with 1.4 percent in May 1933. Increases in average earnings per hour likewise extended to the higher-paid workers. While the percentage paid 40.0 and under 60.0 cents dropped slightly between May 1933 and August 1934 (from 43.9 to 40.4), the percentage earning 60.0 cents and over increased from 20.1 in the former period to 39.7 in the latter.

The wage changes for males in the North which took place after discontinuance of the code were slight. The percentage earning less than 37.5 cents per hour increased but little, advancing from 5.1 in August 1934 to 7.9 in August 1935. At the same time, the percentage receiving exactly 37.5 cents declined from 11.8 to 10.3. In each of the classes above 37.5 cents, the changes were negligible, affecting but little the wage structure set up under the code.

The code changes for male workers in the South, the smallest of the four groups,¹³ were even more striking than those for male workers in the North. Between May 1933 and August 1934, the percentage earning less than 32.5 cents per hour, or the code minimum for this group, dropped from 64.8 to 11.3. Furthermore, no employee was paid less than 25.0 cents in the latter period, as compared with 39.3 percent receiving less than that amount in the former period.¹⁴ The sharp decline since May 1933 in the relative number of employees earning under 32.5 cents was followed by concentrations in August 1934 of 16.4 percent at the code minimum and of 21.0 percent in the 35.0 and under 40.0 cents class, as compared with 0.4 and 6.0 percent respectively in May 1933; the intervening class of over 32.5 and under 35.0 cents remaining practically unchanged. With the exception of the 40.0 and under 45.0 cents class, in which there was a slight reduction, each of the succeeding classes showed an increase in the percentages between the two periods, the total rise being from 14.6 to 37.5.

With the termination of the code, there was, as in the North, no wholesale shifting of males in the South from higher to lower wage

¹³ These constituted only about 3 percent of all employees covered.

¹⁴ Of the 11.3 percent earning 25.0 and under 32.5 cents in August 1934, there was found only one worker paid at less than 26.0 cents, which is the lowest possible rate for substandard male employees in the South. The remaining workers under 32.5 cents were either substandard or those paid in violation of the code.

classes. Between August 1934 and August 1935, an increase in the percentage earning less than 32.5 cents per hour (from 11.3 to 17.2) was accompanied by a decrease in the percentage receiving 32.5 and under 40.0 cents (from 43.1 to 37.0). Similarly, the advance in the relative number earning 40.0 and under 50.0 cents (from 16.5 to 19.5 percent) followed a decline in the relative number receiving 50 cents and over (from 29.1 to 26.3 percent).

The shifting of employees from lower- to higher-wage classes under the code was even more pronounced for northern females. In the case of this group, which constitutes approximately 60 percent of all employees covered, the percentage receiving less than 32.5 cents per hour, or the code minimum, declined from 68.0 in May 1933 to 4.2 in August 1934. This decrease was accompanied by increases in all of the classes of 32.5 cents and over. A decided concentration occurred at the code level, the percentage earning exactly 32.5 cents rising from 0.6 in the pre-code period to 22.2 in the code period.

It should not be inferred, however, that all females in the North receiving less than 32.5 cents per hour in August 1934 were paid in violation of the code, as substandard workers in this group could also be paid as low as 26.0 cents, or 80 percent of the code minimum. Only 0.7 percent of these employees received less than 26.0 cents, and 3.5 percent earned between 26.0 and 32.5 cents. Employees in the former group were actually paid in violation of the code, while those in the latter were either substandard workers paid at code rates or underpaid able-bodied workers.

The extent to which the relative number of northern females who earned 32.5 cents and over advanced from lower- to higher-wage classes between May 1933 and August 1934 is evident from the fact that the percentage gains were from 20.0 to 35.5 in the group earning over 32.5 and under 40.0 cents, from 8.4 to 27.5 among those earning 40.0 and under 50.0 cents, and from 3.0 to 10.6 among those receiving 50.0 cents and over.

As in the case of males in both regions, there was also very little disturbance in the distribution of northern females because of the elimination of the code between August 1934 and August 1935. During this period, the relative number of female workers in the North increased in each of the classes receiving less than 32.5 cents and decreased in all but one of the classes receiving 32.5 cents and over. Thus, the percentage earning less than the former code minimum rose from 4.2 to 12.7, most of this gain resulting from a drop from 22.2 to 17.3 in the percentage paid exactly this minimum. The changes in the upper-wage classes were negligible.

Female workers in the South, who represent about 5 percent of the total coverage, had the greatest relative changes between May 1933 and August 1934. The percentage earning less than the code mini-

mum, or 30.0 cents, was reduced from 89.2 in the first period to 8.4 in the second period.¹⁵ At the same time, sharp increases took place in each class receiving 30.0 cents or over. Thus, the gains were from 0.4 to 31.3 percent in the class earning 30.0 cents, from 7.0 to 29.5 percent in the group receiving over 30.0 and under 35.0 cents, from 2.3 to 17.7 percent among those earning 35.0 and under 40.0 cents, and from 1.1 to 13.1 percent among those earning 40.0 cents and over.

With the discontinuance of the code, a sharp increase took place in the number of southern females earning less than 30.0 cents per hour, the percentage rising from 8.4 in August 1934 to 22.2 in August 1935. This rise was accompanied by an equally sharp decline in the percentage receiving 30.0 and under 35.0 cents (i. e., from 60.8 to 46.5). The changes in the classes earning 35.0 cents or more were small, the total variation being from 30.8 in August 1934 to 31.3 in August 1935.

Changes by Occupational Classes

The variations in the average hourly earnings of individual occupations and occupational groups¹⁶ are presented in table 6.

Table 6.—Average Hourly Earnings, by Region, Sex, and Occupational Class, for 3 Pay-Roll Periods

Region, sex, and occupational class	Average hourly earnings			Percent of change		
	May 1933	August 1934	August 1935	May 1933 to August 1934	August 1934 to August 1935	May 1933 to August 1935
<i>North</i>						
Males:						
Miscellaneous cutter operators.....	\$0.555	\$0.683	\$0.670	+23.1	-1.9	+20.7
Miscellaneous cutter feeders.....	.352	.437	.444	+24.1	+1.6	+26.1
Compositors and printing pressmen.....	.635	.762	.769	+20.0	+0.9	+21.1
Combination pressmen and feeders, printing.....	.546	.631	.632	+15.6	+0.2	+15.8
Press feeders, printing.....	.368	.458	.459	+24.5	+0.2	+24.7
Scorer operators.....	.651	.692	.686	+25.6	-0.9	+24.5
Scorer feeders.....	.374	.451	.466	+20.6	+3.3	+24.6
Corner-cutter operators.....	.476	.555	.569	+16.6	+2.5	+19.5
Corner-cutter feeders.....	.331	.429	.425	+29.6	-0.9	+28.4
Single-stayer operators.....	.361	.493	.477	+36.6	-3.2	+32.1
Quadruple-stayer operators.....	.480	.627	.637	+30.6	+1.6	+32.7
Quadruple-stayer feeders.....	.319	.440	.452	+37.9	+2.7	+41.7
Ender operators.....	.547	.619	.622	+13.2	+0.5	+13.7
Ender feeders.....	.374	.440	.437	+17.6	-0.7	+16.7
Box makers, hand.....	.470	.577	.519	+22.8	-10.1	+10.4
Miscellaneous bench workers, unskilled.....	.264	.421	.418	+59.5	-0.7	+58.3
Miscellaneous machine operators.....	.458	.609	.609	+33.0	0.0	+33.0
Miscellaneous machine feeders ¹.....	.357	.449	.457	+25.8	+1.8	+28.0
Machine helpers and floormen ².....	.294	.402	.397	+36.7	-2.2	+35.0
Machine adjusters and repairmen.....	.577	.685	.675	+18.7	-1.5	+17.0
Bundlers and packers.....	.338	.438	.415	+29.6	-5.3	+22.8
Truck drivers.....	.479	.595	.580	+24.2	-2.5	+21.1
Watchmen.....	.324	.420	.385	+29.6	-8.3	+18.8
Office and plant supervisory employees.....	.645	.808	.795	+25.3	-1.6	+23.3
Office and plant clerical employees.....	.507	.571	.558	+12.6	-2.3	+10.1
Laborers.....	.332	.432	.414	+30.1	-4.2	+24.7
Other unskilled service workers.....	.353	.411	.399	+16.4	-2.9	+13.0

See footnotes at end of table.

¹⁵ Exactly 1.9 percent of the females in the South received less than the lowest possible rate under the code, or 24.0 cents, and 6.5 percent earned from 24.0 to 30.0 cents per hour. While the first group was actually paid in violation of the code, workers in the second group might be either substandard employees who could properly be paid such low wages or able-bodied workers who were underpaid.

¹⁶ These include occupations not sufficiently large to warrant the publication of separate averages.

Table 6.—Average Hourly Earnings, by Region, Sex, and Occupational Class, for 3 Pay-Roll Periods—Continued

Region, sex, and occupational class	Average hourly earnings			Percent of change		
	May 1933	August 1934	August 1935	May 1933 to August 1934	August 1934 to August 1935	May 1933 to August 1935
<i>North—Continued</i>						
Males—Continued.						
Other skilled indirect workers.....	\$0.584	\$6.707	\$0.707	+21.1	-----	+21.1
Other semiskilled indirect workers.....	.402	.453	.466	+12.7	+2.9	+15.9
Other unskilled indirect workers ³.....	.292	.404	.396	+38.4	-2.0	+35.6
Total.....	.460	.569	.556	+23.7	-2.3	+20.9
Females:						
Corner-cutter feeders.....	.274	.359	.367	+31.0	+2.2	+33.9
Benders-up, hand.....	.241	.353	.339	+46.5	-4.0	+40.7
Single-stayer operators.....	.306	.397	.395	+29.7	-.5	+29.1
Quadruple-stayer feeders.....	.275	.363	.364	+32.0	+3	+32.4
Strippers, machine.....	.305	.412	.401	+35.1	-2.7	+31.5
Turners-in, hand.....	.234	.360	.348	+53.8	-3.3	+48.7
Gluing-machine operators.....	.260	.361	.358	+38.8	-.8	+37.7
Automatic-wrapping-machine operators.....	.318	.410	.409	+28.9	-.2	+28.6
Box makers, hand.....	.299	.387	.379	+29.4	-2.1	+26.8
Miscellaneous bench workers, unskilled.....	.252	.366	.348	+45.2	-4.9	+38.1
Lacers and fly leafers, machine.....	.280	.382	.371	+36.4	-2.9	+32.5
Miscellaneous machine operators ⁴.....	.396	.445	.437	+12.4	-1.8	+10.4
Miscellaneous machine feeders ¹.....	.302	.388	.365	+28.5	-5.9	+20.9
Machine helpers and floormen.....	.238	.347	.339	+45.8	-2.3	+42.4
Bundlers and packers.....	.284	.360	.345	+26.8	-4.2	+21.5
Office and plant supervisory employees.....	.465	.526	.531	+13.1	+1.0	+14.2
Office and plant clerical employees.....	.418	.476	.471	+13.9	-1.1	+12.7
Other indirect workers ⁵.....	.269	.310	.300	+15.2	-3.2	+11.5
Total.....	.295	.391	.382	+32.5	-2.3	+29.5
<i>South</i>						
Males:						
Miscellaneous machine operators ⁴.....	.417	.567	.532	+36.0	-6.2	+27.6
Miscellaneous machine feeders ¹.....	.256	.371	.368	+44.9	-.8	+43.8
Machine helpers and floormen ².....	.184	.336	.345	+82.6	+2.7	+87.5
Other skilled indirect workers ⁶.....	.465	.601	.595	+29.2	-1.0	+28.0
Other semiskilled indirect workers ⁷.....	.291	.410	.397	+40.9	-3.2	+36.4
Other unskilled indirect workers ³.....	.204	.349	.331	+71.1	-5.2	+62.3
Total.....	.303	.437	.429	+44.2	-1.8	+41.6
Females:						
Single-stayer operators.....	.220	.352	.340	+60.0	-3.4	+54.5
Strippers, machine.....	.219	.337	.329	+53.9	-2.4	+50.2
Turners-in, hand.....	.178	.316	.304	+77.5	-3.8	+70.8
Automatic-wrapping-machine operators.....	.238	.360	.345	+51.3	-4.2	+45.0
Box makers, hand.....	.207	.343	.308	+65.7	-10.2	+48.8
Miscellaneous bench workers, unskilled.....	.217	.329	.339	+51.6	+3.0	+56.2
Miscellaneous machine feeders ¹.....	.224	.329	.321	+46.9	-2.4	+43.3
Machine helpers and floormen ².....	.198	.327	.305	+65.2	-6.7	+54.0
Other indirect workers ⁵.....	.235	.316	.331	+34.5	+4.7	+40.9
Total.....	.218	.335	.325	+53.7	-3.0	+49.1

¹ For males in the North, it also includes machine strippers, gluing-machine operators, automatic-wrapping-machine operators, and machine lacers and fly leafers. For females in the North, it also includes miscellaneous machine feeders, printing-press feeders, scorer feeders, and ender feeders. For males in the South, it also includes miscellaneous machine feeders, printing-press feeders, scorer feeders, corner-cutter feeders, single-stayer operators, quadruple-stayer feeders, ender feeders, machine strippers, gluing-machine operators, automatic-wrapping-machine operators, and machine lacers and fly leafers. For females in the South, it also includes miscellaneous machine feeders, printing-press feeders, scorer feeders, corner-cutter feeders, quadruple-stayer feeders, ender feeders, gluing-machine operators, machine lacers and fly leafers, and miscellaneous machine operators.

² For males in the North, it also includes hand benders-up and hand turners-in. For males in the South, it also includes hand turners-in, hand box makers, and unskilled miscellaneous machine workers. For females in the South it also includes hand benders-up.

³ For males in the North, it also includes truck drivers' helpers. For males in the South it also includes bundlers and packers, watchmen, laborers, and other unskilled service workers.

⁴ For females in the North, it also includes miscellaneous machine operators, combination printing pressmen and feeders, scorer operators, corner-cutter operators, quadruple-stayer operators, and ender operators. For males in the South, it also includes miscellaneous machine operators, combination printing pressmen and feeders, scorer operators, corner-cutter operators, quadruple-stayer operators, and ender operators.

⁵ For females in the North, it also includes compositors and printing pressmen, bundlers and packers, other unskilled service workers, and skilled, semiskilled, and unskilled miscellaneous workers. For females in the South, it also includes bundlers and packers, office and plant supervisory employees, office and plant clerical employees, other unskilled service workers, and unskilled miscellaneous indirect workers.

⁶ For males in the South, it also includes compositors and printing pressmen, machine adjusters and repairmen, and office and plant supervisory employees.

⁷ For males in the South, it also includes truck drivers and office and plant clerical employees.

For male workers in the North, averages are presented for 23 individual occupations and 7 occupational groups.¹⁷ In May 1933, the range in the averages of individual occupations was from 26.4 cents for unskilled miscellaneous bench workers to 57.7 cents for machine adjusters and repairmen. However, when all averages are considered, the occupational group of office and plant supervisory employees had the highest, 64.5 cents, and the occupation of unskilled miscellaneous bench workers still had the lowest. In August 1934, machine helpers and floormen had the lowest average of any occupational class, 40.2 cents, while scorer operators had the highest average of any individual occupation, 69.2 cents, and office and plant supervisory employees the highest of all averages shown, 80.8 cents. Between May 1933 and August 1934, office and plant clerical employees had the smallest relative increase in average earnings, 12.6 percent, and unskilled miscellaneous bench workers the greatest, 59.5 percent. In a general way, the percentages of change seemed to vary indirectly with skill. Thus, on the whole, percentage increases were small for the skilled classes, greater for the semiskilled classes, and greatest for the unskilled classes.¹⁸ Between August 1934 and August 1935, the average hourly earnings advanced in 11 of the occupational classes, declined in 17, and remained unchanged in 2. The increases ranged from 0.2 percent for combination printing pressmen and feeders and for printing-press feeders to 3.3 percent for scorer feeders. The decreases, on the other hand, extended from 0.7 percent for ender feeders and for unskilled miscellaneous bench workers to 10.1 percent for hand box makers. In August 1935, watchmen had the lowest average hourly earnings, 38.5 cents, and, as in August 1934, scorer operators had the highest of any individual occupation average, 68.6 cents, and office and plant supervisory employees the highest of all averages presented, 79.5 cents.

In case of female workers in the North, the range in average hourly earnings in May 1933 was from 23.4 cents for hand turners-in to 46.5 cents for office and plant supervisory employees. In August 1934, the lowest average, 31.0 cents, was for other indirect workers, while the highest, 52.6 cents, was still for office and plant supervisory employees. The percentage gains between these two periods extended

¹⁷ The 7 occupational groups include compositors and printing pressmen, office and plant supervisory employees, office and plant clerical workers, other unskilled service workers, other skilled indirect workers, other semiskilled indirect workers, and other unskilled indirect workers.

¹⁸ The following classification of occupational classes according to skill was used: The skilled group includes miscellaneous cutter operators, compositors and printing pressmen, combination pressmen and feeders (printing), scorer operators, corner-cutter operators, quadruple-stayer operators, ender operators, miscellaneous machine operators, machine adjusters and repairmen, truck drivers, office and plant supervisory employees, and other skilled indirect employees; the semiskilled group comprises miscellaneous cutter feeders, printing-press feeders, scorer feeders, corner-cutter feeders, single-stayer operators, quadruple-stayer feeders, ender feeders, hand box makers, miscellaneous machine feeders, office and plant clerical employees, and other semiskilled indirect workers; the unskilled group includes unskilled miscellaneous bench workers, machine helpers and floormen, bundlers and packers, watchmen, laborers, other unskilled service workers, and other unskilled indirect workers.

from 13.1 for the last-mentioned occupational group to 53.8 for hand turners-in. It will be noticed that the August 1934 average for other indirect workers was 1.5 cents under the code minimum. This was due to the presence in this group of learners and apprentices and substandard workers, whose averages in August 1934, while much higher than in May 1933, were still well under the code minimum. With the exception of three small increases, the average earnings per hour decreased in all occupational classes between August 1934 and August 1935. The declines, both relative and absolute, were smallest for automatic-wrapping-machine operators, 0.1 cent or 0.2 percent, and greatest for miscellaneous machine feeders, 2.3 cents or 5.9 percent. On the other hand, the increases were small, ranging from 0.1 cent or 0.3 percent for quadruple-stayer feeders to 0.8 cent or 2.2 percent for corner-cutter feeders. In August 1935, the same two occupational classes had respectively the lowest and the highest average hourly earnings as in August 1934, the range being from 30.0 cents for other indirect workers to 53.1 cents for office and plant supervisory employees.

The 1935 average of the other indirect workers was affected even to a greater extent than in 1934 by the presence of learners and apprentices, as the number of these workers more than doubled during this period, and, along with that, their average hourly earnings declined slightly over 8 percent.

In the North, there are eight identical occupational classes for which a comparison of average hourly earnings may be made by sex. In May 1933, the differential in favor of males was 5.7 cents for corner-cutter feeders, 5.5 cents for single-stayer operators, 4.4 cents for quadruple-stayer feeders, 17.1 cents for hand box makers, 1.2 cents for unskilled miscellaneous bench workers, 5.4 cents for bundlers and packers, 18.0 cents for office and plant supervisory employees, and 8.9 cents for office and plant clerical employees. Instead of disappearing, as provided under the code,¹⁹ these differences increased somewhat. Thus, in August 1934 they were respectively 7.0, 9.6, 7.7, 19.0, 5.5, 7.8, 28.2, and 9.5 cents. With the discontinuance of the code, however, these differentials declined in six and increased in two of the eight occupational classes. In August 1935, the respective differentials were 5.8, 8.2, 8.8, 14.0, 7.0, 7.0, 26.4, and 8.7 cents.

The range in the average earnings per hour of male workers in the South was from 18.4 to 46.5 cents in May 1933 and from 33.6 to 60.1 cents in August 1934. In both periods, the lowest earnings were for machine helpers and floormen and the highest for other skilled indirect workers. The same two occupational groups had respectively the greatest and smallest relative change between May 1933 and August 1934, 82.6 percent for the former and 29.2 percent for the latter. Fol-

¹⁹ See p. 416.

lowing the discontinuance of the code, the averages of all but one of the six groups shown declined, miscellaneous machine feeders having the smallest decrease, 0.3 cent or 0.8 percent, and miscellaneous machine operators the greatest, 3.5 cents or 6.2 percent. During this period, the average of machine helpers and floormen advanced 0.9 cent or 2.7 percent. In August 1935, other unskilled indirect workers had the lowest average hourly earnings, 33.1 cents, and as in the other two periods, other skilled indirect workers had the highest average, 59.5 cents.

The average earnings per hour in the nine occupational classes shown for female workers in the South varied from 17.8 to 23.8 cents in May 1933, from 31.6 to 36.0 cents in August 1934, and from 30.4 to 34.5 cents in August 1935. In each period, automatic-wrapping-machine operators had the highest average, while hand turners-in had the lowest average in 1933 and 1935 and, together with other indirect workers, the lowest in 1934. Between May 1933 and August 1934, the females in the South had, on the whole, the highest percentage increases of any group. The lowest percentage gain during this period was 34.5 for other indirect workers and the highest was 77.5 for hand turners-in. These large advances were due to the low pre-code average hourly earnings in this group and to the necessity of bringing these earnings in line with the code minimum. In two cases, the occupational averages in August 1934, while much higher than in 1933, still fell short of the code minimum of 32.5 cents. Thus, both hand turners-in and other indirect workers averaged only 31.6 cents per hour, or 0.9 cent under the code minimum. As neither class included exempted workers, it is evident that some of the employees in these occupational classes were paid in violation of the code. In all but two of the occupational classes, the average hourly earnings dropped between August 1934 and August 1935. Machine strippers and miscellaneous machine feeders had the smallest decline, 0.8 cent or 2.4 percent, and hand box makers the greatest decrease, 3.5 cents or 10.2 percent. The advances were 1.0 cent or 3.0 percent for unskilled miscellaneous bench workers and 1.5 cents or 4.7 percent for other indirect workers.

Among female employees, there are six identical occupations for which regional comparisons are possible. In May 1933, the differentials in favor of females in the North were 8.6 cents for single-stayer operators, 8.6 cents for machine strippers, 5.6 cents for hand turners-in, 8.0 cents for automatic-wrapping-machine operators, 9.2 cents for hand box makers, and 3.5 cents for unskilled miscellaneous bench workers. By August 1934, these differences had declined in the first five occupations mentioned and increased slightly in the sixth. They were respectively 4.5, 7.5, 4.4, 5.0, 4.4, and 3.7 cents. The reductions were due to the greater relative and absolute increases in the average

hourly earnings of females in the South than in the North. On the other hand, the slight increase in the differential favoring female unskilled miscellaneous bench workers in the North was due to the fact that between May 1933 and August 1934 the absolute increase for that occupation in the North was slightly greater than in the South. In August 1935, for each of the six occupations, the differentials in favor of females in the North, which amounted respectively to 5.5, 7.2, 4.4, 6.4, 7.1, and 0.9 cents, were all smaller than the corresponding differentials in May 1933. As compared with August 1934, however, they increased in three instances, declined in two, and remained unchanged in one.

Weekly Hours

Changes in Averages

IN ADDITION to increasing average hourly earnings, the code brought about a reduction in the average weekly hours, as may be seen by an examination of table 7. Thus, between May 1933 and August 1934 the average hours in the industry fell from 39.0 to 35.5, a decline of 3.5 hours or 9 percent. The drop was greater for males than for females, and it was also greater in the South than in the North. In the North the hours of males declined 5.1 hours or 11.9 percent, as compared with 1.6 hours or 4.4 percent for females, and in the South the hours of males dropped 11.0 hours or 23.3 percent as against 9.0 hours or 21.2 percent for females. In August 1934, the highest average in any group (37.7 hours for males in the North) was more than 2 hours under the maximum set up by the code for most employees.

Table 7.—Average Weekly Hours, by Region and Sex, in 3 Pay-Roll Periods

Region and sex	Average weekly hours			Percent of change		
	May 1933	August 1934	August 1935	May 1933 to August 1934	August 1934 to August 1935	May 1933 to August 1935
United States.....	39.0	35.5	38.2	-9.0	+7.6	-2.1
Males.....	43.3	37.5	40.5	-13.4	+8.0	+6.5
Females.....	36.8	34.5	37.0	-6.2	+7.2	+5.5
North.....	38.4	35.6	38.2	-7.3	+7.3	-.5
Males.....	42.8	37.7	40.6	-11.9	+7.7	+5.1
Females.....	36.2	34.6	37.1	-4.4	+7.2	+2.5
South.....	44.2	34.5	37.7	-21.9	+9.3	-14.7
Males.....	47.2	36.2	39.6	-23.3	+9.4	-16.1
Females.....	42.4	33.4	36.4	-21.2	+9.0	-14.2

With the lifting of the maximum-hour provisions following the discontinuance of the code, the average weekly hours increased. The industry average advanced from 35.5 in August 1934 to 38.2 in

August 1935, a gain of 2.7 hours or 7.6 percent. Similar increases also took place for each group, although the average advanced more in the South than in the North and within each region the gains were greater for males than for females. The smallest increase, both absolute and relative, was 2.5 hours, or 7.2 percent, for females in the North, and the greatest, 3.4 hours or 9.4 percent, was for males in the South.

With the exception of female workers in the North, the average hours per week for each of the groups were still lower in August 1935 than in May 1933. These decreases, which amounted to 0.8 hour or 2.1 percent for the industry as a whole, were 2.2 hours or 5.1 percent for males in the North, 7.6 hours or 16.1 percent for males in the South, and 6.0 hours or 14.2 percent for females in the South. However, the large group of females in the North worked on the average 0.9 hour or 2.5 percent more per week in 1935 than in 1933, this being due to the fact that the increase in their average weekly hours between August 1934 and August 1935 more than offset the small decline that had taken place between May 1933 and August 1934.

One of the chief effects of the maximum-hour provisions of the code was to level off somewhat the sex differentials. Thus, between May 1933 and August 1934 the differentials in favor of males were reduced from 6.6 to 3.1 hours in the North and from 4.8 to 2.8 hours in the South. Between August 1934 and August 1935, during which time the code was discontinued, they increased but little, advancing only 0.4 hour in both districts. Regional differences were also affected by the code. Thus, while males and females in the South enjoyed respectively a differential of 4.4 and 6.2 hours in May 1933, the opposite was true in each of the two later periods, males and females in the North working a somewhat longer week than males and females in the South.

Changes in Percentage Distributions of Employees

The full extent of the reduction in weekly hours under the code, as well as the increase after the code, is shown in table 8. In order to appreciate the significance of these changes, however, it is advisable first to examine the provisions relating to working hours as found in the code.

Table 8.—Percentage Distribution of Employees According to Weekly Hours, by Region and Sex, in 3 Pay-Roll Periods

Region, sex, and weekly hours	May 1933		August 1934		August 1935	
	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage
<i>United States</i>						
All employees:						
Under 16 hours.....	4.3	4.3	3.6	3.6	2.5	2.5
16 and under 24 hours.....	6.6	10.9	6.7	10.3	4.3	6.8
24 and under 32 hours.....	12.7	23.6	11.3	21.6	8.3	15.1
32 and under 40 hours.....	21.2	44.8	24.7	46.3	18.8	33.9
40 hours.....	5.6	50.4	46.0	92.3	40.4	74.3
Over 40 and under 48 hours.....	23.0	73.4	5.7	98.0	16.9	91.2
48 hours.....	6.5	79.9	.9	98.9	2.8	94.0
Over 48 and under 56 hours.....	16.3	96.2	.8	99.7	4.9	98.9
56 hours and over.....	3.8	100.0	.3	100.0	1.1	100.0
Total.....	100.0	-----	100.0	-----	100.0	-----
<i>North</i>						
Males:						
Under 16 hours.....	1.9	1.9	2.1	2.1	1.2	1.2
16 and under 24 hours.....	3.8	5.7	4.4	6.5	2.4	3.6
24 and under 32 hours.....	8.8	14.5	8.3	14.8	4.2	7.8
32 and under 40 hours.....	16.1	30.6	16.2	31.0	14.0	21.8
40 hours.....	4.9	35.5	54.6	85.6	44.2	66.0
Over 40 and under 48 hours.....	26.3	61.8	9.7	95.3	19.1	85.1
48 hours.....	10.0	71.8	1.5	96.8	3.3	88.4
Over 48 and under 56 hours.....	21.5	93.3	2.3	99.1	8.8	97.2
56 hours and over.....	6.7	100.0	.9	100.0	2.8	100.0
Total.....	100.0	-----	100.0	-----	100.0	-----
Females:						
Under 16 hours.....	5.6	5.6	4.3	4.3	2.9	2.9
16 and under 24 hours.....	8.8	14.4	7.6	11.9	5.3	8.2
24 and under 32 hours.....	15.6	30.0	12.5	24.4	10.2	18.4
32 and under 40 hours.....	24.7	54.7	28.6	53.0	21.4	39.8
40 hours.....	6.5	61.2	42.5	95.5	38.9	78.7
Over 40 and under 48 hours.....	22.8	84.0	3.8	99.3	15.4	94.1
48 hours.....	5.4	89.4	.6	99.9	2.6	96.7
Over 48 and under 56 hours.....	9.3	98.7	.1	100.0	3.0	99.7
56 hours and over.....	1.3	100.0	-----	-----	.3	100.0
Total.....	100.0	-----	100.0	-----	100.0	-----
<i>South</i>						
Males:						
Under 16 hours.....	1.9	1.9	3.2	3.2	2.7	2.7
16 and under 24 hours.....	2.2	4.1	6.8	10.0	2.9	5.6
24 and under 32 hours.....	5.3	9.4	9.1	19.1	7.3	12.9
32 and under 40 hours.....	12.3	21.7	21.3	40.4	15.3	28.2
40 hours.....	3.8	25.5	48.5	88.9	34.8	63.0
Over 40 and under 48 hours.....	13.8	39.3	8.4	97.3	23.3	86.3
48 hours.....	2.6	41.9	1.1	98.4	3.8	90.1
Over 48 and under 56 hours.....	40.1	82.0	1.1	99.5	7.8	97.9
56 hours and over.....	18.0	100.0	.5	100.0	2.1	100.0
Total.....	100.0	-----	100.0	-----	100.0	-----
Females:						
Under 16 hours.....	4.9	4.9	5.3	5.3	5.2	5.2
16 and under 24 hours.....	2.5	7.4	8.3	13.6	4.6	9.8
24 and under 32 hours.....	9.5	16.9	16.5	30.1	10.9	20.7
32 and under 40 hours.....	18.0	34.9	29.2	59.3	15.7	36.4
40 hours.....	2.1	37.0	37.5	96.8	40.0	76.4
Over 40 and under 48 hours.....	16.1	53.1	2.4	99.2	18.0	94.4
48 hours.....	1.7	54.8	.5	99.7	2.6	97.0
Over 48 and under 56 hours.....	40.8	95.6	.3	100.0	2.8	99.8
56 hours and over.....	4.4	100.0	-----	-----	.2	100.0
Total.....	100.0	-----	100.0	-----	100.0	-----

The provisions of the President's Reemployment Agreement relating to hours of work were fairly general.²⁰ The code provisions, however, were much more specific. Thus, "laborers, mechanical workers, or artisans", who represent most of the employees, were to work 40 hours per week, with an annual tolerance of 7.5 percent, but not more than 48 hours in any 1 week. All time worked in excess of 40 hours in any 1 week was to be paid for at not less than time and one-third. Employees engaged in emergency repairs or emergency maintenance work were exempted from this general limitation, with the provision that all hours in excess of 40 in any 1 week were to be paid for at not less than time and one-third. In addition, certain special exemptions were made. Thus, watchmen were allowed to work 56 hours in any 1 week, chauffeurs and truckmen an average of 40 hours in any 4 consecutive weeks, and engineers and firemen an average of 42 hours²¹ in any 4 consecutive weeks. The hours of executives and their personal secretaries and of all supervisory employees receiving \$35 or more per week were not limited. For all other employees, the hours of work were to average not more than 40 per week in any 13 consecutive weeks and not more than 48 in any 1 week.

The principal effects of the maximum-hours provisions of the code on the industry as a whole were to reduce sharply the number of employees working over 40 hours per week and to bring about a very decided concentration at the code level. Thus, the percentage working over 40 hours dropped from 49.6 in May 1933 to 7.7 in August 1934. During this period, the percentage employed over 40 but under 48 hours was reduced from 23.0 to 5.7, that working 48 but under 56 declined from 22.8 to 1.7, and that with a week of 56 hours or over decreased from 3.8 to 0.3. An examination of the distribution for individual occupations shows that a majority of the employees working over 48 hours per week in August 1934 were engaged in indirect work and so could have justifiably worked such long hours under the code. Along with the above reductions, the percentage of employees working a week of exactly 40 hours rose from 5.6 in May 1933 to 46.0 in August 1934. During this period the percentages in each of the classes under 40 hours varied but little, the greatest change taking place in the 32-and-under 40-hour class, which increased from 21.2 in May 1933 to 24.7 in August 1934.

After the code, there was an upward shift in the distribution of employees for the entire industry. Between August 1934 and

²⁰ The substitute provisions provided that:

a. "During a fixed period of 6 consecutive months, the average maximum hours that any employee may work shall not exceed 40 hours per week;

b. "During peak periods of business incident to this industry, the hours per employee per week may be increased to, but not exceeding, 48 hours per week;

"In this connection, it shall be understood that any time in excess of 40 hours shall be paid for at time and one-third."

²¹ All time in excess of 9 hours in any 1 day was to be paid for at not less than time and one-third.

August 1935, the relative number of workers decreased in each of the classes of 40 hours and under and increased in each of the classes over 40 hours. During this period, the percentage employed 40 hours or less declined from 92.3 to 74.3, while the percentage working over 40 hours advanced from 7.7 to 25.7. The reductions were sharpest in the 32-and-under-40-hour class and in the 40-hour class, the former dropping from 24.7 to 18.8 percent and the latter from 46.0 to 40.4 percent. On the other hand, the greatest increase occurred in the over 40- and under 48-hour class, the percentage here advancing from 5.7 to 16.9.

An examination of the distributions of the four groups shows that the variations in each of these differ from the changes in the industry as a whole only in degree and not in kind.

In each group, the relative number working over 40 hours per week declined sharply between May 1933 and August 1934. In the North the percentage dropped from 64.5 to 14.4 for males and from 38.8 to 4.5 for females, and in the South from 74.5 to 11.1 for males and from 63.0 to 3.2 for females. With the increase in weekly hours after the code, the relative number employed over 40 hours per week rose considerably. In August 1935, 34.0 percent of the males and 21.3 percent of the females in the North and 37.0 percent of the males and 23.6 percent of the females in the South worked over 40 hours per week. However, these respective percentages in 1935 were lower than in 1933.

As previously stated, the sharp decrease in the percentages working over 40 hours per week was accompanied by a very pronounced concentration of workers at the code level. Between May 1933 and August 1934, the number employed exactly 40 hours rose from 4.9 to 54.6 percent for males in the North, from 6.5 to 42.5 percent for females in the North, from 3.8 to 48.5 percent for males in the South, and from 2.1 to 37.5 percent for females in the South. As may be seen, the increase in these percentages was greater for males than for females. With the discontinuance of the code, the 1934 percentages were not seriously disturbed, declining in three and increasing in one of the four groups. Thus, in August 1935, the percentage working exactly 40 hours in the North was 44.2 for males and 38.9 for females, and in the South 34.8 for males and 40.0 for females.

Between May 1933 and August 1934, the relative number of employees working less than 40 hours per week remained practically unchanged in the North but almost doubled in the South. During this period, the percentage working less than the maximum code hours increased from 30.6 to 31.0 for males in the North, and decreased from 54.7 to 53.0 for females in the North. In the South, however, the percentage rose from 21.7 to 40.4 for males and from 34.9 to 59.3 for females. The increases in the South were brought about by the very sharp reductions in the relative number working over 40 hours per

week. While a large proportion of these employees were absorbed in the 40-hour class, roughly one-third were shifted to the under 40-hour class. With the lifting of the maximum-hours provisions of the code and the increase in weekly hours, the percentage working less than 40 hours per week declined in each sex-region group. In August 1935, these percentages were 21.8 for males in the North, 39.8 for females in the North, 28.2 for males in the South, and 36.4 for females in the South.

Weekly Earnings

Changes in Averages

FOR the industry as a whole, the average weekly earnings rose from \$13.45 in May 1933 to \$15.87 in August 1934, a gain of \$2.42 or 18.0 percent. This increase was due entirely to the sharp advance in average hourly earnings, as the average weekly hours declined during this period. The gain in weekly hours, however, was responsible for the increase in the average earnings per week from \$15.87 in August 1934 to \$16.66 in August 1935 (a rise of 79.0 cents or 5.0 percent), since the average earnings per hour declined slightly during this interval. Over the entire period, the average weekly earnings advanced \$3.21 or 23.9 percent. These facts are disclosed in table 9.

Table 9.—Average Weekly Earnings, by Region and Sex, in 3 Pay-Roll Periods

Region and sex	Average weekly earnings			Percent of change		
	May 1933	August 1934	August 1935	May 1933 to August 1934	August 1934 to August 1935	May 1933 to August 1935
United States.....	\$13.45	\$15.87	\$16.66	+18.0	+5.0	+23.9
Males.....	19.09	20.91	22.08	+9.5	+5.6	+15.7
Females.....	10.53	13.33	13.99	+26.6	+5.0	+32.9
North.....	13.74	16.14	16.90	+17.5	+4.7	+23.0
Males.....	19.71	21.43	22.58	+8.7	+5.4	+14.6
Females.....	10.68	13.52	14.15	+26.6	+4.7	+32.5
South.....	11.08	12.93	13.83	+16.7	+7.0	+24.8
Males.....	14.32	15.81	16.98	+10.4	+7.4	+18.6
Females.....	9.25	11.21	11.85	+21.2	+5.7	+28.1

Average Weekly Earnings

BETWEEN May 1933 and August 1934, males in the North had a higher absolute rise in average weekly earnings (\$1.72) than males in the South (\$1.49), but the latter had a greater relative gain than the former (10.4 percent as compared with 8.7 percent). During the same period, females in the North had greater relative and absolute increases (\$2.84 or 26.6 percent) than females in the South (\$1.96 or 21.2 percent). From August 1934 to August 1935, the gains amounted to \$1.15 (5.4 percent) for males in the North, 63 cents

(4.7 percent) for females in the North, \$1.17 (7.4 percent) for males in the South, and 64 cents (5.7 percent) for females in the South. For the period as a whole (May 1933 to August 1935), the advances in the North were \$2.87 or 14.6 percent for males and \$3.47 or 32.5 percent for females, while in the South they amounted to \$2.66 or 18.6 percent for males and \$2.60 or 28.1 percent for females.

The changes in average weekly earnings between May 1933 and August 1935 affected, to some extent, the sex and regional differentials. During the period the margin in favor of males dropped from \$9.03 to \$8.43 in the North and increased from \$5.07 to \$5.13 in the South. On the other hand, the northern differential advanced from \$5.39 to \$5.60 for males and from \$1.43 to \$2.30 for females.

Changes in Percentage Distribution of Employees

An examination of the distribution of employees for the industry, as shown in table 10, discloses the fact that between May 1933 and August 1934 there was a decrease in the percentages of employees in each of the classes under \$12 per week and an increase in the percentages of employees in each of the classes of \$12 and over. Thus, during this period the percentage earning less than \$12 dropped from 50.8 to 23.5, while the percentage receiving \$12 and over advanced from 49.2 to 76.5. The greater part of the reduction took place in the \$4 and under \$12 group, while most of the increase occurred in the \$12 and under \$20 group. The greatest advance was in the \$12 and under \$16 class (from 21.0 to 38.4 percent), which includes all three of the full-time code-minimum weekly wages.²²

Table 10.—Percentage Distribution of Employees According to Weekly Earnings, by Region and Sex, in 3 Pay-Roll Periods

Region, sex, and weekly earnings	May 1933		August 1934		August 1935	
	Simple percent- age	Cumula- tive per- centage	Simple percent- age	Cumula- tive per- centage	Simple percent- age	Cumula- tive per- centage
<i>United States</i>						
All employees:						
Under \$4.....	4.6	4.6	1.7	1.7	1.8	1.8
\$4 and under \$8.....	17.2	21.8	6.5	8.2	4.8	6.6
\$8 and under \$12.....	29.0	50.8	15.3	23.5	13.1	19.7
\$12 and under \$16.....	21.0	71.8	38.4	61.9	35.6	55.3
\$16 and under \$20.....	11.1	82.9	17.5	79.4	21.4	76.7
\$20 and under \$24.....	7.3	90.2	8.3	87.7	9.7	86.4
\$24 and under \$28.....	4.6	94.8	5.3	93.0	5.5	91.9
\$28 and under \$32.....	2.4	97.2	2.9	95.9	3.5	95.4
\$32 and under \$36.....	1.4	98.6	2.2	98.1	2.4	97.8
\$36 and under \$40.....	.7	99.3	.8	98.9	1.0	98.8
\$40 and under \$44.....	.4	99.7	.6	99.5	.6	99.4
\$44 and under \$48.....	.2	99.9	.3	99.8	.3	99.7
\$48 and over.....	.1	100.0	.2	100.0	.3	100.0
Total.....	100.0		100.0		100.0	

²² These weekly wages are \$15 for males in the North, \$13 for females in the North and males in the South and \$12 for females in the South.

Table 10.—Percentage Distribution of Employees According to Weekly Earnings, by Region and Sex, in 3 Pay-Roll Periods—Continued

Region, sex, and weekly earnings	May 1933		August 1934		August 1935	
	Simple percent-age	Cumula-tive per-centage	Simple percent-age	Cumula-tive per-centage	Simple percent-age	Cumula-tive per-centage
<i>North</i>						
Males:						
Under \$4.....	1.3	1.3	0.7	0.7	0.8	0.8
\$4 and under \$8.....	5.1	6.4	2.5	3.2	1.3	2.1
\$8 and under \$12.....	11.8	18.2	5.5	8.7	3.8	5.9
\$12 and under \$15.....	11.3	29.5	10.1	18.8	7.6	13.5
\$15.....	.9	30.4	7.1	25.9	5.2	18.7
Over \$15 and under \$16.....	4.5	34.9	3.0	28.9	3.7	22.4
\$16 and under \$20.....	19.5	54.4	20.1	49.0	21.0	43.4
\$20 and under \$24.....	17.2	71.6	15.9	64.9	17.5	60.9
\$24 and under \$28.....	12.8	84.4	13.8	78.7	14.3	75.2
\$28 and under \$32.....	7.0	91.4	8.7	87.4	10.5	85.7
\$32 and under \$36.....	4.3	95.7	6.5	93.9	7.2	92.9
\$36 and under \$40.....	2.3	98.0	2.5	96.4	3.1	96.0
\$40 and under \$44.....	1.1	99.1	2.0	98.4	2.1	98.1
\$44 and under \$48.....	.5	99.6	.9	99.3	1.0	99.1
\$48 and over.....	.4	100.0	.7	100.0	.9	100.0
Total.....	100.0		100.0		100.0	
Females:						
Under \$4.....	6.0	6.0	2.1	2.1	2.0	2.0
\$4 and under \$8.....	22.0	28.0	7.7	9.8	6.2	8.2
\$8 and under \$12.....	37.1	65.1	19.1	28.9	16.8	25.0
\$12 and under \$13.....	8.0	73.1	8.4	37.3	7.0	32.0
\$13.....	.7	73.8	11.5	48.8	8.1	40.1
Over \$13 and under \$16.....	14.5	88.3	26.9	75.7	28.9	69.0
\$16 and under \$20.....	7.6	95.9	17.2	92.9	22.4	91.4
\$20 and under \$24.....	2.7	98.6	5.2	98.1	6.5	97.9
\$24 and under \$28.....	.9	99.5	1.3	99.4	1.4	99.3
\$28 and under \$32.....	.3	99.8	.4	99.8	.5	99.8
\$32 and under \$36.....	.1	99.9	.1	99.9	.1	99.9
\$36 and under \$40.....	.1	100.0	.1	100.0	.1	100.0
\$40 and under \$44.....	(¹)	100.0		100.0		100.0
\$44 and under \$48.....	(¹)	100.0		100.0		100.0
\$48 and over.....	(¹)	100.0	(¹)	100.0	(¹)	100.0
Total.....	100.0		100.0		100.0	
<i>South</i>						
Males:						
Under \$4.....	2.6	2.6	.3	.3	2.4	2.4
\$4 and under \$8.....	13.1	15.7	7.2	7.5	4.0	6.4
\$8 and under \$12.....	27.0	42.7	16.0	23.5	9.4	15.8
\$12 and under \$13.....	5.2	47.9	7.8	31.3	7.8	23.6
\$13.....	.8	48.7	9.7	41.0	5.1	28.7
Over \$13 and under \$16.....	16.1	64.8	21.5	62.5	23.0	51.7
\$16 and under \$20.....	14.2	79.0	13.8	76.3	20.7	72.4
\$20 and under \$24.....	11.3	90.3	10.8	87.1	11.8	84.2
\$24 and under \$28.....	6.7	97.0	7.5	94.6	9.4	93.6
\$28 and under \$32.....	1.5	98.5	2.4	97.0	2.6	96.2
\$32 and under \$36.....	.4	98.9	2.2	99.2	2.2	98.4
\$36 and under \$40.....	.4	99.3	.3	99.5	.8	99.2
\$40 and under \$44.....	.7	100.0	.5	100.0	.5	99.7
\$44 and under \$48.....						99.7
\$48 and over.....					.3	100.0
Total.....	100.0		100.0		100.0	
Females:						
Under \$4.....	7.6	7.6	3.7	3.7	5.2	5.2
\$4 and under \$8.....	31.9	39.5	16.1	19.8	8.6	13.8
\$8 and under \$12.....	36.8	76.3	27.5	47.3	25.6	39.4
\$12.....	.2	76.5	12.0	59.3	16.0	55.4
Over \$12 and under \$16.....	19.1	95.6	32.1	91.4	32.8	88.2
\$16 and under \$20.....	3.6	99.2	7.6	99.0	9.6	97.8
\$20 and under \$24.....	.4	99.6	.8	99.8	2.0	99.8
\$24 and under \$28.....	.4	100.0	.2	100.0	.2	100.0
Total.....	100.0		100.0		100.0	

¹ 1/10 of 1 percent.

The shifting of workers from lower to higher weekly wage classes continued, although on a more limited scale, after the code was abandoned. With the exception of the under \$4 class, which increased slightly between August 1934 and August 1935, small decreases occurred in each of the classes under \$16, thus reducing the percentage earning less than that figure from 61.9 to 55.3. Most of these employees were evidently transferred to the \$16 and under \$24 classes, as the percentage here increased from 25.8 to 31.1. The greater part of this advance was in the \$16 and under \$20 class. The percentages for the higher wage classes either increased very little or remained unchanged.

The code did not greatly affect the weekly earnings of male workers in the North. In May 1933, 70.5 percent were already earning \$15 or more per week; in August 1934, this percentage had risen to 81.2. During this period, the relative number of employees decreased in each of the classes under \$15, and increased in each of the classes of \$24 and over. The concentration at the code level was not very pronounced, as only 7.1 percent earned exactly \$15 in August 1934, as compared with 0.9 percent in May 1933. In the over \$15 and under \$24 classes, however, the trend varied, resulting in a decrease in the percentage for this group from 41.2 in the earlier period to 39.0 in the later period. This shift of workers to higher wage levels continued even after the code. Thus, 86.5 percent earned \$15 or over in August 1935, as against 81.2 in August 1934.

Most of the changes in the weekly earnings of male workers in the South between May 1933 and August 1934 took place in the wage classes under \$16. Thus, while the relative number paid less than \$13, the code minimum for males in the South, dropped from 47.9 to 31.3 percent, those receiving \$13 and under \$16 increased from 16.9 to 31.2 percent. Furthermore, 9.7 percent earned exactly \$13 per week in August 1934 as against 0.8 percent in May 1933. In the classes of \$16 and over the changes varied considerably, the percentage paid \$16 and under \$24 declining from 25.5 to 24.6, the percentage receiving \$24 and under \$36 advancing from 8.6 to 12.1, and the percentage earning \$36 and over dropping from 1.1 to 0.8. The weekly earnings of males in the South continued to advance after the code. Between August 1934 and August 1935, those receiving less than the former code minimum, \$13, dropped from 31.3 to 23.6 percent and those earning exactly \$13 declined from 9.7 to 5.1 percent. In contrast, the percentage paid over \$13 advanced from 59.0 to 71.3, the greatest increase taking place in the \$16 and under \$20 class, where the percentage rose from 13.8 to 20.7.

The shifting of workers to higher weekly wage levels following the adoption of the code was much more pronounced in the case of females

than in that of males. In the North the percentage of females receiving less than \$13 per week, the full-time weekly minimum under the code for this group, dropped from 73.1 in May 1933 to 37.3 in August 1934. At the same time, the relative number rose in practically all of the classes of \$13 and over. Most of the decrease took place in the \$4 and under \$12 classes, from 59.1 to 26.8 percent, and practically all of the gain occurred in the \$13 and under \$24 classes, from 25.5 to 60.8 percent. An important concentration took place at the code level, the percentage here rising from 0.7 in May 1933 to 11.5 in August 1934. The increases after the code were small. From August 1934 to August 1935, the relative number declined in each of the classes of \$13 and under, advanced in each of the classes over \$13 and under \$32, and remained unchanged in the classes of \$32 and over.

In May 1933, over three-fourths of the females in the South (76.3 percent) earned less than \$12 per week. With the establishment of a minimum full-time weekly wage of \$12, the percentage receiving less than that amount declined to 47.3 in August 1934. Most of the workers affected were shifted from the \$4 and under \$12 classes, which decreased from 68.7 to 43.6 percent, to the \$12 and under \$16 class, which advanced from 19.3 to 44.1 percent. Between August 1934 and August 1935, the weekly earnings of females in the South, in common with those of all other set-up paper-box employees, continued to rise slightly. During this period, the percentage earning less than the former code minimum, \$12, dropped from 47.3 to 39.4. Thus, in August 1935, 60.6 percent of the females in the South were paid \$12 or more, as compared with 52.7 percent in August 1934.

Earnings and Hours in Tin-Plate, Strip, Skelp, and Tube Mills, 1933 and 1935 ¹

IN MARCH 1935, the average weekly earnings of wage earners were \$28.09 in tin-plate mills, \$28.66 in strip mills, \$20.98 in skelp mills, \$19.70 in lap-weld tube mills, \$19.43 in butt-weld tube mills, and \$22.14 in seamless tube mills.² Similar information for March 1933 is available for tin-plate mills only, where the average earnings per week for that period amounted to \$17.84.³ Compared with the latter figure, the 1935 earnings in this department represent a gain of 57.5 percent. The remaining five departments were covered in 1935 for the first time. However, in view of the fact that substantial increases took place in all departments where comparisons between the 2 years are possible, it may be assumed that similar advances also occurred in these five departments.

The 6 departments included in this article are the last of the 21 covered by the Bureau of Labor Statistics in its recent survey of the iron and steel industry.⁴ The number of employees scheduled in each of these 6 departments is shown in table 1,⁵ the total in March 1935 amounting to 26,037. As far as tin-plate mills are concerned, the 1933 coverage was enlarged in 1935 to embrace workers in the Eastern district, which accounts in part for the increase in the number of employees between the 2 years.

Table 1.—Coverage of 1933 and 1935 Surveys for Tin-Plate, Strip, Skelp, Lap-Weld Tube, Butt-Weld Tube, and Seamless Tube Mills

Department and year	Number of plants	Number of States	Number of wage earners
Tin-plate mills:			
1933.....	7	4	8, 163
1935.....	9	5	13, 462
Strip mills: 1935.....	12	6	6, 788
Skelp mills: 1935.....	6	4	749
Lap-weld tube mills: 1935.....	6	3	1, 753
Butt-weld tube mills: 1935.....	6	4	2, 076
Seamless tube mills: 1935.....	3	3	1, 209

¹ Prepared by Edward K. Frazier, of the Bureau's Division of Wages, Hours, and Working Condition's

² All data covering female plant workers in these and other departments, office workers, and an analysis of the industry as a whole will appear later.

³ This figure includes the earnings of 330 females. If males alone were considered, this average would be only slightly higher.

⁴ The other 15 departments have already been covered as follows: Blast furnaces, Bessemer converters, open-hearth and electric furnaces in April 1936 Monthly Labor Review (pp. 1027-1054); blooming, rail, structural, plate, and billet mills in June 1936 Monthly Labor Review (pp. 1615-1638); bar, puddling, sheet bar, rod, wire, and sheet mills in July 1936 Monthly Labor Review (pp. 113-138).

⁵ For a description of the scope and method of this survey, see the April 1936 Monthly Labor Review (pp. 1027-1029). In order not to reveal the identity of individual plants, the data in this article are shown on a district basis only for strip mills. The extent of each of the geographical districts used, as well as their relation to the 21 code regions, will be found in footnotes 7 and 8, respectively, on pp. 1029 and 1030, of the above issue.

Tin-Plate Mills

Average Hourly Earnings

THE average hourly earnings of tin-plate-mill wage earners amounted to 73.8 cents in 1935. This figure represents an increase of 40 percent over the 1933 average of 52.7 cents, thus reflecting the increases in wage rates under the code.

Every class of labor benefited from this upward swing in wages, as indicated by the percentage distributions in table 2. In 1933 the workers earning 40 cents per hour included slightly more than one-quarter of the total labor force, but declined to one-half of 1 percent in 1935. In the latter year the lowest-paid quarter of the workers included all the wage groups up to 55 cents, whereas in 1933 the workers earning less than 55 cents had formed 63.7 percent of the total. On the other hand, the percentage paid 55 and under 75 cents advanced from 25.7 in 1933 to 33.4 in 1935. Similarly, those earning 75 cents and under \$1 rose from only 6.6 percent in 1933 to 29.2 percent in 1935. The percentage paid \$1 and over increased from 4.0 in 1933 to 12.2 in 1935.

Table 2.—Distribution of Wage Earners in Tin-Plate Mills According to Average Hourly Earnings, 1933 and 1935

Average hourly earnings	1933			1935		
	Number of wage earners	Simple percentage	Cumulative percentage	Number of wage earners	Simple percentage	Cumulative percentage
Under 25.0 cents.....	1 74	0.9	0.9	1	(2)	(2)
25.0 and under 30.0 cents.....	168	2.1	3.0	6	(2)	(2)
30.0 and under 32.5 cents.....	526	6.4	9.4	6	(2)	(2)
32.5 and under 35.0 cents.....	285	3.5	12.9	11	(2)	(2)
35.0 and under 37.5 cents.....	532	6.5	19.4	15	0.1	0.1
37.5 and under 40.0 cents.....	512	6.3	25.7	38	.3	.4
40.0 and under 42.5 cents.....	465	5.7	31.4	279	2.1	2.5
42.5 and under 45.0 cents.....	632	7.8	39.2	515	3.8	6.3
45.0 and under 47.5 cents.....	552	6.8	46.0	680	5.1	11.4
47.5 and under 50.0 cents.....	532	6.5	52.5	591	4.4	15.8
50.0 and under 55.0 cents.....	904	11.2	63.7	1,248	9.4	25.2
55.0 and under 60.0 cents.....	722	8.9	72.6	1,305	9.8	35.0
60.0 and under 65.0 cents.....	607	7.4	80.0	1,109	8.2	43.2
65.0 and under 70.0 cents.....	457	5.6	85.6	980	7.3	50.5
70.0 and under 75.0 cents.....	310	3.8	89.4	1,088	8.1	58.6
75.0 and under 80.0 cents.....	205	2.5	91.9	1,083	8.0	66.6
80.0 and under 85.0 cents.....	149	1.8	93.7	988	7.3	73.9
85.0 and under 90.0 cents.....	98	1.2	94.9	852	6.3	80.2
90.0 and under 95.0 cents.....	58	.7	95.6	595	4.4	84.6
95.0 and under 100.0 cents.....	35	.4	96.0	438	3.2	87.8
100.0 and under 110.0 cents.....	87	1.1	97.1	608	4.5	92.3
110.0 and under 120.0 cents.....	101	1.2	98.3	261	1.9	94.2
120.0 and under 130.0 cents.....	67	.8	99.1	132	1.0	95.2
130.0 and under 140.0 cents.....	34	.4	99.5	102	.8	96.0
140.0 and under 150.0 cents.....	22	.3	99.8	128	1.0	97.0
150.0 and under 160.0 cents.....	15	.2	100.0	120	.9	97.9
160.0 and under 170.0 cents.....	6	(2)	100.0	107	.8	98.7
170.0 cents and over.....	8	(2)	100.0	176	1.3	100.0
Total.....	8,163	100.0	-----	13,462	100.0	-----

¹ Includes 7 with earnings of less than 20.0 cents, 26 with earnings of 20.0 and under 22.5 cents, and 41 with earnings of 22.5 and under 25.0 cents.

² Less than 1/10 of 1 percent.

The occupational averages in 1933, as shown in table 3, ranged from 33.5 cents for common laborers to \$1.197 for the skilled occupation of rollers.⁶ In 1935, the averages of the same occupations also represented the extremes of the range, being respectively 45.4 cents and \$1.585. Thus, the average earnings per hour for common laborers increased 36 percent between the 2 years, as compared with 32 percent for rollers. Despite the somewhat greater relative gain for common laborers, the absolute differential between the two occupations widened from 86.2 cents in 1933 to \$1.131 in 1935.

Table 3.—Average Hourly Earnings of Wage Earners in Tin-Plate Mills, by Occupation, 1933 and 1935

Occupation	1933		1935		Occupation	1933		1935	
	Number of wage earners	Average hourly earnings	Number of wage earners	Average hourly earnings		Number of wage earners	Average hourly earnings	Number of wage earners	Average hourly earnings
Pair heaters.....	312	\$0.501	475	\$0.669	Shearmen's helpers.....	27	\$0.430	126	\$0.550
Pair heaters, level-handed.....	60	.355	79	.693	Openers.....	182	.509	518	.866
Rollers.....	362	1.197	557	1.585	Cold-roll roughers.....	53	.565	139	.706
Rollers, level-handed.....	66	.746	58	.908	Cold-roll catchers.....	80	.543	133	.722
Roughers.....	356	.677	585	.908	Picklers' helpers.....	201	.618	286	.977
Catchers.....	323	.612	550	.808	Re-square shearmen.....	34	.373	50	.523
Catchers, level-handed.....	100	.390	93	.627	Gagers and inspectors.....	270	.461	379	.645
Doublers, hand.....	35	.758	58	.885	Tinners, hand.....	92	.648	116	.854
Doublers, mechanical.....	361	.514	549	.691	Tinners, machine.....	117	.577	187	.773
Single boys.....	345	.500	559	.633	Branners.....	67	.415	110	.526
Heaters.....	83	.737	107	.990	Common laborers.....	414	.335	735	.454
Heaters, level-handed.....	453	.696	887	.889	Miscellaneous labor ¹	407	.352	769	.554
Heaters' helpers.....	95	.542	187	.750	Clerical, plant.....	151	.417	356	.680
Shearmen.....	78	.523	232	1.019	Supervisory, plant.....	125	.600	228	.738
					Other direct labor ²	1,384	.470	1,711	.701
					Other indirect labor ²	240	.449	500	.623

¹ This group includes laborers who were paid either at more or at less than the common-labor rate of the plant in which they were found. It also includes other unskilled jobs not generally designated as common labor on plant pay rolls.

² This group consists of various occupations either on direct or indirect work in which there were not enough employees in any one occupation to warrant showing separate averages.

The average for each occupation in 1935 was much higher than in 1933. In 6 occupations the 1935 figures were from 20 to 30 percent higher, in 15 from 30 to 40 percent higher, in 2 from 40 to 50 percent higher, and in 7 over 50 percent higher. In only 1 occupation did the gain amount to less than 20 percent. Two of the unskilled, 1 of the semiskilled, and 3 of the skilled occupations were represented among the 7 in which the average hourly earnings advanced over 50 percent.⁷

⁶ The skilled occupations in this department are pair heaters, level-handed pair heaters, rollers, level-handed rollers, roughers, catchers, level-handed catchers, heaters, level-handed heaters, shearmen, re-square shearmen, gagers and inspectors, hand tinners, and machine tinners; the semiskilled occupations are hand doublers, mechanical doublers, screwboys, single boys, heaters' helpers, openers, cold-roll roughers, and branners; the unskilled occupations are shearmen's helpers, cold-roll catchers, picklers' helpers, common laborers, and miscellaneous labor. Plant clerical and supervisory employees, as well as other direct and indirect labor, have not been classified as to skill.

A list of the occupations common to each of the 21 departments in the industry for which no departmental averages are shown here, may be found in footnote 10, p. 1033, of the April 1936 Monthly Labor Review.

⁷ The remaining occupation was that of plant clerical employees.

There was also a wide difference in the averages within each of the 3 groups into which the occupations have been divided. In the skilled group, the range in 1933 was from 35.5 cents for level-handed pair heaters to \$1.197 for rollers, in 1935 from 52.3 cents for re-square shearmen to \$1.585 for rollers. In 1933 the spread among the semi-skilled occupations was from 41.5 cents for branners to 75.8 cents for hand doublers, and in 1935 from 52.6 cents for the former occupation to 88.5 cents for the latter. The lowest earnings among the unskilled occupations in 1933 were 33.5 cents for common laborers and the highest 61.8 cents for picklers' helpers. In 1935 the same occupations had the lowest and highest averages, namely 45.4 cents and 97.7 cents. In each year some of the semiskilled and unskilled occupations had higher average hourly earnings than some of the skilled occupations. This was due to the less favorable conditions under which employees in the various occupations worked. For example, picklers' helpers, who earned an average of 97.7 cents in 1935, worked around vats filled with a hot solution of sulphuric acid. This work is disagreeable on account of the acid fumes and the dampness of the floor and atmosphere, and entitled them to higher earnings than a more skilled occupation.

Weekly Hours

THE average weekly hours of tin-plate mill employees were 38.1 in 1935, which represents a gain of 3.7 hours or 10.8 percent over the 1933 average of 34.4.⁸

Less than 5 percent of the employees worked under 24 hours in 1935. On the other hand slightly over 15 percent worked a week of more than 40 hours. Those having a week of 24 and under 40 hours included about one-third of all employees, as compared with somewhat over 50 percent working exactly 40 hours.

In 1933 the range in the occupational averages shown in table 4 was from 22.1 hours for openers to 38.2 hours for branners. The hours worked by these occupations are not necessarily governed by mill operations, which means that they may vary considerably from those of the rolling crews. The lowest occupational average in 1935 was 32.6 hours for picklers' helpers and the highest, other than the 48.8 hours for plant supervisory employees, was 40.7 hours for level-handed pair heaters. In each year, common laborers averaged as many hours as the skilled occupations of rollers, catchers, shearmen, tanners, etc. Generally, the shear crew obtained the least working time in each of the periods covered. The rolling crews averaged close to 30 hours in 1933, as compared with about 38 in 1935.

⁸ The 1933 average was the highest found among the 10 departments covered, but in 1935 it was fourth in rank from the highest figure.

Table 4.—Average Weekly Hours of Wage Earners in Tin-Plate Mills, by Occupation, 1933 and 1935

Occupation	1933		1935		Occupation	1933		1935	
	Number of wage earners	Average weekly hours	Number of wage earners	Average weekly hours		Number of wage earners	Average weekly hours	Number of wage earners	Average weekly hours
Pair heaters.....	312	31.9	475	38.7	Shearmen's helpers.....	27	25.8	126	35.4
Pair heaters, level-handed.....	60	(1)	79	40.7	Openers.....	182	22.1	518	35.1
Rollers.....	362	31.0	557	37.6	Cold-roll roughers.....	53	(1)	139	37.8
Roller, level-handed.....	66	30.8	58	36.1	Cold-roll catchers.....	80	(1)	133	36.6
Roughers.....	356	32.1	585	38.0	Picklers' helpers.....	201	(1)	286	32.6
Catchers.....	323	30.7	550	37.4	Re-square shearmen.....	34	(1)	50	37.6
Catchers, level-handed.....	100	(1)	93	38.5	Gagers and inspectors.....	270	(1)	379	38.3
Doublers, hand.....	35	32.6	58	38.4	Tinners, hand.....	92	34.8	116	36.3
Doublers, mechanical.....	361	30.3	549	38.6	Tinners, machine.....	117	30.8	187	36.0
Screw boys.....	353	30.0	559	37.9	Branners.....	67	38.2	110	39.3
Single boys.....	345	30.8	412	38.8	Common laborers.....	414	35.1	735	37.8
Heaters.....	83	30.3	107	39.3	Miscellaneous labor ²	407	(1)	769	36.6
Heaters, level-handed.....	453	34.5	887	39.0	Clerical, plant.....	151	(1)	356	38.4
Heaters' helpers.....	95	29.4	187	40.0	Supervisory, plant.....	125	(1)	228	48.8
Shearmen.....	78	28.8	232	36.0	Other direct labor ³	1,384	(1)	1,711	36.6
					Other indirect labor ³	240	(1)	500	39.8

¹ Data not available.² See footnote 1, page 437.³ See footnote 2, page 437.

Weekly Earnings

AS MENTIONED, the average weekly earnings of tin-plate mills increased from \$17.84 in 1933 to \$28.09 in 1935. This gain was due mostly to the higher average earnings per hour, as the average weekly hours rose only 10.8 percent during that period.

Only 6.7 percent of the employees were paid less than \$16 a week in 1935. About one-third of these workers were found among the common and miscellaneous laborers. At the other end of the distribution, there was found the same percentage (6.8) earning \$44 and over. Two-thirds of these were among 3 skilled occupations; namely, level-handed heaters, rollers, and roughers. Those receiving \$16 and under \$24 comprised 32.5 percent. The group paid \$24 and under \$32 constituted 32.6 percent. Thus, 71.8 percent of all workers earned under \$32. That percentage may be compared with 77.3 in sheet mills, 70.1 in strip mills, 91.3 in blast furnaces, and 76.5 in open-hearth furnaces. Those receiving \$32 and under \$44 amounted to 21.4 percent.

Table 5.—Average Weekly Earnings of Wage Earners in Tin-Plate Mills, by Occupation, 1933 and 1935

Occupation	1933		1935		Occupation	1933		1935	
	Number of wage earners	Average weekly earnings	Number of wage earners	Average weekly earnings		Number of wage earners	Average weekly earnings	Number of wage earners	Average weekly earnings
Pair heaters.....	312	\$16.09	475	\$25.87	Shearmen's helpers.....	27	\$11.10	126	\$19.44
Pair heaters, level-handed.....	60	(1)	79	28.18	Openers.....	182	11.25	518	30.40
Rollers.....	362	37.36	557	59.60	Cold-roll roughers.....	53	(1)	139	26.67
Rollers, level-handed.....	66	22.88	58	32.79	Cold-roll catchers.....	80	(1)	133	26.40
Roughers.....	356	21.80	585	34.52	Picklers' helpers.....	201	(1)	286	31.90
Catchers.....	323	18.92	550	30.25	Re-square shearmen.....	34	(1)	50	19.70
Catchers, level-handed.....	100	(1)	93	24.13	Gagers and inspectors.....	270	(1)	379	24.71
Doublers, hand.....	35	24.69	58	34.01	Tinners, hand.....	92	22.56	116	31.06
Doublers, mechanical.....	361	15.68	549	26.64	Tinners, machine.....	117	17.81	187	27.80
Screw boys.....	353	14.10	559	23.98	Branners.....	67	15.85	110	20.67
Single boys.....	345	15.46	412	25.29	Common laborers.....	414	11.73	735	17.18
Heaters.....	83	22.36	107	38.95	Miscellaneous labor ²	407	(1)	769	20.24
Heaters, level-handed.....	453	24.06	887	34.67	Clerical, plant.....	151	(1)	356	26.13
Heaters' helpers.....	95	15.95	187	30.00	Supervisory, plant.....	125	(1)	228	36.00
Shearmen.....	78	15.20	232	36.69	Other direct labor ³	1,384	(1)	1,711	25.64
					Other indirect labor ³	240	(1)	500	24.83

¹ Data not available.² See footnote 1, p. 437.³ See footnote 2, p. 437.

In 1933 the averages in 12 of the 19 occupations shown in table 5 were less than \$20, the lowest being \$11.10 for shearmen's helpers. In 1935 only 3 of 31 occupations averaged less than \$20, the lowest being \$17.18 for common laborers. In 1933 there was a differential of \$25.63 between the average weekly earnings of common laborers and rollers. This amount increased to \$42.42 in 1935, despite the fact that common laborers had a slightly longer workweek than rollers. In 1935, the unskilled occupation of picklers' helpers received an average of \$31.90 per week, which is higher than the figures for the skilled occupations of catchers (\$30.25), hand tinners (\$31.06), and machine tinners (\$27.80).

Strip Mills

Average Hourly Earnings

THE average hourly earnings of strip-mill employees amounted to 71.5 cents in 1935, which may be compared with 70.1 cents in sheet mills and 73.8 cents in tin-plate mills, all three departments manufacturing sheet products.

In 1935 the average hourly earnings of strip-mill workers for all districts combined ranged from 35 cents to \$3.50. The distribution of these employees in table 6 shows that only 0.4 percent earned under 45 cents per hour. Those receiving 45 and under 60 cents amounted to more than one-third (37.3 percent) of the total. Exactly one-third were paid 60 and under 75 cents. This leaves 21.3 percent with earnings of 75 cents and under \$1, and 8.0 percent receiving \$1 and over.

The small number of strip-mill plants covered in the Eastern and Southern districts does not permit the presentation of separate averages in these areas. The averages in the Eastern and Pittsburgh districts were almost identical, and as a result the data in these two regions have been combined. Likewise, the Southern and the Great Lakes and Middle West districts have been considered as one area, since the averages in these two regions were also very close. The average earnings per hour in the Eastern and Pittsburgh districts amounted to 68.5 cents, as compared with 73.5 cents in the Great Lakes and Southern districts.

Table 6.—Distribution of Wage Earners in Strip Mills, According to Average Hourly Earnings, by District, 1935

Average hourly earnings	Total, all districts			Eastern and Pittsburgh districts			Great Lakes and Middle West and Southern districts		
	Number of wage earners	Simple percentage	Cumulative percentage	Number of wage earners	Simple percentage	Cumulative percentage	Number of wage earners	Simple percentage	Cumulative percentage
35.0 and under 40.0 cents...	7	0.1	0.1	6	0.2	0.2	1	(1)	(1)
40.0 and under 45.0 cents...	18	.3	.4	18	.6	.8			(1)
45.0 and under 47.5 cents...	440	6.5	6.9	310	10.5	11.3	130	3.4	3.4
47.5 and under 50.0 cents...	330	4.9	11.8	175	5.9	17.2	155	4.1	7.5
50.0 and under 55.0 cents...	651	9.6	21.4	308	10.3	27.5	343	9.0	16.5
55.0 and under 60.0 cents...	1,114	16.3	37.7	556	18.8	46.3	558	14.6	31.1
60.0 and under 65.0 cents...	881	12.9	50.6	386	13.1	59.4	495	13.0	44.1
65.0 and under 70.0 cents...	799	11.7	62.3	269	9.0	68.4	530	13.9	58.0
70.0 and under 75.0 cents...	567	8.4	70.7	204	6.9	75.3	363	9.5	67.5
75.0 and under 80.0 cents...	449	6.6	77.3	194	6.5	81.8	255	6.7	74.2
80.0 and under 85.0 cents...	391	5.8	83.1	135	4.5	86.3	256	6.7	80.9
85.0 and under 90.0 cents...	281	4.1	87.2	120	4.0	90.3	161	4.2	85.1
90.0 and under 100.0 cents...	325	4.8	92.0	90	3.0	93.3	235	6.2	91.3
100.0 and under 110.0 cents...	173	2.5	94.5	64	2.1	95.4	109	2.9	94.2
110.0 and under 120.0 cents...	114	1.7	96.2	49	1.6	97.0	65	1.7	95.9
120.0 and under 130.0 cents...	60	.9	97.1	19	.6	97.6	41	1.1	97.0
130.0 and under 140.0 cents...	51	.8	97.9	25	.8	98.4	26	.7	97.7
140.0 and under 150.0 cents...	26	.4	98.3	8	.3	98.7	18	.5	98.2
150.0 and under 160.0 cents...	26	.4	98.7	4	.1	98.8	22	.6	98.8
160.0 and under 170.0 cents...	19	.3	99.0	6	.2	99.0	13	.3	99.1
170.0 and under 180.0 cents...	23	.3	99.3	13	.4	99.4	10	.3	99.4
190.0 and under 220.0 cents...	17	.3	99.6	10	.3	99.7	7	.2	99.6
220.0 cents and over.....	26	.4	100.0	9	.3	100.0	17	.4	100.0
Total.....	6,788	100.0	-----	2,978	100.0	-----	3,810	100.0	-----

¹ Less than $\frac{1}{10}$ of 1 percent.

Among the occupational averages shown in table 7, the highest for all districts combined was \$2.265 for the skilled⁹ occupation of rollers and the lowest was 49.3 cents for common laborers. The differential between the two occupations is \$1.772, which may be compared with \$1.055 between rollers in mechanical sheet mills and common laborers

⁹ The skilled occupations are heaters, electric-roll engineers, rollers, assistant rollers, pulpit operators, gagers, shearers, annealers, cold-roll rollers, cold reduction rollers, and inspectors; the semiskilled occupations are chargers and chargers' helpers, heaters' helpers, looper operators, coilers, stitcher car operators, shear and level operators, picklers, cold-roll catchers, cold reduction rollers' helpers, roller levelers, and tractor operators; the unskilled occupations are stitcher feeders, shear and level operators' helpers, shearers' helpers, sheet pilers, picklers' helpers, annealers' helpers, common laborers, and miscellaneous labor. Plant clerical and supervisory employees, as well as other direct and indirect labor, have not been classified as to skill.

in hand and mechanical sheet mills. The skilled occupations of heaters, assistant rollers, gagers, and cold reduction rollers also averaged well over \$1 per hour. Of the 34 occupations and occupational groups, only 4 averaged less than 60 cents, namely shear and level operators' helpers, picklers' helpers, common laborers, and miscellaneous labor, all of which are unskilled occupations.

Table 7.—Average Hourly Earnings of Wage Earners in Strip Mills, by Occupation and District, 1935

Occupation	Total, all districts		Eastern and Pittsburgh districts		Great Lakes and Middle West and Southern districts	
	Number of wage earners	Average hourly earnings	Number of wage earners	Average hourly earnings	Number of wage earners	Average hourly earnings
Chargers and chargers' helpers.....	89	\$0.676	27	\$0.595	62	\$0.707
Heaters.....	42	1.510	17	1.361	25	1.596
Heaters' helpers.....	66	.897	32	.850	34	.923
Roll engineers, electric.....	32	.909	(1)	(1)	(1)	(1)
Rollers.....	32	2.265	14	2.344	18	2.216*
Assistant rollers.....	82	1.412	35	1.287	47	1.486
Pulpit operators.....	43	.834	17	.929	26	.782
Looper operators.....	43	.774	(1)	(1)	(1)	(1)
Gagers.....	50	1.025	13	.978	37	1.038
Coilers.....	109	.703	(1)	(1)	(1)	(1)
Stitcher car operators.....	36	.796	(1)	(1)	(1)	(1)
Stitcher feeders.....	45	.647	(1)	(1)	(1)	(1)
Shear and level operators.....	78	.721	(1)	(1)	(1)	(1)
Shear and level operators' helpers.....	146	.550	(1)	(1)	(1)	(1)
Shearmen.....	313	.787	126	.747	187	.812
Shearmen's helpers.....	440	.615	164	.582	276	.632
Sheet pilers.....	133	.604	69	.518	64	.688
Picklers.....	73	.702	21	.753	52	.683
Picklers' helpers.....	210	.599	88	.561	122	.624
Annealers.....	35	.903	(1)	(1)	(1)	(1)
Annealers' helpers.....	111	.626	29	.582	82	.640
Cold-roll rollers (finishing).....	100	.896	48	.780	52	1.009
Cold-roll catchers (finishing).....	204	.685	64	.627	140	.711
Rollers, cold reduction.....	54	1.318	(1)	(1)	(1)	(1)
Rollers' helpers, cold reduction.....	86	.684	(1)	(1)	(1)	(1)
Rollers (levelers).....	41	.627	(1)	(1)	(1)	(1)
Inspectors, product.....	311	.671	131	.664	180	.675
Tractor operators.....	64	.607	(1)	(1)	(1)	(1)
Common laborers.....	131	.493	67	.472	64	.511
Miscellaneous labor ¹	907	.586	448	.555	459	.610
Clerical, plant.....	322	.674	157	.650	165	.694
Supervisory, plant.....	315	.920	120	.923	195	.918
Other direct labor ¹	527	.668	193	.599	334	.701
Other indirect labor ¹	311	.790	167	.767	144	.814

¹ In order not to reveal the identity of any plant, district averages are not shown.

² See footnote 1, p. 437.

³ See footnote 2, p. 437.

Weekly Hours

THE weekly hours of strip-mill employees averaged 40.1 in 1935. While this figure equals the 6 months' average permitted under the code, 8.8 percent worked under 32 hours. Of this latter number, somewhat over one-half were employed less than 24 hours. An additional 14.5 percent obtained 32 and under 40 hours of labor. As almost one-quarter received a week of less than 40 hours, a considerable number had to work over 40 hours in order to bring the average up to the above figure. The latter class constituted 35.2 percent of the total. Practically all of these worked 48 hours. The largest single group (41.5 percent) obtained exactly 40 hours of labor.

The average in the Eastern and Pittsburgh districts was 37.3 hours as compared with 42.3 hours in the Great Lakes and Middle West and Southern districts.

Table 8.—Average Weekly Hours of Wage Earners in Strip Mills, by Occupation and District, 1935

Occupation	Total, all districts		Eastern and Pitts- burgh districts		Great Lakes and Middle West and Southern districts	
	Number of wage earners	Average weekly hours	Number of wage earners	Average weekly hours	Number of wage earners	Average weekly hours
Chargers and chargers' helpers.....	89	37.0	27	33.5	62	38.5
Heaters.....	42	41.5	17	37.4	25	44.3
Heaters' helpers.....	66	33.3	32	24.1	34	42.0
Roll engineers, electric.....	32	38.3	(1)	(1)	(1)	(1)
Rollers.....	32	44.0	14	38.7	18	48.2
Assistant rollers.....	82	39.7	35	34.7	47	43.4
Pulpit operators.....	43	40.0	17	33.5	26	44.3
Looper operators.....	43	39.5	(1)	(1)	(1)	(1)
Gagers.....	50	39.9	13	33.0	37	42.3
Coilers.....	109	39.6	(1)	(1)	(1)	(1)
Stitcher car operators.....	36	37.3	(1)	(1)	(1)	(1)
Stitcher feeders.....	45	39.9	(1)	(1)	(1)	(1)
Shear and level operators.....	78	41.3	(1)	(1)	(1)	(1)
Shear and level operators' helpers.....	146	42.0	(1)	(1)	(1)	(1)
Shearmen.....	313	41.3	126	39.0	187	42.9
Shearmen's helpers.....	440	41.0	164	37.2	276	43.3
Sheet pilers.....	133	41.4	69	39.0	64	43.9
Picklers.....	73	40.9	21	39.0	52	41.7
Picklers' helpers.....	210	39.0	88	37.6	122	40.1
Annealers.....	35	44.3	(1)	(1)	(1)	(1)
Annealers' helpers.....	111	41.6	29	37.4	82	43.1
Cold-roll rollers (finishing).....	100	41.7	48	42.7	52	40.7
Cold-roll catchers (finishing).....	204	40.2	64	39.2	140	40.7
Rollers, cold reduction.....	54	40.9	(1)	(1)	(1)	(1)
Rollers' helpers, cold reduction.....	86	40.1	(1)	(1)	(1)	(1)
Rollers, levelers.....	41	35.0	(1)	(1)	(1)	(1)
Inspectors, product.....	311	39.4	131	38.2	180	40.3
Tractor operators.....	64	38.2	(1)	(1)	(1)	(1)
Common laborers.....	131	39.1	67	36.9	64	41.5
Miscellaneous labor ¹	907	37.1	448	33.4	459	40.7
Clerical, plant.....	322	42.1	157	39.2	165	44.9
Supervisory plant.....	315	47.3	120	45.4	195	48.5
Other direct labor ²	527	39.3	193	34.6	334	42.0
Other indirect labor ³	311	41.5	167	39.7	144	43.6

¹ In order not to reveal the identity at any plant, district averages are not shown.

² See footnote 1, p. 437.

³ See footnote 2, p. 437.

With the exception of heaters' helpers, rollers, annealers, roller levelers, and plant supervisory workers, the occupational averages shown in table 8, were all fairly close to 40. The range was from 33.3 hours for heaters' helpers to 47.3 for plant supervisory employees.

Weekly Earnings

STRIP-MILL wage earners were paid an average of \$28.66 per week in 1935. This amount may be compared with \$26.72 in sheet mills and \$28.09 in tin-plate mills. The weekly earnings of workers in strip mills ranged from under \$2 to \$100 and over. About three-fourths of them, however, earned \$18 and under \$40. Those receiving less than \$18 amounted to 11.0 percent, as against 12.3 percent earning \$40 and over. Those paid \$18 and under \$24 constituted 26.6

percent. The number earning \$24 and under \$32 amounted to 32.5 percent. The remaining 17.6 percent earned \$32 and under \$40. From the above percentages it may be seen that there was no marked degree of concentration in any particular class.

The average amounted to \$25.57 in the Eastern and Pittsburgh districts as against \$31.08 in the Great Lakes and Middle West region.

The average weekly earnings by occupation for all districts combined ranged from \$19.27 for common laborers to \$99.70 for rollers. The former occupation, as shown by table 9, was the only one averaging less than \$20. In addition to rollers, the occupations of heaters, assistant rollers, and cold reduction rollers were paid an average of more than \$50. The differential between the average weekly earnings of common laborers and rollers amounted to \$80.43, as against \$40.97 between common laborers and mechanical rollers in sheet mills. The unskilled occupations of stitcher feeders, shearmen's helpers, and annealers' helpers averaged better than \$25 per week.

Table 9.—Average Weekly Earnings of Wage Earners in Strip Mills, by Occupation and District, 1935

Occupation	Total, all districts		Eastern and Pittsburgh districts		Great Lakes and Middle West and Southern districts	
	Number of wage earners	Average weekly earnings	Number of wage earners	Average weekly earnings	Number of wage earners	Average weekly earnings
Chargers and chargers' helpers.....	89	\$25.01	27	\$19.96	62	\$27.22
Heaters.....	42	62.71	17	50.92	25	70.73
Heaters' helpers.....	66	29.91	32	20.51	34	38.75
Roll engineers, electric.....	32	34.84	(1)	(1)	(1)	(1)
Rollers.....	32	99.70	14	90.65	18	106.74
Assistant rollers.....	82	56.03	35	44.70	47	64.47
Pulpit operators.....	43	33.40	17	31.08	26	34.91
Looper operators.....	43	30.60	(1)	(1)	(1)	(1)
Gagers.....	50	40.93	13	32.32	37	43.96
Collers.....	109	27.85	(1)	(1)	(1)	(1)
Stitcher car operators.....	36	29.66	(1)	(1)	(1)	(1)
Stitcher feeders.....	45	25.77	(1)	(1)	(1)	(1)
Shear and level operators.....	78	29.78	(1)	(1)	(1)	(1)
Shear and level operators' helpers.....	146	23.07	(1)	(1)	(1)	(1)
Shearmen.....	313	32.53	126	29.12	187	34.83
Shearmen's helpers.....	440	25.23	164	21.61	276	27.38
Sheet pilers.....	133	25.01	69	20.20	64	30.20
Picklers.....	73	28.74	21	29.36	52	28.50
Picklers' helpers.....	210	23.37	88	21.10	122	25.01
Annealers.....	35	40.02	(1)	(1)	(1)	(1)
Annealers' helpers.....	111	26.07	29	21.79	82	27.58
Cold-roll rollers (finishing).....	100	37.36	48	33.32	52	41.10
Cold-roll catchers (finishing).....	204	27.55	64	24.56	140	28.92
Rollers, cold reduction.....	54	53.88	(1)	(1)	(1)	(1)
Rollers' helpers, cold reduction.....	86	27.43	(1)	(1)	(1)	(1)
Rollers, levelers.....	41	21.91	(1)	(1)	(1)	(1)
Inspectors, product.....	311	26.45	131	25.37	180	27.24
Tractor operators.....	64	23.21	(1)	(1)	(1)	(1)
Common laborers.....	131	19.27	67	17.42	64	21.21
Miscellaneous labor ²	907	21.72	448	18.55	459	24.82
Clerical, plant.....	322	28.40	157	25.47	165	31.18
Supervisory, plant.....	315	43.54	120	41.87	195	44.56
Other direct labor ³	527	26.29	193	20.76	334	29.49
Other indirect labor ³	311	32.81	167	30.47	144	35.52

¹ In order not to reveal the identity of any plant, district averages are not shown.

² See footnote 1, p. 437.

³ See footnote 2, p. 437.

Skelp Mills

Average Hourly Earnings

SKELP-MILL employees earned an average of 65.3 cents per hour in 1935. In that year, only 3.0 percent of the workers received less than 45 cents.¹⁰ The number earning 45 and under 60 cents amounted to 49.5 percent, thus accounting for slightly more than one-half of the total. From that point the employees were distributed as follows: 16.4 percent earning 60 and under 70 cents, 14.8 percent 70 and under 80 cents, and 16.3 percent 80 cents and over.

The average hourly earnings by occupation, as shown in table 10, ranged from 46.3 cents for common laborers to \$1.512 for rollers.¹¹ These figures represent a differential of \$1.049, as compared with that of 78.6 cents existing between the former in plate mills and the latter in universal plate mills, which occupations are respectively similar to those in skelp mills. Heaters in skelp mills received an average of \$1.191 per hour, this being 16 cents more than the earnings of the same occupation in plate mills. The earnings of heaters' helpers were very close in both departments.

Table 10.—Average Hourly Earnings of Wage Earners in Skelp Mills, by Occupation, 1935

Occupation	Number of wage earners	Average hourly earnings	Occupation	Number of wage earners	Average hourly earnings
Heaters.....	22	\$1.191	Shearmen's helpers.....	17	\$0.537
Heaters' helpers.....	37	.695	Common laborers.....	54	.463
Rollers.....	13	1.512	Clerical, plant.....	41	.584
Assistant rollers.....	14	.930	Supervisory, plant.....	43	.653
Roughers.....	21	.687	Other direct labor ¹	161	.631
Hotbed men.....	43	.559	Other indirect labor ¹	33	.527
Shearmen.....	23	.751			

¹ See footnote 2, p. 437.

Weekly Hours

EMPLOYEES in skelp mills in 1935 worked an average of 32.1 hours per week, which is equivalent to 4 full days of work. There were 13.1 percent employed less than 24 hours or 3 days, and 17.0 percent more than 40 hours or 5 days, the great majority of the latter working 48 hours or 6 days. There were 56.0 percent employed 24 and under 40 hours, and an additional 13.9 percent exactly 40 hours or 5 days.

The occupational averages ranged from 26.6 hours for hotbed men to 39.8 for rollers. In general, the unskilled occupations averaged slightly less working time than the skilled. The occupation of shearmen was the only one in the latter group that averaged less than 30 hours.

¹⁰ The Southern district is not represented in this department.

¹¹ The skilled occupations are heaters, rollers, assistant rollers, roughers, and shearmen. The semi-skilled occupation is heaters' helpers; the unskilled occupations are hotbed men, shearmen's helpers, and common laborers. Plant clerical and supervisory employees, as well as other direct and indirect labor, have not been classified as to skill.

Weekly Earnings

THE average weekly earnings of employees in this department amounted to \$20.98 in 1935. One-fifth of the workers had weekly earnings of less than \$14, another one-fifth \$14 and under \$18, and an additional one-fifth \$18 and under \$22, making 60 percent with weekly earnings of less than \$22. Of the remaining 40 percent, approximately one-half were paid \$28 and over. More than three-fifths of the employees in the latter class were found among heaters, rollers and their assistants, roll turners, and plant supervisory workers.

Common laborers and hotbed men each averaged less than \$15 per week. In fact, 40 percent of all workers in these two occupations had weekly earnings of less than \$12, and only approximately 8 percent made as much as \$20. Rollers were paid an average of \$60.19 per week. The differential between the earnings of this occupation and common laborers was \$46.48. Assistant rollers received an average of \$31.20, or \$28.99 less than rollers. Heaters' helpers were paid \$17.45 less than heaters, which compares with a differential of only \$3.84 between shearmen and shearmen's helpers.

Lap-Weld Tube Mills

Average Hourly Earnings

LAP-WELD tube mill wage earners were paid an average of 60.1 cents per hour in 1935. That figure may be compared with 61.8 cents in butt-weld tube and 55.9 cents in seamless tube mills.

In the lap-weld department, 10.4 percent of the workers earned under 45 cents. Over one-half of these were found in three of the unskilled¹² occupations, namely common laborers, miscellaneous labor, and pit hands. There was a well-defined tendency for the employees to concentrate in the classes of 45 and under 60 cents, as a total of 55.0 percent received such earnings. Slightly over one-third of the wage earners were paid 60 cents and over, with very few earning in excess of 90 cents.

The range in occupational averages, as shown in table 11, was from 47.5 cents for miscellaneous labor to \$1.123 for welders. Two of the semiskilled occupations, namely, turn-downs and coupling reamers and tappers, had higher average hourly earnings (77.1 and 77.3 cents, respectively) than the skilled occupations of roll setters (76.2 cents) and die setters (75.8 cents). On the other hand, the average hourly earnings of 58.6 and 57.7 cents respectively in the

¹² The skilled occupations are benders, welders, roll setters, die setters, and inspectors; the semiskilled occupations are charging-machine operators, pusher runners, turn-downs, ballers, bar pullers, takers-off, straightener operators, saw operators, blister men, ball grinders, pipe testers, cutters and threaders, and coupling reamers and tappers; the unskilled occupations are benders' helpers, buggymen, pit hands, pipe testers' helpers, common laborers, and miscellaneous labor. Plant clerical and supervisory employees, as well as other than direct and indirect labor, have not been classified as to skill.

unskilled occupations of benders' helpers and pit hands were higher than similar figures in several semiskilled occupations. These seeming inconsistencies were due in part to working conditions as well as to the geographical location of the plants reporting these occupations. The average earnings per hour of common laborers in lap-weld tube mills amounted to 47.7 cents. This figure may be compared with 42.2 cents for common laborers in blast furnaces, 46.0 cents in open-hearth furnaces, and 44.4 cents in blooming mills.

Table 11.—Average Hourly Earnings of Wage Earners in Lap-Weld Tube Mills, by Occupation, 1935

Occupation	Number of wage earners	Average hourly earnings	Occupation	Number of wage earners	Average hourly earnings
Charging-machine operators (bending furnace).....	39	\$0.596	Blister men.....	23	\$0.558
Benders.....	14	.822	Ball grinders.....	14	.546
Benders' helpers.....	18	.586	Pipe testers, hydraulic.....	19	.533
Buggymen.....	23	.544	Pipe testers' helpers, hydraulic.....	20	.521
Pit hands (welding furnace).....	92	.577	Die setters.....	19	.758
Pusher runners.....	24	.608	Cutters and threaders.....	118	.580
Turn-downs.....	35	.771	Coupling reamers and tappers.....	15	.773
Ballers.....	42	.548	Inspectors, product.....	88	.596
Welders.....	32	1.123	Common laborers.....	172	.477
Bar pullers.....	35	.573	Miscellaneous labor ¹	128	.475
Takers-off.....	45	.575	Clerical, plant.....	94	.563
Roll setters.....	24	.762	Supervisory, plant.....	60	.820
Straightener operators.....	56	.573	Other direct labor ²	140	.574
Saw operators.....	48	.517	Other indirect labor ²	33	.631

¹ See footnote 1, p. 437.

² See footnote 2, p. 437.

Weekly Hours

THE weekly hours of lap-weld tube workers averaged 32.8 in 1935. This is very close to the 31.5 hours in butt-weld tube mills, but considerably less than the 39.6 hours in seamless tube mills.

There was a great amount of part-time work in this department. Thus, 38.1 percent worked less than 32 hours and an additional 19.5 percent 32 and under 40 hours. Approximately one-third of the employees worked a week of exactly 40 hours. The remaining 11 percent had a week of over 40 hours, of whom only a few worked in excess of 48 hours.

The occupational averages ranged from 23.1 hours for coupling reamers and tappers to 41.9 for plant supervisory workers. As the latter occupation was not governed by code hours, a fairer comparison may be obtained by using as the upper limit the 38.7 hours for ball grinders. Only four occupations and one occupational group, outside of coupling reamers and tappers, averaged less than 30 hours per week. These were ballers (29.8), pipe testers (28.9), inspectors (28.5), common laborers (27.3), and other indirect labor (27.3). Pit hands averaged 31.3 hours, bar pullers 31.1, takers-off

32.0, saw operators 30.4, pipe testers' helpers 30.6, cutters and threaders 32.3, and miscellaneous labor 31.6 hours. The averages for the remaining 14 occupations and 1 occupational group were above the average for the department as a whole.

Weekly Earnings

THE average weekly earnings of wage earners in these mills were \$19.70 in 1935, as compared with \$19.43 in butt-weld tube mills and \$22.14 in seamless tube mills.

In the lap-weld tube mills, 27.3 percent earned less than \$14 and an additional 18.5 percent received \$14 and under \$18, which means that almost one-half of the workers were paid less than \$18. About one-third of the employees received \$18 and under \$26. This leaves slightly less than 22 percent with earnings of \$26 and over. The number in the latter group receiving as much as \$36 was quite small, being confined in the main to 3 occupations, namely, turn-downs, welders, and plant supervisory workers.

The average weekly earnings among the various occupations ranged from \$13.04 for common laborers to \$42.09 for welders. Three of the six unskilled occupations averaged less than \$16, and two averaged \$18 and less than \$20, with benders' helpers averaging \$20.03. With the exception of inspectors, none of the skilled occupations averaged less than \$26. Nine of the 13 semiskilled occupations averaged less than \$20, the lowest being \$15.39 for pipe testers. The highest average weekly earnings among the semiskilled occupations were \$27.45 for turn-downs.

Butt-Weld Tube Mills

Average Hourly Earnings

EMPLOYEES in butt-weld tube mills received an average of 61.8 cents per hour in 1935. About one-third of the wage earners were paid 35 and under 50 cents, an additional one-third 50 and under 65 cents, and the remaining one-third from 65 cents to \$1.40 and over per hour. In general, the unskilled workers fell in the first classification, the semiskilled in the second, and the skilled in the third one. However, a fair number of unskilled employees earned more than 50 cents, and an appreciable number of semiskilled received more than 65 cents.

Among the occupational averages appearing in table 12, the lowest was 44.0 cents for common laborers and the highest \$1.295 for welders. The differential between these two occupations amounts to 85.5 cents, as against 64.6 cents between welders and common laborers in lap-weld tube mills. The range in average earnings per

hour among the skilled occupations ¹³ was from 65.9 cents for die setters to \$1.295 for welders, in the semiskilled occupations from 45.6 cents for pipe testers to 76.7 cents for pickers; and in the unskilled occupations from 44.0 cents for common laborers to 60.3 cents for tongsmen. The wide variation within each of these groups is due to such job requirements as the location of the worker with respect to heat exposure, speed in handling materials, ability to do heavy work, experience, judgment, etc.

Table 12.—Average Hourly Earnings of Wage Earners in Butt-Weld Tube Mills, by Occupation, 1935

Occupation	Number of wage earners	Average hourly earnings	Occupation	Number of wage earners	Average hourly earnings
Skelp clippers and helpers.....	35	\$0.692	Die setters.....	10	\$0.659
Chargers, hand.....	27	.604	Cutters and threaders.....	78	.572
Charging machine operators.....	54	.662	Coupling reamers and tappers.....	21	.497
Heaters, skelp.....	20	.616	Pipe picklers.....	17	.611
Pickers.....	43	.767	Galvanizers.....	57	.591
Bench movers.....	35	.583	Rackmen.....	40	.541
Welders.....	49	1.295	Inspectors, product.....	121	.660
Hook boys.....	20	.755	Bundlers and helpers.....	44	.647
Tongsmen.....	63	.603	Bell cleaners.....	48	.567
Size rollers.....	25	.655	Common laborers.....	146	.440
Roll setters.....	13	.917	Miscellaneous labor ¹	204	.503
Straighteners, hand.....	116	.627	Clerical, plant.....	72	.614
Straighteners, machine.....	18	.579	Supervisory, plant.....	78	.764
Saw operators.....	29	.550	Other direct labor ²	154	.562
Pipe testers, hydraulic.....	32	.456	Other indirect labor ²	51	.607

¹ See footnote 1, p. 437.

² See footnote 2, p. 437.

It will be seen that die setters, a skilled occupation, received an average of only 65.9 cents, which is rather low when one considers that it requires a skilled machinist to set up and keep the dies of pipe-threading machines in order.

Weekly Hours

THE average weekly hours in this department amounted to 31.5 in 1935. There was considerable part-time work among the employees covered, as 27.7 percent worked a week of less than 24 hours. This short workweek was confined more or less to the semiskilled and unskilled occupations, the latter being the more seriously affected group. Those working 24 and under 40 hours amounted to 31.8 percent. This leaves 40.5 percent with a week of 40 hours and over. Of this latter group, nearly two-thirds worked exactly 40 hours.

¹³ The skilled occupations are welders, roll setters, die setters, and inspectors; the semiskilled occupations are skelp clippers and helpers, hand chargers, charging-machine operators, heaters, pickers, hook boys, size rollers, hand straighteners, machine straighteners, saw operators, pipe testers, cutters and threaders, coupling reamers and tappers, pipe picklers, galvanizers, and bundlers and helpers; the unskilled occupations are bench movers, tongsmen, rackmen, bell cleaners, common laborers, and miscellaneous labor. Plant clerical and supervisory employees, as well as other direct and indirect labor, have not been classified as skill.

The occupational averages ranged from 22.4 hours for hand straighteners to 41.2 for plant supervisory workers. None of the unskilled occupations averaged in excess of 28.6 hours, the lowest being 25.0 for miscellaneous labor. On the other hand, none of the skilled occupations averaged less than 32.7 hours, the highest being 38.2 for roll setters. Among the semiskilled occupations, the range was from 22.4 hours for hand straighteners to 37.8 for coupling reamers and tappers. As the latter range is rather wide, a clearer idea of the working time in this group may be gained from the fact that 1 of these occupations averaged less than 23 hours, 8 between 25 and 30 hours, and 7 between 31 and 38 hours.

Weekly Earnings

BUTT-WELD tube mill employees received an average of \$19.43 per week in 1935. The distribution of workers shows that 17.4 percent had weekly earnings of less than \$10 and that an additional 28.3 percent received \$10 and under \$18. The class of \$18 and under \$24 included 26.2 percent. This leaves slightly over one-quarter of of the workers with earnings of \$24 or more. Of this latter group, only a few received as much as \$36.

Among the several occupations, the range in average weekly earnings was from \$12.55 for miscellaneous labor to \$44.82 for welders. This differential of \$32.27 may be compared with that of \$27.09 existing between the same occupations in the lap-weld tube mills. Of the 6 unskilled occupations, only 2, tongsmen (\$15.51) and bell cleaners (\$15.03), averaged as much as \$15. The skilled occupations of die setters and inspectors averaged respectively \$24.85 and \$21.55, as compared with \$34.98 for roll setters and \$44.82 for welders. Among the semiskilled occupations, 2 averaged between \$12 and \$15, 8 between \$16 and \$20, and 6 between \$20 and \$23.

Seamless Tube Mills

Average Hourly Earnings

SEAMLESS-TUBE mill wage earners received an average of 55.9 cents per hour in 1935, which is approximately 5 cents less than the average in either lap-weld or butt-weld tube mills.

A distribution of employees according to average hourly earnings discloses that 24.6 percent earned less than 50 cents. Of that group, none were paid less than 35 cents. About three-fifths of those receiving less than 50 cents were found in 5 occupations; namely, benchmen's helpers, common laborers, miscellaneous labor, cut-off operators, and service workers. The class paid 50 and under 60 cents included 49.2 percent of the workers. The remaining 26.2 percent earned 60 cents and over. Although a few of the workers in the latter group

received as much as \$1.10, the great majority were paid 60 and under 80 cents.

The occupational averages shown in table 13 ranged from 42.2 cents for common laborers to 76.6 for plant supervisory workers. Among the skilled ¹⁴ occupations, inspectors were paid an average of only 55.2 cents, which may be compared with 56.4 cents for the unskilled occupation of pointers. The skilled occupations of heaters and piercing operators received, respectively, 72.1 and 73.5 cents. These occupations and plant supervisory employees were the only ones averaging as much as 70 cents. Among the seven semiskilled occupations, the range in earnings was from 52.5 cents for pipe testers to 58.8 cents for pipe picklers.

Table 13.—Average Hourly Earnings of Wage Earners in Seamless Tube Mills, by Occupation, 1935

Occupation	Number of wage earners	Average hourly earnings	Occupation	Number of wage earners	Average hourly earnings
Heaters.....	21	\$0.721	Benchmen's helpers, cold drawing.....	65	\$0.498
Piercing operators.....	15	.735	Pipe testers, hydraulic.....	16	.525
Rollers, hot-mill.....	15	.677	Inspectors, product.....	75	.552
Straighteners, hand.....	14	.545	Common laborers.....	62	.422
Straighteners, machine.....	34	.587	Miscellaneous labor ¹	70	.473
Cut-off operators.....	70	.532	Clerical, plant.....	30	.529
Pipe picklers.....	12	.588	Supervisory, plant.....	84	.766
Annealers.....	17	.575	Other direct labor ²	173	.558
Pointers, cold drawing.....	18	.564	Other indirect labor ²	96	.558
Benchmen, cold drawing.....	81	.544			

¹ See footnote 1, p. 437.

² See footnote 2, p. 437.

Average Weekly Hours

THE average weekly hours of seamless-tube mill workers were 39.6 in 1935. This figure indicates that there was very little part-time work among the employees. Thus only 6.3 percent worked a week of less than 32 hours, and 78.0 percent received 40 hours or more of labor. This leaves only 15.7 percent with a week of 32 and under 40 hours. Although 78.0 percent worked 40 hours or more, there were only 1.5 percent working over 48 hours. The latter were mostly supervisory workers whose hours were not limited by the code.

The average weekly hours among the various occupations were all fairly close to 40, with exception of 34.3 for piercing operators and 36.1 for other direct labor. This indicates that all classes of labor had a fairly equal opportunity for employment. Common laborers usually average less time than the skilled occupations. However,

¹⁴ The skilled occupations are heaters, piercing operators, rollers, and inspectors; the semiskilled occupations are hand straighteners, machine straighteners, cut-off operators, pipe picklers, annealers, benchmen, and pipe testers; the unskilled occupations are pointers, benchmen's helpers, common laborers, and miscellaneous laborers. Plant clerical and supervisory plant workers, as well as direct and indirect labor, have not been classified as to skill.

in this department they worked an average of 39.0 hours, as compared with 34.3 for piercing operators, 38.3 for rollers, 40.1 for inspectors, and 41.3 for heaters.

Weekly Earnings

IN 1935, the average weekly earnings of employees in this department were \$22.14. This amount may be compared with \$19.43 in butt-weld tube mills and \$19.70 in lap-weld tube mills. The higher earnings in seamless-tube mills were the result of longer weekly hours, as the average hourly earnings were lower than in either of the other two tube departments. A distribution of employees according to weekly earnings shows that 13.2 percent earned less than \$18 and that an additional 16.1 percent earned \$18 and less than \$20. The class of \$20 and under \$24 included 40.6 percent of the workers. The remainder, covering about one-third of the employees, received \$24 and over. Of this latter group very few made more than \$36.

The average weekly earnings by occupation ranged from \$16.45 for common laborers to \$31.96 for plant supervisory workers. Among the other occupational averages the highest was \$29.75 for heaters, followed by \$25.92 for rollers. Of the seven semiskilled occupations, none averaged more than \$24.05 nor less than \$20.34. The unskilled occupation of pointers averaged \$22.41, which may be compared with \$22.15 for the skilled occupation of inspectors and \$21.62 and \$20.34, respectively, for the semiskilled occupations of cut-off operators and pipe testers.

Average Annual Earnings in Manufacturing in Ohio, 1933 and 1934: Part 2 ¹

IN SIX of the seven manufacturing groups included in this article ² the average annual wage and salary payments to wage earners were higher in 1934 than in 1933 and 1932, and in two of the groups the average in 1934 was also higher than in 1931.

The average annual payment to wage earners in the manufacture of paper and printing in Ohio was \$1,168 in 1934, \$1,074 in 1933, and \$1,513 in 1929; in the manufacture of rubber products, \$1,246 in 1934, \$1,027 in 1933, and \$1,562 in 1929; in the manufacture of stone, clay, and glass products, \$910 in 1934, \$831 in 1933, and \$1,319 in 1929; in textile manufacturing \$843 in 1934, \$713 in 1933, and \$1,026 in 1929; in tobacco manufacturing \$632 in 1934, \$541 in 1933, and \$660 in 1929; in the manufacture of vehicles, \$1,237 in 1934, \$1,020 in 1933, and \$1,609 in 1929; and in miscellaneous manufactures, \$1,057 in 1934, \$937 in 1933, and \$1,379 in 1929.

Table 1 shows for each of the 7 manufacturing groups included in this article the average annual wage and salary payment to wage earners for each year, 1929 to 1934. In each of the 7 groups employees reported as wage earners comprised more than 80 percent of the total reported each year, 1933 and 1934.

Table 1.—Average Annual Wage and Salary Payments to Wage Earners in Manufactures in Ohio, 1929 to 1934, by Industry Group

Industry group ¹	1929	1930	1931	1932	1933	1934
Paper and printing.....	\$1,513	\$1,473	\$1,362	\$1,192	\$1,074	\$1,168
Rubber products.....	1,562	1,450	1,254	1,011	1,027	1,246
Stone, clay, and glass products.....	1,319	1,187	1,096	834	831	910
Textiles.....	1,026	954	865	705	713	843
Tobacco.....	660	627	599	507	541	632
Vehicles.....	1,609	1,331	1,174	934	1,020	1,237
Miscellaneous manufactures.....	1,379	1,285	1,196	940	937	1,057

¹ Data for seven other manufacturing groups were published in the Monthly Labor Review for June 1936 (pp. 1639-1653).

² By Fred C. Croxton, Columbus, Ohio, and Frank C. Croxton, Whiting, Ind. A series of articles on average annual wage and salary payments in Ohio published in the Monthly Labor Review, beginning in January 1934, covered the years 1916 to 1932 for most industries, and 1918 to 1932 for construction and for all industries combined. A second series beginning in April 1935 covered 1929 to 1933. A third series beginning in March 1936 covers 1933 and 1934. The first series was also published in U. S. Bureau of Labor Statistics Bulletin No. 613. Fluctuation of employment in Ohio is shown in the Monthly Labor Review for January 1936.

³ Data for seven other manufacturing groups were published in the Monthly Labor Review, June 1936 (pp. 1639-1653).

Table 2 presents data relating to employment and wage and salary payments in 1933 and 1934³ for each of the three general occupation groups in each of the seven manufacturing groups. Table 3 presents data for wage earners alone in individual industries under each of the seven groups. The industries shown separately are those which employed in Ohio (according to reports received from employers) approximately 1,000 or more wage earners, or which paid wage earners a total of approximately \$1,000,000 or more in one or more years covered by the several series of articles published in the Monthly Labor Review.

Under each industry group in table 3 certain individual industries which employ comparatively few people in Ohio have been combined under the classification "other." The industries so classified are indicated in the Monthly Labor Review for July 1935 (p. 128). In indicating the number of industries within a manufacturing group, "other" is considered an industry.

In tables 2 and 3 data for superintendents and managers are included in the section relating to total wage and salary payments only.

The annual reports made by employers,⁴ as required by law, to the Ohio Division of Labor Statistics show, among other items, the number of persons employed on the 15th of each month and total wage and salary payments for the year. The average number of persons shown in this article was computed by dividing the sum of the monthly figures by 12 and the average annual wage and salary payment was computed by dividing the total wage and salary payment for the year by the average number of persons employed.

The average annual payments shown should not be taken as exact measures but as approximate figures. It should be borne in mind that average annual wage and salary payments as here computed do not show full-time earnings, as data concerning part-time and overtime work are not available. Average full-time earnings may be either greater or less than the computed average. The changes in the averages from year to year also do not afford any measure of changes in wage or salary scales or rates of pay.

In supplying data concerning total wage and salary payments, employers were requested to report total wage and salary payments in dollars, including bonuses and premiums and value of board and lodging furnished. Employers were also instructed not to include salaries of officials. Data other than total wage and salary payments were not requested concerning superintendents and managers.

³ For data for earlier years, see Monthly Labor Review, July 1935, and U. S. Bureau of Labor Statistics Bulletin No. 613.

⁴ For source and scope of the material for these series of articles, see Monthly Labor Review, April 1935 (pp. 986, 987).

Paper and printing.—The average number of persons (not including superintendents and managers) employed in 1934 was 4,510 greater than in 1933 and 2,539 less than in 1929, total wage and salary payments were \$9,232,500 greater than in 1933 and \$21,313,808 less than in 1929, and the average annual payment was \$80 higher than in 1933 and \$337 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 103.6, of total payments 81.9, and of average annual payments 79.0. During the 2 years 1933 and 1934 the highest number of wage earners was employed in December 1934 and the lowest number in May 1933.

Comparing 1934 with 1933 for the 9 industries in this group, table 3 shows for wage earners that the average number employed was greater in five industries and less in four, and total payments and average annual payments were greater in eight industries and less in one.

Indexes are shown for wage earners in eight industries. The 1934 index of employment was above the 1926 level (100.0) in five industries. The 1934 index of average annual payments was below 85 in 3 of the 8 industries.

Rubber products.—The average number of persons (not including superintendents and managers) employed in 1934 was 6,091 greater than in 1933 and 16,086 less than in 1929, total wage and salary payments were \$18,283,562 greater than in 1933 and \$41,398,586 less than in 1929, and the average annual payment was \$216 higher than in 1933 and \$288 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 85.4, of total payments 68.1, and of average annual payments 79.8. During the 2 years 1933 and 1934, the highest number of wage earners was employed in August 1933 and the lowest number in March 1933.

Chart 1 shows the indexes for wage earners in manufactures of rubber products for the 11 years, 1924 to 1934.

Comparing 1934 with 1933 for the three industries in the rubber products group, table 3 shows for wage earners that the average number employed and total payments were greater in two and less in one industry, and the average annual payment was higher in each of the three industries.

Indexes are shown for wage earners in two industries. The 1934 indexes of employment were 91.2 and 84.0, and the corresponding indexes of average annual payments were 68.0 and 81.1.

Stone, clay, and glass products.—The average number of persons (not including superintendents and managers) employed in 1934 was 6,337 greater than in 1933 and 13,436 less than in 1929, total wage and salary payments were \$7,696,181 greater than in 1933 and \$30,482,015 less than in 1929, and the average annual payment was \$75 higher than in 1933 and \$413 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 63.6, of total payments 42.6, and of average annual payments 66.9. During the 2 years 1933 and 1934 the highest number of wage earners was employed in June 1934 and the lowest number in January 1933.

Comparing 1934 with 1933 for the eight industries in this group, table 3 shows for wage earners that the average number employed,

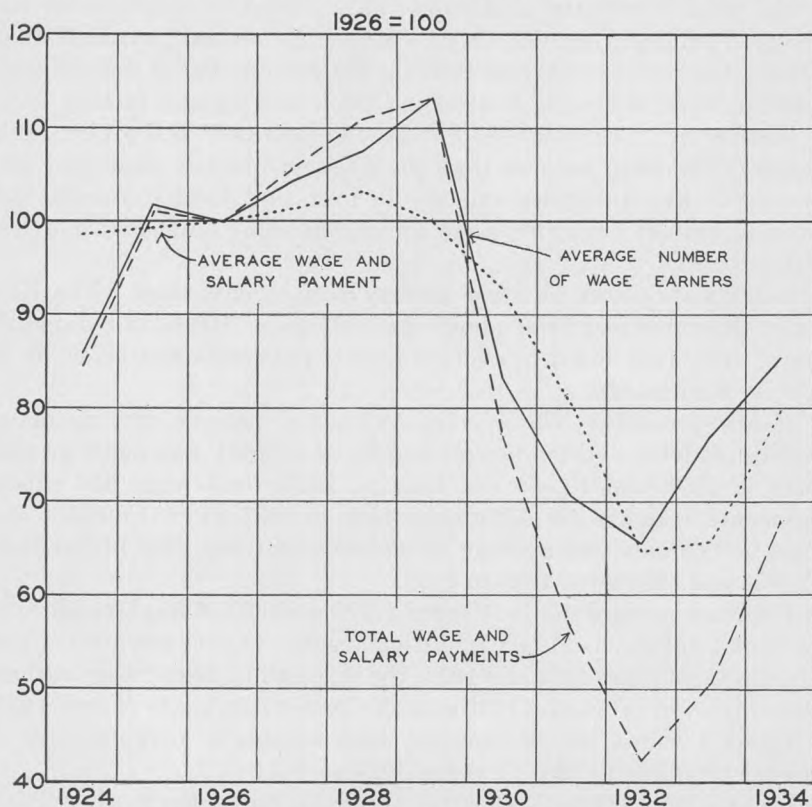


CHART 1.—INDEXES OF EMPLOYMENT AND ANNUAL WAGE PAYMENTS IN MANUFACTURES OF RUBBER PRODUCTS, 1924 TO 1934

total payments, and the average annual payment were greater in seven and less in one industry.

Indexes are shown for wage earners in seven industries. The 1934 index of employment was above the 1926 level (100.0) in 1 industry and below 50 in 5 industries. The 1934 index of average annual payments was below 65 in 5 industries.

Textiles.—The average number of persons (not including superintendents and managers) employed in 1934 was 1,460 greater than in 1933 and 6,741 less than in 1929, total wage and salary payments were \$6,008,376 greater than in 1933 and \$15,060,817 less than in

1929, and the average annual payment was \$124 higher than in 1933 and \$199 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 85.3, of total payments 66.6, and of average annual payments 78.1. During the 2 years 1933 and 1934 the highest number of wage earners was employed in May 1934 and the lowest number in March 1933.

Comparing 1934 with 1933 for the 13 industries in this group, table 3 shows for wage earners that the average number employed was greater in 6 and less in 7 industries, total payments were greater in each of the 13 industries, and the average annual payment was higher in 12 and lower in 1 industry.

Indexes are shown for wage earners in 12 industries. The 1934 index of employment was above the 1926 level (100.0) in 1 industry and below 60 in 3 industries. The 1934 index of average annual payments was below 75 in 4 industries.

Tobacco.—The average number of persons (not including superintendents and managers) employed in 1934 was 192 greater than in 1933 and 3,604 less than in 1929, total wage and salary payments were \$592,572 greater than in 1933 and \$2,603,020 less than in 1929, and the average annual payment was \$89 higher than in 1933 and \$26 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 48.5, of total payments 42.7, and of average annual payments 88.1. During the 2 years 1933 and 1934 the highest number of wage earners was employed in October 1934 and the lowest number in January 1934.

Comparing 1934 with 1933 for the three industries in this group, table 3 shows for wage earners that the average number employed, total payments, and average annual payments were greater in each of the three industries.

Indexes are shown for wage earners in three industries. The 1934 index of employment was above the 1926 level (100.0) in 1 industry and below 45 in 2 industries. The 1934 index of average annual payments was below 85 in 2 industries.

Vehicles.—The average number of persons (not including superintendents and managers) employed in 1934 was 15,129 greater than in 1933 and 37,517 less than in 1929, total wage and salary payments were \$23,972,188 greater than in 1933 and \$75,806,767 less than in 1929, and the average annual payment was \$193 higher than in 1933 and \$365 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 65.8, of total payments 58.4, and of average annual payments 88.7. During 1933 and 1934 the highest number of wage earners was employed in May 1934 and the lowest number in March 1933.

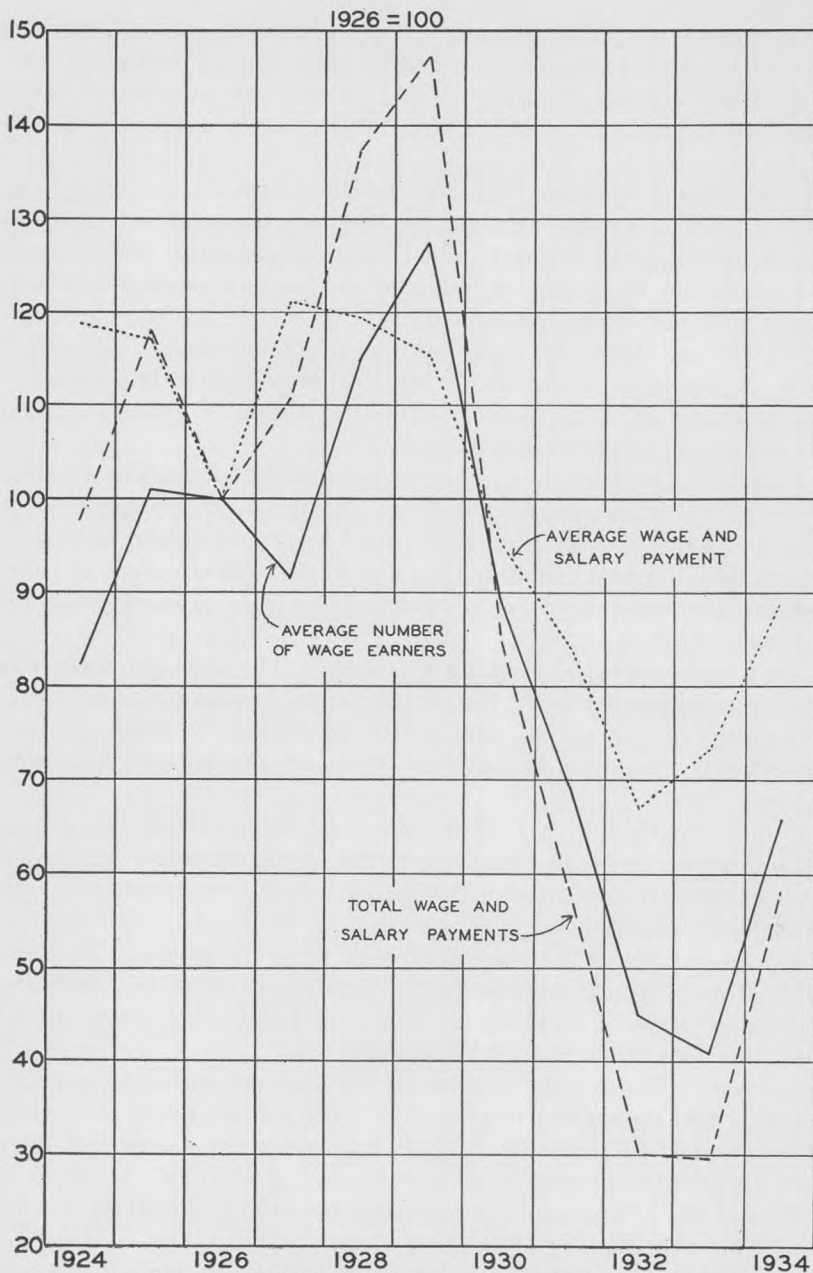


CHART 2.—INDEXES OF EMPLOYMENT AND ANNUAL WAGE PAYMENTS IN MANUFACTURES OF VEHICLES, 1924 TO 1934

Chart 2 (p. 458) shows the indexes for wage earners in manufactures of vehicles for the 11 years, 1924 to 1934.

Comparing 1934 with 1933, table 3 shows for wage earners that the average number employed and total payments were greater in each of the seven industries, and the average annual payment was higher in five industries and lower in two.

Indexes are shown for wage earners in six industries. The 1934 index of employment was above the 1926 level (100.0) in 2 industries and below 40 in 3 industries. The 1934 index of average annual payments was below 75 in 4 of the 6 industries.

Miscellaneous manufactures.—The average number of persons (not including superintendents and managers) employed in 1934 was 3,715 greater than in 1933 and 24,978 less than in 1929, total wage and salary payments were \$7,773,675 greater than in 1933 and \$53,990,591 less than in 1929, and the average annual payment was \$78 higher than in 1933 and \$349 lower than in 1929.

For wage earners the 1934 index (1926=100.0) of employment was 81.2, of total payments 60.5, and of average annual payments 74.4. During 1933 and 1934 the highest number of wage earners was employed in June 1934 and the lowest number in March 1933.

Comparing 1934 with 1933 for the 15 industries where comparisons may be made in this group, table 3 shows for wage earners that the average number employed and total payments were greater in 12 industries and less in 3, and the average annual payment was higher in each of the 15 industries.

Indexes for wage earners are shown for 14 industries. The 1934 index of employment was above the 1926 level (100.0) in 4 industries and below 40 in 4 industries. The 1934 index of average annual payments was below 75 in 8 of the 14 industries.

Table 2.—Employment and Wage and Salary Payments in Manufactures in Ohio, 1933 and 1934, by Industry Groups

[Data for earlier years were published in the Monthly Labor Review, July 1935, and in U. S. Bureau of Labor Statistics Bul. No. 613]

Item	Paper and printing		Rubber products		Stone, clay, and glass products	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	1, 107	1, 122	102	98	573	580
Average number employed:						
Wage earners.....	38, 476	41, 994	42, 308	46, 967	22, 194	28, 405
Bookkeepers, stenographers, and office clerks.....	7, 030	8, 240	4, 983	6, 419	1, 345	1, 453
Salespeople (not traveling).....	1, 731	1, 513	28	24	78	99
Total.....	47, 237	51, 747	47, 319	53, 410	23, 620	29, 957
Wage and salary payments to—						
Wage earners.....	\$41, 320, 092	\$49, 056, 470	\$43, 433, 041	\$58, 523, 654	\$18, 448, 453	\$25, 847, 881
Bookkeepers, stenographers, and office clerks.....	9, 188, 617	10, 927, 091	8, 845, 509	12, 059, 191	1, 766, 091	2, 010, 878
Salespeople (not traveling).....	2, 793, 450	2, 551, 098	70, 766	50, 033	108, 714	160, 680
Subtotal.....	53, 302, 159	62, 534, 659	52, 349, 316	70, 632, 878	20, 323, 258	28, 019, 439
Superintendents and managers.....	3, 829, 032	4, 176, 785	1, 471, 925	1, 760, 867	1, 297, 606	1, 307, 617
Grand total.....	57, 131, 191	66, 711, 444	53, 821, 241	72, 393, 745	21, 620, 864	29, 327, 056

Table 2.—Employment and Wage and Salary Payments in Manufactures in Ohio, 1933 and 1934, by Industry Groups—Continued

Item	Paper and printing		Rubber products		Stone, clay, and glass products	
	1933	1934	1933	1934	1933	1934
Average annual payments to—						
Wage earners.....	\$1,074	\$1,168	\$1,027	\$1,246	\$831	\$910
Bookkeepers, stenographers, and office clerks.....	1,307	1,326	1,775	1,879	1,310	1,384
Salespeople (not traveling).....	1,614	1,686	(1)	(1)	(1)	(1)
All employees ²	1,128	1,208	1,106	1,322	860	935
Increase ³ from 1933 to 1934 in—						
Average number employed:						
Number.....		4,510		6,091		6,337
Percent.....		9.5		12.9		26.8
Total payments:						
Amount.....		\$9,232,500		\$18,283,562		\$7,696,181
Percent.....		17.3		34.9		37.9
Average annual payments:						
Amount.....		\$80		\$216		\$75
Percent.....		7.1		19.5		8.7
Indexes of wage earners (1926=100.0):						
Average number employed.....	94.9	103.6	76.9	85.4	49.7	63.6
Total payments.....	68.9	81.9	50.5	68.1	30.4	42.6
Average annual payments.....	72.7	79.0	65.7	79.8	61.1	66.9
Number of wage earners employed on 15th of month:						
January.....	35,731	40,187	34,617	45,591	16,859	25,658
February.....	36,555	41,182	34,769	47,100	18,323	26,941
March.....	35,700	42,111	33,275	48,891	17,346	28,370
April.....	35,704	42,336	34,063	50,208	18,712	29,983
May.....	35,556	42,571	37,531	50,368	21,426	29,833
June.....	36,308	42,374	43,182	49,699	23,131	30,057
July.....	37,317	41,522	47,738	48,234	24,755	28,048
August.....	39,951	41,636	51,335	47,539	26,109	28,268
September.....	42,287	42,082	48,859	44,462	24,998	29,167
October.....	42,597	42,557	48,071	43,353	24,674	28,334
November.....	42,063	42,456	47,294	43,066	24,806	28,353
December.....	41,939	42,909	46,958	45,091	25,194	27,850
Variation from maximum:						
Number.....	7,041	2,722	18,060	7,302	9,250	4,399
Percent.....	16.5	6.3	35.2	14.5	35.4	14.6

Item	Textiles		Tobacco	
	1933	1934	1933	1934
Number of establishments.....	549	542	109	111
Average number employed:				
Wage earners.....	36,021	37,301	5,178	5,365
Bookkeepers, stenographers, and office clerks.....	2,108	2,305	109	116
Salespeople (not traveling).....	149	132	18	16
Total.....	38,278	39,738	5,305	5,497
Wage and salary payments to—				
Wage earners.....	\$25,689,740	\$31,441,537	\$2,803,357	\$3,390,727
Bookkeepers, stenographers, and office clerks.....	2,416,185	2,666,667	144,506	157,741
Salespeople (not traveling).....	184,040	190,337	30,770	22,737
Subtotal.....	28,289,965	34,298,541	2,978,633	3,571,205
Superintendents and managers.....	1,495,949	1,737,697	146,180	134,876
Grand total.....	29,785,914	36,036,038	3,124,813	3,706,081
Average annual payments to—				
Wage earners.....	\$713	\$843	\$541	\$632
Bookkeepers, stenographers, and office clerks.....	1,146	1,157	(1)	(1)
Salespeople (not traveling).....	(1)	(1)	(1)	(1)
All employees ²	739	863	561	650

Footnotes on p. 461.

Table 2.—Employment and Wage and Salary Payments in Manufactures in Ohio, 1934 and 1934, by Industry Groups—Continued

Item	Textiles		Tobacco	
	1933	1934	1933	1934
Increase ¹ from 1933 to 1934 in—				
Average number employed:				
Number.....		1,460		192
Percent.....		3.8		3.6
Total payments:				
Amount.....		\$6,008,376		\$592,572
Percent.....		21.2		19.9
Average annual payments:				
Amount.....		\$124		\$89
Percent.....		16.8		15.9
Indexes of wage earners (1926=100.0):				
Average number employed.....	82.4	85.3	46.8	48.5
Total payments.....	54.4	66.6	35.3	42.7
Average annual payments.....	66.0	78.1	75.5	88.1
Number of wage earners employed on 15th of month:				
January.....	31,734	35,303	5,256	4,085
February.....	33,769	38,887	5,688	4,914
March.....	31,154	39,808	4,998	5,031
April.....	32,183	37,696	5,088	5,125
May.....	34,738	40,283	5,336	5,433
June.....	37,553	38,149	5,112	5,683
July.....	38,956	35,087	5,470	5,609
August.....	40,034	36,868	5,200	5,620
September.....	39,929	37,282	5,135	5,847
October.....	40,088	38,056	5,189	5,933
November.....	37,045	36,156	4,824	5,627
December.....	35,073	34,031	4,844	5,473
Variation from maximum:				
Number.....	8,934	6,252	864	1,848
Percent.....	22.3	15.5	15.2	31.1

Item	Vehicles		Miscellaneous manufactures	
	1933	1934	1933	1934
Number of establishments.....	217	216	880	882
Average number employed:				
Wage earners.....	23,256	37,568	41,050	44,672
Bookkeepers, stenographers, and office clerks.....	2,517	3,328	6,388	6,080
Salespeople (not traveling).....	44	50	279	680
Total.....	25,817	40,946	47,717	51,432
Wage and salary payments to—				
Wage earners.....	\$23,721,921	\$46,468,237	\$38,479,792	\$47,231,705
Bookkeepers, stenographers, and office clerks.....	3,615,863	4,893,264	9,371,967	8,166,929
Salespeople (not traveling).....	140,213	88,684	516,794	743,594
Subtotal.....	27,477,997	51,450,185	48,368,553	56,142,228
Superintendents and managers.....	1,665,118	2,103,658	3,262,822	3,222,091
Grand total.....	29,143,115	53,553,843	51,631,375	59,364,319
Average annual payments to—				
Wage earners.....	\$1,020	\$1,237	\$937	\$1,057
Bookkeepers, stenographers, and office clerks.....	1,437	1,470	1,467	1,343
Salespeople (not traveling).....	(¹)	(¹)	(¹)	1,094
All employees ²	1,064	1,257	1,014	1,092
Increase ³ from 1933 to 1934 in—				
Average number employed:				
Number.....		15,129		3,715
Percent.....		58.6		7.8
Total payments:				
Amount.....		\$23,972,188		\$7,773,675
Percent.....		87.2		16.1
Average annual payments:				
Amount.....		\$193		\$78
Percent.....		18.1		7.7
Indexes of wage earners (1926=100.0):				
Average number employed.....	40.8	65.8	74.6	81.2
Total payments.....	29.8	58.4	49.3	60.5
Average annual payments.....	73.2	88.7	66.0	74.4

¹ Not computed owing to small number involved.² Not including superintendents and managers.³ This section includes wage earners; bookkeepers, stenographers, and office clerks; and salespeople (not traveling).

Table 2.—Employment and Wage and Salary Payments in Manufactures in Ohio, 1933 and 1934, by Industry Groups—Continued

Item	Vehicles		Miscellaneous manufactures	
	1933	1934	1933	1934
Number of wage earners employed on 15th of month:				
January.....	19,086	29,884	33,026	38,228
February.....	19,158	39,919	33,250	40,828
March.....	16,962	44,806	31,888	43,853
April.....	19,313	38,433	33,597	46,000
May.....	21,256	50,265	39,399	47,715
June.....	23,845	45,328	44,027	49,513
July.....	26,469	32,011	42,627	44,957
August.....	28,677	36,493	45,525	43,667
September.....	27,429	32,560	48,317	43,688
October.....	26,332	32,099	48,076	44,504
November.....	24,984	31,641	47,367	45,041
December.....	25,562	37,376	45,506	48,072
Variation from maximum:				
Number.....	11,715	20,381	6,429	11,285
Percent.....	40.9	40.5	13.3	22.8

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries

[Data for earlier years were published in the Monthly Labor Review, July 1935, and in U. S. Bureau of Labor Statistics Bul. No. 613]

Paper and printing

Item	Bags, paper		Boxes, fancy and paper, including drinking cups		Envelopes	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	16	16	73	71	8	9
Average number of wage earners employed.....	1,157	1,215	4,981	4,935	1,165	1,292
Total wage and salary payments.....	\$939,464	\$1,068,267	\$4,287,056	\$4,779,268	\$972,395	\$1,181,294
Average annual payments.....	\$812	\$879	\$860	\$968	\$835	\$914
Indexes (1926=100.0):						
Average number employed.....	98.1	103.0	111.6	110.6	78.8	87.4
Total payments.....	80.4	91.5	85.0	94.7	62.9	76.4
Average annual payments.....	120	88.8	76.1	85.7	79.8	87.4
	Labels and tags		Paper, including stationery		Photo-engraving	
Number of establishments.....	10	12	50	64	59	59
Average number of wage earners employed.....	263	618	6,768	9,067	719	675
Total wage and salary payments.....	\$305,262	\$702,555	\$6,779,433	\$9,443,437	\$1,031,871	\$1,249,106
Average annual payments.....	\$1,161	\$1,137	\$1,002	\$1,042	\$1,435	\$1,851
Indexes (1926=100.0):						
Average number employed.....	37.4	87.8	78.9	105.7	123.8	116.2
Total payments.....	32.6	75.0	58.8	81.9	77.3	93.5
Average annual payments.....	87.3	85.5	74.5	77.5	62.4	80.5
	Printing and publishing		Stereotyping and electrotyping		Paper and printing, other ¹	
Number of establishments.....	831	843	24	20	36	28
Average number of wage earners employed.....	22,262	23,317	579	566	582	310
Total wage and salary payments.....	\$25,512,822	\$29,292,304	\$901,548	\$974,733	\$590,241	\$365,506
Average annual payments.....	\$1,146	\$1,256	\$1,557	\$1,722	\$1,014	\$1,179
Indexes (1926=100.0):						
Average number employed.....	102.5	107.4	68.4	66.9	-----	-----
Total payments.....	72.1	82.7	55.3	59.8	-----	-----
Average annual payments.....	70.3	77.0	80.8	89.4	-----	-----

See footnotes at end of table.

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries—Continued

Rubber products

Item	Druggists' sundries and toys, rubber		Tires and tubes		Rubber products, other ¹	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	41	45	25	29	36	24
Average number of wage earners employed.....	3,399	3,500	36,309	41,633	2,600	1,834
Total wage and salary payments.....	\$2,623,584	\$2,918,845	\$38,547,950	\$53,826,653	\$2,261,507	\$1,778,156
Average annual payments.....	\$772	\$834	\$1,062	\$1,293	\$870	\$970
Indexes (1926=100.0):						
Average number employed.....	88.6	91.2	73.3	84.0	-----	-----
Total payments.....	55.7	62.0	48.8	68.1	-----	-----
Average annual payments.....	62.9	68.0	66.6	81.1	-----	-----

Stone, clay, and glass products

	Brick and tile, clay		Cement		Concrete products	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	140	138	10	10	93	103
Average number of wage earners employed.....	3,053	4,291	486	905	359	516
Total wage and salary payments.....	\$1,955,405	\$3,428,577	\$467,445	\$862,414	\$255,003	\$392,812
Average annual payments.....	\$640	\$799	\$962	\$953	\$710	\$761
Indexes (1926=100.0):						
Average number employed.....	33.7	47.4	30.7	57.2	27.7	39.8
Total payments.....	14.6	25.6	18.7	34.5	13.2	20.3
Average annual payments.....	43.2	54.0	61.0	60.4	47.6	51.0
	Glass		Marble and stone work, stone yards		Pottery, terra-cotta and fire-clay products	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	23	23	85	82	107	108
Average number of wage earners employed.....	8,746	12,024	486	384	7,400	8,295
Total wage and salary payments.....	\$8,526,768	\$12,098,392	\$518,913	\$416,125	\$5,531,824	\$6,935,964
Average annual payments.....	\$975	\$1,006	\$1,068	\$1,084	\$748	\$836
Indexes (1926=100.0):						
Average number employed.....	100.0	137.5	55.6	43.9	36.9	41.4
Total payments.....	73.4	104.1	33.2	26.6	22.0	27.5
Average annual payments.....	73.4	75.7	59.7	60.6	59.5	66.5
	Wall plaster, including hydrated lime		Stone, clay, and glass products, other ¹			
	1933	1934	1933	1934	1933	1934
Number of establishments.....	8	9	107	107	-----	-----
Average number of wage earners employed.....	329	359	1,335	1,630	-----	-----
Total wage and salary payments.....	\$246,620	\$330,995	\$946,470	\$1,382,602	-----	-----
Average annual payments.....	\$750	\$922	\$709	\$848	-----	-----
Indexes (1926=100.0):						
Average number employed.....	27.2	29.7	-----	-----	-----	-----
Total payments.....	12.4	16.6	-----	-----	-----	-----
Average annual payments.....	45.5	56.0	-----	-----	-----	-----

See footnotes at end of table.

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries—Continued

Textiles

Item	Awnings, tents, and sails, including auto fabrics		Clothing, men's, including shirts and coat pads		Clothing, women's, including corsets	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	64	63	117	121	103	96
Average number of wage earners employed.....	1,563	1,551	13,390	14,733	4,020	4,210
Total wage and salary payments.....	\$1,081,344	\$1,324,467	\$9,641,453	\$12,851,062	\$2,709,725	\$3,757,479
Average annual payments.....	\$692	\$854	\$720	\$872	\$674	\$893
Indexes (1926=100.0):						
Average number employed.....	87.3	86.6	85.8	94.4	99.8	104.5
Total payments.....	58.3	71.4	55.9	74.6	51.9	72.0
Average annual payments.....	66.8	82.4	65.2	79.0	52.0	69.0
	Cordage, twine, jute, and linen goods		Custom tailoring, men's and women's		Flags, banners, and regalia	
Number of establishments.....	5	6	42	38	9	9
Average number of wage earners employed.....	660	645	480	513	605	571
Total wage and salary payments.....	\$477,047	\$492,248	\$388,049	\$441,339	\$391,411	\$462,129
Average annual payments.....	\$723	\$763	\$794	\$860	\$647	\$809
Indexes (1926=100.0):						
Average number employed.....	95.1	92.9	21.1	22.1	84.7	80.0
Total payments.....	75.0	77.4	13.2	15.1	56.1	66.2
Average annual payments.....	78.8	83.2	62.9	68.1	66.2	82.8
	Gloves, cloth		Hosiery and knit goods		Mattresses, pillows, and cotton felts	
Number of establishments.....	12	12	32	33	31	32
Average number of wage earners employed.....	1,569	1,472	4,213	3,854	679	777
Total wage and salary payments.....	\$658,768	\$813,486	\$2,746,365	\$2,968,210	\$539,951	\$675,912
Average annual payments.....	\$420	\$553	\$652	\$770	\$795	\$870
Indexes (1926=100.0):						
Average number employed.....	75.8	71.1	102.9	94.1	52.0	59.4
Total payments.....	45.6	56.3	76.4	82.5	35.3	44.2
Average annual payments.....	60.2	79.2	74.3	87.7	67.9	74.3
	Millinery and lace goods, including artificial flowers and feathers		Silk and silk goods, including throwsters		Woolen, worsted, and wool-felt goods, including fur and felt hats	
Number of establishments.....	33	28	6	5	18	22
Average number of wage earners employed.....	504	466	2,133	2,135	3,209	3,062
Total wage and salary payments.....	\$380,697	\$392,703	\$1,948,783	\$2,226,236	\$2,276,700	\$2,486,679
Average annual payments.....	\$755	\$843	\$914	\$1,043	\$709	\$812
Indexes (1926=100.0):						
Average number employed.....	37.2	34.4	97.4	97.5	93.1	88.8
Total payments.....	24.0	24.8	76.0	86.8	76.0	83.0
Average annual payments.....	64.6	72.2	78.1	89.1	81.6	93.4
	Textiles, other ¹					
Number of establishments.....	77	77				
Average number of wage earners employed.....	2,988	3,313				
Total wage and salary payments.....	\$2,449,447	\$2,549,387				
Average annual payments.....	\$820	\$770				
Indexes (1926=100.0):						
Average number employed.....						
Total payments.....						
Average annual payments.....						

See footnotes at end of table.

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries—Continued

Tobacco

Item	Chewing and smoking tobacco		Cigars and cigarettes		Tobacco rehandlers	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	11	13	57	57	41	41
Average number of wage earners employed.....	1,605	1,646	2,904	2,955	670	764
Total wage and salary payments.....	\$1,224,507	\$1,320,994	\$1,239,972	\$1,651,976	\$338,878	\$417,757
Average annual payments.....	\$763	\$803	\$427	\$559	\$506	\$547
Indexes (1926=100.0):						
Average number employed.....	106.2	108.9	37.8	38.5	35.6	40.6
Total payments.....	81.1	87.5	23.7	31.5	28.6	35.2
Average annual payments.....	76.4	80.4	62.6	82.0	80.2	86.7

Vehicles

	Airplanes and parts		Automobiles and parts, including assembling plants		Carriages and sleds, children's	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	12	11	157	149	7	7
Average number of wage earners employed.....	269	657	19,863	33,067	1,637	1,811
Total wage and salary payments.....	\$435,197	\$850,879	\$20,679,967	\$42,150,957	\$1,253,288	\$1,357,045
Average annual payments.....	\$1,618	\$1,295	\$1,041	\$1,275	\$766	\$749
Indexes (1926=100.0):						
Average number employed.....	56.9	138.9	41.3	68.7	101.1	111.9
Total payments.....	57.4	112.2	31.2	63.5	60.4	65.4
Average annual payments.....	101.0	80.8	75.4	92.4	59.7	58.4
	Carriages, wagons, and materials, including repairing		Cars, steam and street railroad		Ship and boat building	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	12	20	12	14	13	13
Average number of wage earners employed.....	300	372	520	771	555	718
Total wage and salary payments.....	\$205,507	\$305,913	\$472,361	\$813,809	\$572,668	\$817,459
Average annual payments.....	\$685	\$822	\$908	\$1,056	\$1,032	\$1,139
Indexes (1926=100.0):						
Average number employed.....	19.8	24.6	19.9	29.6	29.8	38.6
Total payments.....	9.4	14.1	12.1	20.9	18.7	26.8
Average annual payments.....	47.7	57.2	60.9	70.8	62.9	69.4
	Vehicles, other ¹					
	1933	1934	1933	1934	1933	1934
Number of establishments.....	4	2	-----	-----	-----	-----
Average number of wage earners employed.....	112	171	-----	-----	-----	-----
Total wage and salary payments.....	\$102,933	\$172,175	-----	-----	-----	-----
Average annual payments.....	\$919	\$1,007	-----	-----	-----	-----
Indexes (1926=100.0):						
Average number employed.....	-----	-----	-----	-----	-----	-----
Total payments.....	-----	-----	-----	-----	-----	-----
Average annual payments.....	-----	-----	-----	-----	-----	-----

See footnotes at end of table.

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries—Continued

Miscellaneous manufactures

Item	Agricultural implements		Batteries, dry and storage		Coke	
	1933	1934	1933	1934	1933	1934
Number of establishments.....	19	20	32	35	5	5
Average number of wage earners employed.....	1,084	1,548	2,909	3,072	396	461
Total wage and salary payments.....	\$953,464	\$1,507,104	\$2,976,740	\$3,640,940	\$596,206	\$702,191
Average annual payments.....	\$880	\$974	\$1,023	\$1,185	\$1,506	\$1,523
Indexes (1926=100.0):						
Average number employed.....	26.7	38.2	175.2	185.1	27.0	31.4
Total payments.....	17.1	27.0	122.1	149.3	22.4	26.3
Average annual payments.....	64.0	70.8	69.6	80.7	82.9	83.8
	Dentists' supplies		Electrical machinery, apparatus and supplies		House-furnishing goods, miscellaneous ²	
Number of establishments.....	34	35	167	173	12	-----
Average number of wage earners employed.....	486	530	15,453	13,453	6,624	-----
Total wage and salary payments.....	\$457,911	\$554,881	\$13,606,870	\$13,260,114	\$7,445,662	-----
Average annual payments.....	\$942	\$1,047	\$881	\$986	\$1,124	-----
Indexes (1926=100.0):						
Average number employed.....	80.2	87.5	60.5	52.6	-----	-----
Total payments.....	60.5	73.0	36.4	35.4	-----	-----
Average annual payments.....	75.1	83.5	60.2	67.3	-----	-----
	Ice, manufactured		Mechanical refrigeration ³		Models and patterns, other than paper	
Number of establishments.....	130	123	-----	4	73	71
Average number of wage earners employed.....	2,068	2,243	-----	10,087	344	478
Total wage and salary payments.....	\$2,585,009	\$2,851,619	-----	\$12,453,668	\$390,441	\$619,737
Average annual payments.....	\$1,250	\$1,271	-----	\$1,235	\$1,135	\$1,297
Indexes (1926=100.0):						
Average number employed.....	99.1	107.5	-----	-----	35.7	49.6
Total payments.....	77.4	85.3	-----	-----	22.4	35.6
Average annual payments.....	78.0	79.3	-----	-----	62.8	71.7
	Musical instruments and materials other than pianos and organs		Pianos, organs, and materials		Radios and parts	
Number of establishments.....	4	5	9	8	10	8
Average number of wage earners employed.....	187	472	471	333	1,823	1,491
Total wage and salary payments.....	\$175,506	\$521,439	\$379,072	\$310,333	\$1,379,295	\$1,315,663
Average annual payments.....	\$939	\$1,105	\$805	\$932	\$757	\$882
Indexes (1926=100.0):						
Average number employed.....	20.1	50.6	26.4	18.7	205.5	168.1
Total payments.....	14.3	42.5	15.9	13.0	147.9	141.1
Average annual payments.....	71.4	84.0	60.2	69.7	72.0	83.9
	Roofing materials		Signs and advertising novelties		Sporting and athletic goods	
Number of establishments.....	9	8	70	71	11	11
Average number of wage earners employed.....	971	1,204	1,860	2,107	958	1,108
Total wage and salary payments.....	\$863,933	\$1,292,234	\$1,427,083	\$1,863,377	\$820,556	\$1,056,823
Average annual payments.....	\$890	\$1,073	\$767	\$884	\$857	\$954
Indexes (1926=100.0):						
Average number employed.....	87.6	108.7	84.0	95.1	80.8	93.5
Total payments.....	45.2	67.6	50.7	66.2	51.4	66.2
Average annual payments.....	51.6	62.2	60.4	69.6	63.6	70.8

See footnotes at end of table.

Table 3.—Employment and Wage and Salary Payments of Wage Earners in Manufactures in Ohio, 1933 and 1934, by Industries—Continued

Miscellaneous manufactures—Continued

Item	Toys and games		Miscellaneous manufactures, other ¹			
	1933	1934	1933	1934		
Number of establishments.....	20	24	275	281	-----	-----
Average number of wage earners employed.....	827	1,095	4,589	4,993	-----	-----
Total wage and salary payments.....	\$540,047	\$792,062	\$3,881,997	\$4,489,520	-----	-----
Average annual payments.....	\$653	\$723	\$846	\$899	-----	-----
Indexes (1926=100.0):						
Average number employed.....	27.9	36.9	-----	-----	-----	-----
Total payments.....	17.1	25.1	-----	-----	-----	-----
Average annual payments.....	61.3	67.8	-----	-----	-----	-----

¹ Indexes not computed for "Other."² Greater proportion of establishments classified by Ohio Division of Labor Statistics in 1934 under mechanical refrigeration. Other establishments in 1934 classified under "Not otherwise classified." This industry was also classified under "Not otherwise classified" during earlier years and indexes cannot be computed.³ Classified by Ohio Division of Labor Statistics under "House-furnishing goods, miscellaneous" for earlier years.

Earnings of Women in Tennessee Industries

MEDIAN weekly earnings of women in the principal woman-employing industries in Tennessee, in a representative week in the fall of 1935, varied from \$5.65 for Negro laundry workers to \$12.55 for white women employed in department stores. Half the white women employed in manufacturing industries earned less than \$12 a week, while 22 percent earned \$15 or more. These data were disclosed by the Women's Bureau of the United States Department of Labor in a survey of wages and hours of woman workers in Tennessee, which that agency made at the request of the Tennessee Commissioner of Labor.¹ The survey covered 267 establishments in 38 cities and towns. The establishments included 179 factories, 17 department stores, and 15 limited-price stores, 24 laundry and dry-cleaning plants, and 32 hotels and restaurants, and employed a total of 29,625 women, of whom 9 percent were Negroes, and 28,644 men, of whom 10 percent were Negroes. About four-fifths of the women covered in the survey were employed in factories.

Median hourly and weekly earnings of white and colored women in all industries covered by the survey except hotels and restaurants are shown in table 1.

¹ U. S. Department of Labor. Women's Bureau. Women in Tennessee Industries—Preliminary report. Washington, 1936 (mimeographed).

Table 1.—Median Hourly and Weekly Earnings of Woman Workers in Tennessee, by Industry and Race, Fall of 1935

Industry	Median hourly earnings of—		Median weekly earnings of—	
	White women	Negro women	White women	Negro women
	<i>Cents</i>	<i>Cents</i>		
Manufacturing.....	32.3	16.7	\$12.00	\$6.75
Stores:				
Department.....	26.9	26.0	12.55	12.35
Limited price.....	25.0		10.05	
Laundry.....	17.4	14.0	7.85	5.65
Dry cleaning.....	17.6	20.0	9.90	9.55

The small group of colored women in stores served in the capacity of maids and cleaners and their weekly median differed only slightly from that of the white women. In manufacturing, on the other hand, the median of earnings of Negroes is little more than one-half that for the white women. Even in laundries where the earnings of the white women are lowest, those of the colored women drop even farther down the wage scale.

Manufacturing

TABLE 2 gives data on median weekly and hourly earnings of white women in the manufacturing industries covered by the survey, in which 79 percent of the total number of women for whom wage data were reported were employed.

Table 2.—Earnings of White Women in Manufacturing, Tennessee, Fall of 1935

Type of factory	Median of average hourly earnings	Percent earning less than 30 cents an hour	Median of week's earnings	Percent earning—	
				Less than \$12 a week	\$15 or more a week
Textile:					
Hosiery:	<i>Cents</i>				
Seamless.....	32	33	\$10.20	62	13
Full-fashioned.....	37	22	13.40	39	37
Cotton mills.....	33	6	12.50	38	14
Knit underwear.....	32	26	12.10	48	15
Silk and rayon textile.....	30	47	10.60	70	4
Woolen mills.....	33	37	13.00	41	30
Bags—cotton and burlap.....	30	37	10.95	63	8
Clothing:					
Men's work clothing and shirts.....	26	70	9.55	76	5
Men's suits and overcoats.....	38	15	13.25	40	35
Other clothing.....	23	79	8.80	86	2
Rayon yarns and cellophane.....	42	(¹)	16.60	7	74
Shoes.....	33	17	14.15	23	41
Food products.....	28	55	11.35	65	10
Drugs and chemicals.....	27	74	12.35	33	7
Tobacco products.....	37	4	14.95	9	47
Printing and publishing.....	40	7	17.80	9	71
Wood products.....	25	78	10.50	72	4
Paper box.....	32	28	13.25	39	36
Metal.....	30	12	13.40	41	28
Other manufacturing.....	38	5	12.30	47	24

¹ Less than ½ of 1 percent.

Data on annual earnings were compiled for about 1,000 women in representative manufacturing establishments. Employment among this group was sufficiently regular that the incomes reported, ranging from \$420 to \$850 and averaging \$615, may be regarded as full-time annual earnings. For white women in the chief manufacturing groups, the medians of annual earnings were—

All manufacturing.....	\$615
Textile:	
Hosiery, seamless.....	540
Hosiery, full-fashioned.....	850
Other textile.....	645
Clothing:	
Men's work clothing, shirts, other clothing....	420
Men's suits and overcoats.....	665
Rayon yarns and cellophane.....	815
Food products.....	555
Wood products.....	555

For Negro women in manufacturing the median of the annual earnings was only \$345.

Hotels and Restaurants

CONDITIONS in hotels and restaurants do not readily lend themselves to analysis comparable with other industries. Hours are irregular, varying from individual to individual. For dining-room and kitchen employees working hours may be broken into several shifts covering meal periods. Hotel maids often are required to work 7 days a week.

The median of the week's earnings for Negro chambermaids was \$5.65. The most common rate of pay for this job was \$25 a month. White women employed in the lodging division had a week's median of \$10.20, or a prevailing rate of \$45 a month. White waitresses were the rule in hotel dining rooms. A tabulation of their earnings showed a week's median of \$2.35. This was supplemented to some extent by tips. Women in the dining rooms who do not receive tips, such as cashiers, checkers, cafeteria counter girls, and bus girls, showed a median of \$10.35.

In hotel kitchens the jobs open to women are generally in the nature of vegetable and pantry work. Both white and colored women were found in the hotel kitchens. The week's median for the latter was \$5.50, and for a smaller group of white women it was approximately \$8.

In restaurants other than those located in hotels, the wage scale for waitresses was higher. For waitresses classed as receiving tips the median was \$7.30. For other women in these dining rooms or cafeterias who had no appreciable income from tips, the median was \$8.30. In the kitchens of commercial restaurants the group of white women included was less than 50, but their earnings averaged between \$9 and \$10 a week. Negro women's earnings per week showed a

median of \$8.55. In commercial restaurants the higher earnings may be due partly to the fact that there the colored women are cooks while in hotels they are usually pantry or vegetable girls.

Shorter Workweek for British Seamen ¹

BEGINNING October 1, 1936, working hours for British seamen will be reduced from the present 84-hour week to a basic 56-hour week with a maximum of 64 hours. These are the terms of an agreement reached through the National Maritime Board of Great Britain on June 17. Instead of the usual 2-watch system under which seamen work a 12-hour day with 4 hours on duty and 4 hours off, the new arrangement provides for 8 hours' continuous rest each day. Overtime will be compensated either by overtime pay or by time off in port. The new workweek applies to seamen on all foreign-going vessels in the British mercantile marine exceeding 2,500 tons gross. While the basic 56-hour week is provided for in the agreement, additional time up to the maximum of 8 hours per week may be required without overtime pay or compensatory leave. Adjustment of hours of labor of engine department and steward's department employees will be considered by the National Maritime Board in the near future.

¹ Industrial and Labor Information (Geneva), July 20, 1936, pp. 90-91.

EMPLOYMENT OFFICES

Operations of United States Employment Service, June 1936

RISING totals in the field of public employment and sustained high volumes of placements with private employers brought nonrelief placements made by offices of the United States Employment Service during June to the highest level reported in any month during the 1935-36 fiscal year. For the second successive month placements in employment with governmental units and on prevailing-wage public-works projects made a new all-time high. Although slightly below the level for the preceding month, in accordance with the normal seasonal trend, placements with private employers were second only to the total reported for May and, with this exception, remained at the highest level in the past 24 months. Placements on relief-works projects again declined.

Since the peak of activity in connection with requirements of the W. P. A. last fall, efforts of the Employment Service have been increasingly devoted toward securing greater opportunities for job-seekers in prevailing-wage employment, both public and private. Results of these efforts are reflected in the fact that of a total of 470,055 placements of all classes made by public employment offices in June, over 82 percent were in nonrelief prevailing-wage employment. The 386,043 placements of this character represent the highest aggregate in the past 24 months.

Placements in public prevailing-wage employment made by the employment offices in June totaled 264,508. This total, which represents a gain of 8.6 percent over the preceding month's results, is the highest monthly volume of public placements made during the entire history of the Employment Service under its present organization. The next highest total was that reported for the month of May when 243,506 such placements were reported. This classification "Public and governmental employment" includes placements with all types of regular governmental agencies, local, State, and Federal and, in addition, includes placements on prevailing-wage public works for which relief status is not a requirement.

Continued activity in the solicitation of openings from private employers resulted in 121,535 placements in private industry for the

month of June. While this total represents a decline of 7.8 percent from the May level, it is the second highest monthly volume in the past 2 fiscal years. In 1935 a decline of 14.6 percent in private placement was reported from May to June and in the previous year a similar drop of 12.7 percent occurred. Placements with private employers were made in all types of jobs ranging from common labor to positions in the professional and technical field.

Continuing the decline in the volume of requisitions received from relief projects during the present year, 84,012 placements of a relief nature were reported for June, a decline of 7.8 percent from the May level. This is the sixth successive monthly decline reported and brings the volume of relief placements to the lowest level since August 1935. In making placements on relief projects the Employment Service acts as personnel agency for the organization conducting the projects and does not itself act in any respect as a relief organization.

Employment offices registered and classified 364,933 new applicants during the month of June, a gain of 25 percent from the number reported for May. In each of the 2 preceding years a gain in the number of new applications received in June was reported over the level for the preceding month.

As a result of the adoption of new regulations pertaining to retention of registered relief employables in active status, a striking reduction in the number of registrations reported in the active file occurred during the month of June. Through strict enforcement of the standard procedure requiring job seekers to maintain periodic contact with employment offices, a large number of applicants previously registered were removed from the active file following their failure to notify the offices that they were still available for employment. A still further reduction in the total number of applicants resulted from the fact that a large number of persons with relief status, who had previously been automatically retained in the active file as available for referral, under agreements with W. P. A., were placed on inactive status as a result of their failure to maintain active contact with the offices. Under previous regulations it was necessary to retain the applications of all such relief employables as active regardless of whether the applicant maintained contact with the offices. As a result of this practice it was found that many persons theoretically available for referral, actually were not. Through clearance of these two classes of applications, the total registrations in the active file dropped to 6,666,599 at the end of the month.

The active files of the Employment Service are composed of several elements. Included in the active file are the registrations of relief persons certified as eligible for employment on W. P. A. projects who are members of families from which no person has yet been assigned to a project and the registrations of all relief persons who

have been assigned to and are working upon a W. P. A. or relief-works project. The registration cards of these persons are still automatically retained as active. In addition to these two classes of relief persons, the active file includes the applications of nonrelief persons who are unemployed and of employed persons who are seeking better jobs. Likewise the active file contains applications of relief persons who are members of families from which one person has been assigned to a project but who, on a voluntary basis, maintain their applications in active status. It is evident that because of the diverse nature of the elements making up the active file the number of active registrations of the public employment offices does not constitute in any degree a measure or indication of total unemployment. These registrations do, however, include all persons who are actively seeking work through facilities of the offices.

Veterans' Activities

DURING the month of June public employment offices made a total of 28,504 placements of veterans. Some 19,568 of these placements were in public and governmental employment at prevailing wages, a decline of 11.6 percent from the number reported in May. Placements in private employment accounted for 4,759 of the veterans' placements, a decline of 31.3 percent from the corresponding May total, while 4,177 placements of veterans on relief projects were made. During the month 6,801 veterans were registered for the first time by employment offices. This is 25.5 percent fewer than the number registered during the month of May. At the end of the month the applications of 377,696 veterans were reported in the active files.

Table 1 indicates the division of activities between the offices of the two operating branches of the United States Employment Service—the affiliated State employment services and the National Reemployment Service.

Table 1.—Summary of Operations of State Employment Services and National Reemployment Service, June 1936

Activity	State employment services			National Reemployment Service		
	Number	Percent of change from May	Percent of United States total	Number	Percent of change from May	Percent of United States total
New applications.....	202,479	+22.3	55.5	162,454	+28.6	44.5
Total placements.....	217,206	+6	46.2	252,849	+1.0	53.8
Private.....	97,484	-9.3	70.0	36,409	-5.5	30.0
Public.....	85,126	+13.4	36.9	167,024	+6.0	63.1
Relief.....	34,596	-7.7	41.2	49,416	-9.7	58.8
Active file.....	3,237,201	¹ -21.8	48.6	3,429,398	¹ -27.0	51.4

¹ Changes in the procedure for maintaining the applications of relief employables resulted in an unusual decline in the active file during June.

Table 2.—Operations of Offices of Combined State Employment Services and National Reemployment Service, June 1936

State	Placements					New applications		Active file, June 30	
	Total	Private		Public		Relief ¹	Number		Per- cent of change from May
		Number	Per- cent of change from May	Number	Per- cent of change from May				
United States.....	470,055	121,535	-7.8	264,508	+8.6	84,012	364,933	+25.0	6,666,599
Alabama.....	8,638	279	-29.2	5,559	+15.0	2,800	5,302	+23.0	98,724
Arizona.....	3,645	817	+11.9	2,472	+12.0	356	1,971	+27.1	29,300
Arkansas.....	5,304	609	-27.7	2,462	-3.3	2,233	4,562	+58.1	77,136
California.....	39,522	14,976	+4.4	13,935	+2.7	10,611	28,951	+29.6	241,628
Colorado.....	6,181	2,271	-5.8	2,379	+31.5	1,531	5,141	+30.1	69,844
Connecticut.....	5,148	1,773	-10.9	627	-78.2	2,748	4,682	+19.0	53,161
Delaware.....	2,076	772	+4.2	1,108	-0.4	196	902	+20.3	10,915
Florida.....	5,149	1,029	-5.2	3,723	+37.8	397	4,519	+16.6	63,091
Georgia.....	6,637	1,120	-39.0	3,734	+5.3	1,783	6,646	+3.7	98,740
Idaho.....	5,888	782	+55.2	2,224	+11.8	2,882	3,887	+14.9	23,055
Illinois.....	26,714	12,349	-14.3	13,222	+20.1	1,143	31,318	+38.6	370,884
Indiana.....	11,029	4,341	-21.0	6,569	+22.6	119	11,178	+47.5	181,596
Iowa.....	14,045	3,257	-6.9	10,353	+11.4	435	7,483	+28.1	59,120
Kansas.....	8,940	1,453	+47.4	6,999	+23.1	488	4,253	+28.6	80,467
Kentucky.....	5,883	977	-32.7	4,381	+22.4	525	4,219	+24.7	132,129
Louisiana.....	5,639	462	-15.2	4,651	+48.2	526	6,169	-33.5	79,176
Maine.....	3,866	115	+134.7	2,557	+4.1	1,194	2,259	+5.4	29,275
Maryland.....	3,779	557	-11.2	2,243	-0.5	979	3,298	+17.8	96,354
Massachusetts.....	5,617	961	-15.7	2,511	-13.3	2,045	5,596	+26.4	347,782
Michigan.....	12,666	1,729	-13.7	7,555	+16.9	3,382	9,993	+15.3	181,620
Minnesota.....	16,449	4,779	-9.9	10,512	+16.3	1,158	9,410	+38.6	133,381
Mississippi.....	7,326	65	+160.0	3,464	+6.4	3,797	4,771	+32.1	105,058
Missouri.....	13,463	2,113	-8.2	9,632	+19.6	1,718	9,578	+32.6	265,762
Montana.....	10,481	2,191	+44.1	6,836	+11.7	1,454	2,864	+39.5	28,914
Nebraska.....	8,310	1,362	+159.4	6,542	+15.6	406	3,716	+42.8	38,842
Nevada.....	1,693	187	-0.5	1,338	-6.5	168	811	+11.4	5,759
New Hampshire.....	1,894	220	-24.9	881	-21.1	793	1,434	+20.0	27,066
New Jersey.....	9,546	4,371	+4.2	2,091	+19.1	3,084	10,772	+22.3	292,730
New Mexico.....	5,182	1,243	+70.7	2,639	+31.6	1,300	1,903	+5.3	50,171
New York.....	33,079	12,771	-10.5	15,300	+16.9	5,008	22,965	+9.2	555,971
North Carolina.....	12,995	4,279	-8.7	7,507	+1.2	1,209	10,164	-2.9	103,322
North Dakota.....	5,743	725	+8.5	3,178	+19.7	1,840	4,058	+54.8	33,834
Ohio.....	23,410	9,162	-26.7	11,206	+11.5	3,042	23,664	+59.0	329,586
Oklahoma.....	7,018	1,819	-19.7	4,013	-28.4	1,186	5,094	+34.9	147,655
Oregon.....	6,692	1,346	+43.3	4,188	+2.8	1,158	3,481	+38.5	102,682
Pennsylvania.....	24,866	4,418	-27.9	13,513	+1.3	6,935	31,512	+24.3	1,041,829
Rhode Island.....	822	274	-11.3	351	-27.9	197	1,108	-3.1	61,131
South Carolina.....	4,786	758	-31.3	3,329	-6.0	699	3,775	+8.2	86,780
South Dakota.....	5,705	733	-1.7	4,147	+15.0	825	2,710	+25.3	28,562
Tennessee.....	6,603	843	-33.7	5,027	-0.7	733	6,295	+12.4	229,575
Texas.....	27,100	5,190	+52.1	18,764	-1.9	3,146	13,412	+14.6	199,656
Utah.....	4,693	1,526	+26.2	2,534	+2.4	633	1,757	+89.7	23,892
Vermont.....	2,340	333	-10.5	1,607	+65.2	400	1,333	+32.0	10,460
Virginia.....	9,011	1,599	-8.2	6,713	-4.7	699	6,418	+12.0	86,510
Washington.....	9,208	844	+16.1	5,394	-0.7	2,970	4,977	+60.2	89,710
West Virginia.....	5,099	895	-27.3	3,862	+7.1	342	5,521	+21.7	106,543
Wisconsin.....	13,716	4,408	-16.5	7,421	+45.8	1,887	10,948	+60.2	120,881
Wyoming.....	3,560	515	+3.0	2,306	+2.8	739	1,950	+13.2	8,971
District of Columbia.....	2,999	1,937	-13.3	949	+13.7	113	3,203	+22.5	27,369

¹ Includes only security-wage placements on work-relief projects.

Table 3.—Operations of Offices of State Employment Services, June 1936

State	Placements					New applications		Active file, June 30	
	Total	Private		Public		Relief ¹	Number		Per- cent of change from May
		Num- ber	Per- cent of change from May	Num- ber	Per- cent of change from May				
All States.....	217, 206	85, 126	² -9. 3	97, 484	² +13. 4	34, 596	202, 479	² +22. 3	3, 237, 201
Arizona.....	1, 184	458	+21. 5	670	+18. 2	56	677	+16. 9	12, 392
California.....	29, 350	12, 081	+8. 5	8, 082	-3. 6	9, 187	23, 946	+31. 9	194, 228
Colorado.....	2, 039	692	-40. 2	787	+98. 7	560	2, 946	+14. 3	41, 970
Connecticut.....	3, 529	1, 325	-9. 6	494	-75. 6	1, 710	3, 748	+19. 2	38, 217
Delaware.....	2, 076	772	+4. 2	1, 108	-0. 4	196	902	+20. 3	10, 915
Florida.....	5, 149	1, 029	-5. 2	3, 723	+37. 8	397	4, 519	+16. 6	63, 091
Idaho.....	1, 911	281	+1. 8	1, 190	+10. 6	440	1, 607	-28. 6	10, 565
Illinois.....	19, 261	11, 363	-10. 7	7, 209	+40. 5	689	22, 695	+32. 7	262, 898
Indiana.....	7, 489	3, 866	-24. 1	3, 582	+57. 4	41	8, 351	+51. 6	99, 032
Iowa.....	6, 716	2, 829	-8. 5	3, 762	+28. 0	125	4, 583	+48. 0	36, 825
Kansas (not affiliated) ..	2, 697	998	+51. 9	1, 586	+31. 3	113	1, 003	+44. 7	22, 034
Louisiana.....	5, 639	462	-15. 2	4, 651	+48. 2	526	6, 169	-33. 5	79, 176
Massachusetts.....	3, 184	862	-11. 2	993	-14. 6	1, 329	4, 933	+27. 9	185, 979
Minnesota.....	5, 017	2, 983	-2. 1	1, 848	-2. 3	186	4, 264	+53. 7	75, 048
Missouri.....	4, 309	1, 493	-14. 5	1, 970	+10. 8	846	5, 249	+36. 3	116, 541
Nevada.....	919	148	+9. 6	755	-6. 8	16	434	+3. 8	4, 039
New Hampshire.....	598	122	-20. 8	310	-20. 3	166	705	+10. 7	13, 650
New Jersey.....	8, 740	4, 148	(³)	1, 906	(³)	2, 686	10, 088	(³)	263, 970
New Mexico.....	2, 647	595	+121. 2	1, 435	+43. 2	617	1, 062	-8. 5	23, 574
New York.....	21, 941	11, 237	-8. 9	8, 119	+28. 9	2, 585	16, 009	+3. 5	296, 761
North Carolina.....	12, 995	4, 279	-8. 7	7, 507	+1. 2	1, 209	10, 164	-2. 9	103, 322
North Dakota.....	747	337	+16. 2	315	+53. 7	95	804	+89. 2	4, 681
Ohio.....	14, 426	7, 221	-26. 9	5, 019	+6. 7	2, 186	16, 148	+49. 6	220, 491
Oklahoma.....	2, 353	1, 489	-19. 6	708	-46. 1	156	1, 545	+36. 0	27, 069
Oregon.....	2, 907	873	+54. 0	1, 714	-7. 4	320	1, 877	+32. 5	78, 037
Pennsylvania.....	13, 765	3, 292	-12. 4	6, 315	+4. 8	4, 158	21, 248	+24. 8	550, 000
Rhode Island.....	586	240	-9. 1	270	-34. 0	76	1, 021	-6. 5	54, 603
South Dakota.....	5, 208	623	-4. 4	3, 897	+17. 0	688	2, 532	+30. 9	26, 217
Tennessee.....	3, 717	506	-46. 6	2, 907	+12. 5	304	3, 414	+22. 5	96, 591
Texas.....	7, 245	1, 258	+56. 9	5, 318	+5. 0	669	8, 841	+8. 2	58, 965
Vermont.....	2, 340	333	-10. 5	1, 607	+65. 2	400	1, 333	+32. 0	10, 460
Virginia.....	1, 179	615	-17. 0	481	-30. 4	83	811	0. 0	10, 891
West Virginia.....	1, 478	307	-20. 1	1, 097	+71. 1	74	1, 356	+18. 9	23, 252
Wisconsin.....	9, 471	3, 780	-17. 1	4, 413	+60. 6	1, 278	8, 277	+66. 4	89, 882
Wyoming.....	1, 395	292	+1. 0	787	-35. 9	316	1, 015	+10. 2	4, 566
District of Columbia.....	2, 999	1, 937	-13. 3	949	+13. 7	113	3, 203	+22. 5	27, 369

¹ Includes only security-wage placements on work-relief projects.² Computed from comparable reports only.³ Not comparable due to transfer of two National Reemployment Service offices to State employment services, June 1, 1936.

Table 4.—Operations of Offices of the National Reemployment Service, June 1936—Continued

State	Placements					New applications		Active file, June 30	
	Total	Private		Public		Relief ¹	Number		Per- cent of change from May
		Number	Per- cent of change from May	Number	Per- cent of change from May				
All States.....	252,849	36,409	² -5.5	167,024	² +6.0	49,416	162,454	² +28.6	3,429,398
Alabama.....	8,638	279	-29.2	5,559	+15.0	2,800	5,302	+23.0	98,724
Arizona.....	2,461	359	+1.7	1,802	+9.8	300	1,294	+33.1	16,908
Arkansas.....	5,304	609	-27.7	2,462	-3.3	2,233	4,562	+58.1	77,136
California.....	10,172	2,895	-9.6	5,853	+13.0	1,424	5,005	+19.5	47,400
Colorado.....	4,142	1,579	+26.0	1,592	+12.7	971	2,195	+59.6	27,874
Connecticut.....	1,619	448	-14.8	133	-84.4	1,038	934	+17.9	14,944
Georgia.....	6,637	1,120	-39.0	3,734	+5.3	1,783	6,646	+3.7	98,740
Idaho.....	3,977	501	+119.7	1,034	+13.3	2,442	2,280	+101.4	12,490
Illinois.....	7,453	986	-41.4	6,013	+2.3	454	8,623	+57.0	107,986
Indiana.....	3,540	475	+18.2	2,987	-3.1	78	2,827	+36.8	82,564
Iowa.....	7,329	428	+5.2	6,591	+3.7	310	2,900	+5.7	22,295
Kansas.....	6,243	455	+38.3	5,413	+20.9	375	3,250	+24.3	58,433
Kentucky.....	5,883	977	-32.7	4,381	+22.4	525	4,219	+24.7	132,129
Maine.....	3,866	115	+134.7	2,557	+4.1	1,194	2,259	+5.4	29,275
Maryland.....	3,779	557	-11.2	2,243	-0.5	979	3,298	+17.8	96,354
Massachusetts.....	2,333	99	-41.4	1,518	-12.4	716	3,663	+24.4	161,903
Michigan.....	12,666	1,729	-13.7	7,555	+16.9	3,382	9,993	+15.3	181,620
Minnesota.....	11,432	1,796	-20.5	8,664	+21.2	972	5,146	+28.2	58,333
Mississippi.....	7,326	65	+160.0	3,464	+6.4	3,797	4,771	+32.1	105,058
Missouri.....	9,154	620	+11.5	7,662	+22.1	872	4,329	+28.4	149,221
Montana.....	10,481	2,191	+44.1	6,836	+11.7	1,454	2,864	+39.5	28,914
Nebraska.....	8,310	1,362	+159.4	6,542	+15.6	406	3,716	+42.8	38,842
Nevada.....	774	39	-26.4	583	-6.1	152	377	+21.6	1,720
New Hampshire.....	1,296	98	-29.5	571	-21.6	627	729	+30.6	13,416
New Jersey.....	806	223	(²)	185	(²)	398	684	(²)	28,760
New Mexico.....	2,535	648	+41.2	1,204	+19.9	683	841	+30.0	26,597
New York.....	11,138	1,534	-20.6	7,181	+5.7	2,423	6,956	+25.4	259,210
North Dakota.....	4,996	388	+2.6	2,863	+16.9	1,745	3,254	+48.1	29,153
Ohio.....	8,984	1,941	-26.1	6,187	+15.8	856	7,516	+83.9	109,095
Oklahoma.....	4,665	330	-20.5	3,305	-22.9	1,030	3,549	+34.5	120,586
Oregon.....	3,785	473	+27.2	2,474	+11.3	838	1,604	+46.4	24,645
Pennsylvania.....	11,101	1,126	-52.5	7,198	-1.6	2,777	10,264	+23.1	491,829
Rhode Island.....	236	34	-24.4	81	+3.8	121	87	+67.3	6,528
South Carolina.....	4,786	758	-31.3	3,329	-6.0	699	3,775	+8.2	86,780
South Dakota.....	497	110	+17.0	250	-9.1	137	178	-21.6	2,345
Tennessee.....	2,886	337	+3.7	2,120	-14.4	429	2,881	+2.3	132,984
Texas.....	19,855	3,932	+50.7	13,446	-4.4	2,477	9,571	+17.3	140,691
Utah.....	4,693	1,526	+26.2	2,534	+2.4	633	1,757	+89.7	23,892
Virginia.....	7,832	984	-1.7	6,232	-1.9	616	5,607	+14.0	75,619
Washington.....	9,208	844	+16.1	5,394	-0.7	2,970	4,977	+60.2	89,710
West Virginia.....	3,621	588	-30.6	2,765	-6.7	268	4,165	+22.7	83,291
Wisconsin.....	4,245	628	-12.8	3,008	+28.4	609	2,671	+43.4	30,999
Wyoming.....	2,165	223	+5.7	1,519	+49.5	423	935	+16.7	4,405

¹ Includes only security-wage placements on work-relief projects.² Computed from comparable reports only.³ Not comparable due to transfer of two National Reemployment Service offices to State employment services, June 1, 1936.

Table 5.—Veterans' Activities of Offices of Combined State Employment Services and National Reemployment Service, June 1936

State	Placements					New applications		Active file, June 30	
	Total	Private		Public		Relief ¹	Number		Per- cent of change from May
		Num- ber	Per- cent of change from May	Num- ber	Per- cent of change from May				
United States.....	28,504	4,759	-31.3	19,568	-11.6	4,177	6,801	-25.5	377,696
Alabama.....	448	9	-69.0	370	-12.1	69	105	-7.1	4,612
Arizona.....	213	33	+10.0	159	-9.1	21	44	-21.4	1,427
Arkansas.....	223	32	-8.6	139	-19.7	52	60	-14.3	3,054
California.....	2,963	795	-25.1	1,514	-15.8	654	933	-23.4	17,908
Colorado.....	337	65	+6.6	186	-6.1	86	86	-21.8	3,281
Connecticut.....	307	46	-31.3	61	-72.1	200	93	-31.6	3,635
Delaware.....	112	29	-21.6	66	-10.8	17	9	-50.0	529
Florida.....	236	58	-4.9	161	+14.2	17	59	-39.2	2,671
Georgia.....	282	43	-59.4	190	-12.4	49	67	-27.2	4,426
Idaho.....	296	37	+8.8	175	-6.9	84	67	-16.3	1,336
Illinois.....	1,553	453	-37.8	1,047	-7.3	53	582	-27.8	24,531
Indiana.....	729	139	-46.7	579	+5.3	11	193	-2.5	11,781
Iowa.....	1,098	206	-27.5	862	-8.2	30	158	-33.6	3,646
Kansas.....	617	108	+71.4	484	-8.9	25	92	-13.2	4,708
Kentucky.....	480	67	-42.7	392	+3.7	21	96	-13.5	7,025
Louisiana.....	305	21	+10.5	254	+32.3	30	120	-64.0	5,033
Maine.....	255	10	+900.0	175	-14.2	70	74	+2.8	1,975
Maryland.....	264	29	-25.6	164	-19.6	71	75	-16.7	6,203
Massachusetts.....	408	19	-50.0	250	-12.3	139	280	+13.4	20,473
Michigan.....	670	59	-49.6	440	-29.1	171	226	-40.4	10,080
Minnesota.....	1,143	166	-42.4	907	-3.8	70	201	-11.1	9,934
Mississippi.....	218	2	+100.0	112	-18.2	104	48	+29.7	3,946
Missouri.....	909	83	-29.1	715	-12.8	111	176	-30.7	17,251
Montana.....	783	197	+19.4	512	-7.4	74	65	-17.7	1,378
Nebraska.....	484	49	+36.1	404	-8.4	31	76	0.0	2,604
Nevada.....	122	14	-39.1	100	-34.2	8	20	-39.4	316
New Hampshire.....	124	6	+20.0	76	-24.8	42	43	+26.5	1,766
New Jersey.....	442	121	-23.4	167	+19.3	154	170	-29.2	18,717
New Mexico.....	306	69	+115.6	195	-8.9	42	41	-26.8	2,807
New York.....	1,723	312	-38.1	1,167	+4.1	244	336	-32.8	33,491
North Carolina.....	505	101	-41.3	361	-21.4	43	107	-47.0	3,699
North Dakota.....	273	31	+93.8	169	-12.4	73	72	+26.3	1,392
Ohio.....	1,414	318	-50.9	966	-6.0	130	322	-17.4	19,169
Oklahoma.....	509	102	-46.6	322	-31.3	85	59	-52.4	8,134
Oregon.....	545	66	+13.8	412	-9.3	67	79	-26.9	7,599
Pennsylvania.....	1,657	151	-37.6	1,037	-21.7	469	481	-23.9	51,879
Rhode Island.....	51	9	-60.9	34	-54.7	8	27	-6.9	3,723
South Carolina.....	225	35	-22.2	171	-23.7	19	47	-2.1	3,409
South Dakota.....	403	44	-48.2	318	+1.6	41	42	-28.8	1,559
Tennessee.....	335	29	-23.7	272	-19.5	34	101	-34.4	10,964
Texas.....	1,413	189	+11.2	1,129	-24.1	95	191	-40.1	8,671
Utah.....	313	40	-60.8	232	-1.7	41	24	+20.0	1,450
Vermont.....	82	5	-58.3	63	+50.0	14	20	+5.3	384
Virginia.....	417	78	0.0	316	-35.0	23	100	-37.9	3,156
Washington.....	542	47	-4.1	414	-18.5	81	65	-12.2	5,648
West Virginia.....	316	25	-41.9	271	-7.8	20	86	-14.9	5,783
Wisconsin.....	946	142	-54.8	647	+6.2	157	218	-23.5	8,418
Wyoming.....	237	12	-53.8	204	+4.6	21	44	-37.1	473
District of Columbia.....	271	58	-42.0	207	+11.9	6	121	-27.1	1,642

¹ Includes only security-wage placements on work-relief projects.

Summary of Activities of United States Employment Service, Year Ending June 30, 1936

HIGHER levels of activity in all branches of the work carried on by offices of the United States Employment Service are revealed by the tentative report for the fiscal year ending June 30, 1936. Most significant were the gains in placements made through the public employment offices, an increased volume being reported in every class of employment—private, public, and relief.

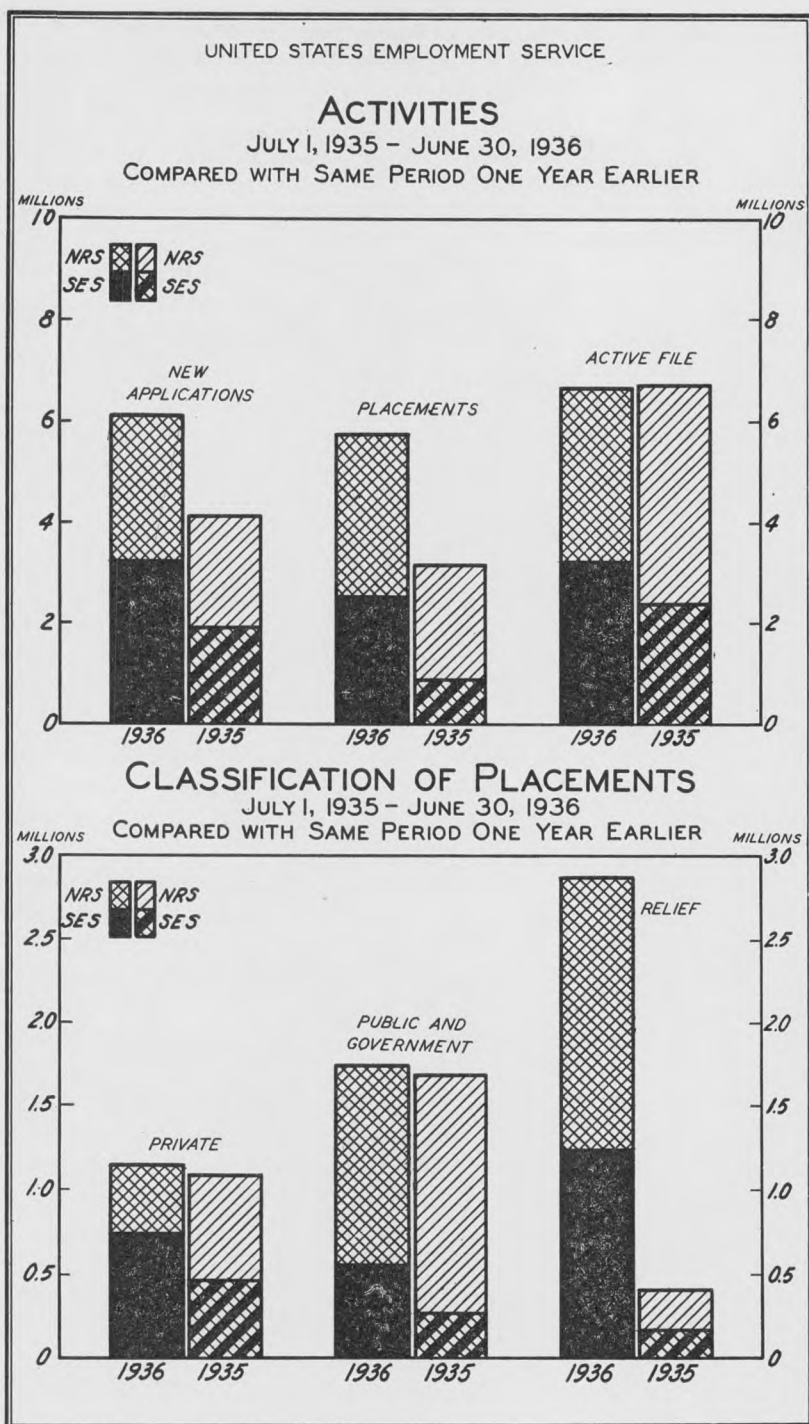
During the 12-month period ending June 30, 1936, total placements of 5,755,964 were made in all types of employment. For the preceding year 3,174,651 placements were reported. As a result of the widespread activities of the Works Progress Administration program during 1935–36, placements on W. P. A. and relief projects totaled 2,868,581. During 1934–35, when the public employment offices were not universally used as an assignment agency on relief-works projects, 402,919 such placements were made.

Despite the tremendous volume of W. P. A. registration and placement activity handled during the year, the volume of both public and private placements exceeded that of the previous year. A total of 1,147,287 placements with private employers was reported for the 12 months ending June 30, 1936, compared with 1,089,964 during the fiscal year 1935. Due to the heavy pressure of W. P. A. referral activity during November and December 1935 and January 1936, private placements fell to a low level in these months. In every month since that time, however, private placements exceeded those for the same month 1 year earlier.

In the field of public and governmental employment similar results were reported. Placements in this field aggregated 1,740,096, compared to 1,681,768 for the previous year. In each of the last 7 months of the year placements of this type were higher than for the corresponding month of the preceding year.

During the 12-month period 6,124,827 new applicants were registered and classified by the public employment offices. One year earlier a total of 4,137,012 new registrations was reported.

The table on page 480 presents a summary of operations for the past 2 years of the National Reemployment Service, the affiliated or cooperating State employment services, and for both branches combined. The chart on page 479 compares the principal activities for the fiscal year 1935–36 with those for the previous year.



Operations of Combined State Employment Services and National Reemployment Service, Fiscal Years Ending June 30, 1935 and 1936

Activity	State and National Services combined		State Employment Services		National Reemployment Service	
	1934-35	1935-36	1934-35	1935-36	1934-35	1935-36
New applications.....	4,137,012	6,124,827	1,922,566	3,229,080	2,214,446	2,895,747
Total placements.....	3,174,651	5,755,964	898,793	2,533,198	2,275,858	3,222,766
Placements (excluding relief and C. W. A.).....	2,771,732	2,887,383	732,240	1,294,008	2,039,492	1,593,375
Private.....	1,089,964	1,147,287	465,273	737,421	624,691	409,866
Public and Government services.....	1,681,768	1,740,096	266,967	556,587	1,414,801	1,183,509
Relief, and W. P. A.....	402,919	2,868,581	166,553	1,239,190	236,366	1,629,391
Field visits.....	1,094,842	876,604	240,046	303,280	854,796	573,324
Active file.....	6,713,047	6,666,599	2,395,303	3,237,201	4,317,744	3,429,398

TREND OF EMPLOYMENT AND PAY ROLLS

Summary of Employment Reports for June 1936

CONTRA-SEASONAL gains in industrial and business employment and pay rolls between May and June were indicated by reports received from more than 135,000 manufacturing and non-manufacturing establishments surveyed by the United States Bureau of Labor Statistics. These gains in June continue the succession of increases which have been shown in employment each month since February and in pay rolls, since January.

The increases over the month interval were widespread, 56 of the 90 manufacturing industries surveyed showing gains in employment and 55, in pay rolls. Eleven of the 16 nonmanufacturing industries covered also showed advances in number of workers and 10 showed gains in pay rolls.

Class I railroads likewise had more workers on their pay rolls in June than in May according to preliminary reports of the Interstate Commerce Commission.

Substantial employment gains during June were reported on construction projects financed by the Public Works Administration and on construction projects financed from regular governmental appropriations. An increase in the number of wage earners also occurred on Federal projects financed by The Works Program. Decreases in employment, on the other hand, were reported on the emergency conservation program and on construction projects financed by the Reconstruction Finance Corporation.

Industrial and Business Employment

NEARLY 59,000 workers were returned to jobs between May and June in the combined manufacturing and nonmanufacturing industries surveyed and aggregate weekly wages were nearly \$1,100,000 greater in June than in the preceding month.

In 3 of the 4 preceding years, 1932-35, for which monthly information is available, net declines were shown in employment between May and June ranging from approximately 100,000 to 300,000 workers. The only year in which June showed a gain was 1933, when a sharp increase was registered following the alleviation of the banking situation.

A comparison of June 1936 totals with June 1935 figures shows gains of approximately 805,000 in number of workers and \$37,500,000 in weekly wage payments.

Factory employment showed a contra-seasonal gain of 0.4 percent from May to June, continuing the expansion which has been shown each month since January, and indicating the return of more than 27,000 workers to jobs. Factory pay rolls rose 0.3 percent over the month interval.

Fifty-six of the 90 manufacturing industries surveyed reported more workers in June than in the preceding month, and 55 industries showed larger pay rolls. The major gains were in the durable-goods industries. Employment in the durable-goods group increased 0.9 percent over the month interval, the June index (79.9) exceeding the levels of any month since September 1930. A decline of 0.1 percent was shown in the group of nondurable-goods industries. The June employment index for the nondurable-goods group (92.6) indicates that for every 1,000 workers employed in this group during the index-base period (1923-25=100) 926 were employed in June 1936, while a similar comparison of the durable-goods indexes indicates that for every 1,000 workers employed in that group during the index-base period, 799 were employed in June 1936.

The June 1936 factory employment index (86.0) is 7.9 percent above the level of June 1935 and marks the highest point reached since October 1930. The pay-roll index for June 1936 (79.5) is 19.7 percent above the June 1935 level and is also higher than the index of any month since October 1930.

A number of manufacturing industries registered new "highs" in employment in June. The blast-furnaces, steel-works, and rolling-mills industry group reported the largest number of workers employed in any month since August 1930; employment in foundries and machine shops exceeded the levels of any month since September 1930; the engine, turbine, and tractor industry reported the highest employment level since March 1930; and electric- and steam-car building shops reported the maximum employment since April 1930. Employment in the electrical-machinery, steam-fittings, structural-metalwork, aluminum, millwork, brick, and steam-railroad repair-shop industries, exceeded the levels of any month since the latter part of 1931.

The most pronounced gains in employment over the month interval were seasonal in character: the canning and preserving industry reported a gain of 34.1 percent; radios and phonographs, 12.6 percent; beet sugar, 10.7 percent; and ice cream, 5.3 percent. A number of industries manufacturing building-construction materials also reported employment gains, among which were structural metalwork, 5.0 percent; millwork, 3.9 percent; brick, 5.9 percent; steam and

hot-water heating apparatus, 1.2 percent; and cement, 0.9 percent. Employment in blast furnaces, steel works, and rolling mills rose 1.3 percent over the month interval. The increase in this industry was somewhat retarded by labor disturbances which caused decreased plant operation in several localities. Other industries of major importance in which gains in employment were shown were men's clothing, 3.6 percent; electrical machinery, apparatus, and supplies, 2.6 percent; furniture, 2.0 percent; slaughtering and meat packing, 1.7 percent; silk and rayon goods, 1.6 percent; chemicals, 1.2 percent; petroleum refining, 1.2 percent; foundries and machine shops, 1.0 percent; steam-railroad repair shops, 0.8 percent; and cotton goods, 0.4 percent. Establishments in the machine-tool industry continued to absorb workers in June. The increase of 1.6 percent in employment in this industry continued the unbroken succession of gains which have been shown monthly since October 1934. The June 1936 employment index (109.8) is higher than the level recorded in any month since September 1930.

The largest percentage declines in employment from May to June were also seasonal and were in the fertilizer industry (38.5 percent), cottonseed oil-cake-meal (14.1 percent), millinery (12.5 percent), and women's clothing (9.7 percent). The decrease of 26.8 percent in employment in the typewriter industry was due primarily to labor troubles as was the decrease of 6.6 percent in the cash registers, adding machines, and calculating machines industry. A seasonal decline of 4.2 percent was reported in the agricultural implement industry and declines ranging from 2.1 percent to 2.9 percent were shown in the boots and shoes, cotton small wares, confectionery, wirework, rubber boots and shoes, dyeing and finishing, pottery, and shipbuilding industries. Employment in the automobile industry declined 1.2 percent over the month interval.

Eleven of the 16 nonmanufacturing industries surveyed showed increases in number of workers and 10 showed gains in pay rolls. The net gain in employment in the combined nonmanufacturing industries aggregated more than 31,000 workers.

Retail-trade establishments reported a small increase, the important group of general merchandising establishments, composed of department, variety, and general merchandising stores and mail-order houses, showing a slight gain instead of the customary seasonal recession. The level of employment in retail trade was higher than in June of any year since 1931. Each of the three utility industries reported increased employment, the number of workers in the electric light and power and manufactured gas industry reaching the highest level since November 1931. The private building-construction industry showed a further substantial gain (4.3 percent). Other industries

reporting gains in workers were quarrying and nonmetallic mining, metal mining, crude-petroleum producing, laundries, dyeing and cleaning, and insurance.

A seasonal decline of 6.7 percent in employment was shown in anthracite mining, and a decrease of 1.9 percent in brokerage. The decreases in the remaining three industries reporting declines (bituminous-coal mining, year-round hotels, and wholesale trade) ranged from 0.7 percent to 0.1 percent.

According to reports of the Interstate Commerce Commission there were 1,064,848 workers (exclusive of executives and officials) employed by class I railroads in June as compared with 1,056,454 in May, a gain of 0.8 percent. Pay-roll data for June were not available at the time this report was prepared. The total compensation of all employees except executives and officials was \$144,819,909 in May and \$143,505,090 in April, a gain of 0.9 percent. The preliminary indexes of employment, compiled by the Commission and based on the 3-year average 1923-25 as 100, are 60.3 in June and 59.8 in May. The final April index is 58.8.

Hours and earnings.—Average hours worked per week in the manufacturing industries surveyed were 39.2 in June, a decrease of 0.1 percent over May. Average hourly earnings, however, rose 0.1 percent over the month interval to 57.5 cents. Average weekly earnings, which are based on reports from a larger number of establishments than average hours and hourly earnings, stood at \$22.91 in June, a decline of 0.1 percent over May.

Five of the 14 nonmanufacturing industries for which man-hour data are compiled showed gains in average hours worked per week. These industries were quarrying and nonmetallic mining (1.2 percent), crude-petroleum producing (0.4 percent), electric light and power (less than 0.1 percent), wholesale trade (0.1 percent), and retail trade (0.3 percent). Eight industries showed higher average hourly rates, the increases ranging from 0.3 percent to 1.2 percent. Gains in average weekly earnings were shown by 8 of the 16 industries covered.

Table 1 presents a summary of employment and pay-roll indexes and average weekly earnings in June 1936 for all manufacturing industries combined, for selected nonmanufacturing industries, and for class I railroads, with percentage changes over the month and year intervals except in the few industries for which certain items cannot be computed. The indexes of employment and pay rolls for the manufacturing industries are based on the 3-year average 1923-25 as 100 and for the nonmanufacturing industries, on the 12-month average for 1929 as 100.

Table 1.—Employment, Pay Rolls, and Weekly Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, June 1936 (Preliminary Figures)

Industry	Employment			Pay roll			Average weekly earnings		
	Index, June 1936	Percentage change from—		Index, June 1936	Percentage change from—		Average in June 1936	Percentage change from—	
		May 1936	June 1935		May 1936	June 1935		May 1936	June 1935
All manufacturing industries combined.....	(1923-25 = 100) 86.0	+0.4	+7.9	(1923-25 = 100) 79.5	+0.3	+19.7	\$22.91	-0.1	+10.9
Class I steam railroads ¹	60.3	+8	+6.2	(2)	(2)	(2)	(2)	(2)	(2)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite.....	51.2	-6.7	-9.7	42.0	-25.4	-36.4	23.81	-20.1	-29.5
Bituminous.....	75.7	-7	-2.7	61.5	-1.1	-5.0	20.47	-4	-2.3
Metalliferous mining.....	61.9	+1.8	+34.8	48.2	+1.1	+53.2	24.43	-7	+13.7
Quarrying and nonmetallic mining.....	53.5	+2.7	+6.0	44.0	+4.4	+30.2	20.46	+1.6	+22.7
Crude petroleum producing.....	72.9	+6	-4.9	58.5	+1.0	-1.1	29.05	+4	+3.9
Public utilities:									
Telephone and telegraph.....	72.1	+7	+2.7	77.4	-1.5	+4.0	28.79	-2.1	+1.2
Electric light and power and manufactured gas ²	90.4	+1.6	+7.8	88.1	+1	+10.4	31.61	-3	+2.5
Electric-railroad and motor-bus operation and maintenance.....	71.7	+3	(4)	66.8	+1.0	+4.5	30.15	+7	+1.5
Trade:									
Wholesale.....	84.6	-1	+3.0	68.4	+2	+5.9	28.81	+3	+2.8
Retail.....	85.5	+5	+4.0	66.4	+9	+6.2	20.71	+4	+2.2
General merchandising.....	96.4	+9	+5.6	81.3	+6	+6.0	17.43	-3	+3
Other than general merchandising.....	82.6	+4	+3.5	63.3	+1.0	+6.5	23.43	+6	+2.9
Hotels (year-round) ³	83.9	-2	+3.3	66.6	-5	+4.8	13.90	-3	+1.7
Laundries.....	87.2	+2.0	+6.0	75.8	+3	+11.1	16.13	-1.7	+4.8
Dyeing and cleaning.....	87.5	+2	+4.7	69.2	-4.0	+5.4	19.23	-4.2	+8
Brokerage.....	(2)	1.9	+23	(2)	-1.8	+31.2	37.59	+1	+6.7
Insurance.....	(2)	+4	+1.0	(2)	+1.1	+4.4	38.26	+7	+3.4
Building construction.....	(2)	+4.3	+21.3	(2)	+5.5	+38.5	27.26	+1.2	+14.5

¹ Preliminary; source—Interstate Commerce Commission.² Not available.³ May data revised as follows: Employment index, 89.0, percentage change from April 1936, +1.1, from May 1935, +6.8. Average weekly earnings, \$31.67, percentage change from April 1936, -0.1.⁴ Less than 1/10 of 1 percent.⁵ Cash payments only; the additional value of board, room, and tips cannot be computed.

Public Employment

EMPLOYMENT on construction projects financed from Public Works Administration funds increased substantially in June. During the month 350,000 wage earners were working on these projects, a gain of 11 percent compared with the number working in May. Employment gains were registered on Federal and non-Federal projects financed from funds provided by the National Industrial Recovery Act. On non-Federal projects financed from funds provided by the Emergency Relief Appropriation Act of 1935, the number of employees increased from 144,000 in May to 169,000 in June. Total pay-roll disbursements of \$25,841,000 were 14 percent higher than in the previous month.

Employment on construction projects financed from regular governmental appropriations also showed a marked gain. The 102,000 wage earners employed represented an increase of 28 percent compared with May. The most substantial gains in employment occurred on public-road projects and on naval vessel construction work. Monthly pay-roll disbursements advanced from \$6,243,000 in May to slightly over \$8,631,000 in June.

The number of wage earners employed on construction projects financed by the Reconstruction Finance Corporation declined sharply. During June there were 8,500 workers employed, a decrease of 23 percent compared with employment in May. Losses in the number of wage earners occurred on bridge construction projects and on miscellaneous projects, but the most pronounced decrease was reported for water and sewerage work. Total pay-roll disbursements of \$942,000 were \$21,000 less than in May.

Employment on projects financed by The Works Program increased in June. During the month there were 3,014,000 workers engaged on this program, an increase of 50,000 compared with May. On Federal projects employment totaled 453,000, a gain of 13 percent over the previous month. A small decrease in employment on the other hand, occurred on projects operated by the Works Progress Administration. Total pay-roll disbursements increased from \$150,696,000 in May to \$150,880,000 in June.

In the regular agencies of the Federal Government, small increases in the number of employees were reported for the executive, judicial, legislative, and military services. The number of employees in the executive branch increased less than 1 percent in June as compared with May, but was 15 percent greater than in June 1935. Of the 824,626 employees in the executive service in June (1936) 117,470 were working in the District of Columbia and 707,156 outside the District. The most marked increase in employment in the executive departments of the Federal Government in June occurred in the War Department. Pronounced gains also were reported in the Post Office Department, the Navy Department, the Department of the Interior, the Department of Agriculture, and Tennessee Valley Authority. On the other hand, substantial decreases in employment occurred in the Veterans' Administration and the Home Owners' Loan Corporation.

The number of workers employed in emergency conservation work (Civilian Conservation Camps) decreased from 408,000 in May to 383,000 in June. All groups of employees with the exception of those working in supervisory and technical capacities showed losses in the number of workers employed. Total pay-roll disbursements

amounted to \$17,947,000, a decrease of \$663,000 compared with the previous month.

In June 186,000 workers were employed on the construction and maintenance of State roads. This is an increase of 3 percent compared with the 181,000 engaged on this program in May. Although employment in maintenance work increased less than 1 percent, employment on new road construction showed a gain of 25 percent. Of the total number employed on this program in June, 165,000 or 89 percent were engaged in maintenance work. Pay-roll disbursements totaled \$11,488,000, an increase of approximately \$927,000 over the previous month.

A summary of Federal employment and pay-roll statistics for June is given in table 2.

Table 2.—Summary of Federal Employment and Pay Rolls, June 1936
(Preliminary Figures)

Class	Employment		Per-centage change	Pay roll		Per-centage change
	June 1936	May 1936		June 1936	May 1936	
Federal Service:						
Executive ¹	² 824,626	818,228	+0.8	\$129,487,167	³ \$126,923,327	+2.0
Judicial.....	1,947	1,927	+1.0	469,743	492,188	-4.6
Legislative.....	5,043	5,032	+2	1,187,815	1,187,232	(⁴)
Military.....	297,433	296,746	+2	22,041,326	22,751,644	-3.2
Construction projects:						
Financed by P. W. A.....	⁵ 349,572	⁶ 315,393	+10.8	⁵ 25,840,926	⁶ 22,590,878	+14.4
Financed by R. F. C.....	⁷ 8,501	⁸ 10,988	-22.6	⁷ 941,680	⁸ 962,280	-2.1
Financed by regular governmental appropriations.....	102,376	79,789	+28.3	8,631,104	6,242,763	+38.3
The Works Program: ⁹						
Federal projects.....	453,012	401,298	+12.9	22,657,507	19,160,510	+18.3
Projects operated by W. P. A.....	2,561,307	2,563,185	-1	128,222,740	131,535,493	-2.5
Relief work:						
Emergency conservation work.....	¹⁰ 383,279	¹¹ 407,621	-6.0	¹⁰ 17,947,251	¹¹ 18,610,245	-3.6

¹ Data concerning number of wage earners refer to employment on last day of month specified; includes employees of Columbia Institution for the Deaf and Howard University.

² Not including 566 employees transferred but not reported by department to which they were assigned.

³ Revised.

⁴ Less than $\frac{1}{10}$ of 1 percent.

⁵ Includes 176,184 wage earners and \$11,435,825 pay roll covering P. W. A. projects financed from E. R. A. A. 1935 funds.

⁶ Includes 149,334 wage earners and \$9,101,702 pay roll covering P. W. A. projects financed from E. R. A. A. 1935 funds.

⁷ Includes 157 employees and pay roll of \$13,265 on projects financed by R. F. C. Mortgage Co.

⁸ Includes 85 employees and pay roll of \$7,621 on projects financed by R. F. C. Mortgage Co.

⁹ Data covering P. W. A. projects financed from E. R. A. A. 1935 funds are not included in The Works Program and shown only under P. W. A.

¹⁰ 42,035 employees and pay roll of \$5,877,050 included in executive service.

¹¹ 41,510 employees and pay roll of \$5,750,350 included in executive service.

Detailed Reports for May 1936

THIS article presents the detailed figures on volume of employment, as compiled by the Bureau of Labor Statistics, for the month of May 1936. The tabular data are the same as those published in the Employment and Pay Rolls pamphlet for May, except for certain minor revisions or corrections.

Private Employment

MONTHLY reports on employment and pay rolls in private industry are now available for the following groups: 90 manufacturing industries; 16 nonmanufacturing industries, including building construction; and class I steam railroads. The reports for the first two of these groups—manufacturing and nonmanufacturing—are based on sample surveys by the Bureau of Labor Statistics, and in virtually all industries the samples are sufficiently large to be entirely representative. The figures on class I steam railroads are compiled by the Interstate Commerce Commission and are presented in the foregoing summary.

Employment, Pay Rolls, Hours, Earnings In May 1936

THE indexes of employment and pay rolls, average hours worked per week, average hourly earnings, and average weekly earnings in manufacturing and nonmanufacturing industries in May 1936 are shown in table 1. Percentage changes from April 1936 and May 1935 are also given.

Table 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, May 1936

Industry	Employment			Pay rolls			Average weekly earnings ¹			Average hours worked per week ¹			Average hourly earnings ¹		
	Index, May 1936	Percentage change from—		Index, May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—	
		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935
Manufacturing (indexes are based on 3-year average 1923-25=100)															
All manufacturing industries.....	85.7	+0.7	+5.5	79.3	+1.8	+15.8	\$22.95	+1.1	+9.6	39.2	+1.2	+9.8	Cents 57.4	+0.1	0
Durable goods.....	79.2	+2.1	+10.9	76.1	+3.1	+26.6	25.95	+1.1	+14.1	41.3	+1.3	+12.8	61.8	-.1	+1.3
Nondurable goods.....	92.7	-.4	+1.0	83.4	+1	+5.3	19.81	+1.6	+4.3	37.1	+1.8	+5.3	53.0	+1	-1.3
Durable goods															
Iron and steel and their products, not including machinery.....	81.1	+2.5	+12.0	76.9	+4.1	+31.9	26.01	+1.5	+17.8	41.5	+1.6	+17.7	61.6	-.1	+1.3
Blast furnaces, steel works, and rolling mills.....	82.1	+3.1	+11.6	82.5	+4.2	+35.1	27.75	+1.1	+21.1	41.9	+1.1	+21.1	66.2	-.2	+1
Bolts, nuts, washers, and rivets.....	87.3	+.8	+9.1	81.9	-.8	+25.8	24.21	-1.6	+15.3	42.7	-.9	+15.0	56.7	-.6	-1.3
Cast-iron pipe.....	58.2	+2.5	+18.4	40.7	+9.7	+48.6	19.34	+7.0	+25.4	39.5	+8.6	+25.1	48.2	-1.0	-1.5
Cutlery (not including silver and plated cutlery), and edge tools.....	76.5	-1.8	-2.3	62.5	-3.5	+4.8	20.39	-1.7	+7.3	38.8	-2.3	+7.8	52.9	+.8	+2
Forgings, iron and steel.....	68.7	+2.6	+14.4	56.1	+1.6	+18.0	25.89	-.9	+3.0	41.9	+.2	+4.3	61.7	-1.0	+1
Hardware.....	54.8	-.8	+3.0	53.7	+2.6	+26.9	22.77	+3.4	+23.1	41.0	+2.5	+19.1	55.8	+.7	+1.5
Plumbers' supplies.....	94.8	+1.0	+21.1	64.9	+7.7	+32.4	22.81	+6.6	+9.3	39.6	+5.8	+6.6	57.5	+.8	+2.2
Steam and hot-water heating apparatus and steam fittings.....	61.8	+2.8	+20.3	46.3	+5.9	+34.4	24.04	+2.0	+11.6	41.1	+3.0	+11.0	58.5	-(²)	-1
Stoves.....	106.2	+1.3	+7.2	87.5	+2.2	+17.9	23.51	+.9	+9.9	41.3	+1.1	+10.7	57.2	-.3	-1.8
Structural and ornamental metalwork.....	69.1	+7.2	+23.4	60.7	+11.1	+48.4	24.34	+3.6	+20.5	42.6	+4.9	+22.4	57.1	-1.2	-1.6
Tin cans and other tinware.....	98.6	+2.9	+9.1	98.6	+4.6	+13.3	21.81	+1.6	+4.0	39.3	+1.5	+2.8	55.2	-.8	-1.4
Tools (not including edge tools, machine tools, files, and saws).....	72.4	-.3	+12.6	73.9	-1.1	+21.5	23.19	-.8	+8.0	43.3	-.6	+9.0	53.8	-.1	-.5
Wirework.....	147.5	+2.2	+15.8	149.2	+1.7	+39.6	23.14	-.5	+20.3	42.2	-.6	+22.3	54.8	+1.2	-.8

¹ Average weekly earnings are computed from figures furnished by all reporting establishments. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments as all reporting firms do not furnish man-hours. Percentage changes over year are computed from indexes. Percentage changes over month in average weekly earnings for the manufacturing groups, for all manufacturing industries combined, and for retail trade are also computed from indexes.

² Less than 1/10 of 1 percent.

Table 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, May 1936—Continued

Industry	Employment			Pay rolls			Average weekly earnings ¹			Average hours worked per week ¹			Average hourly earnings ¹		
	Index, May 1936	Percentage change from—		Index, May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—	
		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935			
Manufacturing (indexes are based on 3-year average 1923-25=100)															
Machinery, not including transportation equipment.....	99.1	+3.0	+17.3	89.6	+3.8	+32.2	\$25.58	+0.8	+12.7	41.9	+1.6	+12.4	<i>Cents</i> 60.7	-0.4	+0.5
Agricultural implements.....	138.3	-1.5	+42.5	168.8	-2.1	+52.7	24.99	-7	+7.3	40.8	-4	+4.3	61.4	-1	+2.6
Cash registers, adding machines, and calculating machines.....	121.2	+1.6	+18.0	107.7	+2.6	+29.4	29.16	+1.0	+9.6	42.0	+1.2	+8.1	70.1	-2	+1.5
Electrical machinery, apparatus, and supplies.....	77.1	+2.3	+8.9	71.1	+3.6	+22.0	25.30	+1.3	+11.7	40.9	+1.2	+12.7	61.4	-1	+4
Engines, turbines, tractors, and water wheels.....	120.6	+2	+19.0	91.8	+7	+23.7	27.68	+5	+4.0	40.2	+1	+1	68.9	+4	+3.6
Foundry and machine-shop products.....	86.1	+2.8	+16.7	78.4	+3.9	+35.3	25.84	+1.1	+16.0	43.3	+1.6	+16.0	59.6	-5	+5
Machine tools.....	107.8	+1.7	+29.8	101.7	+4.3	+45.0	28.22	+2.5	+11.6	44.6	+2.2	+10.8	63.1	+4	+8
Radios and phonographs.....	215.4	+14.2	+28.2	141.9	+20.3	+39.7	20.42	+5.3	+9.2	38.2	+7.2	+13.8	53.5	-1.7	-4.4
Textile machinery and parts.....	70.4	-5	+10.7	63.6	+1.8	+23.4	24.64	+2.3	+11.6	41.6	+1.4	+12.6	59.3	+8	-1.1
Typewriters and parts.....	106.6	+8	+11.2	97.2	+1.8	+21.2	23.29	+1.1	+9.1	40.6	+4	+8.7	57.4	+7	+3
Transportation equipment.....	105.5	+1.2	+2.7	112.1	+1.6	+19.0	30.47	+5	+15.9	40.4	+4	+10.9	75.0	+2	+5.1
Aircraft.....	544.1	+2.4	+38.8	433.8	+6.4	+36.5	25.90	+4.0	-1.6	42.1	+4.2	+6.8	64.2	+2	-3.2
Automobiles.....	115.6	+1.4	-6	124.0	+1.9	+18.1	31.39	+5	+18.8	41.0	+2	+12.2	76.6	+3	+6.6
Cars, electric- and steam-railroad.....	62.2	-1	+3.2	68.6	-2.0	+4.2	23.13	-2.0	+1.0	37.9	-1	+4.8	61.0	-1.9	-3.3
Locomotives.....	34.7	+10.7	+15.2	17.0	+12.6	+23.4	25.29	+1.7	+7.3	39.4	+1.0	+10.1	64.2	+7	-2.7
Shipbuilding.....	98.7	-1.1	+29.2	95.6	+1	+45.5	27.93	+1.2	+12.5	36.6	+1.1	+10.9	75.3	+6	+1.0
Railroad repair shops.....	60.1	+3	+12.1	61.6	+1.7	+17.3	28.75	+1.3	+4.7	42.5	+1.1	+4.1	67.8	-(2)	-4
Electric railroad.....	65.9	-2	+3	62.7	+3	+4.1	28.60	+5	+3.7	44.9	+4	+1.5	62.1	+1	+8
Steam railroad.....	59.7	+5	+13.3	61.6	+1.6	+18.6	28.79	+1.1	+4.8	42.3	+1.2	+5.0	68.2	-(2)	-5
Nonferrous metals and their products.....	89.0	+3	+7.4	75.2	+1.6	+18.1	22.59	+1.3	+10.0	40.4	+1.2	+9.8	55.6	+2	+1.1
Aluminum manufactures.....	84.6	+4	+8.1	78.8	+(2)	+15.8	23.00	-3	+6.9	40.4	-1.0	+1.7	56.9	+7	+4.8
Brass, bronze, and copper products.....	87.7	+1.0	+8.5	73.3	+3.5	+19.2	24.19	+2.5	+9.9	41.2	+2.5	+9.2	58.7	-(2)	+6
Clocks and watches and time-recording devices.....	91.4	+2	+13.5	79.9	+1.5	+23.4	20.36	+1.3	+8.7	39.6	+(2)	+4.9	51.5	+1.3	+3.3
Jewelry.....	67.7	-8	+3.0	52.8	+2.1	+6.1	21.03	+2.8	+2.9	36.5	+2.1	+6.5	56.3	+1.1	-1.6
Lighting equipment.....	82.3	+5.6	+19.0	80.4	+7.6	+38.2	22.95	+1.9	+16.0	41.6	+3.6	+18.5	55.5	-1.6	-2.2
Silverware and plated ware.....	65.1	-6	-11.9	48.9	+3	-14.1	21.39	+9	-2.7	36.8	+8	-3.8	57.8	+(2)	+6
Smelting and refining—copper, lead, and zinc.....	88.0	-7	+10.7	64.9	+2.3	+27.1	23.66	+2.9	+15.1	41.6	+2.0	+10.2	56.9	+1.0	+4.9
Stamped and enameled ware.....	110.8	-1.7	+3.7	97.3	-3.8	+16.8	20.77	-2.1	+12.6	40.8	-1.3	+12.2	50.9	-7	+4

Lumber and allied products	56.7	+2.0	+11.4	48.1	+3.9	+38.2	19.29	+1.8	+24.0	41.6	+1.2	+18.8	45.8	+4	+3.8
Furniture	73.0	+1.2	+9.0	56.7	+9	+20.2	18.59	-3	+10.1	40.4	-4	+10.6	46.0	-4	+1
Lumber:															
Millwork	49.8	+2.6	+22.3	43.9	+6.4	+50.9	20.06	+3.7	+23.4	43.6	+3.9	+23.1	46.0	-1	+(2)
Sawmills	38.4	+2.5	+13.0	31.3	+5.2	+55.4	19.57	+2.6	+37.9	42.2	+1.1	+28.0	46.7	+1.1	+9.2
Turpentine and rosin	97.8	-1.2	-1.2	58.1	+1.9	+1.5	13.90	+3.1	+2.7						
Stone, clay, and glass products	59.8	+3.6	+8.7	49.3	+5.1	+22.3	21.46	+1.4	+12.4	39.2	+2.2	+14.9	56.2	+1	+8
Brick, tile, and terra cotta	39.9	+8.7	+35.0	29.5	+14.2	+66.7	19.23	+5.1	+23.3	43.3	+5.1	+27.1	44.7	+3	-1.3
Cement	58.4	+11.6	+2.3	44.0	+15.1	+19.6	21.95	+3.1	+16.5	38.9	+3.9	+16.1	56.3	-8	+6
Glass	97.3	+2	+2.7	93.0	+1.0	+14.0	22.38	+8	+11.0	36.9	+6	+6.8	60.9	+4	+4.2
Marble, granite, slate, and other products	31.0	+5.1	+8.9	27.4	+17.7	+29.3	28.14	+12.1	+18.7	41.4	+8.7	+18.9	68.7	+4.5	+1.6
Pottery	70.2	-1.8	-1.8	52.8	-7.2	+5.0	20.20	-5.4	+6.7	38.0	-3.7	+11.5	55.7	-2	+7
<i>Nondurable goods</i>															
Textiles and their products	94.2	-2.0	+7	77.0	-3.7	+2.0	15.90	-1.8	+1.2	35.1	-3	+7.2	45.2	-1.0	-4.5
Fabrics	90.7	-1.3	-3	76.4	-2.4	+2.0	15.62	-1.2	+2.3	36.0	-7	+6.6	43.7	-2	-2.8
Carpets and rugs	80.0	+5	+3	68.8	-6	-6.7	19.00	-1.1	-7.1	34.1	-5	-4.1	55.7	-6	-1
Cotton goods	90.4	+(2)	+2.8	77.3	+3	+9.3	13.47	+3	+6.6	36.9	+3	+11.1	36.6	+(2)	-3.3
Cotton smallwares	84.5	-2.8	-5.2	73.8	-5.8	-2.5	16.71	-3.1	+2.9	37.5	-3.5	+2.8	44.5	-7	-7
Dyeing and finishing textiles	107.1	-4.0	-2.6	87.7	-8.6	+1.7	19.11	-4.8	+4.2	36.5	-5.1	+4.1	52.2	-3	+(2)
Hats, fur-felt	84.0	+6	+4.2	77.9	+9.2	+13.7	21.69	+8.6	+9.2	31.1	+10.4	+8.6	67.9	+1.0	-1.4
Knit goods	113.4	-1.3	+1.2	105.4	-4.6	+3.3	16.03	-3.3	+2.2	35.1	-2.1	+6.6	46.9	-1.0	-3.3
Silk and rayon goods	60.5	-6.6	-8.2	49.4	-7.7	-9.2	14.96	-1.2	-1.2	34.8	-2.1	+7.5	42.9	+4	-7.8
Woolen and worsted goods	86.7	-1.3	-4.8	67.2	-1	-5.6	17.76	+1.1	-1.0	35.6	+8	-1.4	50.1	+4	+7
Wearing apparel	97.9	-3.7	+2.7	73.8	-6.2	+2.4	16.72	-2.6	-4	33.4	+5	+9.1	48.3	-2.2	-9.3
Clothing, men's	88.3	-5.1	+8	63.3	-6.7	-1.8	16.97	-1.7	-2.6	30.6	+5	+6.2	55.1	-4	-6.5
Clothing, women's	132.6	-2.7	+7.0	95.2	-5.9	+6.5	18.35	-3.2	-3	35.1	+2.6	+9.3	47.4	-5.1	-11.6
Corsets and allied garments	84.7	-2.8	-7.1	82.2	-5.5	-1.0	15.47	-2.8	+6.5	34.2	-2.3	+10.3	44.6	+1.5	+2
Men's furnishings	114.2	+2.1	+6.4	73.0	+2.9	+2.9	13.06	+8	-3.3	35.8	-9	+18.6	33.5	-4	-19.0
Millinery	62.9	-6.6	+2.1	54.3	-13.9	+11.7	20.76	-7.9	+9.1						
Shirts and collars	105.0	-3.1	-1.4	101.9	-3.8	-1.9	12.86	-7	-6	34.8	-1.9	+12.9	37.0	-1	-13.4
Leather and its manufactures	83.9	-2.9	-3.2	65.9	-5.7	-8.9	16.80	-3.0	-5.9	32.5	-2.6	-6.8	51.4	-1	-1.8
Boots and shoes	81.4	-3.4	-4.4	56.8	-8.9	-14.7	15.32	-5.7	-10.9	30.6	-4.4	-10.0	50.1	-1	-3.5
Leather	94.3	-7	+1.1	95.9	+1.4	+6.5	21.69	+2.1	+5.4	38.9	+2.0	+3.4	55.8	-3	+2.0
Food and kindred products	96.3	+2.3	+5	92.7	+5.7	+6.2	22.39	+3.3	+5.7	41.3	+3.7	+4.9	54.4	+4	+4
Baking	114.8	+1.2	+1.8	104.1	+3.7	+7.0	22.89	+2.5	+5.2	42.4	+2.1	+5.4	53.9	+5	-3
Beverages	178.9	+9.2	+10.7	192.9	+14.8	+18.7	32.51	+5.2	+7.0	41.6	+5.1	+6.2	78.7	+2	+1.5
Butter	74.9	+5.5	+2.3	61.0	+8.0	+6.3	21.91	+2.3	+3.9						
Canning and preserving	68.1	-(2)	-8.8	85.1	+8.0	+1.7	15.06	+8.0	+11.4	36.5	+11.5	+10.2	41.8	+5	+3.1
Confectionery	69.0	-2.2	-7.0	59.9	-9	-5.5	15.81	+1.3	+1.8	37.0	+1.4	+4.7	43.0	-2	-3.4
Flour	70.5	-2.6	-4.2	65.2	+2.2	+4.7	23.40	+4.9	+9.3	43.0	+4.0	+11.2	53.4	+2	-2.6
Ice cream	82.0	+19.2	+5.6	69.4	+20.4	+11.5	26.33	+1.0	+5.3	48.6	+4.5	+8.3	53.6	-3.4	-2.8
Slaughtering and meat packing	82.8	+2.6	+2.8	77.6	+5.3	+4.8	23.34	+2.6	+1.9	41.5	+3.7	+2.8	56.3	-7	-8
Sugar, beet	39.2	+9.0	-12.2	39.4	+8.1	-6.4	23.84	-8	+6.4	39.7	+2.0	+4.3	61.9	-1.7	-5
Sugar refining, cane	81.7	-1	-2.2	74.0	+1	-2.3	22.91	+2	+1	39.2	-2.7	-6.3	57.9	+1.6	+5.5

² Less than 1/10 of 1 percent.

Table 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, May 1936—Continued

Industry	Employment			Pay rolls			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	Index, May 1936	Percentage change from—		Index, May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—		May 1936	Percentage change from—	
		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935		April 1936	May 1935
Manufacturing (indexes are based on 3-year average 1923-25=100)															
Tobacco manufactures	56.7	+2.3	+0.2	46.8	+9.9	+6.8	\$14.77	+7.3	+6.6	36.1	+9.8	+6.7	<i>Cents</i> 40.8 -0.9 -0.5		
Chewing and smoking tobacco, and snuff.....	64.6	-1.0	-2.7	67.3	+4.5	+4.3	16.08	+5.5	+7.1	35.6	+3.1	+2.4	45.3	+2.2	+5.2
Cigars and cigarettes.....	55.7	+2.9	+7	44.2	+11.1	+7.2	14.49	+8.0	+6.3	36.2	+11.0	+7.3	40.1	-1.4	-1.8
Paper and printing	99.0	+4	+2.6	91.9	+9	+8.4	26.30	+4	+5.6	39.3	+5	+5.5	69.8	+2	+1.1
Boxes, paper.....	85.0	+8	+5	80.2	+1.8	+6.3	19.24	+9	+5.7	39.6	+2	+7.8	48.7	+7	-1.7
Paper and pulp.....	111.0	+6	+1.0	97.0	+8	+11.7	22.14	+2	+10.3	41.7	+2	+10.4	53.2	-(?)	+5
Printing and publishing:															
Book and job.....	89.8	+9	+4.2	83.0	+1.5	+5.3	28.79	+6	+9	38.7	+1.0	+4.1	74.8	-2	-7
Newspapers and periodicals.....	103.0	-5	+3.4	98.9	+4	+9.3	35.23	+9	+5.3	37.1	+4	+7	91.8	+8	+2.1
Chemicals and allied products, and petroleum refining	110.0	-6	+1.9	102.9	+1.6	+8.5	24.49	+2.2	+6.5	39.5	+1.0	+6.2	62.4	+1.3	+1.7
Other than petroleum refining.....	110.1	-8	+1.9	102.7	+1.5	+9.1	22.54	+2.3	+7.0	40.6	+6	+6.3	55.8	+2.1	+1.6
Chemicals.....	110.3	+1.2	+3.0	107.0	+2.0	+9.4	26.47	+8	+6.1	41.0	+7	+4.2	64.6	+1	+2.0
Cottonseed—oil, cake, and meal.....	40.0	-14.8	-5.3	39.9	-12.3	+4.2	9.70	+3.0	+10.0	43.8	-4	+15.9	22.0	+2.3	-6.8
Druggists' preparations.....	96.8	-1.6	+1	95.9	-2.1	+2.1	22.14	-5	+2.0	38.0	-4.4	-6	55.5	+1.3	0
Explosives.....	83.1	-2.6	-4.8	80.4	+3.6	+8.0	27.20	+6.4	+13.6	38.7	+2.9	+6.3	70.3	+3.4	+5.6
Fertilizers.....	110.7	-19.7	+6	113.9	-8.1	+24.2	15.44	+14.5	+23.2	42.7	+3.8	+24.8	36.2	+10.3	-1.6
Paints and varnishes.....	114.5	+2.3	+1.7	106.0	+5.3	+11.5	25.68	+2.9	+9.7	43.7	+3.3	+7.5	58.8	-4	+2.4
Rayon and allied products.....	341.4	+3.1	+4.4	259.0	+1.6	+8.9	20.18	-1.5	+4.4	38.6	-1.4	+3.6	52.3	-1	+8
Soap.....	97.5	+7	-7	95.7	+2.3	+2.0	23.73	+1.5	+2.9	39.0	+2.2	+2.4	61.1	-5	+3
Petroleum refining.....	109.4	-(?)	+1.0	103.4	+1.7	+6.8	29.17	+1.7	+5.9	36.3	+2.5	+4.8	81.0	-7	+2.1
Rubber products	83.0	+1.1	+7	76.8	+3.8	+15.5	26.33	+2.7	+14.6	37.7	-1	+12.4	69.4	+2.9	+4
Rubber boots and shoes.....	59.0	-1.4	+11.1	50.9	-2.1	+17.8	19.13	-7	+6.0	37.1	-2	+9.2	51.6	-5	-2.9
Rubber goods, other than boots, shoes, tires, and inner tubes.....	130.9	-1	+4.8	119.1	-5	+13.8	20.90	-4	+8.7	39.7	-7	+8.1	52.7	-(?)	-1
Rubber tires and inner tubes.....	70.0	+2.8	-4.9	68.2	+7.9	+16.1	31.79	+4.9	+21.9	36.3	+5	+18.0	88.2	+4.3	+3.7

Nonmanufacturing (indexes are based on 12-month average 1929=100)

Coal mining:																			
Anthracite.....	54.9	+10.3	+2.5	56.3	+96.5	+13.6	\$29.79	+78.2	+10.8	35.1	+69.8	+7.1	83.9	+2.3	+2.0				
Bituminous.....	76.2	-1.6	+1.2	62.2	-6	+26.7	20.72	+1.0	+25.2	25.7	-9	+14.3	80.5	+1.2	+8.0				
Metalliferous mining.....	60.8	+5.7	+37.0	47.7	+4.9	+51.6	24.09	-8	+10.7	41.2	+(?)	+15.0	57.8	-1.0	-2.3				
Quarrying and nonmetallic mining.....	52.0	+7.5	+5.1	42.1	+16.7	+28.6	20.30	+8.5	+22.2	43.2	+8.6	+25.1	46.9	-3	-2.9				
Crude-petroleum producing.....	72.5	+1.9	-4.6	58.0	+1.8	+3	28.86	-1	+5.0	38.1	+3	+5.2	76.7	-5	-2.6				
Public utilities:																			
Telephone and telegraph.....	71.6	+1.1	+2.3	78.5	+3.3	+6.6	29.47	+2.2	+4.2	39.5	+2.3	+7	77.1	-1	+3.9				
Electric light and power and manufactured gas.....	89.0	+1.1	+6.8	87.0	+1.0	+9.0	31.67	.1	+2.1	40.6	-3	+1.8	78.0	+3	+7				
Electric-railroad and motorbus operation and maintenance.....	71.5	+4	-1	66.1	+3	+3.9	29.93	-1	+4.1	46.6	+3	+3.6	63.2	-3	+1.1				
Trade:																			
Wholesale.....	84.6	-1.3	+2.6	68.2	+5	+5.5	28.61	+1.7	+2.9	42.7	+5	+3.0	66.8	+1.0	-1.1				
Retail.....	85.0	-2	+3.4	65.8	+7	+6.1	20.69	+9	+2.7	43.4	+6	+4.1	52.1	+4	-1.5				
General merchandising.....	95.5	-2.0	+4.5	80.8	-2	+6.0	17.56	+1.8	+1.4	40.4	+4	+7.6	46.2	+8	-4.8				
Other than general merchandising.....	82.3	+3	+3.1	62.7	+9	+6.2	23.37	+6	+3.0	44.3	+7	+3.2	53.9	+2	-9				
Hotels (year-round) ¹	84.1	+1.2	+3.1	67.0	+1.0	+5.1	13.94	-1	+1.9	48.3	-6	+1.0	28.6	+4	+1.0				
Laundries.....	85.5	+2.7	+5.5	75.6	+6.6	+13.4	16.46	+3.7	+7.7	43.0	+2.4	+6.4	37.8	+1.1	+1.1				
Dyeing and cleaning.....	87.3	+6.7	+7.9	72.2	+12.5	+17.0	20.30	+5.5	+8.4	45.2	+4.2	+1.7	45.7	+2.3	+2.6				
Brokerage.....	(²)	-2	+27.1	(²)	+1	+36.6	37.52	+3	+7.5	(²)	(²)	(²)	(²)	(²)	(²)				
Insurance.....	(²)	+2	+9	(²)	+2	+4.0	38.16	-(²)	+3.1	(²)	(²)	(²)	(²)	(²)	(²)				
Building construction.....	(²)	+13.0	+21.6	(²)	+20.2	+39.8	27.00	+6.3	+14.9	33.4	+5.2	+14.4	80.6	+1.2	+1.3				

¹ Less than $\frac{1}{10}$ of 1 percent.

² Cash payments only; the additional value of board, room, and tips cannot be computed.

⁴ Not available.

Indexes of Employment and Pay Rolls, January 1935 to May 1936

Indexes of employment and pay rolls are given in tables 2 and 3 for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries separately, and for 13 nonmanufacturing industries including 2 subgroups under retail trade, by months, January 1935 to May 1936, inclusive. The diagram on page 497 indicates the trend of factory employment and pay rolls from January 1919 to May 1936.

The indexes of factory employment and pay rolls are computed from returns supplied by representative establishments in 90 manufacturing industries. The base used in computing these indexes is the 3-year average 1923-25 taken as 100. In May 1936 reports were received from 24,535 establishments employing 4,178,272 workers, whose weekly earnings were \$95,862,068. The employment reports received from these establishments cover more than 55 percent of the total wage earners in all manufacturing industries of the country and more than 65 percent of the wage earners in the 90 industries included in the monthly survey of the Bureau of Labor Statistics.

The indexes for nonmanufacturing industries are also computed from data supplied by reporting establishments, but the base is the 12-month average for 1929 as 100.

Table 2.—Indexes of Employment and Pay Rolls in all Manufacturing Industries Combined and in the Durable- and Nondurable-Goods Groups, January 1935 to May 1936¹

[3-year average 1923-25=100]

Month	Manufacturing											
	Total				Durable goods				Nondurable goods			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
January.....	78.8	² 82.9	64.3	² 72.7	66.2	74.4	52.5	65.1	92.4	92.1	79.3	82.4
February.....	81.4	² 83.6	69.1	² 72.7	69.4	74.4	58.6	64.7	94.2	92.6	82.6	82.8
March.....	82.5	84.1	² 70.8	76.3	71.0	75.7	60.5	69.7	95.0	93.2	83.9	84.9
April.....	82.6	85.1	70.8	77.9	71.8	77.6	61.8	73.8	94.2	93.1	82.4	83.3
May.....	81.2	85.7	68.5	79.3	71.4	79.2	60.1	76.1	91.8	92.7	79.2	83.4
June.....	79.7	-----	66.4	-----	69.7	-----	57.6	-----	90.6	-----	77.6	-----
July.....	79.7	-----	65.4	-----	69.4	-----	55.6	-----	90.8	-----	77.9	-----
August.....	82.0	-----	69.7	-----	70.5	-----	58.9	-----	94.3	-----	83.4	-----
September.....	83.7	-----	72.2	-----	71.2	-----	60.6	-----	97.1	-----	87.1	-----
October.....	85.3	-----	75.0	-----	74.9	-----	66.3	-----	96.4	-----	86.2	-----
November.....	85.0	-----	74.5	-----	76.1	-----	68.1	-----	94.6	-----	82.7	-----
December.....	84.6	-----	² 76.4	-----	75.7	-----	69.7	-----	94.2	-----	85.0	-----
Average.....	82.2	-----	70.3	-----	71.4	-----	60.9	-----	93.8	-----	82.3	-----

¹ Comparable indexes for earlier years will be found in the February 1935 and subsequent issues of the Monthly Labor Review.

² Revised.

Table 3.—Indexes of Employment and Pay Rolls in Selected Nonmanufacturing Industries, January 1935 to May 1936¹
[12-month average 1929=100]

Month	Anthracite mining				Bituminous-coal mining				Metalliferous mining				Quarrying and non-metallic mining			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
January.....	62.9	59.1	57.5	54.4	80.0	79.8	59.6	70.6	44.3	54.2	30.1	41.7	36.9	39.4	20.8	25.5
February.....	64.4	61.2	64.3	76.7	81.1	80.2	66.1	78.4	44.3	55.5	29.9	42.8	37.3	36.9	22.2	23.9
March.....	51.4	52.5	38.9	42.6	81.6	80.4	67.5	70.2	45.0	55.9	30.9	45.1	40.5	42.2	24.9	30.9
April.....	52.6	49.8	49.9	28.6	74.3	77.5	45.0	62.6	46.0	57.5	31.8	45.5	45.3	48.4	28.9	36.1
May.....	53.5	54.9	49.5	56.3	75.3	76.2	49.1	62.2	44.4	60.8	31.4	47.7	49.5	52.0	32.8	42.1
June.....	56.8	-----	66.0	-----	77.9	-----	64.7	-----	46.0	-----	31.5	-----	50.4	-----	33.8	-----
July.....	49.4	-----	37.5	-----	70.0	-----	35.9	-----	45.2	-----	31.1	-----	50.9	-----	34.4	-----
August.....	38.7	-----	25.3	-----	73.4	-----	45.8	-----	46.3	-----	33.4	-----	51.0	-----	36.3	-----
September.....	46.0	-----	38.2	-----	77.1	-----	60.1	-----	48.9	-----	35.4	-----	50.0	-----	35.4	-----
October.....	58.8	-----	55.9	-----	74.3	-----	69.8	-----	51.6	-----	38.7	-----	50.0	-----	36.5	-----
November.....	46.6	-----	28.4	-----	76.1	-----	65.5	-----	52.6	-----	39.6	-----	46.7	-----	32.1	-----
December.....	57.3	-----	55.4	-----	79.1	-----	69.5	-----	53.5	-----	43.2	-----	43.1	-----	29.7	-----
Average.....	53.2	-----	47.5	-----	76.7	-----	58.2	-----	47.3	-----	33.9	-----	46.0	-----	30.7	-----

Month	Crude-petroleum producing				Telephone and telegraph				Electric light and power, and manufactured gas				Electric-railroad and motorbus operation and maintenance ²			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
January.....	74.9	71.1	55.5	55.7	70.5	70.1	73.9	75.0	82.7	86.1	78.0	84.8	71.2	70.7	62.9	65.0
February.....	74.2	70.8	54.9	55.7	70.0	69.9	72.9	76.2	82.2	86.1	78.3	84.7	71.0	71.7	63.1	68.3
March.....	74.0	70.7	56.0	55.9	69.8	70.2	75.3	77.2	82.3	86.8	79.4	85.9	71.3	71.2	63.4	67.8
April.....	74.9	71.2	56.7	56.9	69.7	70.8	73.1	76.0	82.6	88.0	79.0	86.2	71.4	71.3	63.3	65.9
May.....	76.0	72.5	57.8	58.0	70.0	71.6	73.7	78.5	83.3	89.0	79.8	87.0	71.6	71.5	63.6	66.1
June.....	76.7	-----	59.2	-----	70.2	-----	74.4	-----	83.9	-----	79.8	-----	71.7	-----	63.9	-----
July.....	77.4	-----	59.9	-----	70.3	-----	75.7	-----	84.8	-----	81.5	-----	71.5	-----	63.4	-----
August.....	76.3	-----	58.9	-----	70.5	-----	75.5	-----	86.8	-----	82.8	-----	71.2	-----	63.3	-----
September.....	75.1	-----	60.9	-----	70.4	-----	73.8	-----	86.9	-----	84.5	-----	71.0	-----	64.0	-----
October.....	74.7	-----	57.9	-----	70.0	-----	74.9	-----	87.4	-----	84.4	-----	71.1	-----	64.1	-----
November.....	73.0	-----	57.2	-----	69.8	-----	74.9	-----	87.6	-----	83.4	-----	71.1	-----	63.8	-----
December.....	71.9	-----	59.9	-----	69.6	-----	75.6	-----	86.8	-----	86.0	-----	70.5	-----	66.1	-----
Average.....	74.9	-----	57.9	-----	70.1	-----	74.5	-----	84.8	-----	81.4	-----	71.2	-----	63.7	-----

¹ Comparable indexes for earlier years for all of these industries, except year-round hotels, will be found in the February 1935 and subsequent issues of the Monthly Labor Review. Complete indexes for year-round hotels will be found in the September 1935 issue of the Monthly Labor Review.

² Not including electric-railroad car building and repairing; see transportation equipment and railroad repair-shop groups, manufacturing industries, table 1.

Table 3.—Indexes of Employment and Pay Rolls in Selected Nonmanufacturing Industries, January 1935 to May 1936—Continued
[12-month average 1929=100]

Month	Wholesale trade				Total retail trade				Retail trade—general merchandising				Retail trade—other than general merchandising			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
January.....	84.2	85.6	63.9	66.6	79.5	80.4	59.7	62.1	87.3	88.2	73.5	76.4	77.4	78.4	56.9	59.1
February.....	84.6	85.0	64.6	66.6	79.2	79.7	59.3	61.6	86.2	85.1	72.3	73.9	77.3	78.3	56.6	59.1
March.....	84.0	85.6	65.2	69.0	80.2	81.9	60.4	63.5	88.6	90.9	74.1	77.3	78.0	79.5	57.6	60.7
April.....	83.2	85.7	64.8	67.9	83.5	85.2	62.5	65.3	94.4	97.4	77.5	81.0	80.7	82.0	59.4	62.1
May.....	82.5	84.6	64.6	68.2	82.2	85.0	62.0	65.8	91.3	95.5	76.3	80.8	79.8	82.3	59.0	62.7
June.....	82.1	-----	64.6	-----	82.2	-----	62.5	-----	91.2	-----	76.7	-----	79.8	-----	59.5	-----
July.....	82.1	-----	64.6	-----	79.3	-----	60.5	-----	85.5	-----	72.0	-----	77.7	-----	58.1	-----
August.....	82.7	-----	64.8	-----	78.0	-----	59.3	-----	83.1	-----	69.5	-----	76.7	-----	57.2	-----
September.....	83.7	-----	67.2	-----	81.8	-----	62.5	-----	92.2	-----	77.2	-----	79.1	-----	59.4	-----
October.....	85.7	-----	66.8	-----	83.8	-----	63.2	-----	97.1	-----	79.8	-----	80.3	-----	59.8	-----
November.....	86.4	-----	66.9	-----	84.6	-----	63.4	-----	101.6	-----	82.0	-----	80.1	-----	59.6	-----
December.....	86.8	-----	68.6	-----	92.9	-----	69.3	-----	131.7	-----	104.5	-----	82.7	-----	62.0	-----
Average.....	84.0	-----	65.6	-----	82.3	-----	62.1	-----	94.2	-----	78.0	-----	79.1	-----	58.8	-----

Month	Year-round hotels				Laundries				Dyeing and cleaning			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
January.....	80.3	81.9	62.2	64.9	79.6	81.5	63.9	68.3	70.3	71.5	50.4	51.6
February.....	81.1	82.8	63.5	66.5	79.6	81.2	64.1	67.8	69.6	70.3	49.8	49.0
March.....	80.8	82.8	63.9	66.0	79.7	82.1	64.6	69.9	72.5	74.7	53.5	56.4
April.....	81.1	83.2	63.6	66.3	80.0	83.2	65.5	70.9	79.9	81.8	61.9	64.1
May.....	81.6	84.1	63.7	67.0	81.1	85.5	66.6	75.6	80.9	87.3	61.7	72.2
June.....	81.3	-----	63.5	-----	82.3	-----	68.2	-----	83.6	-----	65.7	-----
July.....	80.3	-----	62.1	-----	84.4	-----	70.9	-----	81.7	-----	61.5	-----
August.....	80.7	-----	62.0	-----	84.2	-----	69.2	-----	79.4	-----	58.2	-----
September.....	81.1	-----	63.1	-----	83.0	-----	67.9	-----	82.1	-----	63.1	-----
October.....	81.6	-----	64.3	-----	81.9	-----	67.1	-----	80.4	-----	61.1	-----
November.....	81.5	-----	64.8	-----	81.3	-----	66.7	-----	76.3	-----	55.4	-----
December.....	80.8	-----	64.2	-----	81.1	-----	67.5	-----	73.4	-----	52.9	-----
Average.....	81.0	-----	63.4	-----	81.5	-----	66.9	-----	77.5	-----	57.9	-----

Trend of Private Employment, by States

A COMPARISON of employment and pay rolls, by States and geographic divisions, in April and May 1936 is shown in table 4 for all groups combined, except building construction and class I railroads, and for all manufacturing industries combined, based on data supplied by reporting establishments. The percentage changes shown, unless otherwise noted, are unweighted—that is, the industries included in the manufacturing group and in the grand total have not been weighted according to their relative importance.

EMPLOYMENT & PAY ROLLS

All Manufacturing Industries

1923-25=100

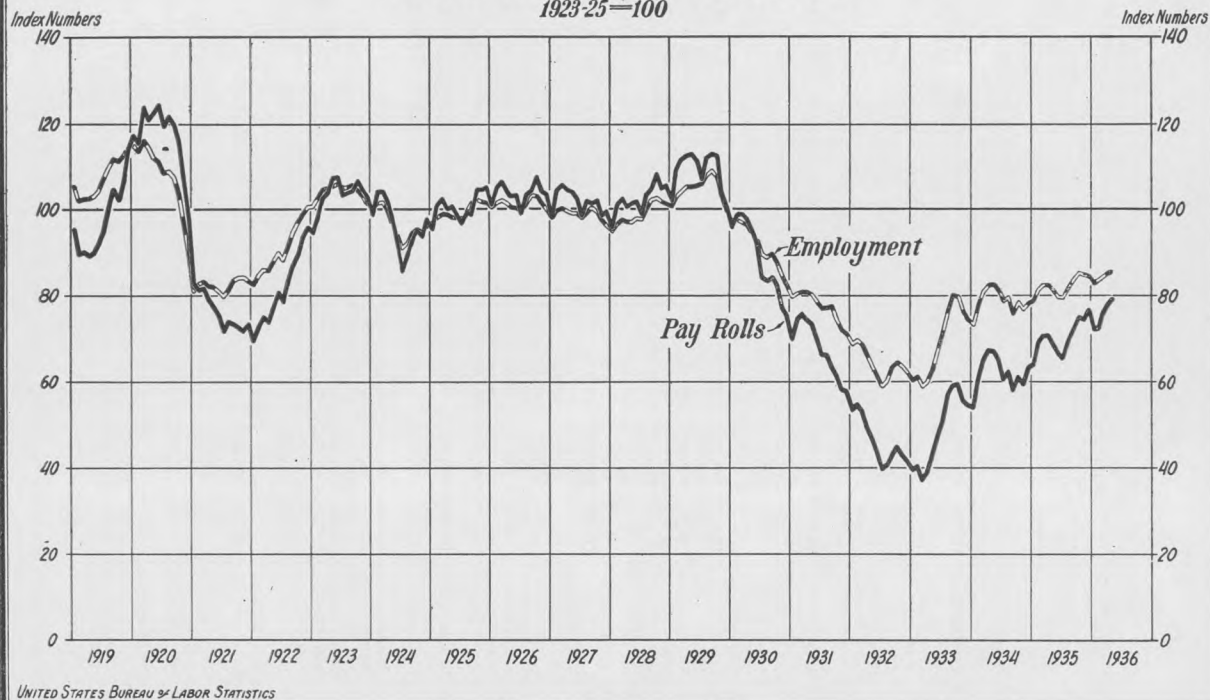


Table 4.—Comparison of Employment and Pay Rolls in Identical Establishments, April and May 1936, by Geographic Divisions and by States

[Figures in italics are not compiled by the Bureau of Labor Statistics but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll May 1936	Percentage change from April 1936	Amount of pay roll (1 week) May 1936	Percentage change from April 1936	Number of establishments	Number on pay roll May 1936	Percentage change from April 1936	Amount of pay roll (1 week) May 1936	Percentage change from April 1936
				<i>Dollars</i>					<i>Dollars</i>	
New England	13, 774	821, 926	+0.6	17, 924, 595	+0.9	3, 311	548, 420	+0.3	11, 170, 729	+0.5
Maine.....	804	52, 235	+1.7	1, 024, 051	+1.6	264	41, 904	+1.5	776, 885	+1.2
New Hampshire.....	640	33, 948	—	676, 673	+8	200	27, 060	—	510, 663	+1
Vermont.....	463	16, 701	+4.3	359, 096	+5.3	131	10, 185	+3.1	214, 305	+5.2
Massachusetts.....	<i>18, 610</i>	<i>455, 157</i>	<i>+(?)</i>	<i>10, 206, 959</i>	<i>+2</i>	<i>1, 631</i>	<i>257, 144</i>	<i>—</i>	<i>5, 330, 856</i>	<i>—</i>
Rhode Island.....	1, 193	84, 009	+2	1, 674, 126	—1.0	392	64, 883	<i>+(?)</i>	1, 196, 376	—2.0
Connecticut.....	2, 064	179, 786	+1.5	3, 983, 690	+3.1	693	147, 244	+1.6	3, 141, 644	+3.5
Middle Atlantic	34, 402	1, 911, 845	+7	47, 659, 229	+3.7	4, 945	1, 103, 056	+4	26, 017, 073	+1.2
New York.....	22, 925	873, 781	—	22, 476, 783	+4	<i>3, 191</i>	<i>407, 585</i>	<i>+1</i>	<i>10, 141, 465</i>	<i>+3</i>
New Jersey.....	3, 299	263, 074	+9	6, 466, 910	+1.8	<i>479</i>	<i>228, 154</i>	<i>+9</i>	<i>5, 350, 449</i>	<i>+2.1</i>
Pennsylvania.....	8, 178	774, 990	+1.6	18, 715, 536	+8.8	<i>2, 293</i>	<i>467, 347</i>	<i>+5.6</i>	<i>10, 495, 159</i>	<i>+1.5</i>
East North Central	19, 645	1, 985, 315	+1.3	50, 725, 597	+2.3	7, 124	1, 523, 758	+1.6	39, 736, 284	+2.7
Ohio.....	8, 185	567, 358	+6	14, 284, 312	+2.4	2, 314	410, 194	+1.4	10, 613, 380	+3.3
Indiana.....	<i>2, 223</i>	<i>202, 408</i>	<i>+2.4</i>	<i>4, 807, 137</i>	<i>+2.7</i>	<i>911</i>	<i>165, 180</i>	<i>+2.9</i>	<i>3, 954, 428</i>	<i>+3.0</i>
Illinois.....	<i>4, 574</i>	<i>536, 829</i>	<i>+1.1</i>	<i>12, 888, 201</i>	<i>+1.7</i>	<i>2, 198</i>	<i>350, 933</i>	<i>+1.6</i>	<i>8, 378, 769</i>	<i>+2.4</i>
Michigan.....	3, 669	503, 108	+1.7	14, 655, 274	+2.7	<i>961</i>	<i>455, 732</i>	<i>+1.4</i>	<i>13, 450, 371</i>	<i>+2.3</i>
Wisconsin.....	<i>694</i>	<i>175, 612</i>	<i>+1.8</i>	<i>4, 090, 673</i>	<i>+2.4</i>	<i>740</i>	<i>141, 779</i>	<i>+2.0</i>	<i>3, 339, 336</i>	<i>+2.4</i>
West North Central	11, 458	393, 748	+1.1	8, 929, 372	+2.2	2, 139	188, 192	+1.5	4, 196, 105	+2.7
Minnesota.....	2, 161	82, 176	+1.6	1, 959, 106	+4.0	368	35, 992	+2.1	853, 836	+5.5
Iowa.....	1, 685	56, 278	+2.6	1, 240, 696	+2.9	361	30, 071	+4.0	673, 935	+4.5
Missouri.....	3, 131	156, 198	+4	3, 501, 369	+1.6	749	81, 224	+6	1, 711, 784	+1.3
North Dakota.....	510	5, 073	+2.1	118, 203	+7.0	41	675	+5.5	17, 313	+6.3
South Dakota.....	475	5, 336	+5	120, 231	+5.6	34	1, 654	—2.2	38, 310	+9.5
Nebraska.....	1, 603	31, 801	+7	715, 633	+6	149	11, 020	+2.0	251, 059	—9
Kansas.....	<i>819</i>	<i>56, 886</i>	<i>+7</i>	<i>1, 274, 134</i>	<i>+8</i>	<i>437</i>	<i>27, 526</i>	<i>+8</i>	<i>649, 868</i>	<i>+1.9</i>
South Atlantic	10, 960	750, 325	—8	13, 933, 441	+1.2	2, 629	489, 448	—5	8, 302, 736	+1.2
Delaware.....	216	13, 021	+2.9	298, 091	+2.8	76	8, 740	+2.9	194, 248	+3.7
Maryland.....	<i>1, 519</i>	<i>111, 242</i>	<i>+8</i>	<i>2, 461, 232</i>	<i>+3.0</i>	<i>542</i>	<i>73, 890</i>	<i>+1.2</i>	<i>1, 594, 672</i>	<i>+5.3</i>
District of Columbia.....	1, 058	37, 115	—3	897, 851	+1.4	41	3, 333	+1.9	112, 649	+2.9
Virginia.....	2, 158	96, 909	+1	1, 817, 827	+2.6	429	64, 692	—6	1, 168, 399	+2.7
West Virginia.....	1, 259	143, 627	+1.3	3, 216, 754	+3.0	241	55, 324	+1.7	1, 263, 944	—1
North Carolina.....	1, 293	140, 188	—1.5	1, 997, 632	+2	554	129, 264	—1.7	1, 810, 499	<i>+(?)</i>
South Carolina.....	771	67, 855	—1.0	941, 725	—3	202	60, 297	—1.0	801, 496	—7
Georgia.....	1, 475	101, 525	—1.4	1, 588, 868	+4	361	77, 389	—1.9	1, 089, 440	—4
Florida.....	1, 211	38, 843	—11.3	713, 461	—8.9	183	16, 579	+8	267, 389	<i>+(?)</i>
East South Central	4, 546	261, 535	—3	4, 638, 539	+6	921	155, 342	—9	2, 591, 805	+2
Kentucky.....	1, 463	81, 150	+1.0	1, 653, 679	+2.6	261	31, 587	—3	642, 890	+2.7
Tennessee.....	1, 302	86, 149	—2	1, 483, 849	—6	330	61, 763	+6	1, 024, 735	+1
Alabama.....	1, 216	77, 279	—8	1, 250, 965	+1	234	51, 402	—1.4	790, 753	—1
Mississippi.....	565	16, 957	—5.4	250, 046	—3.2	96	10, 590	—8.8	133, 427	—8.7
West South Central	4, 194	163, 749	+1.4	3, 472, 518	+2.7	1, 012	82, 179	+1.7	1, 639, 468	+3.6
Arkansas.....	<i>948</i>	<i>21, 433</i>	<i>+2.5</i>	<i>357, 112</i>	<i>+1.8</i>	<i>207</i>	<i>15, 101</i>	<i>+3.1</i>	<i>232, 630</i>	<i>+2.0</i>
Louisiana.....	925	43, 232	+5	800, 715	+3.0	214	22, 558	+7	367, 030	+5.1
Oklahoma.....	1, 385	37, 912	+1.3	857, 534	+2.1	130	9, 986	+1.7	207, 009	+2.0
Texas.....	<i>1, 399</i>	<i>61, 172</i>	<i>+1.7</i>	<i>1, 457, 157</i>	<i>+3.2</i>	<i>461</i>	<i>34, 834</i>	<i>+1.8</i>	<i>832, 799</i>	<i>+3.7</i>

¹ Includes banks and trusts companies, construction, municipal, agricultural, and office employment, amusement and recreation, professional services, and trucking and handling.² Less than 1/10 of 1 percent.³ Includes laundering and cleaning, water, light, and power.⁴ Includes laundries.⁵ Includes automobile and miscellaneous services, restaurants, and building and contracting.⁶ Includes construction, but does not include hotels and restaurants, or public works.⁷ Weighted percentage change.⁸ Includes financial institutions, construction, miscellaneous services, and restaurants.⁹ Includes automobile dealers and garages, and sand, gravel, and building stone.

Table 4.—Comparison of Employment and Pay Rolls in Identical Establishments, April and May 1936, by Geographic Divisions and by States—Continued

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll May 1936	Percentage change from April 1936	Amount of pay roll (1 week) May 1936	Percentage change from April 1936	Number of establishments	Number on pay roll May 1936	Percentage change from April 1936	Amount of pay roll (1 week) May 1936	Percentage change from April 1936
				<i>Dollars</i>					<i>Dollars</i>	
Mountain	4, 436	116, 051	+1.8	2, 759, 600	+1.3	548	30, 043	+4.4	721, 455	+6.6
Montana.....	702	19, 286	+5.3	517, 620	+4.6	82	4, 775	+6.2	125, 484	+11.6
Idaho.....	489	9, 266	+8.7	210, 078	+6.7	54	3, 036	+22.9	68, 411	+19.2
Wyoming.....	320	8, 217	-2	214, 581	-1.8	41	1, 740	+6.4	48, 545	+5.0
Colorado.....	1, 242	35, 520	-5	821, 112	-5	175	9, 656	+8	232, 035	+3.5
New Mexico.....	325	6, 522	+10.7	128, 840	+7.5	28	807	+8.3	14, 199	+18.8
Arizona.....	537	15, 058	-1.8	359, 204	-8	40	2, 780	-2	63, 798	+2.6
Utah.....	599	18, 992	+2	422, 082	-1	100	6, 390	+1.9	144, 732	+3.7
Nevada.....	222	3, 190	+4.0	86, 083	+3.9	28	859	+6.6	24, 251	+6.4
Pacific	6, 592	424, 095	+3	10, 934, 496	+1.6	2, 103	230, 953	+1.8	5, 981, 473	+2.5
Washington.....	3, 005	90, 844	+1.2	2, 260, 728	+1.4	467	49, 377	+1.8	1, 210, 034	+1.4
Oregon.....	1, 339	47, 302	+2.0	1, 174, 357	+5.2	255	25, 657	+3.1	618, 205	+7.5
California.....	¹⁰ 2, 248	285, 949	-3	7, 499, 411	+1.2	1, 381	155, 919	-9	4, 153, 234	+2.1

¹⁰ Includes banks, insurance, and office employment.

Private Employment and Pay Rolls in Principal Cities

A COMPARISON of May employment and pay rolls with the April totals in 13 cities of the United States having a population of 500,000 or over is made in table 5. The changes are computed from reports received from identical establishments in both months.

In addition to reports included in the several industrial groups regularly covered in the survey of the Bureau, reports have also been secured from establishments in other industries for inclusion in these city totals. As information concerning employment in building construction is not available for all cities at this time, figures for this industry have not been included in these city totals.

Table 5.—Comparison of Employment and Pay Rolls in Identical Establishments in April and May 1936, by Principal Cities

City	Number of establishments	Number on pay roll May 1936	Percentage change from April 1936	Amount of pay roll (1 week) May 1936	Percentage change from April 1936
New York, N. Y.	17, 956	691, 252	-1.2	\$18, 396, 959	-0.4
Chicago, Ill.	4, 177	393, 154	+1.0	10, 193, 651	+1.9
Philadelphia, Pa.	2, 608	217, 059	-4	5, 351, 621	+2.5
Detroit, Mich.	1, 554	342, 874	+1.7	10, 390, 135	+2.4
Los Angeles, Calif.	2, 873	134, 638	+6	3, 422, 452	+7
Cleveland, Ohio.....	1, 848	137, 359	-1.2	3, 552, 571	+2
St. Louis, Mo.	1, 601	123, 400	+2	2, 865, 811	+1.8
Baltimore, Md.	1, 296	86, 864	+1.3	2, 004, 189	+4.6
Boston, Mass.	4, 681	166, 327	-3	3, 997, 275	-5
Pittsburgh, Pa.	1, 490	196, 784	+1.9	5, 128 349	+2.8
San Francisco, Calif.	1, 525	79, 578	-1.2	2, 119, 916	-4
Buffalo, N. Y.	1, 030	77, 079	+2.7	1, 924, 130	+3.5
Milwaukee, Wis.	704	71, 664	+1.0	1, 755, 712	+1.7

Public Employment

EMPLOYMENT created by the Federal Government includes employment in the regular agencies of the Government, employment on the various construction programs wholly or partially financed by Federal funds, and employment on relief-work projects.

[Construction projects financed by the Public Works Administration are those projects authorized by title II of the National Industrial Recovery Act of June 16, 1933. This program of public works was extended to June 30, 1937, by the Emergency Relief Appropriation Act of 1935.

The Works Program was inaugurated by the President in a series of Executive orders by authority of Public Resolution No. 11, approved April 8, 1935. Employment created by this program includes employment on Federal projects and employment on projects operated by the Works Progress Administration. Federal projects are those conducted by Federal agencies which have received allotments from The Works Program fund. Projects operated by the Works Progress Administration are those projects conducted under the supervision of the W. P. A.

The emergency conservation program (Civilian Conservation Corps) created in April 1933 has been further extended under authority of the Emergency Relief Appropriation Act of 1935.

Executive Service of the Federal Government

STATISTICS of employment in the executive branches of the Federal Government in May 1935, April 1936, and May 1936 are given in table 6.

Table 6.—Employees in the Executive Service of the United States Government, May 1935, April and May, 1936 ¹

[Subject to revision]

Item	District of Columbia ²			Outside District of Columbia			Entire service ³		
	Perma- nent	Tempo- rary	Total	Perma- nent	Tempo- rary ⁴	Total	Perma- nent	Tempo- rary ⁵	Total
Number of employees:									
May 1935.....	92,763	10,256	103,019	515,001	94,572	609,573	607,764	104,828	712,592
April 1936.....	107,222	8,200	115,422	599,268	96,077	695,345	706,490	104,277	810,767
May 1936.....	107,812	9,417	117,229	600,274	100,725	700,999	708,086	110,142	818,228
Percentage change:									
May 1935 to May 1936.....	+16.22	-8.18	+13.79	+16.56	+6.51	+15.00	+16.51	+5.07	+14.82
April 1936 to May 1936.....	+55	+14.84	+1.57	+17	+4.84	+81	+23	+5.62	+92
Labor turn-over May 1936:									
Additions ⁶	1,895	2,239	4,134	9,808	19,990	29,798	11,703	22,229	33,932
Separations ⁶	1,343	635	1,978	10,046	14,583	24,629	11,389	15,218	26,607
Turn-over rate per 100.....	1.25	7.21	1.70	1.64	14.82	3.53	1.61	14.19	3.27

¹ Data on number of employees refer to employment on last day of month.

² Includes employees of Columbia Institution for the Deaf and Howard University.

³ Not including field employees of Post Office Department or 17,486 employees hired under letters of authorization by the Department of Agriculture with a pay roll of \$779,710.

⁴ Includes 136 employees by transfer previously reported as separations by transfer not actual additions for May.

⁵ Not including employees transferred within the Government service, as such transfers should not be regarded as labor turn-over.

The monthly record of employment in the executive departments of the United States Government from May 1935 to May 1936, inclusive, is shown in table 7.

Table 7.—Employment in the Executive Departments of the United States Government by Months, May 1935 to May 1936

[Subject to revision]

Month	District of Columbia	Outside District of Columbia	Total	Month	District of Columbia	Outside District of Columbia	Total
<i>1935</i>				<i>1936</i>			
May.....	103, 019	609, 573	712, 592	January.....	111, 797	689, 499	801, 296
June.....	103, 977	614, 259	718, 236	February.....	112, 697	687, 626	800, 323
July.....	104, 747	631, 134	735, 881	March.....	112, 739	693, 665	806, 404
August.....	107, 037	663, 086	770, 123	April.....	115, 422	695, 345	810, 767
September.....	109, 195	678, 229	787, 424	May.....	117, 229	700, 999	818, 228
October.....	110, 583	687, 115	797, 698				
November.....	111, 196	690, 202	801, 398				
December.....	112, 088	704, 135	816, 223				

Construction Projects Financed by the Public Works Administration

DETAILS concerning employment, pay rolls, and man-hours worked during May ¹ on construction projects financed by Public Works Administration funds are given in table 8, by type of project.

Table 8.—Employment and Pay Rolls on Projects Financed from Public Works Funds, Month Ending May 15, 1936

[Subject to revision]

Type of project	Wage earners		Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
	Maximum number employed ¹	Weekly average				
	Federal projects—Financed from N. I. R. A. funds					
All projects ²	³ 102, 633	95, 524	\$8, 911, 513	12, 030, 630	\$0. 741	\$9, 670, 907
Building construction ³	17, 563	14, 384	1, 249, 232	1, 542, 194	. 810	1, 657, 173
Forestry.....	13	13	1, 837	1, 390	1. 322	214
Naval vessels.....	25, 434	25, 040	3, 255, 061	3, 932, 379	. 828	1, 788, 522
Public roads ⁴	(⁵)	25, 791	1, 275, 844	2, 426, 700	. 526	2, 500, 000
Reclamation.....	12, 256	11, 683	1, 271, 226	1, 699, 657	. 748	2, 005, 888
River, harbor, and flood control.....	17, 892	15, 347	1, 655, 518	2, 085, 157	. 794	1, 558, 710
Streets and roads.....	2, 225	1, 913	116, 172	222, 905	. 521	90, 343
Water and sewerage.....	137	107	7, 343	12, 496	. 588	18, 935
Miscellaneous.....	1, 322	1, 246	79, 280	107, 752	. 736	51, 122

¹ Maximum number employed during any 1 week of the month by each contractor and Government agency doing force-account work.

² Includes a maximum of 5,725 and an average of 4,462 employees working on low-cost housing projects financed from E. R. A. funds, who were paid \$353,725 for 515,049 man-hours of labor. Material orders in the amount of \$387,108 were placed for these projects. These data are also included in separate tables covering projects financed by The Works Program.

³ Includes weekly average for public roads.

⁴ Estimated by the Bureau of Public Roads.

⁵ Not available; average included in total.

¹ Data concerning projects financed by Public Works Administration funds are based on month ending May 15.

Table 8.—Employment and Pay Rolls on Projects Financed from Public Works Funds, Month Ending May 15, 1936—Continued

[Subject to revision]

Type of project	Wage earners		Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
	Maximum number employed ¹	Weekly average				
	Non-Federal projects—Financed from N. I. R. A. funds					
All projects-----	61,964	51,120	\$4,549,065	5,175,682	\$0.879	\$8,457,406
Building construction-----	30,243	25,052	2,354,158	2,430,511	.969	4,232,408
Streets and roads-----	8,488	6,677	495,008	655,047	.756	819,967
Water and sewerage-----	19,942	16,708	1,506,857	1,779,141	.847	2,312,236
Miscellaneous-----	3,291	2,683	193,042	310,983	.621	1,092,795
	Non-Federal "Transportation Loan" projects—Financed from N. I. R. A. funds					
All projects-----	7,187	(⁶)	\$382,323	674,932	\$0.566	(⁶)
Railroad construction-----	4,950	4,413	176,668	381,926	.463	\$135,982
Railroad-car and locomotive shops-----	2,237	(⁶)	205,655	293,006	.702	(⁶)
Operated by railroads-----	1,921	1,847	160,647	232,849	.690	66,552
Operated by commercial firms-----	316	(⁶)	45,008	60,157	.748	(⁶)
	Non-Federal projects—Financed from E. R. A. A. 1935 funds ⁷					
All projects-----	143,609	117,942	\$8,747,977	12,496,625	\$0.700	\$19,725,224
Building construction-----	93,276	76,554	5,814,269	7,935,922	.733	12,862,204
Electrification-----	474	421	28,284	38,344	.738	160,322
Heavy engineering-----	1,883	1,572	199,015	214,335	.929	482,208
Reclamation-----	1,028	872	50,690	88,653	.572	77,321
River, harbor, and flood control-----	345	255	25,880	31,292	.827	46,734
Streets and roads-----	13,269	10,504	634,453	1,047,584	.606	1,255,371
Water and sewerage-----	32,133	26,847	1,935,213	3,045,435	.635	4,665,816
Miscellaneous-----	1,201	917	60,173	95,060	.633	175,248

⁶ Data not available.⁷ These data are also included in separate tables covering projects financed by The Works Program.

Federal construction projects are financed by allotments made by the Public Works Administration to the various agencies and departments of the Federal Government from funds provided under the National Industrial Recovery Act. The major portion of the low-cost housing program now under way, however, is financed by funds provided under the Emergency Relief Appropriation Act of 1935. The work is performed either by commercial firms, which have been awarded contracts, or by day labor hired directly by the Federal agencies.

Non-Federal projects are financed by allotments made by the Public Works Administration from funds available under either the National Industrial Recovery Act or the Emergency Relief Appropriation Act of 1935. Most of the allotments have been made to the States and their political subdivisions, but occasionally allotments have been made to commercial firms. In financing projects for the States or their political subdivisions from funds appropriated under the Na-

tional Industrial Recovery Act, the Public Works Administration makes a direct grant of not more than 30 percent of the total labor and material cost. When funds provided under the Emergency Relief Appropriation Act of 1935 are used to finance a non-Federal project, as much as 45 percent of the total labor and material cost may be furnished in the form of a grant. The remaining 55 percent or more of the cost is financed by the recipient. When circumstances justify such action, the Public Works Administration may provide the grantee with the additional funds by means of a loan. Allotments to commercial enterprises are made only as loans. All loans made by the Public Works Administration carry interest charges and have a definite date of maturity. Collateral posted with the Public Works Administration to secure loans may be offered for sale to the public, and in this way a revolving fund is provided which enlarges the scope of activities.

Commercial loans have been made, for the most part, to railroads. Railroad work financed by loans made by the Public Works Administration falls under three headings: First, construction work in the form of electrification, the laying of rails and ties, repairs to buildings, bridges, etc.; second, the building and repairing of locomotives and passenger and freight cars in shops operated by the railroads; and third, locomotive and passenger- and freight-car building in commercial shops.

Monthly Trend

A summary of employment, pay rolls, and man-hours worked on projects financed from public-works funds from July 1933 to May 1936 is given in table 9.

Table 9.—Employment and Pay Rolls, July 1933 to May 1936, on Projects Financed from Public-Works Funds

[Subject to revision]

Year and month	Maximum number of wage earners ¹	Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
July 1933 to May 1936, inclusive ²	-----	\$677, 536, 173	1, 066, 333, 963	\$0. 635	\$1, 250, 859, 572
July to December, 1933, inclusive	-----	32, 941, 335	61, 718, 911	. 534	³ 75, 453, 114
January to December, 1934, inclusive	-----	308, 311, 143	523, 561, 666	. 589	³ 610, 051, 090
January to December, 1935, inclusive ²	-----	254, 176, 118	371, 352, 552	. 684	³ 417, 321, 441
<i>1936</i>					
January ¹	197, 820	14, 399, 381	19, 195, 535	. 750	22, 796, 818
February ¹	176, 764	12, 220, 479	16, 404, 771	. 745	23, 460, 743
March ¹	202, 236	13, 981, 176	18, 519, 649	. 755	⁴ 29, 068, 402
April ¹	264, 427	18, 915, 663	25, 203, 010	. 751	³ 32, 459, 393
May ¹	315, 393	22, 590, 878	30, 377, 869	. 744	³ 40, 248, 571

¹ Maximum number employed during any 1 week of the month by each contractor and Government agency doing force-account work. Includes weekly average for public-road projects.

² Includes wage earners employed on projects under the jurisdiction of P. W. A. which are financed from E. R. A. A. funds. These data are also included in tables covering projects financed by The Works Program.

³ Includes orders placed by railroads for new equipment.

⁴ Revised.

The Works Program

A DETAILED record of employment, pay rolls, and man-hours worked on projects financed by The Works Program in May ¹ is shown in table 10, by type of project.

Table 10.—Employment and Pay Rolls on Projects Financed by The Works Program, May 1936

[Subject to revision]

Type of project	Wage earners		Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
	Maximum number employed ¹	Weekly average				
	Federal projects					
All projects.....	401,298	356,036	\$19,160,510	43,267,437	\$0.443	\$12,668,052
Building construction.....	37,803	34,447	2,147,988	3,845,938	.559	1,442,959
Electrification.....	910	819	51,746	82,030	.631	135,603
Forestry.....	17,994	16,695	826,773	2,042,218	.405	-----
Grade-crossing elimination.....	23,126	19,203	1,176,184	2,085,587	.564	1,898,196
Heavy engineering.....	203	194	12,734	25,839	.493	25,998
Hydroelectric power plants.....	2,333	1,815	42,137	177,181	.238	61,510
Plant, crop, and livestock conservation.....	36,920	30,487	1,208,831	5,575,840	.217	39,325
Professional, technical, and clerical.....	29,121	29,101	2,023,414	3,464,101	.584	159,664
Public roads.....	105,843	87,524	4,729,234	10,377,922	.456	3,657,463
Reclamation.....	82,501	76,418	2,768,155	7,623,929	.363	2,380,339
River, harbor, and flood control.....	44,897	41,588	3,153,745	5,736,404	.550	2,247,604
Streets and roads.....	9,123	8,298	445,204	1,028,778	.433	216,215
Water and sewerage.....	816	641	43,855	93,368	.470	6,354
Miscellaneous.....	9,708	8,806	530,510	1,108,302	.479	396,822
	P. W. A. projects financed from E. R. A. A. 1935 funds ²					
All projects ³	149,334	122,404	\$9,101,702	13,011,674	\$0.700	\$20,112,332
Building construction ³	99,001	81,016	6,167,994	8,450,971	.730	13,249,312
Electrification.....	474	421	28,284	38,344	.738	160,322
Heavy engineering.....	1,883	1,572	199,015	214,335	.929	482,208
Reclamation.....	1,028	872	50,690	88,653	.572	77,321
River, harbor, and flood control.....	345	255	25,880	31,292	.827	46,734
Streets and roads.....	13,269	10,504	634,453	1,047,584	.606	1,255,371
Water and sewerage.....	32,133	26,847	1,935,213	3,045,435	.635	4,665,816
Miscellaneous.....	1,201	917	60,173	95,060	.633	175,248
	Projects operated by Works Progress Administration					
All projects ³	⁴ 2,563,185	-----	\$131,535,493	294,574,320	\$0.447	⁵ \$21,959,643
Conservation.....	156,371	-----	7,398,743	19,020,686	.389	783,541
Highway, road, and street.....	884,047	-----	40,845,358	102,678,870	.398	6,570,040
Housing ⁶	5,662	-----	363,438	620,213	.586	-----
Professional, technical, and clerical.....	265,715	-----	18,113,212	30,466,987	.595	600,742
Public building.....	228,004	-----	13,442,086	24,743,686	.543	4,485,721
Publicly owned or operated utilities ⁶	234,942	-----	11,989,722	26,181,276	.458	4,015,144
Recreational facilities ⁷	279,482	-----	15,481,033	30,035,866	.515	2,500,296
Rural electrification and electric utilities.....	4,251	-----	206,198	421,946	.489	98,733
Sanitation and health.....	81,934	-----	3,793,895	10,088,014	.376	952,210
Sewing, canning, gardening, etc.....	310,885	-----	14,102,693	37,264,690	.378	667,978
Transportation.....	54,304	-----	2,881,216	6,175,890	.467	787,369
Not elsewhere classified.....	57,588	-----	2,917,899	6,876,196	.424	497,869

¹ Maximum number employed during any 1 week of the month by each contractor and Government agency doing force-account work.

² These data are also included in separate tables covering projects under the jurisdiction of the Public Works Administration.

³ Data for a maximum of 237 and an average of 237 employees who were paid \$28,256 for 30,306 man-hours on demolition work at the site of low-cost housing projects are included both under P. W. A. projects financed from E. R. A. A. 1935 funds and under projects operated by the Works Progress Administration.

⁴ Includes data for 25,374 transient camp workers who were paid \$635,403 and subsistence for 3,241,907 man-hours on conservation work, etc.

⁵ Value of material orders placed during month ending May 31, 1936.

⁶ Exclusive of electric utilities.

⁷ Exclusive of buildings.

⁸ Data concerning projects financed by The Works Program are based on month ending May 15.

Monthly Trend

Employment, pay rolls, and man-hours worked on projects financed by The Works Program from the beginning of the program in July 1935 to May 1936 are given in table 11.

Table 11.—Employment and Pay Rolls, July 1935 to May 1936, on Projects Financed by The Works Program

[Subject to revision]

Month and year	Maximum number employed ¹	Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
Federal projects					
July 1935 to May 1936, inclusive.....	-----	\$103, 942, 675	238, 119, 966	\$0. 437	\$84, 390, 396
July to December, 1935.....	-----	30, 077, 743	65, 915, 609	. 456	32, 116, 942
1936					
January.....	248, 929	11, 179, 541	25, 955, 820	. 431	8, 988, 622
February.....	298, 589	12, 529, 207	29, 173, 914	. 429	9, 684, 578
March.....	325, 505	14, 431, 789	35, 243, 886	. 409	8, 028, 299
April.....	375, 865	16, 563, 885	38, 563, 300	. 430	12, 903, 903
May.....	401, 298	19, 160, 510	43, 267, 437	. 443	12, 668, 052
P. W. A. projects financed from E. R. A. A. 1935 funds ²					
September 1935 to May 1936, inclusive.....	-----	\$22, 065, 199	31, 975, 609	\$0. 690	\$59, 655, 990
September to December, 1935.....	-----	661, 283	996, 091	. 664	2, 025, 494
1936					
January.....	23, 740	1, 128, 635	1, 621, 349	. 696	3, 632, 378
February.....	39, 848	1, 794, 866	2, 609, 270	. 688	8, 611, 717
March.....	64, 223	3, 032, 280	4, 525, 546	. 670	10, 548, 343
April.....	112, 345	6, 346, 433	9, 211, 679	. 689	14, 725, 726
May.....	149, 334	9, 101, 702	13, 011, 674	. 700	20, 112, 332
Projects operated by Works Progress Administration					
August 1935 to May 1936, inclusive.....	-----	\$852, 097, 344	1, 974, 084, 057	\$0. 432	\$142, 938, 596
August to December, 1935.....	-----	170, 911, 331	367, 589, 041	. 465	46, 042, 303
1936					
January.....	2, 755, 802	127, 054, 184	310, 755, 226	. 409	19, 860, 772
February.....	2, 900, 645	136, 276, 680	331, 916, 478	. 411	17, 896, 597
March.....	3, 044, 685	142, 827, 306	338, 477, 216	. 422	17, 592, 687
April.....	2, 856, 608	143, 492, 350	330, 771, 776	. 434	19, 586, 594
May.....	2, 563, 185	131, 535, 493	294, 574, 320	. 447	21, 959, 643

¹ Maximum number employed during any 1 week of the month by each contractor and Government agency doing force-account work.

² These data are also included in separate tables covering projects under the jurisdiction of the Public Works Administration.

Emergency Conservation Work

FIGURES for employment and pay rolls in emergency conservation work in April and May 1936, are presented in table 12.

Table 12.—Employment and Pay Rolls in Emergency Conservation Work, April and May, 1936 ¹

[Subject to revision]

Group	Number of employees		Amount of pay rolls	
	May	April	May	April
All groups ²	407, 621	391, 002	\$18, 610, 245	\$18, 058, 235
Enrolled personnel ²	357, 002	340, 371	11, 121, 242	10, 592, 774
Reserve officers.....	7, 762	6, 992	1, 620, 971	1, 457, 001
Educational advisers ³	1, 975	1, 970	340, 067	339, 242
Supervisory and technical ⁴	⁵ 40, 862	⁶ 41, 669	⁵ 5, 527, 965	⁶ 5, 669, 218

¹ Data on number of employees refer to employment on last day of month. Amounts of pay rolls are for entire month.

² Revised.

³ Included in executive service table.

⁴ Includes carpenters, electricians, and laborers.

⁵ 39,535 employees and pay roll of \$5,410,283 included in executive-service table.

⁶ 40,250 employees and pay roll of \$5,560,783 included in executive-service table.

Employment and pay-roll data for emergency conservation workers are collected by the Bureau of Labor Statistics from the War Department, the Department of Agriculture, the Department of Commerce, the Treasury Department, and the Department of the Interior. The monthly pay of the enrolled personnel is distributed as follows: 5 percent are paid \$45; 8 percent, \$36; and the remaining 87 percent, \$30. The enrolled men, in addition to their pay, are provided with board, clothing, and medical services.

Monthly statistics of employment and pay rolls on the emergency conservation program from May 1935 to May 1936, inclusive, are given in table 13.

Table 13.—Monthly Totals of Employees and Pay Rolls in Emergency Conservation Work, May 1935 to May 1936 ¹

[Subject to revision]

Month	Number of employees	Monthly pay-roll disbursements	Month	Number of employees	Monthly pay-roll disbursements
1935			1936		
May.....	387, 953	\$17, 777, 305	January.....	478, 751	\$21, 427, 065
June.....	430, 226	19, 816, 204	February.....	454, 231	20, 484, 379
July.....	483, 329	22, 133, 513	March.....	356, 273	17, 251, 772
August.....	593, 311	26, 293, 526	April.....	391, 002	18, 058, 235
September.....	536, 752	24, 455, 343	May.....	407, 621	18, 610, 245
October.....	554, 143	24, 886, 623			
November.....	546, 683	24, 009, 372			
December.....	509, 126	21, 949, 480			

¹ Revised.

Construction Projects Financed by the Reconstruction Finance Corporation

FIGURES for employment, pay rolls, and man-hours worked on construction projects financed by the Reconstruction Finance Corporation in May ¹ are presented in table 14, by type of project.

Table 14.—Employment and Pay Rolls on Projects Financed by the Reconstruction Finance Corporation, by Type of Project, May 1936

[Subject to revision]

Type of project	Number of wage earners	Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
All projects.....	10,988	\$962,280	1,244,097	\$0.773	\$1,441,248
Bridges.....	1,289	197,198	176,502	1.117	85,494
Building construction ¹	538	45,536	59,971	.759	73,080
Reclamation.....	11	1,071	1,496	.716	46
Water and sewerage.....	7,882	594,812	827,196	.719	1,244,119
Miscellaneous.....	1,268	123,663	178,932	.691	38,509

¹ Includes 85 employees; pay-roll disbursements of \$7,621; 6,523 man-hours worked; and material orders placed during the month amounting to \$19,309 on projects financed by R. F. C. Mortgage Co.

A monthly summary of employment, pay rolls, and man-hours worked on construction projects financed by the Reconstruction Finance Corporation from May 1935 to May 1936, inclusive, is given in table 15.

Table 15.—Employment and Pay Rolls on Projects Financed by the Reconstruction Finance Corporation, May 1935 to May 1936

[Subject to revision]

Month	Number of wage earners	Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
<i>1935</i>					
May.....	10,506	\$1,100,977	1,522,959	\$0.723	\$2,287,090
June.....	11,901	1,191,336	1,592,744	.748	3,998,576
July.....	9,581	1,001,653	1,349,064	.742	1,495,108
August.....	9,415	1,020,208	1,367,071	.746	965,174
September.....	9,301	957,846	1,271,475	.753	1,016,202
October.....	9,204	952,790	1,269,273	.751	1,228,928
November.....	9,802	1,001,408	1,344,234	.745	1,411,338
December.....	7,792	869,459	1,160,845	.749	1,383,293
<i>1936</i>					
January.....	7,560	850,271	1,093,350	.778	1,355,520
February.....	7,961	905,455	1,179,431	.768	1,436,119
March.....	8,134	916,059	1,193,145	.768	1,385,640
April.....	10,021	1,133,880	1,479,182	.767	1,292,063
May.....	10,988	962,280	1,244,097	.773	1,441,248

¹ Revised.

¹ Data concerning projects financed by the Reconstruction Finance Corporation refer to the month ending May 15.

Construction Projects Financed From Regular Governmental Appropriations

WHENEVER a construction contract is awarded or force-account work is started by a department or agency of the Federal Government, the Bureau of Labor Statistics is immediately notified on forms supplied by the Bureau, of the name and address of the contractor, the amount of the contract, and the type of work to be performed. Blanks are then mailed by the Bureau to the contractor or Government agency doing the work. These reports are returned to the Bureau and show the number of men on pay rolls, the amounts disbursed for pay, the number of man-hours worked on the project, and the value of the different types of materials for which orders were placed during the month.

The following tables present data concerning construction projects on which work has started since July 1, 1934. The Bureau does not have statistics covering projects which were under way previous to that date.

Data concerning employment, pay rolls, and man-hours worked on construction projects financed from regular governmental appropriations during May ¹ are given in table 16, by type of project.

Table 16.—Employment on Construction Projects Financed from Regular Governmental Appropriations, by Type of Project, May 1936

[Subject to revision]

Type of project	Number of wage earners		Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
	Maximum number employed ¹	Weekly average				
All projects.....	² 79,789	76,645	\$6,242,763	10,262,637	\$0.608	\$12,559,367
Building construction.....	10,095	8,436	743,647	1,092,812	.680	2,872,924
Electrification.....	4	4	99	128	.773	0
Naval vessels.....	13,440	12,928	1,444,535	1,771,247	.816	2,808,723
Public roads ³	(4)	38,884	2,705,079	4,963,902	.545	5,300,568
Reclamation.....	1,209	1,144	170,472	229,668	.742	3,608
River, harbor, and flood control..	12,582	12,103	1,024,776	1,883,736	.544	913,647
Streets and roads.....	2,097	1,878	90,973	221,136	.411	57,865
Water and sewerage.....	59	41	2,580	5,653	.456	270
Miscellaneous.....	1,419	1,227	60,602	94,355	.642	601,762

¹ Maximum number employed during any 1 week of the month by each contractor and Government agency doing force-account work.

² Includes weekly average for public roads.

³ Estimated by the Bureau of Public Roads.

⁴ Not available; average number included in total.

Employment, pay rolls, and man-hours worked on construction projects financed from regular governmental appropriations from May 1935 to May 1936 are shown, by months, in table 17.

¹ Data concerning projects financed by regular governmental appropriations are based on month ending May 15.

Table 17.—Employment on Construction Projects Financed from Regular Governmental Appropriation, May 1935 to May 1936

[Subject to revision]

Month	Number of wage earners	Monthly pay-roll disbursements	Number of man-hours worked during month	Average earnings per hour	Value of material orders placed during month
<i>1935</i>					
May.....	23,057	\$1,599,937	2,370,925	\$0.675	\$2,704,333
June.....	26,191	1,904,454	2,842,470	.670	2,960,270
July.....	25,788	1,890,209	2,752,801	.687	3,079,618
August.....	36,491	2,694,822	4,137,008	.651	4,459,551
September.....	45,592	3,199,785	5,066,873	.632	5,801,445
October.....	59,091	4,193,129	6,716,798	.624	7,181,155
November.....	63,912	4,077,395	6,559,665	.622	6,690,405
December.....	56,780	3,707,963	5,980,118	.620	6,155,840
<i>1936</i>					
January.....	46,895	3,990,725	6,246,418	.639	5,584,611
February.....	43,915	3,619,025	5,545,115	.653	6,669,016
March.....	47,538	3,674,896	5,814,569	.632	7,185,019
April.....	60,107	5,205,353	8,375,190	.622	9,861,378
May.....	79,789	6,242,763	10,262,637	.608	10,561,134

State-Road Projects

A RECORD of employment and pay-roll disbursements in the construction and maintenance of State roads from May 1935 to May 1936, inclusive, is presented in table 18.

Table 18.—Employment on Construction and Maintenance of State Roads, May 1935 to May 1936¹

[Subject to revision]

Month	Number of employees working on—			Total pay roll
	New roads	Maintenance	Total	
1935				
May	27,924	135,541	163,465	\$6,008,348
June	30,823	138,253	169,076	7,079,793
July	35,826	148,575	184,401	8,232,589
August	40,130	163,960	204,090	9,063,104
September	40,431	156,187	196,618	8,435,225
October	40,390	147,324	187,714	8,150,299
November	32,487	139,138	171,625	7,156,025
December	27,046	121,690	148,736	6,139,581
1936				
January	14,358	105,795	120,153	7,481,502
February	10,256	119,777	130,033	7,572,614
March	8,150	133,386	141,536	7,689,770
April	11,339	143,305	154,644	8,918,024
May	16,566	164,356	180,922	10,560,866

¹ Excluding employment furnished by projects financed from Public Works Administration funds.

BUILDING OPERATIONS

Summary of Building-Construction Reports for June 1936

A PRONOUNCED improvement was shown in building-construction activity in June 1936. The value of building construction for which permits were issued in June totaled \$155,598,000, an increase of 34.4 percent, compared with the \$115,763,000 reported by the same cities in May. All classes of construction registered substantial gains, but the most marked increase occurred in the value of permits issued for new residential buildings.

A marked increase was also shown in building-construction activity in June over the corresponding month of the previous year. Compared with June 1935 the value of construction permits issued in June 1936 increased 96.8 percent. All classes of construction showed sharp gains.

Data comparing May and June 1936 are based on reports received by the Bureau of Labor Statistics from 1,362 identical cities with a population of 2,500 or over. Data comparing June 1936 with June 1935 are based on reports received by the Bureau from 708 identical cities with a population of 10,000 or over.

Comparisons, June 1936 with May 1936

A SUMMARY of building construction in 1,362 identical cities for May and June 1936 is given in table 1.

Table 1.—Summary of Building Construction in 1,362 Identical Cities, May and June 1936

Class of construction	Number of buildings			Estimated cost		
	June 1936	May 1936	Percentage change	June 1936	May 1936	Percentage change
All construction.....	57,416	56,366	+1.9	\$155,598,042	\$115,762,883	+34.4
New residential buildings.....	10,787	9,893	+9.0	75,268,266	51,825,363	+45.2
New nonresidential buildings.....	10,409	10,302	+1.0	50,422,363	35,854,631	+40.6
Additions, alterations, and repairs....	36,220	36,171	+1.1	29,907,453	28,082,889	+6.5

The number of buildings for which permits were issued in June showed a 1.9 percent increase over the previous month. The largest gain was indicated in the number of new residential buildings. Meas-

ured by the value of permits issued the estimated cost of new residential buildings in June showed a gain of \$23,443,000 over May; for new nonresidential buildings the increase was \$14,568,000; and for additions, alterations, and repairs to existing buildings the gain over the same period was \$1,825,000.

A summary of the estimated cost of housekeeping dwellings and the number of families provided for in dwellings for which permits were issued in May and June 1936 is shown in table 2.

Table 2.—Summary of Estimated Cost of Housekeeping Dwellings and of the Number of Families Provided for in 1,362 Identical Cities, May and June 1936

Type of dwelling	Estimated cost of housekeeping dwellings			Number of families provided for in new dwellings		
	June 1936	May 1936	Percentage change	June 1936	May 1936	Percentage change
All types.....	\$74, 593, 470	\$50, 567, 230	+47. 5	19, 128	12, 916	+48. 1
1-family.....	43, 937, 677	40, 216, 699	+9. 3	9, 942	9, 233	+7. 7
2-family ¹	2, 542, 311	2, 014, 570	+26. 2	873	727	+20. 1
Multifamily ²	28, 113, 482	8, 335, 961	+237. 3	8, 313	2, 956	+181. 2

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Compared with May, a substantial increase was shown in the estimated cost of new housekeeping dwellings in June. All types of dwellings registered gains, but the most marked increase, 237 percent, occurred in the estimated cost of multifamily dwellings. The number of families provided for by all types of new dwellings increased 48 percent. Multifamily dwelling units with 181 percent increase showed the most pronounced gain.

Comparisons, June 1936 with June 1935

A SUMMARY of building construction in 708 identical cities in June 1935 and June 1936 is presented in table 3.

Table 3.—Summary of Building Construction in 708 Identical Cities, June 1935 and June 1936

Class of construction	Number of buildings			Estimated cost		
	June 1936	June 1935	Percentage change	June 1936	June 1935	Percentage change
All construction.....	52, 556	39, 040	+34. 6	\$143, 273, 709	\$72, 790, 789	+96. 8
New residential buildings.....	9, 280	4, 792	+93. 7	67, 820, 564	28, 034, 023	+141. 9
New nonresidential buildings.....	9, 396	6, 329	+48. 5	47, 301, 864	26, 161, 916	+80. 8
Additions, alterations, and repairs.....	33, 880	27, 919	+21. 4	28, 151, 281	18, 594, 850	+51. 4

Permits were issued for 35 percent more buildings in June 1936 than in the corresponding month of 1935. All classes of construction showed gains, the most pronounced increase occurring in the number of new residential buildings. The estimated cost of building construction in June 1936, measured by the value of permits issued, was \$70,483,000 greater than in June 1935. Indicated expenditures for new residential construction accounted for more than one-half of the increase.

Table 4 presents, in summary form, the estimated cost of new housekeeping dwellings and the number of families provided for in such dwellings, for the months of June 1935 and June 1936.

Table 4.—Summary of Estimated Cost of Housekeeping Dwellings and of the Number of Families Provided for in 708 Identical Cities, June 1935 and June 1936

Type of dwelling	Estimated cost of housekeeping dwellings			Number of families provided for in new dwellings		
	June 1936	June 1935	Per-centage change	June 1936	June 1935	Per-centage change
All types.....	\$67,545,718	\$27,616,473	+144.6	17,431	7,186	+142.6
1-family.....	37,426,505	18,708,888	+100.0	8,539	4,406	+93.8
2-family ¹	2,333,281	1,263,505	+84.7	754	442	+70.6
Multifamily ²	27,785,932	7,644,040	+263.5	8,138	2,338	+248.1

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Measured by the value of permits issued, the estimated cost of new housekeeping dwellings in June 1936 was \$67,546,000, an increase of 145 percent, compared with June 1935. The most pronounced increase in expenditures was indicated for multifamily dwellings. The number of families provided for in new dwellings in June 1936 showed an increase of 143 percent. All types of family dwelling units showed marked gains.

Important Building Projects

PERMITS were issued during June for the following important building projects: In New York City—in the Borough of the Bronx for apartment houses to cost nearly \$19,000,000, in the Borough of Manhattan for apartment houses to cost over \$3,700,000 and for institutional buildings to cost over \$5,000,000, in the Borough of Queens for apartment houses to cost over \$800,000; in East Hartford, Conn., for factory buildings to cost \$295,000; in Buffalo, N. Y., for factory buildings to cost \$370,000; in Chicago, Ill., for factory buildings to cost over \$500,000 and for store buildings to cost over \$500,000; in Detroit, Mich., for factory buildings to cost nearly \$900,000; in

Cincinnati, Ohio, for public-utility buildings to cost nearly \$2,000,000; in Washington, D. C., for apartment houses to cost nearly \$1,500,000; in St. Paul, Minn., for factory buildings to cost over \$400,000; in Fort Worth, Tex., for amusement and recreational buildings to cost over \$1,000,000; in Los Angeles, Calif., for school buildings to cost over \$1,000,000; in Oakland, Calif., for factory buildings to cost over \$650,000; and in Pasadena, Calif., for a school building to cost nearly \$600,000. A contract was awarded by the Procurement Division of the Treasury Department for an additional building at the Bureau of Engraving and Printing to cost nearly \$5,000,000.

Detailed Reports for May 1936

DETAILED figures on building construction, as compiled by the Bureau of Labor Statistics, for the month of May 1936 are presented in this article. The data are the same as published in the Building Construction pamphlet for May, except for certain minor revisions or corrections.

Building Construction in Principal Cities

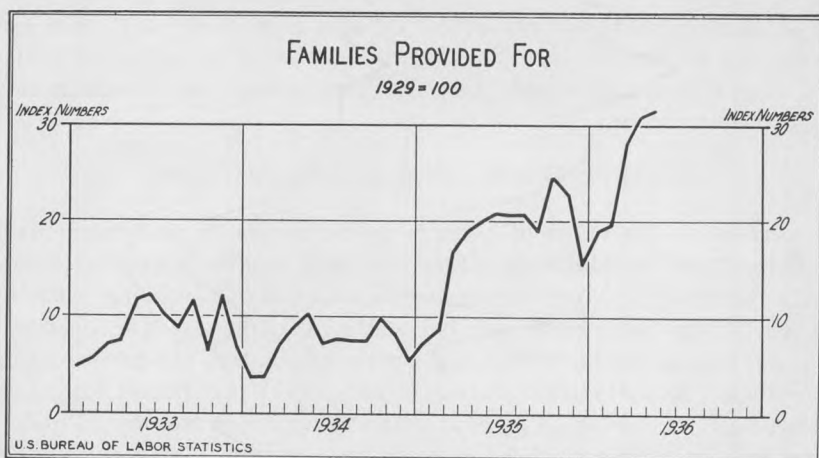
ALTHOUGH the value of permits issued for both new residential buildings and for additions, alterations, and repairs to existing structures increased in May, the aggregate value of all building permits issued during the month was below the April level. The decrease was due to a decided lowering of the permit valuation of nonresidential buildings. Reports to the Bureau of Labor Statistics from 1,522 cities showed an increase of 0.8 percent in the value of new residential buildings and an advance of 9.6 percent in additions, alterations, and repairs, but a decrease of more than 13.2 percent in the value of new nonresidential buildings. The value of all buildings for which permits were issued in May amounted to \$119,451,000, as against \$122,130,000 in April (see table 1).

In spite of the decrease in comparison with April, the May level of building activity was still far ahead of a year ago. Compared with the corresponding month of last year, the permit valuation for residential construction in May shows an increase of more than \$20,000,000, or 78.0 percent. The value of permits issued for new nonresidential buildings increased \$11,000,000, or 44.5 percent, and the value of additions, alterations, and repairs to existing structures increased nearly \$7,000,000, or 32.6 percent. The increase in the total value of permits issued in May was \$38,000,000 greater than in the corresponding month of last year, an increase of 53.6 percent.

Table 1.—Summary of Building Construction in 1,522 Identical Cities, April and May 1936

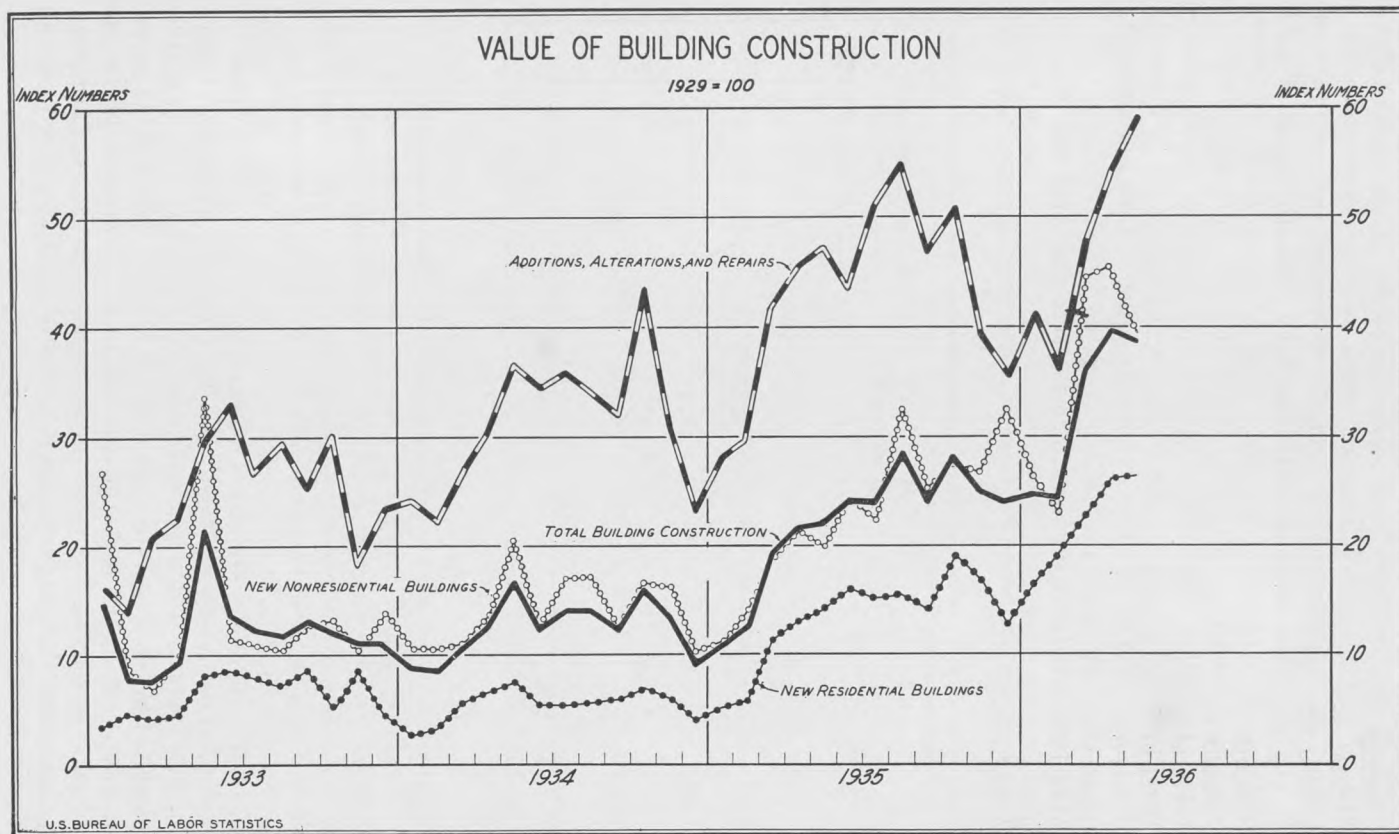
Class of construction	Number of buildings			Estimated cost		
	May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change
All construction.....	58,758	57,812	+1.6	\$119,451,167	\$122,130,316	-2.2
New residential buildings.....	10,295	10,376	-.8	53,418,436	53,013,193	+.8
New nonresidential buildings.....	10,868	10,579	+2.7	36,994,123	42,624,699	-13.2
Additions, alterations, and repairs..	37,595	36,857	+2.0	29,038,608	26,492,424	+9.6

The figures for building-construction activity for April and May are based on reports received by the Bureau from 1,522 identical cities having a population of 2,500 or over. The comparisons with the



corresponding month of last year are based on reports received from 792 identical cities having a population of 10,000 or over.

The information concerning permits issued is received by the Bureau of Labor Statistics direct from local building officials, except in the States of Illinois, Massachusetts, New Jersey, New York, North Carolina, and Pennsylvania, where the State departments of labor collect and forward the data to the Bureau. The cost figures shown in this report are estimates made by prospective builders on applying for permits to build. No land costs are included. Only building projects within the corporate limits of the cities included in the survey are shown in the Bureau's tabulation. The data, however, do include the value of contracts awarded for Federal and State buildings in the cities covered. This information is collected by the Bureau from the various Federal and State agencies which have the power to award contracts for building construction. The data on



public buildings are then added to the information concerning private buildings received from local building officials. In May the value of Federal and State buildings for which contracts were awarded in these 1,522 cities amounted to \$3,470,000 and in April to \$1,483,000. In the 792 cities which reported for May 1935, the value of public buildings for which contracts were awarded amounted to \$4,486,000.

Index numbers of indicated expenditures for each of the different types of building construction and for the number of family-dwelling units provided in new dwellings are given in table 2. The monthly trends for these major classes of construction and for the number of family-dwelling units provided during the period January 1933 to May 1936 are shown graphically in the accompanying charts

Table 2.—Index Numbers of Families Provided for and of Indicated Expenditures for Building Operations

[Monthly average, 1929=100]

Month	Families provided for	Indicated expenditures for—			
		New residential buildings	New non-residential buildings	Additions, alterations, and repairs	Total construction
1930					
April	62.0	51.0	100.1	81.8	73.8
May	59.6	48.5	90.7	84.5	69.3
1931					
April	64.6	48.6	73.9	65.2	60.6
May	51.7	39.8	58.5	53.0	48.8
1932					
April	13.4	9.7	25.0	32.0	18.8
May	11.3	7.9	39.3	27.3	23.3
1933					
April	7.4	4.6	9.9	22.6	9.5
May	11.9	8.1	33.8	29.8	21.7
1934					
April	9.0	6.7	13.6	30.1	12.8
May	10.2	7.3	20.4	36.4	16.7
1935					
April	18.9	13.0	21.2	45.5	21.6
May	20.0	14.2	19.9	47.2	22.0
1936					
January	19.0	16.6	26.2	41.0	24.9
February	19.6	19.1	23.1	36.2	24.5
March	28.1	22.7	44.4	47.9	36.0
April	30.9	26.2	45.5	53.9	39.6
May	31.6	26.4	39.5	59.1	38.7

During the first 5 months of 1936, permits were issued for buildings valued at more than \$466,000,000. (See table 3.) This is an increase of 70.6 percent compared with the corresponding period of 1935. Residential building during the first 5 months of 1936 was 114 percent greater than in the first 5 months of 1935. There was an increase of 66.0 percent in the value of new nonresidential buildings and a gain of more than 30 percent in the value of additions, alterations, and repairs to existing structures.

Table 3.—Estimated Cost of Building Construction, First 5 Months of 1935 and of 1936, by Class of Construction

Class of construction	Estimated cost of building construction—first 5 months of—		Percentage change
	1936	1935	
All construction.....	\$466,440,980	\$273,382,712	+70.6
New residential buildings.....	188,960,987	88,199,809	+114.2
New nonresidential buildings.....	168,896,311	101,820,375	+65.9
Additions, alterations, and repairs.....	108,583,682	83,362,528	+30.3

Comparison With Previous Month

THE value of new residential buildings for which permits were issued in May exceeds the April level in five of the nine geographic divisions. (See table 4.) The largest increase, 56.0 percent, was in the East South Central States. Four of the nine geographic divisions registered increases in the value of permits issued for new nonresidential buildings. These increases were, however, offset by sharp decreases in other parts of the country and the total value of the permits issued for this type of construction was 13.2 percent lower than in April. The largest decreases in new nonresidential construction were in the East North Central and the Middle Atlantic States. In five geographic divisions gains were reported in the value of additions, alterations, and repairs to existing buildings, the largest increase being in the South Atlantic States. The largest decrease in this type of construction occurred in the Mountain States.

Table 4.—Estimated Cost of Building Construction in 1,522 Identical Cities, April and May 1936

Geographic division	New residential buildings (estimated cost)			New nonresidential buildings (estimated cost)		
	May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change
All divisions.....	\$53,418,436	\$53,013,193	+0.8	\$36,994,123	\$42,624,699	-13.2
New England.....	3,144,615	3,472,264	-9.4	2,635,713	2,212,237	+19.1
Middle Atlantic.....	14,504,246	14,791,258	-1.9	12,191,109	11,249,726	+8.4
East North Central.....	10,842,786	10,158,936	+6.7	6,825,178	12,073,186	-43.5
West North Central.....	3,375,780	3,167,101	+6.6	2,114,200	2,857,793	-26.0
South Atlantic.....	7,586,799	7,310,084	+3.8	2,472,780	4,152,223	-40.4
East South Central.....	1,249,827	800,979	+56.0	1,089,107	1,642,906	-33.7
West South Central.....	2,996,121	3,265,909	-8.3	2,647,504	2,767,865	-4.3
Mountain.....	1,367,575	1,278,198	+7.0	779,411	732,537	+6.4
Pacific.....	8,350,687	8,768,464	-4.8	6,239,121	4,936,226	+26.4

Table 4.—Estimated Cost of Building Construction in 1,522 Identical Cities, April and May 1936—Continued

Geographic division	Additions, alterations, and repairs (estimated cost)			Total construction			Number of cities
	May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change	
All divisions.....	\$29,038,608	\$26,492,424	+9.6	\$119,451,167	\$122,130,316	-2.2	1,522
New England.....	2,309,364	2,542,177	-9.2	8,089,692	8,226,678	-1.7	132
Middle Atlantic.....	8,658,805	8,291,007	+4.4	35,354,160	34,331,991	+3.0	361
East North Central.....	5,365,681	4,517,305	+18.8	23,033,545	26,749,427	-13.9	333
West North Central.....	1,737,089	1,520,891	+14.2	7,227,069	7,545,785	-4.2	134
South Atlantic.....	4,834,549	2,880,111	+67.9	14,894,128	14,342,418	+3.8	184
East South Central.....	824,724	825,130	(¹)	3,163,658	3,269,015	-3.2	74
West South Central.....	1,234,433	1,472,575	-16.2	6,878,058	7,506,349	-8.4	99
Mountain.....	648,534	1,215,930	-46.7	2,795,520	3,226,665	-13.4	63
Pacific.....	3,425,529	3,227,298	+6.1	18,015,337	16,931,988	+6.4	142

¹ Less than 1/10 of 1 percent.

Living quarters will be provided for 13,341 families by the new dwellings for which permits were issued in May. This is an increase of 2.4 percent compared with the preceding month. The gain was confined to multifamily dwellings as there were decreases in the number of dwelling units provided in both one-family and two-family dwellings. (See table 5.)

Table 5.—Estimated Cost and Number of Family-Dwelling Units Provided in 1,522 Identical Cities, April and May 1936

Type of dwelling	Number of families provided for			Estimated cost		
	May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change
All types.....	13,341	13,027	+2.4	\$52,186,803	\$52,381,716	-0.4
1-family.....	9,622	9,636	-1.1	41,782,902	42,899,896	-2.6
2-family ¹	733	906	-19.1	2,029,840	2,530,061	-19.8
Multifamily ²	2,986	2,485	+20.2	8,374,061	6,951,759	+20.5

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

Analysis By Size of Cities, April and May 1936

COMPARED with April, there were decided variations in the trend of construction in cities of different population groups. The 14 cities having a population of 500,000 and over showed the largest gain over April in indicated expenditures for building construction. Gains were also shown in the cities having a population between 25,000 and 50,000 and between 5,000 and 10,000. The largest decrease occurred in the population group of from 50,000 to 100,000. Gains in residential construction occurred in five of the seven population groups, the largest gain being recorded in the two smallest groups.

Only three population groups registered increases in the estimated cost of nonresidential buildings, but five groups showed increases in

the value of permits issued for additions, alterations, and repairs to existing structures.

The estimated cost of building construction in 1,522 identical cities having a population of 2,500 or over is given in table 6, by population groups, for the months of April and May 1936.

Table 6.—Estimated Cost of Building Construction, by Cities of Specified Population, April and May 1936

Population group	Number of cities	Total construction			New residential buildings		
		May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change
Total, all groups.....	1, 522	\$119, 451, 167	\$122, 130, 316	-2. 2	\$53, 418, 436	\$53, 013, 193	+0. 8
500,000 and over.....	14	43, 395, 452	38, 715, 486	+12. 1	18, 317, 940	17, 671, 049	+3. 7
100,000 and under 500,000.....	78	25, 526, 354	27, 775, 433	-8. 1	9, 870, 200	9, 435, 137	+4. 6
50,000 and under 100,000.....	96	10, 567, 073	13, 548, 333	-22. 0	4, 482, 219	4, 850, 048	-7. 6
25,000 and under 50,000.....	163	12, 635, 291	11, 471, 192	+10. 1	4, 978, 693	4, 765, 741	+4. 5
10,000 and under 25,000.....	442	15, 385, 964	18, 474, 955	-16. 7	8, 294, 870	9, 399, 013	-11. 7
5,000 and under 10,000.....	350	8, 026, 682	7, 479, 434	+7. 3	4, 991, 591	4, 615, 287	+8. 2
2,500 and under 5,000.....	379	3, 914, 351	4, 665, 483	-16. 1	2, 482, 923	2, 276, 918	+9. 0

Population group	New nonresidential buildings			Additions, alterations, and repairs		
	May 1936	April 1936	Percentage change	May 1936	April 1936	Percentage change
Total, all groups.....	\$36, 994, 123	\$42, 624, 699	-13. 2	\$29, 038, 608	\$26, 492, 424	+9. 6
500,000 and over.....	13, 560, 928	11, 473, 292	+18. 2	11, 516, 584	9, 571, 145	+20. 3
100,000 and under 500,000.....	9, 419, 916	12, 160, 707	-22. 5	6, 236, 238	6, 179, 589	+0. 9
50,000 and under 100,000.....	2, 929, 647	5, 872, 605	-50. 1	3, 155, 207	2, 825, 680	+11. 7
25,000 and under 50,000.....	4, 719, 670	4, 257, 857	+10. 8	2, 936, 928	2, 447, 594	+20. 0
10,000 and under 25,000.....	3, 624, 978	5, 378, 552	-32. 6	3, 460, 116	3, 697, 590	-6. 3
5,000 and under 10,000.....	1, 789, 509	1, 548, 291	+15. 6	1, 245, 582	1, 315, 856	-5. 3
2,500 and under 5,000.....	949, 475	1, 933, 395	-50. 9	481, 953	455, 170	+5. 9

The number of family-dwelling units provided in the 1,522 reporting cities is shown, by population groups, in table 7.

Table 7.—Number of Families Provided for by Different Types of Dwellings in 1,522 Identical Cities, April and May 1936, by Population Groups

Population group	Number of cities	Total number of families provided for		1-family dwellings		2-family dwellings ¹		Multifamily dwellings ²	
		May 1936	April 1936	May 1936	April 1936	May 1936	April 1936	May 1936	April 1936
Total, all groups.....	1, 522	13, 341	13, 027	9, 622	9, 636	733	906	2, 986	2, 485
500,000 and over.....	14	4, 838	4, 387	2, 511	2, 396	222	204	2, 105	1, 787
100,000 and under 500,000.....	78	2, 483	2, 428	1, 921	1, 988	163	202	399	238
50,000 and under 100,000.....	96	1, 095	1, 141	930	917	90	104	75	120
25,000 and under 50,000.....	163	1, 211	1, 173	1, 052	983	68	82	91	108
10,000 and under 25,000.....	442	1, 994	2, 262	1, 804	1, 942	103	200	87	120
5,000 and under 10,000.....	350	1, 081	1, 037	826	865	60	75	195	97
2,500 and under 5,000.....	379	639	599	578	545	27	39	34	15

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

More family-dwelling units were provided during May than April in five of the seven population groups. These increases were for the most part due to a pick-up in the erection of apartment houses, although the number of one-family dwellings showed gains in four of the seven groups.

Comparison With a Year Ago

PRONOUNCED gains are shown in the value of buildings for which permits were issued in each of the nine geographic divisions, comparing May 1936 with the corresponding month of 1935. The increases range from 25.0 percent in the West South Central States to 84.2 percent in the Mountain States. An increase of 78.8 percent is indicated in the total estimated cost of new residential buildings, but four of the geographic divisions show gains of more than 100 percent and one, the East South Central, shows a gain of over 200 percent. (See table 8.)

Table 8.—Estimated Cost of Building Construction in 792 Identical Cities, May 1935 and May 1936

Geographic division	New residential buildings (estimated cost)			New nonresidential buildings (estimated cost)		
	May 1936	May 1935	Percentage change	May 1936	May 1935	Percentage change
All divisions.....	\$45,720,384	\$25,573,278	+78.8	\$34,394,636	\$23,794,695	+44.5
New England.....	3,027,115	1,921,465	+57.5	2,599,158	1,858,717	+39.8
Middle Atlantic.....	12,995,423	8,535,271	+52.3	11,624,582	6,393,582	+81.8
East North Central.....	9,096,520	3,934,618	+131.2	6,166,060	4,187,595	+47.2
West North Central.....	2,901,841	1,816,983	+59.7	1,864,255	1,454,689	+28.2
South Atlantic.....	5,502,479	3,578,712	+53.8	2,062,895	2,946,775	-30.0
East South Central.....	1,055,782	334,168	+215.9	944,053	706,547	+33.6
West South Central.....	2,630,496	1,439,906	+82.7	2,685,784	2,896,028	-7.3
Mountain.....	1,136,360	488,215	+132.8	597,076	348,845	+71.2
Pacific.....	7,374,368	3,523,940	+109.3	5,850,773	3,001,917	+94.9

Geographic division	Additions alterations, and repairs (estimated cost)			Total construction			Number of cities
	May 1936	May 1935	Percentage change	May 1936	May 1935	Percentage change	
All divisions.....	\$27,233,292	\$20,537,252	+32.6	\$107,348,312	\$69,905,225	+53.6	792
New England.....	2,283,642	1,857,690	+22.9	7,909,915	5,637,872	+40.3	110
Middle Atlantic.....	8,198,717	6,714,484	+22.1	32,818,722	21,643,337	+51.6	182
East North Central.....	5,059,015	3,651,362	+38.6	20,321,595	11,773,575	+72.6	184
West North Central.....	1,657,970	1,290,790	+28.4	6,424,066	4,562,462	+40.8	68
South Atlantic.....	4,581,672	2,713,884	+68.8	12,147,046	9,239,371	+31.5	82
East South Central.....	646,928	725,335	-10.8	2,646,763	1,766,050	+49.9	35
West South Central.....	1,068,418	771,359	+38.5	6,384,698	5,107,293	+25.0	46
Mountain.....	533,543	398,961	+35.4	2,266,979	1,231,021	+84.2	25
Pacific.....	3,203,387	2,418,387	+32.5	16,428,528	8,944,244	+83.7	60

Seven of the nine geographic divisions registered gains in the value of new nonresidential buildings and eight in the value of additions, alterations, and repairs to existing structures.

The number of family-dwelling units and the estimated cost of the various types of housekeeping dwellings for which permits were issued in May 1935 and May 1936 are given in table 9.

Table 9.—Estimated Cost and Number of Family-Dwelling Units Provided in 792 Identical Cities, May 1935 and May 1936

Type of dwelling	Number of families provided for			Estimated cost		
	May 1936	May 1935	Percentage change	May 1936	May 1935	Percentage change
All types.....	11, 582	7, 010	+65. 2	\$45, 283, 751	\$25, 364, 014	+78. 5
1-family.....	8, 181	4, 656	+75. 7	35, 577, 008	19, 072, 938	+86. 5
2-family ¹	644	438	+47. 0	1, 820, 282	1, 165, 294	+56. 2
Multifamily ²	2, 757	1, 916	+43. 9	7, 886, 461	5, 125, 782	+53. 9

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

Substantial gains were registered in the number of family-dwelling units provided in all types of housekeeping dwellings, the gain in one-family dwellings being more than 75 percent.

Construction From Public Funds

INFORMATION concerning the value of contracts awarded and force-account work started during April and May 1936 on projects financed from the Public Works Administration fund, from The Works Program fund, and from regular governmental appropriations is shown in table 10.

Table 10.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, April and May 1936 ¹

Type of project	Total		The Works Program ²		Regular governmental appropriations	
	May 1936	April 1936	May 1936	April 1936	May 1936	April 1936
	<i>Dollars</i>	<i>Dollars</i>	<i>Dollars</i>	<i>Dollars</i>	<i>Dollars</i>	<i>Dollars</i>
All types.....	\$ 87,359, 943	\$ 94, 015, 033	29, 803, 058	\$ 31,579, 172	21, 711, 217	18, 113, 053
Building.....	\$ 26,839, 066	\$ 26,674, 631	178, 442	\$ 986, 809	5, 093, 304	2, 013, 013
Electrification.....	2, 996, 427	279, 032	2, 686, 080	269, 000	783	2, 100
Heavy engineering.....	1, 593, 386	971, 839	0	0	-----	-----
Hydroelectric power plants.....	0	14, 230	0	0	-----	-----
Naval vessels.....	401, 700	1, 298, 900	-----	-----	401, 700	1, 298, 900
Professional, technical, and clerical projects.....	1, 200	228, 822	1, 200	\$ 228, 822	-----	-----
Public roads:						
Grade-crossing elimination.....	13, 118, 243	12, 811, 051	13, 118, 243	12, 808, 252	-----	-----
Roads.....	28, 551, 034	30, 454, 218	13, 313, 185	\$ 15,860, 593	13, 925, 742	13, 206, 992
Reclamation.....	530, 953	1, 493, 399	239, 818	1, 096, 651	155, 600	155, 500
River, harbor, and flood control.....	972, 216	1, 385, 608	17, 850	150, 845	863, 469	867, 763
Sewing, canning, gardening, etc.....	0	2, 500	0	2, 500	-----	-----
Streets and roads ³	2, 399, 188	1, 570, 790	900	0	37, 244	0
Water and sewerage systems.....	8, 391, 732	13, 577, 328	0	0	9, 884	6, 530
Miscellaneous.....	1, 559, 798	3, 252, 685	247, 340	175, 700	323, 491	562, 255

See footnotes at end of table.

Table 10.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, April and May 1936—Continued

Type of project	Public Works Administration					
	Federal		Non-Federal			
			N. I. R. A.		E. R. A. A. 1935 ⁷	
	May 1936	April 1936	May 1936	April 1936	May 1936	April 1936
	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars
All types.....	1,894,965	2,709,526	10,356,540	12,882,777	³ 23,594,163	⁴ 28,730,505
Building.....	397,659	1,109,574	6,754,683	5,003,511	³ 13,514,978	⁴ 17,561,724
Electrification.....	-----	-----	-----	-----	309,564	7,932
Heavy engineering.....	-----	-----	-----	-----	1,598,386	971,839
Hydroelectric power plants.....	-----	-----	-----	-----	0	14,230
Public roads:	-----	-----	-----	-----	-----	-----
Grade-crossing elimination.....	-----	-----	-----	-----	0	2,799
Roads.....	1,312,107	1,386,633	-----	-----	-----	-----
Reclamation.....	116,348	142,010	-----	-----	19,187	⁵ 99,238
River, harbor, and flood control.....	21,020	0	-----	-----	69,877	367,000
Streets and roads ⁶	47,001	0	255,044	591,195	2,058,999	⁵ 979,595
Water and sewerage systems.....	0	48,549	3,041,445	5,405,239	5,340,403	⁵ 8,117,010
Miscellaneous.....	830	22,760	305,368	1,882,832	682,769	⁵ 609,138

¹ Preliminary, subject to revision.² Does not include data for that part of The Works Program operated by the Works Progress Administration.³ Includes \$167,664 low-cost housing projects (Housing Division, P. W. A.).⁴ Revised; includes \$873,064 low-cost housing projects (Housing Division, P. W. A.).⁵ Revised.⁶ Other than those reported by the Bureau of Public Roads.⁷ Not included in The Works Program.

Among the more important construction projects to be financed wholly or partially from Federal funds during May were: Sanitary sewerage in Chicago, Ill., to cost over \$2,700,000; water and sewerage work in New Orleans, La., to cost nearly \$700,000; sewerage work in Minneapolis-St. Paul Sanitary District to cost over \$1,700,000; New York City subway to cost over \$900,000; sewerage systems in Buffalo, N. Y., to cost over \$700,000; and waterworks in Cicero, Ill., to cost over \$900,000.

The value of public-building and highway-construction awards financed wholly from appropriations from State funds, as reported by the various State governments, for May 1935 and April and May 1936, is shown, by geographic divisions, in table 11.

Table 11.—Value of Public-Building and Highway-Construction Awards Financed Wholly by State Funds

Geographic division	Value of awards for public buildings			Value of awards for highway construction		
	May 1936	April 1936	May 1935	May 1936	April 1936	May 1935
All divisions.....	\$986,580	\$2,810,397	\$1,203,090	\$6,273,456	\$5,555,464	\$3,898,042
New England.....	7,867	6,000	30,094	736,204	1,280,495	8,993
Middle Atlantic.....	167,111	602,521	856,173	1,806,316	370,960	167,172
East North Central.....	189,941	321,382	131,613	351,362	561,519	423,682
West North Central.....	18,387	102,970	20,152	10,859	482,526	375,381
South Atlantic.....	189,250	51,242	46,145	219,261	226,971	141,537
East South Central.....	15,000	0	6,444	0	0	245,831
West South Central.....	222,360	1,087,119	1,615	621,301	612,509	2,056,060
Mountain.....	31,800	127,473	10,854	88,012	21,173	75,297
Pacific.....	144,864	511,690	100,000	2,440,141	1,999,311	404,089

The value of the highway work undertaken under May 1936 contracts as reported by the States was much greater than during either April 1936 or May 1935. In contrast, the value of public-building awards during May 1936 was lower than for either of the other two periods under discussion.

RETAIL PRICES

Food Prices in June 1936

RETAIL food costs advanced 5.5 percent between May 19 and June 30. During the first part of this period the increase was greater than during the last 2 weeks. The rise amounted to 2.8 percent from May 19 to June 2; 2.1 percent from June 2 to June 16; and 0.5 percent from June 16 to June 30. The continued increases were due primarily to advances in prices of fruits and vegetables, augmented by higher prices for butter and eggs.

The composite index of retail food costs stood at 84.3 (1923-25 equals 100) on June 30, the highest level since March 15, 1931. Compared with a year ago, retail food costs were 3.4 percent higher.

The cost of cereals and bakery products declined 0.3 percent between May 19 and June 30. This decrease was due largely to a drop of 1.8 percent for wheat flour and of 0.6 percent for white bread. The price of flour is lower than it has been at any time since July 15, 1933. Decreases in the price of white bread occurred in 14 cities. The price of whole-wheat bread fell 0.1 percent. Other decreases were 0.7 percent for hominy grits and 0.6 percent for wheat cereal. Increases ranged from 0.1 percent for rye bread to 2.0 percent for macaroni.

The average advance of 1.3 percent in the retail cost of meats was not continuous during the 6-week period, May 19 to June 30. A recession took place from June 2 to June 16, due largely to lower prices for the beef and veal items. The chief factors causing the net advance of 1.3 percent were a gain of 3.7 percent for pork and an average rise of 3.3 percent for lamb. The price of roasting chickens was also higher, 3.4 percent. Partially offsetting these advances was an 0.8-percent decrease in beef costs during the 6 weeks. The largest increases reported for the items in the group were 7.0 percent for pork loin roast and 6.4 percent for pork chops. The price of plate beef fell 5.5 percent, the largest decrease shown.

The cost of dairy products rose 3.0 percent, as a result of higher prices for butter. Although the price of butter is usually lower in June than in May, all but one of the 51 cities reported increases which ranged from 3.0 percent in Savannah to 18.0 percent in Denver. In 23 cities the reported increase was over 10.0 percent. Dallas was the only city which showed a decline. The average price for the 51 cities combined was up 10.2 percent. Price changes for other items in the

group were relatively small. The average price of fresh milk, delivered, rose 0.1 percent, due to an advance of 1 cent a quart in Louisville. Evaporated milk also showed an increase of 0.1 percent. Cheese advanced 0.6 percent, and cream decreased an equal amount.

Larger than average seasonal increases during June brought the price of eggs on June 30, 9.1 percent above the average for May 19, although still 2.0 percent below a year ago. Increases were reported by all cities, but were most pronounced in cities of the New England and South Central regions.

Fruit and vegetable costs rose 21.5 percent. The advance was due to higher prices for those fresh items of greatest importance in the average family budget. The abnormal rise in potato prices during May and the first half of June was the result of seasonal advances augmented by the effect of a shortage in the supply of both the old and new crop. On June 16 the average price of potatoes was 44.6 percent above the price on May 19 and 130.5 percent higher than a year ago. However, the upward movement was checked, and from June 16 to June 30 potato prices declined 2.7 percent. Cabbage, which usually shows a moderate decrease at this season, advanced 49.7 percent during the 6-week period. Apple prices were up 18.3 percent. Other important price changes in the subgroup were increases of 21.2 percent for sweetpotatoes, 11.8 percent for lettuce, 8.8 percent for oranges, and a decrease of 23.7 percent for green beans. The index for canned fruits and vegetables rose 0.1 percent. Price changes for items in this subgroup more or less offset each other. The largest decline was 1.0 percent in the price of pears and the largest gain 1.9 percent for corn. Costs of dried fruits and vegetables were 1.9 percent higher than on May 19. The price of navy beans was up by 3.5 percent and of prunes, 2.8 percent. Peaches showed the only decrease in the subgroup, 0.3 percent.

Beverages and chocolate costs decreased 0.8 percent. The average price of coffee during June was lower than at any time since January 1913. Between May 19 and June 30, the net decrease was 1.2 percent. Tea and cocoa registered small increases. The price of chocolate remained unchanged.

Prices of all items in the fats and oils group were lower on June 30 than on May 19. The decreases ranged from 0.2 percent for salad oil to 2.5 percent for lard and 3.0 percent for oleomargarine. The index for the group declined 1.9 percent and is lower than at any time since January 1935.

The cost of sugar and sweets rose 1.0 percent. The price of sugar, which is the determining factor in the movement of the group, increased 1.5 percent. The average price of molasses rose 0.3 percent, while corn sirup and strawberry preserves declined 0.5 and 0.9 percent, respectively.

Indexes of retail food costs by major commodity groups in June and May 1936 are presented in table 1, together with comparison of the level of costs for June 1929 and other recent years.

Table 1.—Indexes of Retail Food Costs in 51 Cities Combined ¹ by Commodity Groups

June and May 1936 and June 1935, 1933, and 1929

[1923-25=100]

Commodity group	1936					1935		1933	1929
	June 30	June 16	June 2	May 19	May 5	June 18	June 4	June 15	June 15
All foods.....	84.3	83.8	82.1	79.9	80.1	81.5	81.9	64.9	103.7
Cereals and bakery products.....	90.4	90.4	90.7	90.7	91.0	92.1	92.4	71.8	97.7
Meats.....	94.4	94.0	94.4	93.2	94.3	99.1	99.9	65.9	123.3
Dairy products.....	77.5	76.5	75.5	75.2	76.1	73.9	74.5	64.7	101.4
Eggs.....	65.0	63.0	60.6	59.6	59.0	66.3	65.9	43.5	85.7
Fruits and vegetables.....	85.1	85.2	78.3	70.1	68.9	67.3	67.7	67.5	98.2
Fresh.....	87.0	87.1	79.3	69.9	68.6	66.0	66.4	68.9	97.8
Canned.....	78.4	78.3	78.3	78.2	78.3	84.3	84.4	66.7	98.1
Dried.....	58.9	58.4	58.2	57.8	57.7	63.1	63.0	52.5	102.5
Beverages and chocolate.....	67.1	66.9	67.3	67.6	67.7	70.1	70.8	67.3	110.5
Fats and oils.....	72.8	73.0	73.4	74.2	74.8	81.7	81.5	49.9	93.4
Sugar and sweets.....	64.7	64.5	64.3	64.1	63.8	65.1	64.9	61.0	72.3

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

Prices of 49 of the 84 foods included in the index advanced between May 19 and June 30. Lower prices were reported for the other 35 items. Cabbage and potatoes showed the largest percentage increases and green beans the greatest decrease.

Average prices for each of the 84 foods for 51 cities combined are shown in table 2 for June and May 1936 and for June 1935.

Table 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined ¹

June and May 1936 and June 1935

[*Indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1936					1935	
	June 30	June 16	June 2	May 19	May 5	June 18	June 4
Cereals and bakery products:							
Cereals:							
*Flour, wheat.....pound..	Cents 4.5	Cents 4.5	Cents 4.6	Cents 4.6	Cents 4.7	Cents 4.9	Cents 5.0
*Macaroni.....do.....	15.0	15.1	15.0	14.7	14.8	15.7	15.7
*Wheat cereal.....28-oz. package..	24.2	24.2	24.2	24.3	24.3	24.2	24.4
*Corn flakes.....8-oz. package..	8.1	8.1	8.1	8.1	8.1	8.2	8.2
*Corn meal.....pound..	4.9	4.9	4.9	4.8	4.8	5.1	5.1
Hominy grits.....24-oz. package..	8.9	8.9	9.0	9.0	9.0	9.3	9.3
*Rice.....pound..	8.6	8.6	8.5	8.5	8.5	8.3	8.4
*Rolled oats.....do.....	7.4	7.4	7.4	7.4	7.4	7.7	7.6
Bakery products:							
*Bread, white.....do.....	8.1	8.1	8.2	8.2	8.2	8.3	8.3
Bread, whole-wheat.....do.....	9.3	9.3	9.3	9.3	9.3	9.3	9.3
Bread, rye.....do.....	8.9	8.9	8.9	8.9	8.9	8.8	8.8
Cake.....do.....	25.4	25.2	25.1	25.1	24.9	23.3	23.2
Soda crackers.....do.....	18.1	18.1	18.1	18.0	18.1	17.0	16.9

See footnotes at end of table.

Table 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined—
Continued

June and May 1936 and June 1935

[*Indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1936					1935	
	June 30	June 16	June 2	May 19	May 5	June 18	June 4
Meats:							
Beef:							
*Sirloin steak.....pound..	Cents 37.2	Cents 37.0	Cents 37.1	Cents 37.0	Cents 37.1	Cents 42.4	Cents 42.9
*Round steak.....do....	33.6	33.5	33.4	33.4	33.6	38.3	38.7
*Rib roast.....do....	28.7	28.8	29.0	28.8	29.2	32.6	33.1
*Chuck roast.....do....	21.7	21.6	22.0	21.8	22.2	25.8	26.2
*Plate.....do....	14.4	14.8	15.2	15.3	15.6	17.8	18.0
*Liver.....do....	25.9	25.9	25.6	25.4	25.4	24.7	24.2
Veal:							
*Cutlets.....do....	40.8	40.9	40.8	39.9	39.9	39.3	39.5
Pork:							
*Chops.....do....	34.6	34.4	35.0	32.5	34.1	37.1	37.9
*Loin roast.....do....	28.7	28.5	29.2	26.8	28.4	31.0	31.3
*Bacon, sliced.....do....	40.4	40.5	40.4	40.5	41.0	41.0	40.2
*Bacon, strip.....do....	35.1	35.1	35.3	35.2	35.5	35.3	35.0
*Ham, sliced.....do....	48.6	48.1	47.3	46.9	47.0	45.2	44.8
*Ham, whole.....do....	32.0	31.6	30.8	30.7	30.7	28.5	28.2
*Salt pork.....do....	23.6	23.5	23.7	24.0	24.4	26.0	25.9
Lamb:							
*Breast.....do....	14.2	14.2	14.6	14.0	13.9	12.5	12.8
*Chuck.....do....	24.9	24.7	25.0	24.1	23.8	21.6	21.6
*Leg.....do....	31.4	31.3	32.0	30.4	30.8	28.0	28.1
*Rib chops.....do....	39.3	39.3	39.0	37.9	37.6	33.7	34.4
Poultry:							
*Roasting chickens.....do....	33.6	31.8	32.1	32.5	32.7	31.5	31.9
Fish:							
*Salmon, pink.....16-oz. can..	13.1	13.1	13.1	13.1	13.1	13.0	13.0
*Salmon, red.....do....	25.5	25.5	25.5	25.5	25.5	21.0	21.0
Dairy products:							
*Butter.....pound..	37.4	35.8	34.3	33.9	35.2	31.4	32.3
*Cheese.....do....	26.7	26.7	26.5	26.5	26.9	26.5	26.7
*Cream.....do....	14.6	14.6	14.7	14.7	14.9	14.6	14.7
*Milk, fresh (delivered and store) 1/2 quart..	11.6	11.6	11.6	11.6	11.6	11.8	11.8
*Milk, fresh (delivered).....do....	11.8	11.8	11.8	11.8	11.8	11.8	11.8
*Milk, evaporated.....14 1/2-oz. can..	7.4	7.4	7.4	7.4	7.4	7.2	7.2
*Eggs.....do....	33.8	32.8	31.6	31.0	30.7	34.6	34.4
Fruits and vegetables:							
Fresh:							
*Apples.....pound..	6.6	6.4	5.8	5.6	5.5	7.9	7.4
*Bananas.....do....	6.2	6.3	6.3	6.3	6.1	6.1	6.2
*Lemons.....do....	32.5	32.9	33.2	32.6	28.1	21.2	20.8
*Oranges.....do....	34.9	34.6	34.1	32.0	30.1	31.4	32.6
*Beans, green.....pound..	8.7	10.0	11.5	11.3	12.9	8.7	9.1
*Cabbage.....do....	6.0	5.4	4.1	4.0	4.3	3.6	4.1
*Carrots.....bunch..	5.2	5.5	5.5	5.2	5.2	5.4	5.8
*Celery.....stalk..	9.7	10.1	9.9	9.9	10.0	11.6	11.2
*Lettuce.....head..	8.3	8.5	7.8	7.4	8.6	8.0	9.4
*Onions.....pound..	4.1	4.0	4.0	4.0	4.1	6.4	7.1
*Potatoes.....do....	4.8	4.9	4.3	3.4	3.2	2.1	2.1
*Spinach.....do....	6.5	6.0	5.8	6.0	6.9	4.8	5.3
*Sweet potatoes.....do....	5.6	5.1	4.8	4.6	4.3	4.5	4.4
Canned:							
*Peaches.....no. 2 1/2 can..	17.7	17.7	17.6	17.6	17.6	19.3	19.3
*Pears.....do....	22.0	22.0	22.1	22.2	22.3	22.9	22.8
*Pineapples.....do....	22.2	22.3	22.3	22.2	22.4	22.6	22.7
*Asparagus.....no. 2 can..	26.3	26.1	26.1	26.0	25.8	25.4	25.4
*Beans, green.....do....	11.5	11.4	11.4	11.4	11.4	11.9	11.9
*Beans with pork.....16-oz. can..	6.9	7.0	7.0	7.0	7.0	6.8	6.9
*Corn.....no. 2 can..	11.4	11.3	11.2	11.2	11.2	13.0	12.9
*Peas.....do....	15.9	15.8	15.8	15.8	15.8	17.7	17.6
*Tomatoes.....do....	9.2	9.2	9.2	9.2	9.2	10.3	10.4
*Tomato soup.....10 1/2-oz. can..	8.2	8.2	8.2	8.1	8.1	8.1	8.1
Dried:							
*Peaches.....pound..	17.0	17.1	17.1	17.1	17.1	16.8	16.8
*Prunes.....do....	9.7	9.6	9.5	9.4	9.4	11.5	11.5
*Raisins.....15-oz. package..	9.7	9.7	9.7	9.7	9.7	9.8	9.8
*Black-eyed peas.....pound..	8.8	8.8	8.8	8.8	8.8	8.7	8.7
*Lima beans.....do....	10.7	10.7	10.7	10.6	10.6	10.0	10.0
*Navy beans.....do....	5.9	5.7	5.7	5.7	5.6	6.3	6.3

See footnotes at end of table.

Table 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined—Continued

June and May 1936 and June 1935

[*Indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1936					1935	
	June 30	June 16	June 2	May 19	May 5	June 18	June 4
Beverages and chocolate:							
*Coffee.....pound..	<i>Cents</i> 24.1	<i>Cents</i> 24.0	<i>Cents</i> 24.1	<i>Cents</i> 24.4	<i>Cents</i> 24.4	<i>Cents</i> 25.3	<i>Cents</i> 25.7
*Tea.....do.....	68.2	67.7	67.8	67.9	67.8	68.9	69.3
Cocoa.....8-oz. can..	10.6	10.6	10.6	10.6	10.7	10.9	11.1
Chocolate.....8-oz. package..	16.5	16.4	16.4	16.5	16.4	22.1	22.1
Fats and oils:							
*Lard.....pound.....	15.5	15.5	15.7	15.9	16.0	18.9	18.8
Lard compound.....do.....	14.5	14.4	14.6	14.7	14.9	16.5	16.5
*Vegetable shortening.....do.....	21.3	21.3	21.4	21.4	21.5	21.7	21.8
Salad oil.....pint.....	24.6	24.7	24.7	24.7	24.7	24.8	26.2
Mayonnaise.....½ pint.....	16.8	17.0	17.0	17.0	17.0	17.1	17.1
*Oleomargarine.....pound.....	17.4	17.6	17.7	18.0	18.4	19.1	19.1
Peanut butter.....do.....	18.4	18.5	18.6	18.7	18.9	22.5	22.3
Sugar and sweets:							
*Sugar.....do.....	5.7	5.6	5.6	5.6	5.5	5.7	5.6
Corn sirup.....24-oz. can..	13.6	13.6	13.6	13.6	13.6	13.7	13.7
Molasses.....18-oz. can..	14.4	14.3	14.4	14.3	14.3	14.4	14.3
Strawberry preserves.....pound..	20.1	20.1	20.3	20.3	20.2	20.4	20.4

¹ Prices for individual cities are combined with the use of population weights.² Average prices of milk delivered by dairies and sold in grocery stores, weighted according to the relative proportion distributed by each method.

Details by Regions and Cities

THE advance of 5.5 percent in the composite index from May 19 to June 30 was the result of higher food costs in all of the 51 cities included in the index.

In all cities the increase was greater than 2.0 percent, while in 31 cities the gain amounted to 5.0 percent or over. The largest advance, 10.8 percent, was reported for two cities, Indianapolis and Salt Lake City.

In all cities, the most influential factors in the rise were first, the sharp increase in potato prices; second, higher prices for butter, contrary to the usual movement from May to June; and third, seasonal advances for eggs.

Average regional increases ranged from 3.4 percent in the West South Central area to 7.4 percent in the East North Central, and 8.5 percent in the Mountain area.

Index numbers of the retail cost of food in each of the 51 cities are given in table 3 for June and May 1936, and for June of earlier years.

Table 3.—Indexes of the Average Retail Cost of All Foods, by Cities¹

June and May 1936 and June 1935, 1934, 1933, 1932, and 1929

[1923-25=100]

Region and city	1936					1935		1934	1933	1932	1929
	June 30	June 16	June 2	May 19	May 5	June 18	June 4	June 19	June 15	June 15	June 15
Average: 51 cities combined	84.3	83.8	82.1	79.9	80.1	81.5	81.9	73.4	64.9	67.6	103.7
New England	83.0	82.6	80.0	78.4	79.2	79.3	79.7	73.4	64.4	67.3	101.7
Boston	81.5	81.1	78.4	76.9	77.9	77.9	78.3	72.5	63.3	65.6	100.9
Bridgeport	86.5	85.9	84.3	82.6	82.6	84.0	84.3	76.0	67.5	70.1	103.1
Fall River	83.7	83.3	80.7	79.1	80.3	78.9	79.3	72.7	62.9	65.8	101.1
Manchester	88.1	87.3	83.2	81.2	81.9	81.6	81.0	73.3	65.6	65.4	101.2
New Haven	87.2	86.5	83.7	82.4	82.3	82.9	83.0	76.6	66.6	72.0	103.3
Portland, Maine	84.5	84.0	80.9	78.5	79.5	81.0	81.1	74.7	65.7	69.4	102.8
Providence	81.4	81.8	79.5	77.8	78.8	77.9	79.0	71.1	64.9	67.6	102.5
Middle Atlantic	84.8	84.6	83.1	81.0	81.3	81.7	82.5	76.0	65.8	69.9	103.6
Buffalo	86.9	85.2	81.6	79.8	80.1	82.2	82.4	73.9	65.7	69.1	105.3
Newark	84.7	84.2	83.6	80.9	81.6	82.6	84.1	75.9	66.1	72.9	102.8
New York	84.3	84.2	83.3	81.8	82.1	81.7	82.9	76.9	67.5	71.9	102.8
Philadelphia	86.7	86.8	85.3	81.9	82.5	82.2	83.3	78.0	65.6	70.1	103.7
Pittsburgh	83.6	82.7	80.8	78.6	78.7	80.8	80.6	72.6	62.4	65.0	106.4
Rochester	86.9	86.8	83.1	82.3	81.5	81.1	81.5	75.3	63.1	66.8	101.2
Scranton	89.9	88.4	79.5	77.6	77.8	79.0	79.9	71.6	63.9	66.8	105.6
East North Central	86.0	85.1	83.0	80.1	80.3	82.8	82.7	72.8	64.5	66.0	106.0
Chicago	85.1	84.3	83.1	80.5	81.0	81.4	81.8	72.1	65.8	69.8	106.9
Cincinnati	90.2	88.1	88.0	84.3	84.0	87.5	88.5	73.6	66.4	68.1	109.7
Cleveland	85.8	84.4	81.7	79.1	78.6	83.9	83.5	71.5	63.0	65.6	104.8
Columbus, Ohio	90.2	89.4	83.9	82.5	80.4	84.8	85.6	73.8	64.7	67.3	102.7
Detroit	86.0	85.5	82.6	79.5	79.9	82.4	82.0	74.0	61.5	62.6	106.1
Indianapolis	87.8	86.8	83.5	79.3	79.5	80.9	80.7	72.6	65.5	66.2	105.1
Milwaukee	87.5	86.2	83.7	80.9	82.3	84.1	84.0	74.9	67.6	70.2	104.6
Peoria	86.7	88.1	84.2	80.3	80.2	84.0	83.7	74.8	65.2	66.2	101.4
Springfield, Ill.	83.8	84.3	81.9	77.8	77.7	81.1	81.5	70.9	64.6	64.7	103.8
West North Central	87.9	87.3	86.0	82.7	82.9	86.2	86.0	74.7	65.9	66.5	104.9
Kansas City	86.6	85.4	85.9	80.5	80.4	83.5	83.3	74.0	67.9	67.4	102.6
Minneapolis	90.9	89.9	87.0	84.6	85.0	87.9	88.0	77.9	64.3	68.1	105.1
Omaha	84.2	83.9	82.4	79.6	79.2	85.3	85.2	71.3	63.3	63.1	101.5
St. Louis	89.2	89.3	88.4	85.1	85.6	87.6	87.3	74.6	67.3	66.7	108.9
St. Paul	87.7	86.2	82.6	81.4	81.3	85.5	86.1	76.9	63.4	67.2	101.3
South Atlantic	82.8	82.4	81.0	79.5	79.6	81.0	81.2	71.9	63.2	66.3	102.4
Atlanta	78.9	78.2	77.2	75.4	75.5	77.1	78.3	68.9	62.7	64.2	103.8
Baltimore	88.0	88.6	86.5	84.6	84.4	86.2	85.6	74.2	65.2	68.1	102.1
Charleston, S. C.	82.2	81.1	79.6	78.6	79.1	78.9	78.8	69.6	60.4	66.9	99.9
Jacksonville	80.3	78.9	76.9	76.2	76.2	76.1	75.9	67.6	58.5	62.8	97.7
Norfolk	81.7	81.0	79.7	78.4	78.6	79.5	79.9	72.0	61.6	68.4	103.7
Richmond	78.1	77.9	76.2	75.7	75.2	76.8	77.8	70.4	61.0	63.2	98.5
Savannah	83.5	82.3	80.4	79.8	79.3	79.2	79.0	70.6	61.8	64.4	104.6
Washington, D. C.	85.3	84.8	84.7	82.7	83.2	84.5	84.4	75.2	66.7	69.3	104.6
East South Central	79.6	78.5	77.6	75.1	75.0	77.5	78.6	67.3	63.2	62.0	104.5
Birmingham	74.8	73.6	72.7	70.7	70.3	71.8	74.1	62.7	60.8	58.9	101.0
Louisville	90.0	89.6	87.4	83.9	84.0	90.1	88.6	74.8	68.7	66.8	111.8
Memphis	81.3	79.3	80.9	77.8	78.8	81.1	82.4	70.3	64.4	64.7	105.0
Mobile	78.5	76.7	75.4	74.8	74.9	75.5	75.6	66.4	59.9	62.3	101.2
West South Central	79.2	78.4	77.4	76.6	76.8	79.0	79.7	69.8	61.9	62.6	102.1
Dallas	76.5	75.2	75.1	74.4	74.4	79.1	79.8	69.9	62.5	61.8	103.7
Houston	79.4	78.9	76.8	75.9	76.5	75.7	77.2	68.5	60.1	60.6	99.9
Little Rock	78.3	77.8	77.2	76.3	76.8	78.0	77.5	65.3	56.7	57.8	101.6
New Orleans	82.7	82.3	81.6	80.6	80.5	83.7	83.4	72.3	64.7	67.6	102.8

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined for regions and for the United States with the use of population weights.

Table 3.—Indexes of the Average Retail Cost of All Foods, by Cities—Contd.
June and May 1936 and June 1935, 1934, 1933, 1932, and 1929

Region and city	1936					1935		1934	1933	1932	1929
	June 30	June 16	June 2	May 19	May 5	June 18	June 4	June 19	June 15	June 15	June 15
Mountain	90.1	90.1	86.0	83.0	82.7	87.6	87.5	73.2	66.7	67.2	102.7
Butte.....	83.9	85.3	80.6	77.2	77.5	80.1	80.8	67.2	62.8	65.2	104.8
Denver.....	91.5	92.4	87.5	85.3	85.4	91.1	90.7	75.9	68.0	69.2	103.6
Salt Lake City.....	89.2	87.3	84.9	80.4	79.4	83.9	84.0	70.2	65.6	64.4	100.8
Pacific	80.0	80.3	79.3	77.1	76.8	79.3	79.6	68.6	65.4	66.9	101.2
Los Angeles.....	74.5	75.0	74.2	72.3	71.7	74.3	74.8	63.5	60.6	61.8	99.3
Portland, Oreg.....	85.8	85.5	84.8	80.8	80.0	79.6	79.5	68.7	64.4	67.0	102.0
San Francisco.....	83.3	83.3	82.3	80.8	80.7	84.5	85.0	73.9	70.3	72.0	103.2
Seattle.....	84.5	85.6	84.1	80.0	80.2	81.0	80.9	70.4	68.5	69.5	102.4

Retail Food Costs, 1929 to June 1930

RETAIL food costs in the larger cities of the United States were 18.8 percent lower on June 30, 1936, than on June 15, 1929. The index was 84.3 percent of the 1923-25 average as compared with 103.7 percent on June 15, 1929.

Lower costs were registered for all of the commodity groups. The largest difference was shown for dried fruits and vegetables, 42.5 percent. Cereals and bakery products showed the least change. Costs for this group were only 7.4 percent below the level of June 1929.

Compared with the depression period, June 15, 1933, retail food costs on June 30, 1936, were 29.8 percent higher. Beverages and chocolate was the only group which showed lower costs.

Indexes of retail food costs for all foods and for the various commodity groups are given in table 4 by years from 1929 to 1935 and for all pricing periods in 1936.

The chart on page 532 shows the relative changes in the retail costs of all foods and each of the major food groups from 1929 to June 1936, inclusive.

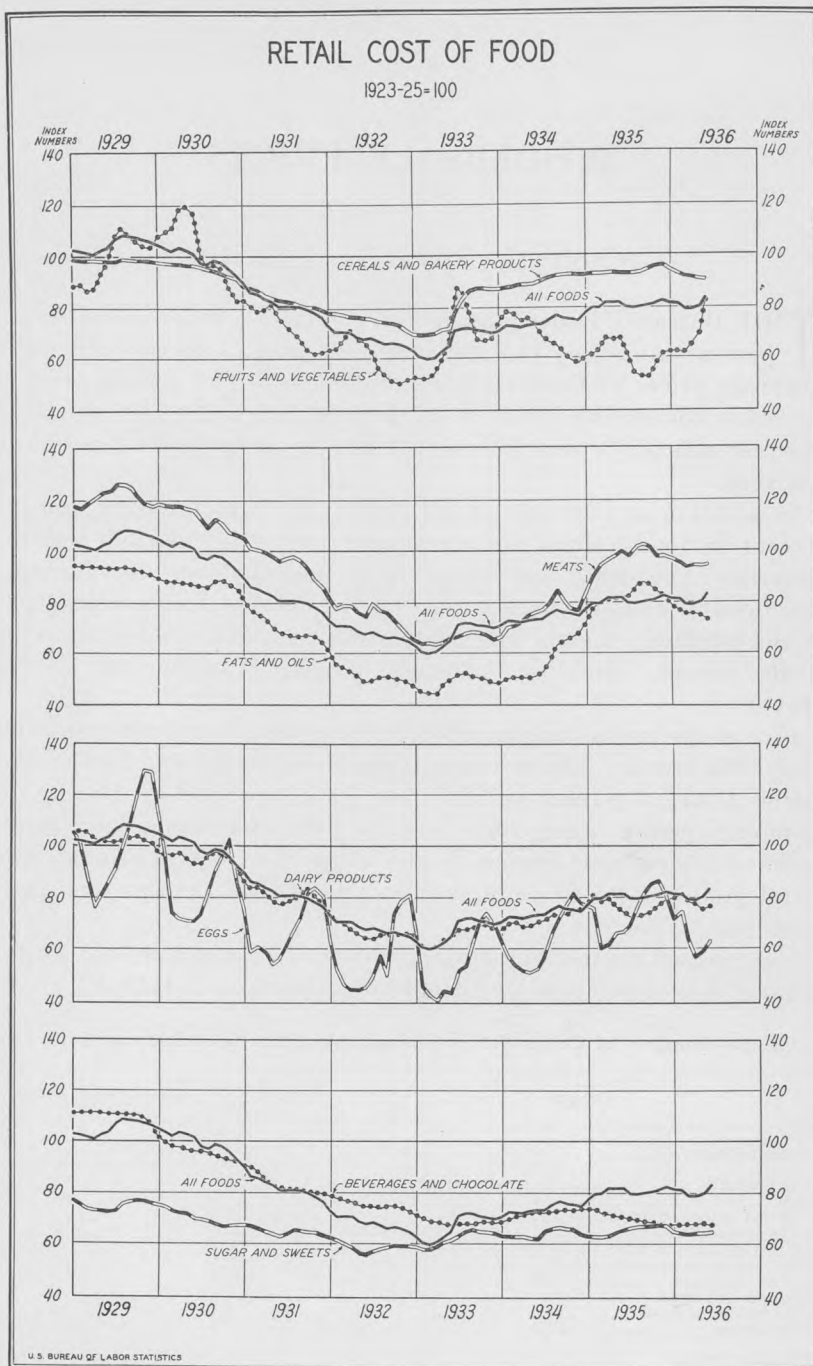
Table 4.—Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups

1929 to June 30, 1936, Inclusive

[1923-25=100]

Date	All foods	Cereals and bakery products	Meats	Dairy products	Eggs	Fruits and vegetables				Beverages and chocolate	Fats and oils	Sugar and sweets
						Total	Fresh	Canned	Dried			
By years												
1929-----	104.7	98.1	121.1	102.9	101.2	98.4	98.1	96.8	103.8	110.0	93.1	74.6
1930-----	99.6	95.1	113.6	95.1	85.4	103.4	104.9	92.3	96.4	95.7	86.7	70.1
1931-----	82.1	83.5	96.4	80.8	67.2	73.3	72.9	80.3	72.1	83.2	70.4	64.7
1932-----	68.3	75.5	75.5	66.7	57.9	60.4	59.9	71.0	55.4	75.1	52.0	58.4
1933-----	66.4	77.4	65.7	65.2	55.3	65.8	66.6	68.5	53.6	68.4	48.6	61.5
1934-----	74.1	91.0	75.0	71.2	62.4	69.8	69.6	80.7	61.3	71.7	55.4	63.8
1935-----	80.4	92.9	96.1	76.7	73.5	60.6	58.6	82.7	61.8	70.3	81.5	65.0
Biweekly for 1936												
1936												
Jan. 14-----	81.7	94.0	97.3	79.8	73.8	62.7	61.5	79.4	58.2	67.6	79.3	64.9
Jan. 28-----	80.7	93.0	95.9	79.8	69.6	62.1	60.8	79.2	58.1	67.5	77.6	64.4
Feb. 11-----	80.6	92.5	94.9	80.5	70.6	62.0	60.8	78.9	57.9	67.4	76.8	64.1
Feb. 25-----	81.3	92.1	94.9	81.8	78.0	62.4	61.2	78.6	58.1	67.4	76.2	63.9
Mar. 10-----	79.5	91.7	93.3	79.5	66.9	61.7	60.5	78.5	57.9	67.6	75.7	63.7
Mar. 24-----	79.0	91.6	93.2	78.5	59.5	62.4	61.2	78.3	58.0	67.6	75.3	63.7
Apr. 7-----	78.9	91.3	93.7	77.8	56.9	63.3	62.2	78.4	57.8	67.7	75.1	63.8
Apr. 21-----	79.7	91.2	94.1	77.8	57.4	66.5	65.8	78.3	57.7	67.5	75.2	63.8
May 5-----	80.1	91.0	94.3	76.1	59.0	68.9	68.6	78.3	57.7	67.7	74.8	63.8
May 19-----	79.9	90.7	93.2	75.2	59.6	70.1	69.9	78.2	57.8	67.6	74.2	64.1
June 2-----	82.1	90.7	94.4	75.5	60.6	78.3	79.3	78.3	58.2	67.3	73.4	64.3
June 16-----	83.8	90.4	94.0	76.5	63.0	85.2	87.1	78.3	58.4	66.9	73.0	64.5
June 30-----	84.3	90.4	94.4	77.5	65.0	85.1	87.0	78.4	58.9	67.1	72.8	64.7

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.



WHOLESALE PRICES

Wholesale Prices in June 1936

THE Bureau of Labor Statistics all-commodity index advanced 0.8 percent from May to June largely because of sharp increases in wholesale prices of farm products and foods. The general level of wholesale commodity prices is 1.7 percent below the first month of the year and 0.8 percent below that for the corresponding month of last year.

In addition to increases of 3.9 percent in farm products and 2.4 percent in foods, slight advances were shown in fuel and lighting materials, chemicals and drugs, and miscellaneous commodities. Fractional decreases were recorded for the hides and leather products, textile products, metals and metal products, and house-furnishing goods groups. Building materials remained unchanged at the May level.

Five of the ten major commodity groups are above their respective June 1935 levels. The increases range from 0.6 percent for building materials to 5.5 percent for hides and leather products. During the 12-month period, June 1935 to June 1936, wholesale food prices declined 3.5 percent; chemicals and drugs, 3.3 percent; metals and metal products, 0.8 percent; textile products, 0.6 percent; and farm products, 0.3 percent.

Changes within the major commodity groups which influenced the trend of the composite index in June are enumerated in table 1.

Table 1.—Number of Commodities Changing in Price from May to June 1936

Groups	Increases	Decreases	No change
All commodities.....	173	120	491
Farm products.....	46	16	5
Foods.....	50	34	38
Hides and leather products.....	7	9	25
Textile products.....	16	23	73
Fuel and lighting materials.....	8	6	10
Metals and metal products.....	9	9	112
Building materials.....	13	7	66
Chemicals and drugs.....	7	10	72
House-furnishing goods.....	4	5	52
Miscellaneous.....	13	1	38

The index for the raw-materials group advanced 2.4 percent during June to a point 1.6 percent above a year ago. Finished products rose 0.2 percent during the month. Average wholesale prices of manufactured commodities are 1.8 percent below the June 1935 level. Semimanufactured articles declined 0.3 percent between May and June to equal last year's level.

The large group of all commodities other than farm products (nonagricultural) advanced 0.3 percent during the month, but is 0.8 percent below the corresponding month of last year. The index for the group of all commodities other than farm products and processed foods, representing industrial commodities, remained unchanged at 78.8. It is 1 percent above the June 1935 index.

A comparison of the June indexes with May 1936 and June 1935 is shown in table 2.

Table 2.—Comparison of Index Numbers for June 1936 With May 1936 and June 1935

[1926=100]

Commodity groups	June 1936	May 1936	Change from a month ago (percent)	June 1935	Change from a year ago (percent)
All commodities.....	79.2	78.6	+0.8	79.8	-0.8
Farm products.....	78.1	75.2	+3.9	78.3	-.3
Foods.....	79.9	78.0	+2.4	82.8	-3.5
Hides and leather products.....	93.8	94.0	-.2	88.9	+5.5
Textile products.....	69.7	69.8	-.1	70.1	-.6
Fuel and lighting materials.....	76.1	76.0	+1	74.2	+2.6
Metals and metal products.....	86.2	86.3	-.1	86.9	-.8
Building materials.....	85.8	85.8	0	85.3	+.6
Chemicals and drugs.....	78.0	77.7	+.4	80.7	-3.3
House-furnishing goods.....	81.4	81.5	-.1	80.5	+1.1
Miscellaneous commodities.....	69.7	69.2	+.7	68.4	+1.9
Raw materials.....	77.6	75.8	+2.4	76.4	+1.6
Semimanufactured articles.....	73.9	74.1	-.3	73.9	0
Finished products.....	80.7	80.5	+.2	82.2	-1.8
All commodities other than farm products.....	79.4	79.2	+.3	80.0	-.8
All commodities other than farm products and foods.....	78.8	78.8	0	78.0	+1.0

Index numbers for the groups and subgroups of commodities for May and June 1936 and June of each of the preceding 7 years are shown in table 3.

Table 3.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities

[1926=100]

Groups and subgroups	June 1936	May 1936	June 1935	June 1934	June 1933	June 1932	June 1931	June 1930	June 1929
All commodities.....	79.2	78.6	79.8	74.6	65.0	63.9	72.1	86.8	95.2
Farm products.....	78.1	75.2	78.3	63.3	53.2	45.7	65.4	88.9	103.3
Grains.....	73.0	70.6	76.9	72.4	57.4	37.7	56.0	78.7	91.0
Livestock and poultry.....	83.2	82.5	84.8	48.3	46.6	46.7	61.9	88.5	111.0
Other farm products.....	75.8	71.4	74.3	69.4	56.2	48.2	70.8	92.7	102.3
Foods.....	79.9	78.0	82.8	69.8	61.2	58.8	73.3	90.8	99.1
Dairy products.....	77.6	75.0	74.6	73.0	63.1	57.4	78.8	90.2	105.2
Cereal products.....	81.6	82.2	90.5	89.2	70.7	66.8	74.3	82.9	85.1
Fruits and vegetables.....	82.0	72.3	68.7	70.1	63.9	62.4	76.4	109.0	97.4
Meats.....	85.1	85.1	94.5	62.2	52.4	56.0	71.3	99.9	111.5
Other foods.....	72.3	71.5	77.2	62.8	61.1	55.4	68.5	78.1	90.3
Hides and leather products.....	93.8	94.0	88.9	87.1	82.4	70.8	88.0	102.4	107.9
Shoes.....	99.7	100.2	97.3	98.4	85.5	87.5	94.6	103.0	106.1
Hides and skins.....	89.0	87.3	78.0	70.1	81.4	32.5	65.5	99.0	110.9
Leather.....	83.2	84.4	80.5	75.3	74.3	58.7	87.8	102.9	110.3
Other leather products.....	95.4	95.4	84.4	86.8	78.5	96.4	101.4	105.5	105.9
Textile products.....	69.7	69.8	70.1	72.7	61.5	52.7	66.6	81.6	90.1
Clothing.....	80.9	81.1	80.7	82.6	64.5	62.2	76.3	86.7	90.0
Cotton goods.....	75.4	75.5	82.5	86.0	67.1	51.0	67.6	87.2	97.8
Knit goods.....	60.3	60.6	59.5	62.8	50.9	49.6	59.8	81.8	88.7
Silk and rayon.....	29.3	29.1	27.2	25.0	35.2	27.5	41.9	60.5	79.9
Woolen and worsted goods.....	82.6	82.2	75.6	80.8	68.8	55.0	68.0	79.7	88.3
Other textile products.....	66.9	67.5	68.9	74.8	73.6	66.7	75.5	86.2	92.6
Fuel and lighting materials.....	76.1	76.0	74.2	72.8	61.5	71.6	62.9	78.9	84.5
Anthracite.....	77.0	76.6	74.0	76.9	76.8	85.3	88.8	85.8	88.1
Bituminous coal.....	96.5	96.5	96.1	95.0	78.3	81.8	83.2	88.6	89.6
Coke.....	93.7	93.7	88.7	85.0	75.3	76.9	81.5	84.0	84.7
Electricity.....	(1)	84.2	90.2	90.6	91.4	105.5	98.6	97.5	94.4
Gas.....	(1)	87.3	95.2	97.5	101.7	106.3	101.9	99.7	94.4
Petroleum products.....	57.7	58.2	53.2	50.6	34.4	48.2	30.7	63.6	76.6
Metals and metal products.....	86.2	86.3	86.9	87.7	79.3	79.9	84.4	91.9	101.2
Agricultural implements.....	94.2	94.2	93.6	91.1	83.0	84.9	94.2	94.5	99.0
Iron and steel.....	86.3	86.3	87.1	88.6	76.2	79.8	83.5	89.0	95.5
Motor vehicles.....	92.9	93.0	94.7	95.0	90.4	93.8	94.2	100.8	107.8
Nonferrous metals.....	70.0	70.7	69.1	68.5	63.2	47.5	61.2	79.8	105.5
Plumbing and heating.....	73.8	73.8	66.2	75.1	67.4	66.7	86.6	88.3	95.7
Building materials.....	85.8	85.8	85.3	87.8	74.7	70.8	79.3	89.9	95.2
Brick and tile.....	89.2	88.8	89.2	91.1	77.0	76.1	83.7	88.5	93.1
Cement.....	95.5	95.5	94.9	93.9	81.8	77.1	77.7	91.7	94.6
Lumber.....	82.1	83.0	81.6	86.3	67.4	57.6	68.5	85.6	94.0
Paint and paint materials.....	79.5	78.8	79.8	80.3	71.9	73.3	80.0	92.4	92.6
Plumbing and heating.....	73.8	73.8	66.2	75.1	67.4	66.7	86.6	88.3	95.7
Structural steel.....	92.5	92.0	92.0	94.5	81.7	81.7	84.3	86.8	99.6
Other building materials.....	90.1	89.9	90.0	92.0	80.6	77.6	85.4	93.0	97.4
Chemicals and drugs.....	78.0	77.7	80.7	75.6	73.7	73.1	79.4	89.4	93.4
Chemicals.....	84.3	84.1	86.3	78.6	81.5	78.6	82.5	94.0	97.8
Drugs and pharmaceuticals.....	73.2	73.2	74.3	73.1	55.5	58.3	62.6	68.5	70.8
Fertilizer materials.....	64.0	64.7	65.7	67.9	68.0	68.0	79.8	85.3	92.6
Mixed fertilizers.....	66.0	65.3	74.5	73.4	63.0	69.0	82.4	94.1	96.7
House-furnishing goods.....	81.4	81.5	80.5	82.0	73.4	74.7	86.4	93.4	94.6
Furnishings.....	85.2	85.0	83.9	85.1	73.6	75.4	83.4	92.3	93.8
Furniture.....	77.5	77.9	77.1	79.0	73.4	74.0	89.8	94.6	95.5
Miscellaneous.....	69.7	69.2	68.4	70.2	60.8	64.2	69.7	78.4	82.4
Automobile tires and tubes.....	47.5	47.5	45.0	44.6	40.1	39.6	46.0	50.3	54.5
Cattle feed.....	80.7	71.2	92.2	86.9	55.8	42.1	61.1	102.0	106.2
Paper and pulp.....	80.6	80.5	79.7	83.5	73.5	76.2	80.7	86.4	89.2
Rubber, crude.....	33.0	32.3	26.0	27.7	12.6	5.8	13.3	25.9	42.7
Other miscellaneous.....	80.8	80.7	80.1	83.1	75.0	84.6	88.2	96.9	99.2
Raw materials.....	77.6	75.8	76.4	67.3	56.2	53.2	64.7	84.9	96.6
Semimanufactured articles.....	73.9	74.1	73.9	72.9	65.3	57.6	69.3	81.7	92.4
Finished products.....	80.7	80.5	82.2	78.2	69.0	70.0	76.0	88.4	95.0
All commodities other than farm products.....	79.4	79.2	80.0	76.9	67.4	67.8	73.4	86.3	93.5
All commodities other than farm products and foods.....	78.8	78.8	78.0	78.2	68.9	70.1	74.1	85.7	91.9

¹ Data not yet available.

Weekly Fluctuations

WHOLESALE commodity prices remained steady between the last week of May and the first week of June according to the all-commodity index. A slightly higher tendency was evidenced toward the

middle of the month, then prices again steadied and the index remained at 78.7 for the week ending June 20. Pronounced advances in prices of farm products and foods during the latter part of the month caused the index to rise 0.9 percent to 79.4 percent of the 1926 average.

A net gain of 3.3 percent was registered in prices of raw materials between the first and last weeks of June. The index rose from 76.3 to 78.8 during the month interval. Wholesale prices of semimanufactured items weakened slightly in early June. This loss was fully recovered by midmonth and by the week ending June 27, the index had advanced to 74.2. The index for the finished products group declined slightly from May to the middle of June. Two successive advances of 0.1 percent and 0.4 percent were registered in the indexes for the manufactured commodities group during the weeks ending June 20, and 27.

The large group of all commodities other than farm products (nonagricultural) declined 0.3 percent from May 30 to June 6, then registered successive increases of 0.1 percent and 0.1 percent and 0.4 percent, respectively, the remaining 3 weeks of the month. All commodities other than farm products and processed foods, registered alternate decreases and increases of 0.1 percent during the 4 weeks of June. The index for the last week of June stood at 78.8 percent of the 1926 average, the same level as for the week ending May 30.

The farm-products group registered a net gain of 4.8 percent during the month of June. From an index of 76.5 at the beginning of the month, agricultural commodities rose steadily until the index reached 80.2 for the week ending June 27. The advance was due largely to sharp increases in prices of grains, hops, peanuts, onions, dried beans, and potatoes. The subgroup of livestock and poultry, because of higher prices for hogs and steers, advanced 2 percent during June although prices of cows, sheep, and live poultry were lower.

Wholesale food prices rose constantly throughout June. The index advanced from 78.7 for the first week to 81.0 for the closing week, an increase of 2.9 percent. Fruits and vegetable prices rose during the first 2 weeks then receded 2.5 percent the week ending June 20. A sharp increase was recorded the latter part of the month and the index for the week ending July 27 was 6.8 percent above that for the first of the month. Dairy products followed an upward course each of the 4 weeks, registering a gain of 3.8 percent. Prices of meats weakened slightly toward midmonth but recovered to register an increase of 2 percent during the 4-week interval. Individual food items for which higher prices were reported were butter, cheese, rye flour, hominy grits, lamb, fresh pork, cocoa beans, and salt.

Lower prices were reported for bananas, dressed poultry, oleomargarine, and oleo oil.

The hides-and-leather-products group, as a whole, showed very little change during June. Following an 0.3-percent increase between May 30 and June 6, the index remained at 94.6 through the week ending June 13. Lower prices for shoes caused the index to decline 0.2 percent to 94.4. It remained at this level through the end of the month. Average prices of hides and skins were somewhat lower during mid-June, but practically all of this drop was regained the last week of the month. Leather remained steady.

A minor upward tendency was evidenced by the textile-products group in June. The index advanced from 69.1 to 69.5 from the first to the last weeks of the month. The subgroups of clothing, knit goods, and other textile products, including jute and twine, declined. Cotton goods, silk and rayon, and woolen and worsted goods advanced fractionally.

Due to lower average prices for electricity and petroleum products, the fuel-and-lighting-materials group declined the first 3 weeks of June. Coal advanced slightly and coke remained unchanged. The index leveled off at 76.4 the last week of the month.

Continued weakness in prices of pig tin caused the index for the metals-and-metal-products group to decline during the month of June. Iron and steel also declined fractionally toward the latter part of the month. Average wholesale prices of agricultural implements and plumbing and heating fixtures remained unchanged. The index for the metals-and-metal-products group, as a whole, fell from 85.7 to 85.4 from June 6 to June 27.

Building-material prices rose 0.1 percent toward mid-June but declined 0.2 percent the week ending June 20 to 85.6 percent of the 1926 average. The index remained at this figure during the last week of the month. Brick and tile and paint materials prices averaged higher and lumber declined. Cement and structural steel remained unchanged.

The chemicals-and-drugs group advanced during June as a result of higher prices for fats and oils, fertilizer materials, and mixed fertilizers. The subgroup of drugs and pharmaceuticals remained unchanged at the May level.

Following a period of stability for the first 3 weeks of the month, the index for the house-furnishing-goods group declined 0.4 percent to 82.6 the last week of June. Average prices of both furniture and furnishings were lower.

Cattle feed prices rose 34 percent from June 6 to 27. Crude rubber advanced 2.8 percent during the 4 week period. Wholesale prices of automobile tires and tubes and paper and pulp remained steady.

Table 4 shows index numbers of wholesale prices by groups of commodities for each week of May and June 1936.

Table 4.—Weekly Index Numbers of Wholesale Prices by Groups of Commodities

[1926=100]

Commodity groups	June 27, 1936	June 20, 1936	June 13, 1936	June 6, 1936	May 30, 1936	May 23, 1936	May 16, 1936	May 9, 1936	May 2, 1936
All commodities.....	79.4	78.7	78.7	78.4	78.4	78.2	78.1	78.6	79.1
Farm products.....	80.2	77.4	77.4	76.5	75.9	75.0	74.4	76.2	77.1
Foods.....	81.0	79.7	79.4	78.7	78.4	77.5	77.4	78.0	79.1
Hides and leather products.....	94.4	94.4	94.6	94.6	94.3	94.3	94.8	94.9	94.9
Textile products.....	69.5	69.4	69.3	69.1	69.2	69.2	69.5	69.6	69.7
Fuel and lighting materials.....	76.4	76.4	76.6	76.7	76.8	76.8	76.9	77.2	77.3
Metals and metal products.....	85.4	85.5	85.7	85.7	85.7	85.7	85.7	86.0	86.0
Building materials.....	85.6	85.6	85.8	85.7	85.7	85.6	85.5	85.6	85.5
Chemicals and drugs.....	78.0	77.6	77.3	77.3	77.4	77.3	77.3	77.5	77.8
House-furnishing goods.....	82.6	82.9	82.9	82.9	82.9	82.8	82.8	82.8	82.8
Miscellaneous.....	70.1	69.6	69.3	69.0	69.1	69.1	69.2	68.4	68.6
Raw materials.....	78.8	77.0	76.9	76.3	76.0	75.5	75.1	76.0	76.6
Semimanufactured articles.....	74.2	74.1	74.1	74.0	74.1	74.1	74.3	74.4	74.5
Finished products.....	80.8	80.5	80.4	80.4	80.5	80.5	80.4	80.8	81.2
All commodities other than farm products.....	79.3	79.0	78.9	78.8	79.0	78.8	78.9	79.1	79.5
All commodities other than farm products and foods.....	78.8*	78.7	78.8*	78.7*	78.8	78.7	78.8*	78.9	78.9

RECENT PUBLICATIONS OF LABOR INTEREST

July 1936

Agricultural Conditions

Agricultural labor in the United States, 1915-1935: A selected list of references. Compiled by Esther M. Colvin and Josiah C. Folsom. Washington, U. S. Bureau of Agricultural Economics, Library, December 1935. 493 pp., mimeographed. (Agricultural Economics Bibliography No. 64.)

Country life programs: Proceedings of the Eighteenth American Country Life Conference, Columbus, Ohio, September 1935. Chicago, University of Chicago Press, 1936. 131 pp.

Farm income, production, population movements affecting farm life, rural health facilities, education, and the improvement of rural government, were discussed in the addresses printed in this volume.

Apprenticeship

Indentured apprenticeship—a discussion of the procedure for placing apprentices under agreements. Washington, Federal Committee on Apprentice Training, 1936. 45 pp., mimeographed. (Bul. No. 111.)

This bulletin is intended to serve as a handbook on "the mechanics of indentured apprenticeship", covering the relation of each of the component parts—employer, apprentice, school, public, and State—to the apprentice training program. Suggested schedules of training processes, and a sample apprentice agreement, are included.

Child Labor

Child labor in Wisconsin, 1917-1935. Madison, Industrial Commission of Wisconsin, 1936. 38 pp., maps, charts; mimeographed.

Detailed statistical analysis of work permits granted to children in Wisconsin from 1917 to 1935. The data are tabulated by age and nativity, industries entered, geographical distribution, etc. Compensation cases involving illegally-employed minors subject to increased compensation are reviewed in tabular form, and the record of medical examination of applicants, and of applications refused for all reasons, is presented.

Collective Bargaining

Collective bargaining in the glass industry, 1935-36. Washington, U. S. Bureau of Labor Statistics, 1936. 12 pp. (Serial No. R. 387, reprint from May 1936 Monthly Labor Review.)

Cooperative Movement

The farmers' stake in cooperative credit. By W. I. Myers. Washington, U. S. Farm Credit Administration, 1936. 18 pp. (Circular A-7.)

The relationship of agricultural cooperation to consumers' cooperation. By Joseph G. Knapp. (In Cooperative Journal, Washington, D. C., May-June 1936, pp. 73-80.)

Defines and distinguishes between agricultural (producers') cooperation and consumers' cooperation and shows that each supplements the other.

Third annual report of the United States Farm Credit Administration, 1935. Washington, 1936. 200 pp., charts.

Includes reports of the activities of the Credit Union Division and of the Cooperative Division of the Farm Credit Administration; also data on the various types of cooperative enterprises (such as production credit associations and banks for cooperatives) set up in conformity with the credit provisions of the Federal Farm Credit Act.

A study of development of cooperatives in North Dakota. Bismarck, State Planning Board, 1935. 27 pp., maps; mimeographed.

There were 539 cooperative associations of different types in North Dakota on January 1, 1936. Of these, 101 were consumers' associations and 295 were marketing associations which also carried on cooperative purchasing for their members.

International directory of cooperative organizations. Geneva, International Labor Office, 1936. 190 pp. 9th ed. (American agent: World Peace Foundation, Boston.)

The directory not only lists cooperative societies of various types in each country of the world, but gives much statistical data as to membership, business operations, paid-in share capital, etc. Printed in English, French, and German, and for each country in the native language.

Year-book of agricultural cooperation, 1936. Edited by Horace Plunkett Foundation. London, P. S. King & Son, Ltd., 1936. 623 pp.

Contains a general review of agricultural cooperation in 1936, articles on cooperation in various countries, each written by a well-known student of cooperation or a cooperator, and a bibliography.

Cost of Living

Money disbursements of wage earners and clerical workers in four Michigan cities. Washington, U. S. Bureau of Labor Statistics, 1936. 10 pp. (Serial No. R. 404, reprint from June 1936 Monthly Labor Review.)

Money disbursements of wage earners and clerical workers in Richmond, Birmingham, and New Orleans. Washington, U. S. Bureau of Labor Statistics, 1936. 8 pp. (Serial No. R. 392, reprint from May 1936 Monthly Labor Review.)

Quantity and cost budgets for (1) family of an executive, (2) family of a clerk, (3) family of a wage earner, (4) dependent families or children; prices for San Francisco, November 1935. Berkeley, University of California, Heller Committee for Research in Social Economics, February 1936. 66 pp., mimeographed.

Las encuestas sobre el costo de la vida, base para la política de previsión social—necesidad de unificar metodos y procedimientos. Contribución del Departamento del Trabajo de México al Séptimo Congreso Científico Americano. By Genaro V. Vásquez and Gilberto Loyo. México, [Departamento del Trabajo ?], 1935. 6 pp.

A brief account of Government cost-of-living studies in Mexico up to August 31, 1935, and a proposal for unified policy and procedure for such studies on the part of the Spanish-American nations.

Economic and Social Problems

Family and society: A study of the sociology of reconstruction. By Carle C. Zimmerman and Merle E. Frampton. London, Williams & Norgate, Ltd., 1936. 611 pp.

This work raises many basic questions with reference to the significance of existing conditions and recent trends of American culture as related to the family. Among these questions are: Can families on relief be rehabilitated? Will the situation of industrial workers be improved by mere decentralization? Can the marginal farmer be made to migrate without affecting his familistic society? What part does the family play in the intrinsic phases of social evolution?

The theories and methods of the French sociologist Frédéric Le Play are given considerable space in the volume.

Wage earners meet the depression. By Ruth Alice Allen and Sam B. Barton. Austin, University of Texas, 1935. 105 pp. (Bulletin No. 3545.)

Sample studies of how a small group of workers have met the depression. Detailed schedules of income and expenditures are given.

A study of Kansas poor-farms. Topeka, Kansas Emergency Relief Committee, 1935. 46 pp., map. (Bulletin No. 307.)

An analysis of physical, social, and financial conditions of the 77 county poor-farms in operation in Kansas in 1934. These institutions had an average inmate population during that year of 1,780, and cared for a total of 2,540 inmates, 37.5 percent of whom were under 65 years of age.

The study relates the almshouse problem to that of the wider field of old-age assistance. Answering its own question "Will old-age assistance close the poor-house?", it points to the fact that in practically all poorhouses there are certain types of inmates, in addition to the aged and chronically ill, who cannot live a normal life in the community even with the financial aid of an old-age pension.

Proceedings of the Minnesota State Conference of Social Work, September 16-21, 1935. Minneapolis, University of Minnesota, [1935?]. 140 pp.

The subjects covered at this meeting included the social problems raised by relief giving; progress toward a new social order; trends in social work; some byproducts of the mass relief program as they affect the public; and social and economic reasons for low-cost housing.

Planned socialism: "The plan du travail" of the Belgian Labor Party. By Henri de Man; translated and edited by G. D. H. Cole. London, New Fabian Research Bureau, 17 John Street, W. C. 1, 1935. 41 pp.

The "plan of work" for a socialistic State drawn up by Henri de Man and adopted by the Belgian Labor Party in 1933. The introduction, by G. D. H. Cole, compares political and economic conditions in Belgium, and on the continent generally, with those in Great Britain, and discusses the extent to which a similar plan might be applicable in the latter country. A bibliography of books and pamphlets concerning the plan is appended.

The new Germany: National Socialist government in theory and practice. By Fritz Ermarth. Washington, Digest Press, 1936. 203 pp. (American University Studies in International Law and Relations, No. 2.)

A chapter on "The Economic State" includes a discussion of "planned labor economy." A bibliography is appended.

The distribution of national capital. By G. W. Daniels and H. Campion. Manchester, England, Manchester University Press, 1936. 62 pp., charts.

The authors conclude that, contrary to frequently expressed views, there has been no significant decrease in the inequality of individual ownership of capital in Great Britain since 1910.

Education

Adult education for social change. A handbook for leaders and members of discussion groups, forums, and adult classes, prepared by the Swarthmore Seminar. Philadelphia, Social Order Committee, 311 South Juniper Street, 1936. 36 pp.

Presents 9 planks of a platform for a new social order and discusses the means of adapting adult education to the goals sought for the student—the gaining of skills and abilities, the unfolding of personality, and the acquiring of facility in solving the problems of life. A dozen or more special forms of organization for adult education are described, and comprehensive bibliographies are furnished.

Space and equipment for homemaking instruction: A guide to location and arrangement of homemaking departments. Washington, U. S. Office of Education, 1936. 153 pp., charts, illus. (Bulletin No. 181, Home Economic Series No. 18, 1935.)

After reviewing the underlying philosophy of vocational education in home economics, various practical problems are taken up such as location, arrangement, and space for homemaking departments; furnishings and equipment for teaching homemaking; the preparation of teachers; and the function of home-economics supervision. A bibliography is included.

Procedure for survey of a State program of vocational rehabilitation: A manual of procedure for assembling and interpreting data on the factors involved in the conduct of a State rehabilitation program. Washington, U. S. Office of Education, 1936. 82 pp., maps. (Vocational Education Bulletin No. 184, Rehabilitation Series No. 24.)

While the scheme described in this publication is primarily devised to measure the organization and functioning of a State program, the information collected in this way for a period of years would serve as a basis for surveys of even broader application.

Public education in the Philippine Islands. Washington, U. S. Office of Education, 1935. 53 pp., illus. (Bulletin, 1935, No. 9.)

One section of the report deals with agricultural and vocational training.

Training for the public service. The report and recommendations of a conference sponsored by Public Administration Clearing House. Edited by Morris B. Lambie. Chicago, Public Administration Service, 850 East 58th St., 1935. 49 pp. (Publication No. 49.)

The conference emphasized principles and criteria. It did not attempt to pass judgment upon any individual existing educational or training program for public employment.

Memorandum on the establishment and conduct of courses of instruction for unemployed boys and girls, Scotland. London, Ministry of Labor, 1936. 53 pp.

The program of the Ministry of Labor of Great Britain, adopted after consultation with the educational authorities of Scotland, for establishing and maintaining junior instruction centers and classes for unemployed juveniles in Scotland, as required by the unemployment insurance acts of 1934 and 1935.

Employment and Unemployment

Variation in man-hour employment per worker between the spring and fall of 1933. Washington, U. S. Bureau of Labor Statistics, 1936. 12 pp. (Serial No. R. 374.)

Investigation of unemployment caused by labor-saving devices in industry. Hearings before a subcommittee of the Committee on Labor, House of Representatives, 74th Cong., 2d sess., on H. Res. 49, February and March 1936. Washington, 1936. 119 pp., charts.

First annual report of London Regional Advisory Council for Juvenile Employment, 1935. London, Ministry of Labor, 1936. 14 pp.

Continued demand in excess of supply for juvenile workers between the ages of 14 and 18 is reported by the juvenile employment bureaus of the London region for the year 1935. The distributive trades afford the greatest number of employment opportunities for both boys and girls. Such unemployment as exists among young people just leaving school is attributed in the report principally to the distance between the residential centers that are the main source of supply and the trade and industrial centers where the demand is greatest. Because of this distance, transportation costs are disproportionate to earnings and discourage employment.

Employment Offices

Public employment offices and labor exchanges: An annotated bibliography and union list of books, pamphlets, periodical articles, and official documents. By Thomas Wesley Rogers and Homer E. Marsh. Bloomington, Indiana University, School of Business Administration, June 1935. 210 pp., mimeographed. (Indiana Studies in Business—Special Bulletin.)

Lists references to materials on the subject covered which have been published in the United States during the last 25 years. The references are classified by author and by subject.

Housing

Slums and housing, with special reference to New York City. By James Ford. Cambridge, Harvard University Press, 1936. 1033 pp. (2 vols.), maps, plans, illus.

The history of housing in New York City is traced, showing the influence of economic, social, and political factors, and means of eliminating existing slums and preventing the growth of new ones are discussed. Although most of the data presented concern the New York area, references are made to conditions in all parts of the world to illustrate the points at issue. Volume 2 includes an extended bibliography of publications concerning housing in New York City and also a list of housing bibliographies.

Industrial Accidents and Health

Accident experience in the iron and steel industry, 1933 and 1934. Washington, U. S. Bureau of Labor Statistics, 1936. 7 pp. (Serial No. R. 399, reprint from June 1936 Monthly Labor Review.)

Accident facts, 1936 edition. Chicago, National Safety Council, Inc., 20 North Wacker Drive, 1936. 88 pp., maps, charts, illus.

Statistics of accidents in 1935, taken from this publication, are given in this issue of the Monthly Labor Review.

Discussion of industrial accidents and diseases, 1935 Convention of the International Association of Industrial Accident Boards and Commissions, Asheville, N. C. Washington, U. S. Division of Labor Standards, 1936. 204 pp. (Bul. No. 4.)

The questions discussed at the conference included various phases of workmen's compensation; the diagnosis of silicosis and asbestosis and the disabilities caused by these diseases; and accident prevention.

The inflammation of coal dusts: The effect of the fineness of the dust. By T. N. Mason and R. V. Wheeler. London, Safety in Mines Research Board, 1936. 16 pp., diagrams. (Paper No. 95.)

A report on a series of experiments on the effect of the fineness of coal dust on its inflammability.

The inflammation of coal dusts: The value of the presence of carbon dioxide and combined water in the dusts. By T. N. Mason and R. V. Wheeler. London, Safety in Mines Research Board, 1936. 10 pp., diagrams. (Paper No. 96.)

The study shows that the relative efficacy of the "incombustible" dusts used to suppress the propagation of coal-dust explosions depends essentially on the proportions of combined carbon dioxide and combined water that they contain.

A preliminary report of the dermatological and systemic effects of exposure to hexachloro-naphthalene and chloro-diphenyl. Harrisburg, Pa., Department of Labor and Industry, Bureau of Industrial Standards, 1936. 15 pp., illus. (Special Bulletin No. 43.)

Relation of sickness to income and income change in 10 surveyed communities. Health and depression studies No. 1: Method of study and general results for each locality. By G. St. J. Perrott and Selwyn D. Collins. Washington, U. S. Public Health Service, 1935. 28 pp., charts. (Reprint No. 1684 from Public Health Reports, May 3, 1935.)

Industrial and Labor Conditions

Anthracite region—tons of coal mined, days worked, persons employed, killed and injured, explosives used, man-days, 1935. Harrisburg, Pa., Department of Mines, 1936. 20 pp., mimeographed.

The information in this tabular statement is given by companies and districts.

Annuaire, houillères, mines de fer, mines métalliques, trente-sixième année. Paris, Comité Central des Houillères de France et de la Chambre Syndicale Française des Mines Métalliques, 1936. Various paging.

Includes statistics of production in French coal mines in 1934 and 1935, in iron and metal mines, 1931 to 1935, and of the number of workers and total wages in coal and lignite mines in 1934.

Annual statistical summary of output, and of the costs of production, proceeds and profits of the [British] coal mining industry for the year ended December 31, 1935. London, Mines Department, 1936. Folder. (Cmd. 5142.)

The summary shows an output of approximately 215,000,000 tons of coal with an average output per manshift of 23.25 cwt. Average earnings per manshift were 9s. 3.15d.

Report on the British coal industry. A survey of the current problems of the British coal-mining industry and of the distribution of coal, with proposals for reorganization. London, Political and Economic Planning (PEP), 16 Queen Anne's Gate, 1936. 214 pp., charts.

The section on progress of coal-mine mechanization is reviewed in this issue of the Monthly Labor Review.

The socialization of iron and steel. By "Ingot." London, Victor Gollancz, Ltd., 1936. 174 pp., charts.

Mainly a factual study of the British iron and steel industry, including discussions of employment, wages, and labor organization. The concluding chapters present a plan for socialization.

National textile bill. Washington, House of Representatives, Committee on Labor, 1936. 18 pp. (Report No. 2590, to accompany H. R. 12285, 74th Cong., 2d sess.)

To rehabilitate and stabilize labor conditions in the textile industry of the United States. Hearings before a subcommittee of the Committee on Labor, House of Representatives, 74th Cong., 2d sess., on H. R. 9072, January and February 1936. Washington, 1936. 794 pp., charts, illus.

Revolt on the Clyde—an autobiography. By William Gallacher. London, Lawrence and Wishart, 1936. 301 pp., illus.

An autobiographical recital of the activities of the Clyde Workers' Committee and the shop steward movement in the munitions factories and shipyards of Glasgow, Scotland, and vicinity, during the World War, written by one of the leaders of the movement.

International Labor Relations

Fundamentos técnicos del establecimiento de un Instituto Interamericano del Trabajo.

Contribución del Departamento del Trabajo de México al Séptimo Congreso Científico Americano. By Genaro V. Vásquez and Rubén Salido Oreillo. México, [Departamento del Trabajo?], 1935. 15 pp.

A history of the movement for the creation of an Inter-American Labor Institute.

Resultados prácticos e influencia de las convenciones internacionales del trabajo, sobre las legislaciones sociales, de las naciones hispanoamericanas. Contribución del Departamento del Trabajo de México al Séptimo Congreso Científico Americano. By Genaro V. Vásquez and Rubén Salido Oreillo. México, [Departamento del Trabajo?], 1935. 15 pp.

A brief account of the ratification by the Latin-American nations of conventions adopted at the International Labor Conferences.

Labor Legislation

International survey of legal decisions on labor law, 1934-35. Geneva, International Labor Office, 1936. li, 347 pp. (American agent: World Peace Foundation, Boston.)

Law and labor relations: A study of the Industrial Disputes Investigation Act of Canada. By B. M. Selekman. Boston, Harvard University, Graduate School of Business Administration, 1936. 65 pp. (Business Research Studies No. 14.)

The report reviews the operation and administration of the act from 1907, the date of its enactment, to 1935, and discusses the changing attitudes toward it of workers and employers and the significance of the Canadian experience for the United States. An appendix gives the text of the act and its amendments.

Legal Aid

Growth of legal-aid work in the United States. A study of our administration of justice primarily as it affects the wage earner and of the agencies designed to improve his position before the law. By Reginald Heber Smith and John S. Bradway. Washington, U. S. Bureau of Labor Statistics, 1936. 223 pp. (including bibliography). (Bul. No. 607.)

National Association of Legal Aid Organizations: Reports of committees, 1934-1935. [Boston, 1935?] 35 pp.

Includes the program of the 1935 convention at Louisville, Ky., reports of the secretary and treasurer of the association, and statistics on membership and cases handled.

Leisure and Recreation

Leisure and recreation. By M. H. and E. S. Neumeyer. New York, A. S. Barnes and Co., Inc., 1936. 405 pp.

This study of leisure and recreation in their sociological aspects discusses general factors conditioning leisure; new uses of leisure; public and group aspects of recreation; recreation movements in other countries; community recreation; and recreation leadership.

Migration

World immigration with special reference to the United States. By Maurice R. Davie. New York, Macmillan Co., 1936. 588 pp., map, chart.

A consideration of immigration from the viewpoints of both countries of origin and countries of destination, particular attention being given to the United States as the outstanding immigrant-receiving country. The history, causes, extent, and results of immigration, the assimilation problem, and immigration laws and their administration are discussed.

Minimum Wage

A brief history of the New York minimum wage case. Washington, U. S. Women's Bureau, 1936. 11 pp., mimeographed.

Reviews the terms of the New York minimum-wage act and the circumstances surrounding its enactment, as well as the action of the State courts and the United States Supreme Court on the case upon which the constitutionality of the act was tested. Abstracts of the majority and minority decisions of the United States Supreme Court are included.

Evolución del derecho obrero en México en relación con el costo de la vida y el salario mínimo. Contribución del Departamento del Trabajo de México al Séptimo Congreso Científico Americano. By José Cantu Estrada. México, [Departamento del Trabajo?], 1935. 13 pp.

Treats of the development in Mexico of the worker's right to a minimum wage based on the cost of living.

La tercera fijación del salario mínimo [en México]. By Gilberto Loyo. In *Revista de Economía y Estadística*, Secretaría de la Economía Nacional, México, March 1936, pp. 35-45.

A history of the fixing of minimum wages in Mexico. Certain data from this publication are given in this issue of the *Monthly Labor Review*.

Occupations

Social work as a profession. By Esther Lucile Brown. New York, Russell Sage Foundation, 1936. 120 pp. (2d ed.)

Calls attention to the changing concepts of social work and discusses its scope and the evolution of training for the profession. Data are given on the number of social workers, their salaries, the demand for their services, and the general trends in social work.

Relief Measures and Statistics

The Indiana poor law, its development and administration with special reference to the provision of State care for the sick poor. By Alice Shaffer, Mary Wysor Keefer, and Sophonisba P. Breckinridge. Chicago, 1936. 378 pp. (University of Chicago Social Service Monograph No. 28.)

Three centuries of poor law administration—a study of legislation in Rhode Island. By Margaret Creech. Chicago, 1936. 331 pp. (University of Chicago Social Service Monograph No. 24.)

Review of activities of the State Relief Administration of California, 1933-1935. Sacramento, 1936. 332 pp., maps, charts, illus.

In addition to reports on activities under the various relief programs (direct relief, transient relief, work relief, emergency education, surplus-commodity program, etc.) the report gives data on the cooperative self-help movement in the State.

Fourth annual report of New Jersey Emergency Relief Administration [year ending September 30, 1935]. Trenton, 1935. 145 pp.

Includes an analysis of relief clients as to occupational classification and type of dependency of family, expenditures for various types of relief, relief gardens, etc.

Medical relief in Wisconsin, 1934-35. Madison, State Public Welfare Department, 1936. 12 pp., mimeographed.

A report of the expenditures by local relief agencies in Wisconsin during 1934-35 for medical care in the homes of families receiving relief.

Work relief costs [in Wisconsin], 1934-35. Madison, State Public Welfare Department, 1936. 38 pp.

A supplement to the "Review of work relief activities, April 1934 to August 1935", giving data not available when the earlier report was published.

Unemployment relief documents: Guide to the official publications and releases of F. E. R. A. and the 48 State relief agencies. By Jerome K. Wilcox. New York, H. W. Wilson Co., 1936. 95 pp.

The publications listed in this guide cover subjects relating to The Works Program, general relief, surplus-commodity relief, transient relief, youth work, etc.

Unemployment, relief, and economic security: A survey of Michigan's relief and unemployment problem. By William Haber and Paul L. Stanchfield. (Second report of Michigan State Emergency Welfare Relief Commission.) Lansing, 1936. 329 pp., maps, charts.

Covers scope and character of relief problem in Michigan, long-range economic trends, economic security, administrative machinery of relief, people on relief, work relief, emergency education and allied programs, rural rehabilitation, relief to transients, and other special programs (including self-help cooperatives).

The unemployment relief problem in North Carolina. Raleigh, North Carolina League of Municipalities, Committee on Welfare and Unemployment Relief, 1936. 32 pp., charts; mimeographed. (Report No. 16.)

According to the report, 51,299 placements in public works jobs had been made in North Carolina as of February 8, 1936; of this number, 46,181 were employed by the Works Progress Administration. It was estimated that about \$8,154,000 annually would be required to provide relief for 50,000 needy cases that were receiving no benefit from the public works program.

Unemployment and relief in Canada. Ottawa, Department of Labor, 1936. 31 pp. (Supplement to Labor Gazette, April 1936.)

An analysis of the unemployment and relief situation in Canada as presented in debates in the Dominion House of Commons in connection with passage of the Unemployment Relief and Assistance Act, 1936. A summary of relief statistics as of February 1936 is included in the report.

Accounts of the Unemployment Fund [Great Britain] showing the receipts and payments for the year ended March 31, 1935, together with the report of the Comptroller and Auditor General thereon. London, Exchequer and Audit Department, 1936. 6 pp.

Selected decisions given by the umpire during the calendar year 1934 respecting claims for benefit under the Unemployment Insurance Acts [Great Britain], 1920 to 1934. London, Ministry of Labor, 1935. 102 pp.

Self-Help Organizations

Résumé of conference of Missouri self-help cooperatives, Jefferson City, December 27-30, 1935. Jefferson City, Missouri Relief Commission, 1936. Various paging, charts; mimeographed.

Social Security

The social security program of the United States. By Joseph P. Harris. (In American Political Science Review, Menasha, Wis., June 1936, pp. 455-493.)

The history of the action leading up to the enactment of the Federal Social Security Act is given and its provisions as to each type of insurance are summarized. There is also a discussion of the financial and administrative problems involved in setting up such a comprehensive system.

Social security in the United States, 1936. A record of the Ninth National Conference on Social Security, New York City, April 24 and 25, 1936, together with a census of social security in the United States. New York, American Association for Social Security, Inc., 1936. 170 pp.

In addition to the proceedings of the conference, the report contains statistics of operation during 1935 under the State old-age-pension acts.

The development of the Social Security Act: A selected list of references. By Helen Baker. Princeton, N. J., Princeton University, Industrial Relations Section, 1936. 11 pp.

Social security legislation in Nebraska. By Ernest F. Witte. (In Social Service Review, Chicago, March 1936, pp. 79-108.)

A layman's summary of the Employment and Social Insurance Act, Canada, 1935. Ottawa, Canadian Welfare Council, 1935. 22 pp.

Life insurance—a critical examination. By Edward Berman. New York, Harper & Brothers, 1936. 192 pp.

A study of the typical methods of conducting life insurance business with a view to an appraisal of the efficiency and economy of the present system. Considerable attention is devoted to industrial life insurance, and to the Massachusetts system of savings bank life insurance.

Security against sickness: A study of health insurance. By I. S. Falk. Garden City, N. Y., Doubleday, Doran & Co., Inc., 1936. 423 pp.

The author discusses the need for group payment of sickness costs in the United States, covering the costs of sickness and the methods of group payment; European experience with health insurance, including a description of the German, British, French, and Danish health insurance systems; and outlines the basis for an American program. Pertinent appendixes include: An extract from the report of the President's Committee on Economic Security; principles adopted by the American Medical Association, the American College of Surgeons, the American Hospital Association, and the American Dental Association; draft conventions and a recommendation adopted by the International Labor Office; and resolutions of the International Professional Association of Physicians and of the Fifth International Conference of National Associations of Health Insurance Funds and Mutual Aid Societies.

Beretning fra invalideforsikringsretten for aaret 1934. Copenhagen, 1936. 179 pp., pasters. (Særtryk af Socialt Tidsskrift, Marts 1936.)

Report on invalidity insurance in Denmark in 1934 with some figures for earlier years. The data cover expense of administration, number of insured, number of pensioners, rehabilitation, vocational training, etc. English translations of table heads are furnished.

Kertomus eläkekassoista sekä sairaus- ja hautausapukassoista ja -renkaista vuonna 1933. Helsinki, Finland, Sosialiministeriö, 1936. 119 pp.

Report on pension funds and on sickness- and death-benefit funds and societies in Finland, for the year 1933. Printed in Finnish and Swedish, with French translation of table contents and a French résumé.

Sjomannstrygden, 1933; Fiskerstrygden, 1933. Oslo, Rikstrygdeverket, 1936. 52 pp.

Annual reports of the Norwegian Insurance Office on State insurance against accidents in seafaring and fisheries for the fiscal year 1933. French translations are given of the table of contents and heads of the statistical tables.

Indberetning om arbejdsanvisningen og arbejdsløshedsforsikringen i regnskabsaaret, 1934-35. Copenhagen, Arbejdsdirektøren, 1936. 90 pp., pasters, charts.

Annual report on activities of employment offices and on unemployment insurance in Denmark during the fiscal year ending March 31, 1935.

En Hispano-America, no seguro de desocupación involuntaria, sino medidas preventivas de ella. Contribución del Departamento del Trabajo de México al Séptimo Congreso Científico Americano. By Gilberto Loyo and Adolfo Zamora. Mexico, [Departamento del Trabajo?], 1935. 15 pp.

A discussion of unemployment insurance in certain countries, and of unemployment in Mexico from 1931 through 1934, with reasons why the authors think unemployment insurance is not a satisfactory solution of the problem of unemployment in Mexico and other countries. Suggestions are made looking toward the prevention of unemployment.

Vacations With Pay

Selected plans of companies granting vacations with pay to wage earners. New York, National Industrial Conference Board, Inc., 247 Park Ave., 1936. 25 pp. (Domestic Affairs Series, Memorandum No. 48.) Reproduces the plans of 12 companies for vacations with pay for wage earners.

Wages and Hours of Labor

Earnings in cigarette, snuff, and chewing- and smoking-tobacco plants in 1933-35. Washington, U. S. Bureau of Labor Statistics, 1936. 14 pp. (Serial No. R. 390, reprint from May 1936 Monthly Labor Review.)

Cotton cloth: Report to the President on the differences in costs of production of cotton cloth in the United States and in the principal competing country [Japan]. Washington, U. S. Tariff Commission, 1936. 168 pp., chart. (Report No. 112, Second series.)

Contains data on wages and hours in cotton mills in this country and in Japan.

Salaries in land-grant colleges, 1935 (not including institutions for Negroes). By Walter J. Greenleaf. Washington, U. S. Office of Education, 1936. 18 pp. (Circular No. 157.)

Welfare Work

Bulletin de la Société pour le Développement des Institutions sociales dans les Entreprises, 1935. Paris, 1935. 99 pp.

Proceedings of the society for the development of social institutions in industry (formerly the French profit-sharing society), containing accounts of the various meetings held during 1935, in which are included reports of the welfare work of several industrial establishments.

Miners' Welfare Fund: Fourteenth annual report of the Miners' Welfare Committee for the year 1935, and ninth annual report of the Selection Committee, Miners' Welfare National Scholarship Scheme. London, Mines Department, 1936. 53 pp. illus.

The allocation to statutory functions of the 1935 Miners' Welfare Fund, which amounted to £736,588, was as follows: Pithead baths and other forms of pit welfare, £393,066; recreation, £178,135; health, £72,835; education, £12,742; research, £45,367. Fourteen new pithead baths were completed during 1935, 26 were under construction on December 31, 1935, and plans and appropriations for 17 more were made during the year. Five scholarships were awarded to mine workers and 13 to children of mine workers. Thirteen scholarships were completed and 25 were active during the year covered by the report.

Women in Industry

Are women taking men's jobs? By Muriel Heagney. Melbourne, Hilton & Veitch, 1935. 190 pp.

An international survey, with particular reference to Australia, of fields of employment, wages, working conditions, and job opportunities of woman workers, upon which is based a negative answer to the question presented in the title.

Youth Problems

Report of the administration and operation of the National Youth Administration program. Washington, U. S. National Youth Administration, April 25, 1936. 195 pp.; mimeographed.

This volume on the activities of the N. Y. A. includes data on State and local advisory committees, student aid, guidance, and placement and work projects. Information on the work projects is given in this issue of the Monthly Labor Review.

Youth—finding jobs. By D. L. Harley. Washington, U. S. Office of Education, Committee on Youth Problems, 1936. 59 pp. (Bulletin, 1936, No. 18-V.)

Data on training for domestic service from this bulletin are given in this issue of the Monthly Labor Review.

Youth welfare in Germany. By John W. Taylor. Nashville, Tenn., Baird-Ward Co., 1936. 259 pp., charts, illus.

A study of the operation in the past and present of systems in Germany which have been designed to exert a formative influence upon the character of youth. A bibliography of German works on the subject is included.

General Reports

Forty-fourth annual report of the Commissioner of Labor and Statistics of Maryland, 1935. Baltimore, 1936. 61 pp.

Includes data on employment, industrial disputes, women and children in industry, mine operation, and occupational diseases.

Official yearbook of the Commonwealth of Australia, 1935. Canberra, Bureau of Census and Statistics, 1936. 971 pp., maps, charts.

Wages and working hours, prices, cost of living, and employment are among the many topics covered.

Annuaire statistique de la République Tchécoslovaque. Prague, Office de Statistique, 1936. In 2 parts; 292 and 172 pp.

A general statistical annual, including data on wages, unemployment, work of employment offices, strikes and lockouts, collective agreements, trade-union membership, social insurance, production, prices and cost of living, family food consumption, and cooperative societies. Printed in Czech with French table of contents and, in a separate volume, French translations of the table heads, stubs, and footnotes.

Native affairs annual report, Northern Rhodesia, 1935. Lusaka, [Native Affairs Department?], 1936. 96 pp.

Includes information on labor conditions in different industries and areas and gives wage scales.



