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MONTHLY LABOR REVIEW

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This Issue in Brief

Working Hours in Building Trades.

THE SHORTENING of working hours in the building trades had progressed so far that in 1936 the average weekly working time of the employees, covered in an extensive survey by the Bureau of Labor Statistics, was 40.2, and 9.3 percent were working on a 30-hour basis. On the other hand, 18.4 percent had schedules of more than 40 hours and a limited number were working as much as 60 hours or more per week. Practically all union building-trades workers (96.3 percent) had a schedule of 40 or fewer hours per week as against 50.7 percent of the nonunion workers. There were wide variations as between cities and also as between occupations. Page 791.

British Housing Policies.

OVER 3 million low-cost dwellings were constructed in England and Wales between the end of the World War and March 1937. Private enterprise and the local and National Governments joined in this building program, the National Government having varied the amounts and methods of financial aid by a series of laws designed to promote new construction, while at the same time stimulating private initiative. In recent years the private construction industry has expanded rapidly without assistance and appears to be meeting the need for moderate-cost dwellings. Therefore the governmental program has

been directed toward slum clearance and reclamation. Page 800.

Cooperatives in Chicago.

A CONSIDERABLE expansion in consumers' cooperation in Chicago, particularly in societies with memberships drawn from middle-class urban residents, was disclosed by a study made for the Bureau of Labor Statistics in June 1937. Most of the growth is recent, two-thirds of the 38 local retail associations having been formed since the beginning of 1935; 12 were still in the buying-club stage at the time the study was made. Nearly 4,000 members were participating in the activities of the local societies, and sales in 1936 totaled about half a million dollars. In addition to these organizations, Chicago is the headquarters of a national wholesale, a regional wholesale, and two educational federations operating on a regional and a city-wide basis respectively. Page 816.

Characteristics of Job Applicants.

THE GEOGRAPHICAL, industrial, and occupational distribution, and the age and other characteristics of job applicants appear from an analysis recently made of the live registers of the United States Employment Service. The greater difficulty of older workers in obtaining employment is indicated by the fact that the median age of persons placed was lower by some 3½ years than the median age of the applicants, for both males and

females. Two-thirds of the male applicants were under 45 and two-thirds of the females were under 40 years. The concentration of applicants in certain industries and occupations—especially in those requiring relatively less skill—seems to indicate that the Service is not as yet being fully utilized in carrying out its function as a clearing house for all types of labor. Page 966.

Unemployment-Benefit Plans.

ONLY 5 of the 22 company unemployment-benefit plans which were in effect in 1934 were in operation in August 1937, according to a recent inquiry by the Bureau of Labor Statistics. All but one of the plans still operating are guaranteed-employment or employment-assurance plans. The enactment of the Federal Social Security Act and of State unemployment-insurance laws was the reason in most instances for abandonment of the plans. However, 7 of the companies which have abandoned their plans are maintaining benefit payments until benefits become payable under the State law. The 5 joint agreements in effect in 1934 are being continued, for the present at least, while 17 of the 24 local trade-unions replying to the inquiry are continuing the assessment of members for the maintenance of their unemployment funds, in spite of the fact that they may be covered by the State laws. Page 839.

Relief Grants in Supplement to Wages.

MANY MEMBERS of families aided by relief agencies are not wholly without employment, but their employment is under circumstances which make it imperative for these agencies to add to the insufficient incomes received by these workers from commercial or industrial jobs. This ap-

parently universal problem of grants-in-aid of wages to underpaid and underemployed people is of deep concern to the public, for it is possible that this supplementary-relief policy has had a tendency to perpetuate part-time, temporary, or casual employment and also low wage standards. Page 864.

Labor Banks.

AN INCREASE of 6.8 percent in deposits, of 6.5 percent in total resources, and of 4.2 percent in capital, surplus, and undivided profits from June 30, 1936, to June 30, 1937, was shown by the four labor banks still in operation. On the latter date these banks had total resources aggregating more than \$24,000,000. Data showing the status of the individual banks at the end of the fiscal year 1936-37, their individual development since their formation, and the trend of the labor-banking movement as a whole are given on page 911.

Regulation of Men's Wages and Hours in Canada.

IN RECENT YEARS notable progress has been made in Canada in providing for the legal establishment of minimum wages and maximum hours for men. All but two of the nine Provinces have legally provided to a greater or less degree for minimum wages for adult males in private industry, and all the Provinces have some legal provision restricting the working hours of men in such employment. In five Provinces legalized collective agreements regulate wages and hours of both males and females in specified trades or industries for particular localities or districts, and in some cases for a whole Province. Page 944.

Special Articles

HOURS OF LABOR IN THE BUILDING TRADES, 1936 ¹

ONE OF THE MOST interesting features of the Bureau of Labor Statistics' recent survey of wage rates and hours of labor in the building trades is the extent to which the working week of 40 hours or less has been adopted by the building-construction industry. In a previous article ² it was shown that the average full-time week for 186,145 employees for whom information was obtained was 40.2 hours. Moreover, the averages for all occupations combined revealed no sharp regional differences. In virtually all parts of the country the average hovered close to 40 hours, ranging from 38.9 hours in the Pacific region to 41.7 hours in the East South Central region.

However, although the average for all building-trades workers combined showed few significant regional differences, there were marked variations between occupational groups and between cities that warrant further analysis. The purpose of this supplemental study is to show the important occupational and city variations in the weekly working time.

Average Full-Time Hours

For 81.6 percent of the 186,145 building-trades employees covered by the Bureau's survey, the full-time weekly hours of labor were 40 or less, 70.7 percent having a working week of 40 hours, and 10.9 percent a working week of less than 40 hours. (See table 1.) The proportion whose working time was 40 hours or less varied appreciably in different parts of the country. In the New England, Middle Atlantic, East North Central, and Pacific regions, a workweek of 40 hours or less applied to from 80 to 93 percent of the workers covered. By contrast in the South Atlantic region this was the working time of 69.7 percent of workers; in the West South Central region it was the working time of 58.4 percent. In the West North Central and East South Central regions over three-fourths of the workers had a workweek of 40 hours or less, and in the Mountain region this was the working time of 67.4 percent of all workers.

¹ This is the second of 2 articles prepared by Edward P. Sanford, under the direction of Herman B. Byer, chief of Division of Construction and Public Employment.

² Monthly Labor Review, August 1937 (pp. 281-300): "Wage Rates and Hours of Labor in the Building Trades."

TABLE 1.—Distribution of Building-Trades Workers by Classified Full-Time Weekly Hours, by Geographic Divisions, 1936

Weekly hours	United States		New England		Middle Atlantic		East North Central		West North Central	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total employees.....	186,145	100.0	13,222	100.0	45,906	100.0	41,180	100.0	13,657	100.0
30 hours.....	17,221	9.3	731	5.5	5,244	11.4	2,791	6.8	1,613	11.8
Over 30 and under 36 hours.....	2,655	1.4	5	(1)	470	1.0	348	.8	520	3.8
36 and under 40 hours.....	298	.2					12	(1)	110	.8
40 hours.....	131,588	70.7	9,831	74.5	36,903	80.5	31,801	77.4	8,490	62.1
Over 40 and under 44 hours.....	86	(1)	6	(1)	10	(1)	35	(1)	2	(1)
44 hours.....	19,185	10.3	1,575	11.9	2,295	5.0	3,433	8.3	896	6.6
Over 44 and under 48 hours.....	1,010	.5	41	.3	56	.1	369	.9	36	.3
48 hours.....	9,196	4.9	699	5.3	258	.6	1,373	3.3	1,889	13.8
Over 48 and under 54 hours.....	2,550	1.4	31	.2	52	.1	598	1.5	76	.6
54 and under 60 hours.....	1,582	.9	293	2.2	228	.5	373	.9	23	.2
60 hours and over.....	774	.4	10	.1	390	.8	47	.1	2	(1)

Weekly hours	South Atlantic		East South Central		West South Central		Mountain		Pacific	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total employees.....	25,678	100.0	8,698	100.0	11,278	100.0	4,745	100.0	21,781	100.0
30 hours.....	780	3.0	80	.9	1,043	9.2	475	10.0	4,464	20.5
Over 30 and under 36 hours.....	119	.5			14	.1	916	19.3	263	1.2
36 and under 40 hours.....	8	(1)			56	.5	10	.2	102	.5
40 hours.....	16,950	66.2	6,673	76.7	5,474	48.6	1,801	37.9	13,665	62.8
Over 40 and under 44 hours.....	15	(1)	2	(1)	2	(1)	12	.3	2	(1)
44 hours.....	5,198	20.2	805	9.3	3,376	29.9	597	12.6	1,010	4.6
Over 44 and under 48 hours.....	303	1.2	83	1.0	91	.8	7	.1	24	.1
48 hours.....	474	1.8	478	5.5	1,049	9.3	820	17.3	2,156	9.9
Over 48 and under 54 hours.....	1,434	5.6	247	2.8	100	.9	12	.3		
54 and under 60 hours.....	359	1.4	113	1.3	19	.2	79	1.7	95	.4
60 hours and over.....	38	.1	217	2.5	54	.5	16	.3		

¹ Less than 1/10 of 1 percent.

It is significant to note that in both the Mountain and the Pacific regions the relatively small proportion of the employees working on a 40-hour week basis was due to the fact that substantial segments were working an even shorter week. In the Mountain region 29.5 percent and in the Pacific region 22.2 percent of the workers had a full-time week of less than 40 hours. The reason for the relatively small percentage of the employees reported working on a 40-hour-week basis in the South Atlantic and West South Central regions, on the other hand, was due to the fact that the working time of comparatively large numbers exceeded 40 hours. In the West North Central region 16 percent of the employees worked on a weekly basis of less than 40 hours. On the other hand, 22 percent of the workers were employed on a basis in excess of 40 hours. These facts account for the relatively small percentage of the employees reported working on a 40-hour-week basis in this region.

For the country as a whole, the weekly hours of labor of 15.7 percent of the building-trades workers fell in the range from 41 to 48 hours, and for 2.7 percent they were more than 48 hours. On the basis of this survey, a Nation-wide application of a maximum 40-hour week in the building trades would reduce the weekly working time of 18.4 percent of the workers.

Analysis by Selected Cities

For 95.2 percent of the building-trades workers covered by the study, the average weekly hours of labor were either 30, 40, 44, or 48. The working time of only 4.8 percent fell outside these groups. Table 2 shows, by selected cities, the number and percent of workers whose average weekly hours of labor fell into three broad categories: 40 hours and under; 41 to 48 hours; and over 48 hours.

In the cities of New England a full-time week in excess of 40 hours was reported for only 2.2 percent of building-trades workers in Boston, 3.1 percent in Brockton, and 2.8 percent in Pittsfield. The longest average full-time week (44.2 hours) was shown for Burlington, Vt., where 74.3 percent of workers were reported to have normal weekly hours in excess of 40. In Hartford, Conn., and Portland, Maine, the full-time weekly hours were also relatively high.

In the Middle Atlantic region, where the over-all average weekly hours of labor were 39.3, the full-time hours of labor averaged 40 hours or less a week in Albany, Binghamton, New York City, Rochester, and Schenectady, N. Y., and Camden, Elizabeth, and Trenton, N. J. The shortest workweek in this region (38.2 hours) was shown for New York City and the longest (45.6 hours) for Altoona. In Altoona 96.7 percent of employees covered worked an average of more than 40 hours per week, but in the other cities in this region comparatively few employees averaged more than 40 hours a week.

In the East North Central region, the only city where all employees averaged 40 hours or less per week was Milwaukee, Wis. The longest full-time week in this region was shown for Grand Rapids and Lansing, Mich.

In the West North Central region, adjustment of the work week to a 40-hour maximum would affect 21.4 percent of the workers covered. The largest number working more than 40 hours per week was found in Sioux Falls, S. Dak. (88 percent); the smallest group so working was reported from Kansas City, Mo. (1.6 percent). In this region the average weekly hours of labor of all workers studied was less than 40 in Des Moines, Iowa; Duluth and Minneapolis, Minn.; and Kansas City and St. Louis, Mo.

In the South Atlantic region, in only one city, Miami, Fla., was the average working time of all employees less than 40 hours (39.0 hours). The percentage of workers whose hours of labor were more than 40 per week varied from 94.7 percent in Asheville, N. C., to 4.1 percent in Miami. Relatively long full-time weeks were shown for most of the cities in this region.

In the East South Central region in only one city, Chattanooga, Tenn., were the average hours of labor of all employees less than 40 per week. The percentage of workers whose hours of labor were more

than 40 per week ranged from 86.2 percent in Montgomery, Ala., to 2.1 percent in Nashville, Tenn.

In the West South Central region, in two cities, the average hours of labor of all workers were found to be less than 40 per week: Fort Smith, Ark. (37.8 hours) and San Antonio, Tex. (37.1 hours). In this region, from 9.8 percent (San Antonio, Tex.) to 69.9 percent (New Orleans, La.) of the workers covered showed a normal working week in excess of 40 hours.

In the Mountain region the average hours of labor of all employees in Butte, Mont., was found to be 31.7, one of the shortest workweeks found in any of the cities studied in 1936. Average weekly hours were also below 40 in Denver, Colo., and Reno, Nev. On the other hand, the average full-time hours in Boise, Idaho, were exceptionally high, being exceeded only by Fargo, N. Dak.

Of the 8 cities studied in the Pacific region only one showed an average full-time week of more than 40 hours. This exception was Los Angeles where the average was 41.6 hours.

TABLE 2.—Distribution of Building-Trades Workers, by Classified Full-Time Weekly Hours, 105 Selected Cities, 1936

Geographic division and city	Total number of employees	Average weekly hours	Workers whose weekly hours of labor were—					
			40 and under		41 to 48		Over 48	
			Number	Percent	Number	Percent	Number	Percent
United States.....	186,145	40.2	151,762	81.6	29,477	15.7	4,906	2.7
New England.....	13,222	40.8	10,567	79.9	2,321	17.6	334	2.5
Boston, Mass.....	5,140	39.6	5,026	97.8	104	2.0	10	.2
Brockton, Mass.....	512	40.0	496	96.9	16	3.1	—	—
Burlington, Vt.....	478	44.2	123	25.7	335	70.1	20	4.2
Hartford, Conn.....	1,748	43.4	908	52.0	637	36.4	203	11.6
Nashua, N. H.....	282	41.7	176	62.4	106	37.6	—	—
Pittsfield, Mass.....	327	40.0	318	97.2	9	2.8	—	—
Portland, Maine.....	755	42.9	333	44.1	390	51.7	32	4.2
Providence, R. I.....	2,334	39.5	2,038	87.3	284	12.2	12	.5
Waterbury, Conn.....	368	41.9	278	75.5	61	16.6	29	7.9
Worcester, Mass.....	1,278	41.3	871	68.1	379	29.7	28	2.2
Middle Atlantic.....	45,906	39.3	42,617	92.8	2,619	5.7	670	1.5
Albany, N. Y.....	941	40.0	941	100.0	—	—	—	—
Altoona, Pa.....	121	45.6	4	3.3	93	76.9	24	19.8
Binghamton, N. Y.....	499	40.0	499	100.0	—	—	—	—
Buffalo, N. Y.....	3,823	40.1	3,798	99.3	19	.5	6	.2
Camden, N. J.....	401	40.0	397	99.0	4	1.0	—	—
Elizabeth, N. J.....	560	40.0	560	100.0	—	—	—	—
Erie, Pa.....	623	41.6	520	83.5	68	10.9	35	5.6
New York, N. Y.....	25,355	38.2	24,263	95.7	1,092	4.3	29	.6
Philadelphia, Pa.....	4,974	40.7	4,172	83.9	773	15.5	29	.6
Pittsburgh, Pa.....	4,547	42.2	3,523	77.5	514	11.3	510	11.2
Reading, Pa.....	310	40.6	277	89.4	22	7.1	11	3.5
Rochester, N. Y.....	2,042	40.0	2,042	100.0	—	—	—	—
Schenectady, N. Y.....	715	39.0	715	100.0	—	—	—	—
Syracuse, N. Y.....	699	41.1	610	87.3	34	4.8	55	7.9
Trenton, N. J.....	296	40.0	296	100.0	—	—	—	—
East North Central.....	41,180	40.2	34,952	84.8	5,210	12.7	1,018	2.5
Akron, Ohio.....	851	39.0	807	94.8	27	3.2	17	2.0
Bloomington, Ill.....	272	40.0	269	98.9	3	1.1	—	—
Chicago, Ill.....	8,654	38.5	8,292	95.8	362	4.2	—	—
Cincinnati, Ohio.....	4,873	39.3	4,851	99.5	22	.5	—	—
Cleveland, Ohio.....	5,994	39.5	5,957	99.4	37	.6	—	—
Columbus, Ohio.....	1,222	40.7	940	76.9	228	18.7	54	4.4
Decatur, Ill.....	632	40.3	568	89.9	55	8.7	9	1.4
Detroit, Mich.....	7,799	42.1	5,234	67.1	2,135	27.4	430	5.5
Eau Claire, Wis.....	573	43.8	272	47.5	270	47.1	31	5.4
Evansville, Ind.....	547	40.1	515	94.1	30	5.5	2	.4
Flint, Mich.....	1,053	44.1	337	32.0	601	57.1	115	10.9
Gary, Ind.....	609	39.7	602	98.9	7	1.1	—	—
Grand Rapids, Mich.....	646	45.1	213	33.0	254	39.3	179	27.7

TABLE 2.—Distribution of Building-Trades Workers, by Classified Full-Time Weekly Hours, 105 Selected Cities, 1936—Continued

Geographic division and city	Total number of employees	Average weekly hours	Workers whose weekly hours of labor were—						
			40 and under		41 to 48		Over 48		
			Number	Percent	Number	Percent	Number	Percent	
East North Central—Con.									
Green Bay, Wis.	469	40.5	417	88.9	52	11.1			
Indianapolis, Ind.	2,537	40.9	1,938	76.4	505	19.9	94	3.7	
Lansing, Mich.	585	45.1	178	30.4	322	55.1	85	14.5	
Milwaukee, Wis.	2,570	38.6	2,570	100.0					
Peoria, Ill.	496	40.1	489	98.6	5	1.0	2	.4	
Rockford, Ill.	299	41.9	161	53.8	138	46.2			
Zanesville, Ohio	499	40.3	342	68.5	157	31.5			
West North Central	13,657	40.0	10,733	78.6	2,823	20.7	101	.7	
Des Moines, Iowa	905	39.4	819	90.5	86	9.5			
Duluth, Minn.	503	39.8	447	88.9	56	11.1			
Fargo, N. D.	154	47.0	43	27.9	96	62.4	15	9.7	
Kansas City, Mo.	1,705	39.2	1,677	98.4	28	1.6			
Lincoln, Nebr.	435	43.8	172	39.5	249	57.3	14	3.2	
Minneapolis, Minn.	2,442	38.5	2,205	90.3	203	8.3	34	1.4	
Omaha, Nebr.	1,065	40.3	933	87.6	131	12.3	1	.1	
St. Louis, Mo.	3,902	38.0	3,599	92.2	299	7.7	4	.1	
Sioux City, Iowa	421	44.0	189	44.9	232	55.1			
Sioux Falls, S. Dak.	275	46.6	33	12.0	236	85.8	6	2.2	
Topeka, Kans.	966	43.5	350	36.2	597	61.8	19	2.0	
Wichita, Kans.	884	44.1	266	30.1	610	69.0	8	.9	
South Atlantic	25,678	41.5	17,857	69.6	5,990	23.3	1,831	7.1	
Asheville, N. C.	415	45.1	22	5.3	300	72.3	93	22.4	
Atlanta, Ga.	2,173	44.4	944	43.4	590	27.2	639	29.4	
Baltimore, Md.	3,597	41.6	2,360	65.6	1,191	33.1	46	1.3	
Charleston, S. C.	588	42.9	310	52.8	92	15.6	186	31.6	
Charleston, W. Va.	879	40.7	777	88.4	102	11.6			
Greensboro, N. C.	507	48.3	113	22.3	73	14.4	321	63.3	
Miami, Fla.	2,898	39.0	2,779	95.9	119	4.1			
Norfolk, Va.	766	41.2	605	79.0	132	17.2	29	3.8	
Richmond, Va.	2,133	41.4	1,572	73.7	342	16.0	219	10.3	
St. Petersburg, Fla.	397	43.7	44	11.1	353	88.9			
Savannah, Ga.	612	41.8	367	60.0	245	40.0			
Washington, D. C.	8,019	41.0	5,634	70.3	2,109	26.3	276	3.4	
Wheeling, W. Va.	855	41.2	767	91.8	68	8.1			
Wilmington, Del.	1,859	40.6	1,563	84.1	274	14.7	22	1.2	
East South Central	8,698	41.7	6,753	77.7	1,368	15.7	577	6.6	
Birmingham, Ala.	945	41.7	694	73.4	242	25.6	9	1.0	
Chattanooga, Tenn.	683	39.6	560	82.0	123	18.0			
Jackson, Miss.	387	42.5	157	40.6	230	59.4			
Knoxville, Tenn.	590	42.7	460	78.0	69	11.7	61	10.3	
Louisville, Ky.	1,645	42.4	1,270	77.2	152	9.2	223	13.6	
Memphis, Tenn.	1,677	42.3	1,282	76.5	207	12.3	188	11.2	
Montgomery, Ala.	456	48.3	63	13.8	297	65.1	96	21.1	
Nashville, Tenn.	2,315	40.7	2,267	97.9	48	2.1			
West South Central	11,278	41.3	6,587	58.4	4,518	40.1	173	1.5	
Dallas, Tex.	2,875	42.6	1,406	48.9	1,465	51.0	4	.1	
El Paso, Tex.	494	41.9	300	60.7	194	39.3			
Fort Smith, Ark.	277	37.8	185	66.8	92	33.2			
Houston, Tex.	1,850	40.9	1,501	81.1	342	18.5	7	.4	
Little Rock, Ark.	710	43.4	217	30.6	442	62.2	51	7.2	
New Orleans, La.	1,205	42.6	363	30.0	791	65.7	51	4.2	
Oklahoma City, Okla.	1,232	42.1	472	38.3	744	60.4	16	1.3	
San Antonio, Tex.	1,549	37.1	1,397	90.2	152	9.8			
Shreveport, La.	536	40.8	429	80.0	107	20.0			
Tulsa, Okla.	550	42.3	317	57.6	189	34.4	44	8.0	
Mountain	4,745	40.3	3,202	67.4	1,436	30.3	107	2.3	
Albuquerque, N. Mex.	549	40.9	505	92.0	44	8.0			
Boise, Idaho	597	46.9	481	80.1	97	16.2	16	2.7	
Butte, Mont.	364	31.7	364	100.0					
Casper, Wyo.	216	42.6	134	62.1	72	33.3	10	4.6	
Denver, Colo.	1,747	39.4	1,231	70.5	435	24.9	81	4.6	
Phoenix, Ariz.	169	43.7	17	10.1	152	89.9			
Reno, Nev.	469	38.1	441	94.0	28	6.0			
Salt Lake City, Utah	634	40.9	510	80.4	124	19.6			
Pacific	21,781	38.9	18,494	84.9	3,192	14.7	95	.4	
Eugene, Oreg.	428	38.1	282	65.9	146	34.1			
Fresno, Calif.	909	37.9	909	100.0					
Los Angeles, Calif.	9,490	41.6	6,636	69.9	2,762	29.1	92	1.0	
Portland, Oreg.	1,568	39.0	1,512	96.4	56	3.6			
Sacramento, Calif.	1,204	40.0	1,091	90.6	113	9.4			
San Francisco, Calif.	5,661	38.0	5,562	98.3	96	1.7	3	(1)	
Seattle, Wash.	1,605	30.7	1,586	98.8	19	1.2			
Tacoma, Wash.	916	30.4	916	100.0					

1 Less than 1/10 of 1 percent.

Average Full-Time Hours of Common Laborers

The percentage distribution of common laborers in the classified weekly hour groups for the country as a whole is strikingly similar to the distribution of all building-trades workers combined (table 3), and this similarity obtains, in a general way, in each of the geographic regions. The largest group of common laborers whose hours of labor were 40 per week was found in the Middle Atlantic region (87.2 percent); the smallest in West South Central (41.8 percent). While 18.4 percent of all the employees covered in this study worked more than 40 hours per week, the working time of 22.2 percent of common laborers was more than 40 hours per week.

TABLE 3.—Distribution of Common Laborers in the Building Trades by Classified Full-Time Weekly Hours, and by Geographic Divisions, 1936

Weekly hours of labor	United States		New England		Middle Atlantic		East North Central		West North Central	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total common laborers.....	37,633	100.0	2,838	100.0	5,499	100.0	9,114	100.0	1,457	100.0
30 hours.....	2,759	7.3	205	7.2	112	2.0	846	9.3	189	13.0
Over 30 and under 36 hours.....	183	.5			2	(¹)			12	.8
36 and under 40 hours.....	87	.2					5	(¹)	1	(¹)
40 hours.....	26,292	69.8	2,141	75.4	4,789	87.2	6,523	71.6	980	67.3
Over 40 and under 44 hours.....	4,091	10.9	161	5.7	309	5.6	731	8.0	64	4.4
44 hours.....	259	.7	3	.1			151	1.7		
Over 44 and under 48 hours.....	2,210	5.9	134	4.7	71	1.3	614	6.7	196	13.5
48 hours.....	903	2.4	23	.8	24	.4	196	2.2	14	1.0
Over 48 and under 54 hours.....	473	1.3	161	5.7	18	.3	42	.5		
54 and under 60 hours.....	376	1.0	10	.4	174	3.2	6	(¹)	1	(¹)
60 hours and over.....										

Weekly hours of labor	South Atlantic		East South Central		West South Central		Mountain		Pacific	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total common laborers.....	7,665	100.0	3,188	100.0	3,364	100.0	763	100.0	3,745	100.0
30 hours.....	222	2.9	36	1.1	449	13.3	57	7.5	643	17.2
Over 30 and under 36 hours.....	6	(¹)					144	18.9	19	.5
36 and under 40 hours.....					50	1.5	1	.1	30	.8
40 hours.....	5,148	67.2	2,249	70.6	1,405	41.8	338	44.3	2,719	72.6
Over 40 and under 44 hours.....	1,537	20.1	299	9.4	891	26.5	55	7.2	44	1.2
44 hours.....	85	1.1	13	.4	3	(¹)			4	.1
Over 44 and under 48 hours.....	114	1.5	218	6.8	467	13.9	110	14.4	286	7.6
48 hours.....	382	5.0	196	6.2	63	1.9	5	.7		
Over 48 and under 54 hours.....	149	1.9	46	1.4	4	.1	53	6.9		
54 and under 60 hours.....	22	.3	131	4.1	32	1.0				
60 hours and over.....										

¹ Less than 1/10 of 1 percent.

The figures in table 3 have been rearranged in table 4 to show the distribution of common laborers whose average weekly hours of labor were 40 or less and more than 40. In the West South Central region

43.4 percent of common laborers worked more than 40 hours per week; in the South Atlantic, 29.9 percent; in the Mountain, 29.2 percent; and in the East South Central, 28.3 percent. In other parts of the country, however, the great majority of the common laborers had a normal working week of 40 hours or less in 1936.

TABLE 4.—Number and Percent of Common Laborers in the Building Trades With Average Full-Time Weekly Hours Under and Over 40

Geographic division	All common laborers		Common laborers whose average weekly hours of labor were—			
			40 or less		More than 40	
	Number	Percent	Number	Percent	Number	Percent
United States.....	37,633	100.0	29,321	77.8	8,312	22.2
New England.....	2,838	100.0	2,346	82.6	492	17.4
Middle Atlantic.....	5,499	100.0	4,903	89.2	596	10.8
East North Central.....	9,114	100.0	7,374	80.9	1,740	19.1
West North Central.....	1,457	100.0	1,182	81.1	275	18.9
South Atlantic.....	7,665	100.0	5,376	70.1	2,289	29.9
East South Central.....	3,188	100.0	2,285	71.7	903	28.3
West South Central.....	3,364	100.0	1,904	56.6	1,460	43.4
Mountain.....	763	100.0	540	70.8	223	29.2
Pacific.....	3,745	100.0	3,411	91.1	334	8.9

Differences by Occupations and by Union Status

For the country as a whole, in all of the selected occupations the full-time hours of labor of union workers³ were preponderantly 40 or less (table 5). The large number of union workers in this category is strikingly indicated. For 100 percent of union cement finishers' helpers these were the hours of labor. The smallest group whose workweek was 40 hours or less, union truck drivers, comprised the large proportion of 91.4 percent of workers in this occupation.

For 98 percent of the union workers in five occupational groups, the full-time workweek was 40 hours or less: Hoisting engineers, hod carriers, metal lathers, steam fitters' helpers, and stonemasons. For 97 percent of the union workers in four occupations this was the full-time working week: Bricklayers, plasterers, slate or tile roofers, and tile layers' helpers. For 96 percent of the union workers in seven occupations this was the full-time workweek: Carpenters, cement finishers, common laborers, plumbers' helpers, composition roofers, steam fitters, and structural-iron workers.

³ As explained in the previous article on this survey, in the August 1937 Monthly Labor Review, it was impracticable to check every one of the employees scheduled in order to learn if he was a union member in good standing. The contractor was

asked to designate the union and nonunion occupations on his pay rolls, and it is believed that the information was as nearly accurate as could be obtained from the records.

TABLE 5.—Distribution of Union and Nonunion Building-Trades Workers According to Classified Full-Time Weekly Hours, by Occupation

Occupation	40 hours and under		41 to 48 hours		Over 48 hours		All employees	
	Union	Non-union	Union	Non-union	Union	Non-union	Union	Non-union
	Number							
All occupations.....	121, 274	30, 488	4, 582	24, 895	158	4, 748	126, 014	60, 131
Bricklayers.....	12, 605	552	344	1, 124	10	176	12, 959	1, 852
Carpenters.....	22, 344	3, 657	891	5, 051	23	1, 074	23, 258	9, 782
Cement finishers.....	2, 968	344	113	461	6	132	3, 087	937
Helpers.....	2, 856	221	-----	174	-----	76	2, 856	471
Electricians (inside wiremen).....	5, 551	326	429	493	-----	15	5, 980	834
Helpers.....	908	194	83	288	-----	13	991	495
Engineers, hoisting (2 or more drums).....	817	84	14	60	-----	13	831	157
Helpers, not elsewhere classified.....	12, 086	4, 436	515	3, 178	15	440	12, 616	8, 054
Hod carriers.....	5, 422	1, 147	77	538	-----	177	5, 499	1, 862
Laborers, common.....	16, 750	12, 561	556	6, 010	83	1, 673	17, 389	20, 244
Lathers, wood.....	369	66	27	93	2	32	398	243
Lathers, metal.....	2, 251	148	31	94	-----	1	2, 282	191
Mixer operators.....	268	141	12	74	1	14	281	229
Painters.....	5, 437	1, 533	246	2, 201	5	120	5, 688	3, 854
Plasterers.....	5, 662	472	131	462	4	69	5, 797	1, 003
Plumbers.....	4, 610	391	332	702	-----	7	4, 942	1, 100
Helpers.....	1, 374	461	43	472	1	7	1, 418	940
Reinforcing steel workers (rodmen).....	1, 450	208	60	210	2	51	1, 512	469
Roofers, composition.....	1, 424	376	54	654	-----	128	1, 478	1, 158
Roofers, slate or tile.....	298	121	8	92	-----	12	306	225
Sheet-metal workers.....	2, 254	440	106	553	-----	129	2, 360	1, 122
Helpers.....	508	494	39	411	-----	68	547	971
Steam fitters.....	2, 885	196	98	194	-----	15	2, 983	405
Helpers.....	1, 405	315	23	171	-----	24	1, 428	510
Stonemasons.....	1, 007	104	19	82	-----	7	1, 026	193
Structural-iron workers.....	3, 598	507	119	464	-----	118	3, 717	1, 089
Tile layers.....	1, 595	118	78	116	-----	27	1, 673	261
Helpers.....	1, 501	306	39	136	-----	25	1, 540	467
Truck drivers.....	1, 071	569	95	337	6	107	1, 172	1, 013
	Percent							
All occupations.....	96.3	50.7	3.6	41.4	0.1	7.9	100.0	100.0
Bricklayers.....	97.3	29.8	2.7	60.7	(¹)	9.5	100.0	100.0
Carpenters.....	96.1	37.4	3.8	51.6	.1	11.0	100.0	100.0
Cement finishers.....	96.1	36.7	3.7	49.2	.2	14.1	100.0	100.0
Helpers.....	100.0	47.0	-----	36.9	-----	16.1	100.0	100.0
Electricians (inside wiremen).....	92.8	39.1	7.2	59.1	-----	1.8	100.0	100.0
Helpers.....	91.6	39.2	8.4	58.2	-----	2.6	100.0	100.0
Engineers, hoisting (2 or more drums).....	98.3	53.5	1.7	38.2	-----	8.3	100.0	100.0
Helpers, not elsewhere classified.....	95.8	55.0	4.1	39.5	.1	5.5	100.0	100.0
Hod carriers.....	98.6	61.6	1.4	28.9	-----	9.5	100.0	100.0
Laborers, common.....	96.3	62.0	3.2	29.7	.5	8.3	100.0	100.0
Lathers, wood.....	92.7	34.6	6.8	48.7	.5	16.7	100.0	100.0
Lathers, metal.....	98.6	60.9	1.4	38.7	-----	.4	100.0	100.0
Mixer operators.....	95.4	61.6	4.3	32.3	.3	6.1	100.0	100.0
Painters.....	95.7	39.8	4.3	57.1	(¹)	3.1	100.0	100.0
Plasterers.....	97.7	47.0	2.3	46.1	(¹)	6.9	100.0	100.0
Plumbers.....	93.3	35.5	6.7	63.9	-----	.6	100.0	100.0
Helpers.....	96.9	49.0	3.0	50.3	.1	.7	100.0	100.0
Reinforcing steel workers (rodmen).....	95.9	44.3	4.0	44.8	.1	10.9	100.0	100.0
Roofers, composition.....	96.3	32.5	3.7	56.4	-----	11.1	100.0	100.0
Roofers, slate or tile.....	97.4	53.8	2.6	40.9	-----	5.3	100.0	100.0
Sheet-metal workers.....	95.5	39.2	4.5	49.3	-----	11.5	100.0	100.0
Helpers.....	92.9	50.9	7.1	42.3	-----	6.8	100.0	100.0
Steam fitters.....	96.7	48.4	3.3	47.9	-----	3.7	100.0	100.0
Helpers.....	98.4	61.8	1.6	33.5	-----	4.7	100.0	100.0
Stonemasons.....	98.1	53.9	1.9	42.5	-----	3.6	100.0	100.0
Structural-iron workers.....	96.8	46.6	3.2	42.6	-----	10.8	100.0	100.0
Tile layers.....	95.3	45.3	4.7	44.4	-----	10.3	100.0	100.0
Helpers.....	97.5	65.5	2.5	29.1	-----	5.4	100.0	100.0
Truck drivers.....	91.4	56.1	8.1	33.3	.5	10.6	100.0	100.0

¹ Less than 1/10 of 1 percent.

In five occupational groups, slightly less than 95 percent of union workers had a full-time workweek of 40 hours or less: Electricians (inside wiremen), 92.8 percent; electricians' helpers, 91.6 percent; wood lathers, 92.7 percent; plumbers, 93.3 percent; and sheet-metal workers' helpers, 92.9 percent.

For 95 percent of the six remaining occupational groups the full-time workweek was 40 hours or less.

The full-time workweek of nonunion building-trades workers is in sharp contrast with this picture. For the country as a whole barely one-half of the nonunion workers had hours of labor of 40 or less per week. The largest group of nonunion workers in any of the selected occupations for whom these were the hours of labor, was found among tile layers' helpers (65.5 percent), and the percentage ranged downward to 29.8 among nonunion bricklayers. For a large proportion of nonunion workers the full-time workweek was 41 to 48 hours (41.4 percent for all nonunion workers). In this category the largest group was found among plumbers (63.9 percent), the smallest among hod carriers (28.9 percent).

For only one-tenth of 1 percent of all union workers were the hours of labor over 48 per week, but these were the hours of labor of 7.9 percent of nonunion workers. The largest group of nonunion workers who had this longer workweek was found among the wood lathers (16.7 percent); the smallest among the metal lathers (0.4 percent).

BRITISH HOUSING AND HOUSING POLICIES, 1919 TO 1937

By MARGARET H. SCHOENFELD, of the Bureau of Labor Statistics

BETWEEN THE END of the World War and March 1937, over 3 million low-cost dwellings were constructed in England and Wales through the joint efforts of private enterprise and the local and National Governments.¹ This building movement was initiated by the National Government at a time when private building was at a standstill, owing to the disorganized condition of the building industry and high construction costs, and when the shortage of dwellings was acute.

Governmental subsidy has been granted in different forms under various laws and was originally authorized in an effort to stimulate private building. The Government policy has been to lend assistance only when the public requirements were not being met through private efforts. In line with this concept the subsidy has been authorized for different uses from time to time. At present, public assistance is being granted only to projects for persons in the lowest-income groups, who cannot afford to pay an economic rent. The greater proportion of post-war building has been carried on by private contractors.

Great Britain, like the continental countries, experienced an acute housing shortage following the war. This shortage applied to the housing of the high- as well as the low-income groups. It was to be expected that those with relatively large incomes would secure new housing through purchase from private builders when construction was resumed, and it was felt, therefore, that the Government's responsibility was limited to the encouragement of low-cost housing.

Within the low-cost field three separate groups had necessarily to be considered—one including those with moderate incomes who could afford to buy or rent dwellings supplied at a reasonable price; another composed of persons who could meet ordinary costs but could not pay enough to provide a builder's profit; and a third made up of the poor who could not afford an economic rent. Under the early post-war legislation providing a subsidy to low-cost housing, the British Government undertook to stimulate building without special reference to slums. In the Housing, Town Planning Act, 1919, assistance was handled as a single question, "Housing of the working classes." It was evidently believed that the sections of the popula-

¹ The information contained in this article covers urban housing in England and Wales almost exclusively, as it is customary to deal with conditions in Scotland under special laws and to publish statistical analyses for the latter country separately.

tion most in need of new or improved quarters would be reached by a general building program. According to available reports this did not prove to be the case, and after a decade of subsidy it was found that the slum dwellers' condition had not been ameliorated to any great extent. This ultimately brought about, in the Housing Act of 1930, a clear-cut differentiation between low-cost housing and slum clearance. That law provided for the clearance or improvement of unhealthy areas and gave local authorities the power to declare areas unfit and to proceed with clearance projects. The culmination of this principle was reached in the Housing Act of 1935, dealing specifically and exclusively with overcrowding, redevelopment, and reconditioning, and authorizing Exchequer contributions to assist in housing the poor in livable dwelling units.

Housing Legislation

In England the local authority,² that is the county, district, or municipal government, is the principal public agency concerned with housing problems. As far back as the middle of the nineteenth century public authorities were granted power to undertake and control house construction and to acquire land, but the early legislation was limited in scope and was often disregarded. Effective legislation permitting local authorities to build and own working-class dwellings was enacted in 1890. The law was reenacted at various times up to 1909 and was strengthened by the small-dwellings acquisition acts between 1899 and 1923. The early assistance authorized by the National Government was in the form of advances to aid in the acquisition of small properties. In 1919 the first law was passed authorizing Government subsidy to housing. It was followed by the laws of 1923, 1924, 1930, 1933, and 1935. Under each act authorizing aid, National Government assistance was given to local authorities. In addition, subsidies were dispensed through nonprofit organizations such as public-utility societies or housing trusts, and for a time were made directly to private enterprise under the law of 1919. The National Government did not undertake to build houses at any time, but the principle that housing for those of low income is a legitimate charge against public funds, recognized in the 1919 act, continued to be accepted.

Act of 1919.—By the terms of the legislation enacted in 1919 (Housing, Town Planning, etc., Act, 1919, and Housing (Additional Powers) Act, 1919) subsidies were permitted under three plans:

1. For dwellings built and operated by local government authorities the National Government granted subsidies based upon anticipated losses from operation after allowing for the proceeds of a special local

² Throughout this article the term "local authority" is used to designate local government as differentiated from the National Government.

tax levied as the town's contribution toward the project. The expenditure for any project was limited only by the requirement that the Government approve plans for assisted public construction and by the effectiveness of local governments in controlling costs.

2. Public-utility societies or housing trusts, made up of groups organized to provide housing without profit to their membership, were granted a proportion of the annual interest charges on money borrowed for building homes for working people. The percentage of interest charges covered by the grant from the National Government was 50 up to March 31, 1927, and 40 thereafter. Rents to be charged for dwellings constructed under this subsidy were subject to approval by the Minister of Health.

3. Direct aid to private construction enterprise was authorized under a system of lump-sum grants. Under this system grants were made for houses complying with prescribed conditions as to accommodations furnished and total cost. At first lump-sum, nonrepayable payments of £130 to £160³ per house were made, the exact amount depending upon the size of the house. These limits were subsequently raised to £230 to £260 per house, in order to compensate partially for increases in building costs.

Act of 1923.—Parliament changed the methods of subsidy when a new housing bill came up for consideration in 1923. The law enacted in that year, known as the Chamberlain Act, provided for governmental subsidy solely in the form of a fixed sum per dwelling unit constructed.

Under this act, for each dwelling unit of specified dimensions and standards built by a public authority, the National Government granted £6 per year for 20 years.⁴ A like provision permitted assistance to public-utility societies under identical terms.⁵ Special assistance was granted to public authorities for approved slum-clearance projects, the Exchequer aid authorized being placed at one-half the estimated annual loss.⁶

Direct assistance to private industry under the act of 1919 was discontinued in 1921. Under the 1923 legislation, aid to private building was handled through the local authorities, from grants made by the National Government. A new method of stimulating commercial construction was inaugurated by a provision in the law whereby the subsidy might be granted to the builder, either in the form of an annual payment (£6 or £4 depending upon the unit allowance in force) for 20 years or in the form of a lump sum. The local authority was further empowered to add to the National Government assistance sums raised from local taxation.

³ Value of pound at par—\$4.8665.

⁴ Later reduced to £4 for any house not completed before Oct. 1, 1927.

⁵ This form of grant was withdrawn in September 1929.

⁶ This form of help continued until 1930.

Act of 1924.—Under the Housing (Financial Provisions) Act, 1924, National Government grants in aid of local-authority projects were placed at £9 per year per dwelling for 40 years, or £12 10s. if the house was situated in an agricultural parish. The rents charged were made subject to certain restrictions. Subletting and the sale of property were forbidden. In case the rents established failed to cover the cost of dwellings, local authorities were permitted to make up deficits from local taxes up to £4 10s. annually for each unit on houses completed before October 1, 1927, and £3 15s. thereafter. Public-utility societies were eligible to assistance under this law, but the houses constructed were subject to the same restrictions regarding rental and subletting as were imposed on building carried out by public authorities. In September 1927 the amount of subsidy provided in 1924 was reduced to £7 10s. for urban houses and to £11 for those in agricultural parishes. No grants under the 1924 act were made after 1932.

Act of 1930.—With the passage of the Housing Act, 1930, future commitments to subsidize housing were limited to slum clearance. The basis for subsidy was revised so as to take into account the number of persons displaced by demolition or rebuilding of existing structures, and to make allowance for the cost of land in central and high-cost urban districts. Control of rents was made a part of the legislation.

Under this act, which is still in effect, annual grants for slum-clearance projects are authorized for a period of 40 years. For each working-class person displaced from unsuitable quarters and rehoused in satisfactory accommodations the law allowed the National Government to contribute £2 5s. in nonagricultural parishes and £2 10s. in agricultural parishes. This per capita contribution is authorized for 40 years. In clearance areas, in buildings of more than two stories or on sites costing over £3,000 per acre, the allowance per person is higher, that is £3 10s.

Rents are subject to revision every 3 years. The local authority may fix the rent and is permitted to allow rebates on rent to tenants, but the rent may not exceed the amount necessary to meet all charges after deducting (1) the average Exchequer contribution; (2) the annual equivalent of £3 15s. per house deemed to be provided out of taxes for 40 years; and (3) rent rebates granted in the discretion of the appropriate local authority. No tenant is permitted to sublet quarters engaged for his own use and subsidized under this law.

Act of 1933.—Legislation passed in 1933 (Housing (Financial Provisions) Act) terminated the subsidies granted under the laws of 1923 and 1924 but made provision for completion of buildings for which proposals had been submitted before December 7, 1932. How-

ever, this law added to the amount of public money devoted to housing by undertaking to reimburse local housing authorities in part for any losses sustained under terms of guaranty to building societies.

Act of 1935.—The Housing Act, 1935, dealt with overcrowding and the redevelopment and reconditioning of dwellings. It established standards beyond which overcrowding should be deemed to exist, and provided for surveys of existing conditions and for planning for abatement of unfavorable conditions. It authorized Exchequer contributions toward provision of flats on sites of high and ordinary value, provided for assistance to housing of the agricultural population, and fixed the ratio between Government aid and local-authority contributions to housing of slum dwellers.

Under this legislation where the value of land as developed is £1,500 or over per acre, the National Government agrees to subsidize housing in blocks and flats for 40 years at an annual rate per dwelling unit developed of from £6 per acre on sites of £1,500 to £4,000 to £9 per acre on sites of £6,000 to £8,000, and £1 additional for every increase of £2,000 per acre in land value, provided the local authority contributes a sum equal to one-half the gross sum of the National Government subsidy over a 60-year period. The Government may further assist in financing the cost of either houses or flats outside the high-cost areas in special circumstances and the amount to be so granted may not exceed £5 per year for 20 years. The local-authority contribution to such projects is also placed at a sum equal to one-half the assistance granted by the National Government, and again the local authority is allowed 60 years in which to make its total payments.

Aid to the agricultural population is authorized on a per-dwelling basis, with a Government contribution of not less than £2 nor more than £8 for a period of 40 years, plus £1 annually for the same period from the local authority.

The distinguishing features of the 1935 law lie chiefly in the provision for absorbing some of the burden of high-cost land through a subsidy which is graduated upward as the cost per acre increases, thus assisting in removing the obstacle to providing low-cost housing in congested urban areas; in the provision for participation of local authorities in meeting the costs of slum clearance at a fixed scale of contribution; and in the consolidation of all housing accounts by the National Government so that it is possible to view housing assistance as a whole.

Effects of Changes in Policy

Successive changes in governmental policy respecting housing subsidy are reflected in the volume of new building. In general, the early British laws that encouraged building by commercial interests did not encourage public construction, and vice versa. Public and

private bodies took advantage of assistance under the 1919 laws, and private interests continued to build under the 1923 legislation, owing to the fact that lump sums could be obtained. The later laws, however, were less attractive to private builders than to public authorities. For example, the 1924 act provided higher subsidies than had been allowed under the law of the previous year but stipulated further that rents would be subject to control. Likewise the slum-reclamation work aided by the terms of later laws has had greater appeal to public bodies operating without a profit motive than to commercial builders.

Amount of Subsidy

During the fiscal year ended March 31, 1936, the cost of housing subsidy to the National Government was nearly 14 million pounds. Annual sums had risen gradually from 3 million pounds in 1920-21 until by 1936 the total expended by the Government amounted to 164½ million pounds.⁷ Local governments had an outstanding loan debt of over 500 million pounds for housing schemes and small-dwellings acquisition.

Both the National and local Governments are concerned that each expenditure authorized for housing in the future shall yield the highest possible return in habitable dwellings and that repetition of early experiences, such as that under the 1919 subsidy, shall be avoided. The 1919 law accounts for more than half of the existing Exchequer debt for housing but for only one-sixth of the dwellings provided with State aid.

Record of Construction, 1919 to 1936

Construction in England and Wales in the post-war period has been characterized by a gradual and irregular growth in volume, a lowering of interest rates on mortgage money, and reductions in wholesale prices of building materials and costs of dwelling units. There has also been some advance in the character of housing facilities supplied, as regards both the kind of construction and the amenities of the dwellings themselves.

Number of Houses Provided

Table 1 shows the number of houses provided in England and Wales through public and private enterprise from January 1919 to September 30, 1936. The statistics do not cover dwelling units rebuilt under improvement and reconstruction schemes prior to 1930 nor are houses of over £78 taxable value (£105 in greater London) included.

⁷ According to reports of the Ministry of Health.

TABLE 1.—New Houses Provided in England and Wales Through Public and Private Enterprise, 1919–36

[Excludes houses provided under improvement and reconstruction schemes prior to act of 1930 and houses of over £78 ratable value (£105 in greater London)]

Half-year ending—	Number of houses provided by—						Total number provided		Grand total	Cumulative grand total
	Local authorities			Private enterprise			With State assistance	Without State assistance		
	With State assistance	Without State assistance	Total	With State assistance	Without State assistance	Total				
Jan. 1, 1919, to Mar. 31, 1920.....	576	.....	576	139	.....	139	715	.....	.....	.....
Sept. 30, 1920.....	2,926	.....	2,926	2,486	.....	2,486	5,412	.....	.....	.....
Mar. 31, 1921.....	12,659	.....	12,659	10,478	.....	10,478	23,137	.....	.....	.....
Sept. 30, 1921.....	34,992	.....	34,992	9,816	.....	9,816	44,808	.....	.....	.....
Mar. 31, 1922.....	45,791	.....	45,791	10,472	.....	10,472	56,263	.....	.....	.....
Sept. 30, 1922.....	40,185	.....	40,185	9,717	.....	9,717	49,902	.....	.....	.....
Mar. 31, 1923.....	17,350	.....	17,350	601	.....	601	17,951	.....	.....	.....
Sept. 30, 1923.....	7,891	.....	7,891	147	.....	147	8,038	.....	.....	.....
Mar. 31, 1924.....	6,462	.....	6,462	4,164	.....	4,164	38,597	.....	.....	.....
Sept. 30, 1924.....	8,082	.....	8,082	17,751	.....	17,751	34,435	.....	.....	.....
Mar. 31, 1925.....	12,542	.....	12,542	29,294	.....	29,294	34,785	.....	.....	.....
Sept. 30, 1925.....	19,548	.....	19,548	30,907	.....	30,907	31,950	.....	.....	.....
Mar. 31, 1926.....	24,670	.....	24,670	31,862	.....	31,862	34,489	.....	.....	.....
Sept. 30, 1926.....	36,732	.....	36,732	38,631	.....	38,631	31,200	.....	.....	.....
Mar. 31, 1927.....	37,361	.....	37,361	41,055	.....	41,055	32,650	.....	.....	.....
Sept. 30, 1927.....	75,121	.....	75,121	58,587	.....	58,587	73,705	.....	.....	.....
Mar. 31, 1928.....	28,121	.....	28,121	15,961	.....	15,961	35,669	.....	.....	.....
Sept. 30, 1928.....	31,099	.....	31,099	26,610	.....	26,610	31,955	.....	.....	.....
Mar. 31, 1929.....	24,024	.....	24,024	22,459	.....	22,459	32,785	.....	.....	.....
Sept. 30, 1929.....	35,743	.....	35,743	49,534	.....	49,534	38,298	.....	.....	.....
Mar. 31, 1930.....	24,502	1,605	26,107	590	.....	590	51,788	.....	.....	.....
Sept. 30, 1930.....	24,550	1,360	25,910	1,682	.....	1,682	55,622	.....	.....	.....
Mar. 31, 1931.....	27,964	2,000	29,964	883	.....	883	69,746	.....	.....	.....
Sept. 30, 1931.....	32,205	1,119	33,324	983	.....	983	60,044	.....	.....	.....
Mar. 31, 1932.....	35,371	1,366	36,737	1,350	.....	1,350	68,374	.....	.....	.....
Sept. 30, 1932.....	31,063	690	31,753	1,306	.....	1,306	62,456	.....	.....	.....
Mar. 31, 1933.....	23,503	735	24,238	1,187	.....	1,187	79,556	.....	.....	.....
Sept. 30, 1933.....	24,474	501	24,975	1,269	.....	1,269	87,088	.....	.....	.....
Mar. 31, 1934.....	29,399	1,466	30,865	1,644	.....	1,644	120,781	.....	.....	.....
Sept. 30, 1934.....	20,280	1,966	22,246	1,937	.....	1,937	136,965	.....	.....	.....
Mar. 31, 1935.....	14,115	3,977	18,092	202	.....	202	149,085	.....	.....	.....
Sept. 30, 1935.....	18,542	5,687	24,229	28	.....	28	125,660	.....	.....	.....
Mar. 31, 1936.....	27,220	908	28,128	194	.....	194	146,621	.....	.....	.....
Sept. 30, 1936.....	36,539	217	36,756	112	.....	112	127,727	.....	.....	.....

1 Estimated.

State-assisted building reached its peak in 1927 both for work carried on by local authorities and by private enterprise. In that year construction expanded in anticipation of reductions in the amounts of subsidy under the laws enacted in 1923 and 1924. The effects of the subsidy of 1919 were reflected especially in the building totals for public authorities in the year from October 1, 1921, to September 30, 1922, when 85,976 units were built. The greater part of the private construction under this subsidy was spread over a longer period, that is the 2 years ended September 30, 1922, in the course of which 40,483 houses were built with the aid of lump-sum grants.

The downward course of assisted public and private building in 1922 and 1923 is probably accounted for by the discontinuance of the 1919 subsidies (except for dwellings that had been approved in 1921) and delays in getting new building under way as authorized in 1923.

Once the peak was reached under the acts of 1923 and 1924, and the full effects of the reduced subsidies provided for in 1927 began to be felt, the course of assisted building continued downward, with the exception of the 6 months ended September 30, 1929, when there was a spurt in public and private building with State assistance, which marked the last upturn before withdrawal of subsidy other than for slum clearance. Construction under the 1935 subsidy is beginning to bring about an increase in National Government-assisted construction by local public authorities, but private industry is apparently doing very little building with such aid.

Unassisted building by public authorities was first reported in the statistics for the 6 months ended March 31, 1930, and has never become extensive. Private unassisted building received its first post-war stimulus in 1923, when the 1919 subsidy had lapsed and the subsidy authorized in 1923 had not yet become effective. Six-month totals of assisted and unassisted private dwellings averaged 60,000 to 70,000 for the effective period of the 1923 and 1924 subsidies. Although the subsidies lapsed at the end of 1932, the total rose steadily from 80,743 for the 6 months through March 31, 1933, to 149,287 units 2 years later.

Building Costs and Standards

Building costs, which were already high at the close of the war, rose further between 1919 and 1921. In 1922 and 1923 a marked drop was registered, followed by a rise coincident with the introduction of the 1923 and 1924 subsidies. In 1927, costs declined perceptibly and continued to fall. Recent increases in material prices threaten to prevent further reduction in costs, however, unless compensatory economies are introduced.

It has been estimated that a house of standard dimensions and number of rooms built by a local authority cost £1,200 in 1920 and £300 in 1935, including site and building. The house referred to is the standard A3 type, as laid down in the Tudor Walters report in 1918. It has a floor area of 760 square feet, is built 12 to the acre, is 2 stories high, and contains a living room, kitchen, 3 bedrooms, and bath.⁸ The 1920 figure is somewhat above the Ministry of Health estimates of £1,040 to £1,100 for average costs of houses built by local authorities for the duration of the 1919 subsidy. In 1927 the selling price of A3 dwellings built with State aid was reduced from £600 to £550. In the Report of the Ministry of Health for 1931-32 it was stated that it should be possible to provide this type of house for £400; and in September 1932 the all-inclusive cost was officially placed at £360. The figures for intermediate years in the 15 years, 1920-35, give an indication of the rate at which costs fell. (See table 2.) With a few exceptions the average costs shown cover March in each year.

⁸ It is known as the "3-bedroom, nonparlor house."

TABLE 2.—Average Cost of 3-Bedroom, Nonparlor Type Houses for Which Contracts Were Let by British Public Authorities, 1920-36

Year	Average cost	Year	Average cost
March 1920.....	¹ £863	March 1929.....	£339
March 1921.....	700	June 1930.....	335
March 1922.....	436	March 1931.....	345
August 1923.....	351	March 1932.....	317
March 1924.....	416	March 1933.....	295
March 1925.....	438	March 1934.....	286
March 1926.....	442	March 1935.....	295
March 1927.....	425	March 1936.....	307
March 1928.....	368		

¹ August average was £930.

Between March 1920 and the same month in 1934 the average cost of assisted type A3 dwellings, contracted for by local authorities, decreased by 66.9 percent—that is from £863 to £286. From August 1920, when the cost was £930, to March 1934 the decrease was 69.2 percent. The sharpest actual and relative decrease in costs of dwellings (from £700 to £436) occurred between 1921 and 1922. The lowest point in average cost per dwelling in the early years of assisted building (£351) was recorded in 1923. Through the next 4 years the average remained above £400 and after an irregular movement through 1932 it fell below £300 in 1933. The average of £286 for 1934 compares rather favorably with an average of £235 covering 11,000 houses built by local authorities in 1909-15. Average costs rose in both 1935 and 1936.

Great Britain's official index numbers for construction-material costs are based on the year 1930 as 100. Wholesale prices of 16 items are included and the index numbers are shown for selected periods, as published in the Board of Trade Journal:

	Index		Index
1930.....	100.0	1935.....	93.8
1931.....	96.4	1936:	
1932.....	94.5	June.....	96.1
1933.....	92.5	December.....	100.3
1934.....	92.6	1937: March.....	103.8

From 1930 through 1933 prices declined steadily, followed by a fractional rise in 1934 and substantial increases in 1935 and 1936, until in March 1937 the index stood at 103.8 as compared with 100 in 1930. The upward tendency in wholesale prices did not materially influence average costs (see table 2) until 1936.

Interest Rates and Mortgage Practice

Interest rates have tended to decline and mortgage practice has been liberalized since 1919. The reduction in charges for money has been in line with a general lowering of interest rates—in which the conversion of the war debt at a lower rate played an important part.

The general loan rate for building purposes ranged from 6 to 6½ percent from 1920 to 1922. This was double the rate paid by local authorities in 1936, when interest at 3¼ to 3½ percent was quoted, depending upon the means used to raise funds. The 1920-22 rate was 1 to 2 percent above the 4½ to 5 percent charges of building and loan societies on mortgages in 1936. For individuals borrowing from building and loan societies—and it is believed that one-half the post-war houses have been so financed—the interest rates appear relatively high as compared with those available to local authorities, but ultimate costs are kept down by the absence of renewal charges on loans obtained. It is customary for private loans to run for 20 to 23 years and no financing charges are made after the initial arrangements are completed.

In order to enlarge the market for houses, private mortgage practice has been revised to allow loans of 90 to 95 percent of the sales price, instead of about 70 percent. For example, on large projects financed through a building and loan society, the society makes loans up to 70 percent of the sales price in line with its general policy. By posting collateral the builder selling a house under a 90-percent loan arrangement guarantees to the society the 20 percent between the ordinarily accepted amount and the total loan placed. This means mortgaging the house substantially up to its full cost, as the margin of 10 percent above the amount of the loan is made up largely of the builder's profit.

Economies of Large-Scale Building

A significant effect of public assistance was the stimulation of large-scale speculative building companies. Their position was strengthened after the withdrawal of subsidy because they were prepared for mass building with each increase in the market demand. This was not a new type of organization, since it had its prototype in pre-war London through a merger of a group of competing firms in 1909. This early company executed many contracts for low-cost housing of the row-flat type and also did some Government building as well as work for the London County Council. In general these large building firms dominate the market in England⁹ although many small ones still exist. Among the large-scale operators, one has developed 26 housing estates in the past 10 years and marketed 30,000 houses.

These large-scale operators have constructed many dwellings in small groups but the greater volume of building has been in developments known as estates. Such estates are self-contained communities built under a "planned" system. They have their own shopping areas, schools, and sometimes industrial establishments. It is possible to pass on to the purchaser a good share of the savings

⁹U. S. Federal Housing Administration. *European housing policy and practice*, by Ernest W. Fisher and Richard U. Ratcliff. Washington, 1936, p. 76.

accruing from mass production and secure a profit, in addition to that from the houses, from the leases on nonresidential structures. The majority of the houses are built for sale rather than for lease.

By a continuing program of building such as has been made possible by the activity of the real-estate market in recent years, these large concerns have reduced the costs incident to labor turn-over by transferring workers from job to job, and additional economies have been effected by buying materials in large quantities, and in some instances by ingenious use of partially prefabricated parts or combinations of materials that are factory-cut to size without requiring fitting at the site of construction. Added to these economies the large enterprises have an advantage in the money market and can obtain loans under very favorable terms.

Some dissatisfaction has been expressed with the cheapening of the houses provided, more particularly with the tendency to reduce the size of rooms and the thickness of walls, and with the use of cheap materials. It is feared by certain housing experts that savings in first costs made possible in this way may be more than offset by the cost of upkeep to the purchasers.

Despite the existence of outstanding groups of large-scale builders, England, like the United States, suffers from the handicaps which are common wherever the building industry is organized into small units that do not have the technical and financial advantages incident to size. The small contractor pays a high interest rate, there are often lapses of time between jobs when labor must be dismissed, and the periods between completion and sale of properties may be long (and therefore costly) owing to the absence of well-organized sales and advertising forces. All these factors add to selling price and tend to increase the volume of shoddy building about which grave concern is felt in England as elsewhere.

Housing at Economic Rents

In very recent years it has been possible for local authorities to provide houses at a rental of 10s. a week, and even less. Detailed information regarding the availability of houses to those with moderate incomes is fragmentary. From estimates in the *Journal of the Royal Statistical Society*, table 3 has been compiled, showing average computed economic rents necessary to cover costs of houses built by local authorities under the subsidies of 1923 and 1924 and comparable dwellings of the 3-bedroom, nonparlor type in 1933 and 1934. The figures are all based on the total cost of house, land, and operation, and the rental charges quoted cover a return on investment plus subsidy. This computation shows a gradual reduction in economic rents during recent years. In 1934 an unsubsidized house could be rented at 8s. 2d. per week and return a profit to the investor.

TABLE 3.—Computed Economic Rent to Cover Cost of British Houses Built With and Without Subsidy, 1923-34

[Based on total original cost plus subsidy when granted for 3-bedroom, nonparlor dwellings]

Year	Economic rent (excluding taxes)			
	Subsidized under—		Unsubsidized	Estimated cost of dwelling, including subsidy
	Housing Act, 1923	Housing Act, 1924		
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	
September 1923.....	10 10	11 6	.....	£432
September 1924.....	12 4	12 4	.....	464
September 1925.....	12 5	12 5	.....	505
September 1926.....	12 1	12 1	.....	511
September 1927.....	11 0	11 0	.....	494
September 1928.....	10 5	10 5	.....	438
September 1929.....	.....	10 4	.....	409
September 1930.....	.....	10 4	.....	405
September 1931.....	.....	10 7	.....	419
September 1932.....	.....	8 6	.....	387
September 1933.....	.....	.....	8 3	1 364
September 1934.....	.....	.....	8 2	1 356

1 No subsidy granted.

For small houses built and sold by one of the large-scale builders in an estate near London, sales prices, carrying charges, size and number of rooms are shown for a sample group of structures in table 4.

TABLE 4.—Freehold Prices, Types, Terms, and Accommodations in British Houses Built for Sale by Private Enterprise

[One builder]

Item	Type of dwelling			
	A	B	C	D
Price (freehold).....	£630.....	£760.....	£865.....	£1,000.
Deposit.....	£50.....	£50.....	£70.....	£100.
Weekly carrying charges on a 20-year basis:				
To building society....	<i>s. d.</i> 17 3	<i>s. d.</i> 21 1	<i>s. d.</i> 23 10	<i>s. d.</i> 26 11
Taxes.....	3 10	4 8	5 4	6 10
Total.....	21 1	25 9	29 2	33 9
Front reception room.....	11'3½" x 10'7½"	12'1" x 11'2"	12'2½" x 11'3"	14'3" x 12'9"
Back reception room.....	12'4" x 10'8"	14' x 10'10½"	14'9½" x 10'9"	16'1½" x 12'7½"
Kitchen.....	Good size with cabinet, gas, copper, and hot-water boiler.	Semi-de luxe, including larder.	De luxe, including larder.	De luxe, including larder.
Bedroom:				
First.....	12'5½" x 10'9½"	14'3" x 10'10"	14'8" x 10'10½"	14'8½" x 12'.
Second.....	11'2" x 10'9½"	12'6" x 10'10"	12'11½" x 10'10½"	16'4" x 12'.
Third.....	6'8½" x 6'	8'5" x 6'	8'5" x 6'	8'8½" x 6'11"
Bathroom and toilet.....	Together.....	Separate.....	Separate.....	Separate.

For house A, a semidetached building costing £630 freehold,¹⁰ and with the carrying charges calculated with a down payment of £50 (slightly under 8 percent), the total indebtedness may be met in 20 years by a weekly payment of 21s. 1d., of which 17s. 3d. is payable to the building society holding the mortgage and 3s. 10d. goes to defray taxes, including water rent. On the highest-priced dwelling, D, which is detached and costs £1,000, the down payment is a flat 10 percent and carrying charges are 33s. 9d. per week for the same 20-year amortization period.

Single-family dwellings, either detached or semidetached, are usually built for sale and do not supply the need of lower-income families, both because they are usually not for rent and, because, if they are, the rental rate is too high. Lower-rent accommodations can usually be found only in flats or apartment houses. In most cases, however, to secure low rent it is necessary for families to accept smaller units than are ordinarily procurable in houses and this works a serious hardship on the larger families.

Some light is thrown on flat and apartment rents in table 5, compiled from the returns of the London County Council, covering block dwellings built with and without aid from the National Government and owned and operated by the city of London. A simple frequency distribution has been made showing the number of apartment houses classified by the minimum rental of suites of given size. The maximum rental for small apartments in any house is approximately 2s. per week above the minimum. London is used as an example, in spite of the fact that it is the highest-rent area in England. It has the highest population density and therefore, in the course of ordinary development, would need to supply the greatest number of apartments.

¹⁰ When a house is purchased freehold the owner takes title to the land as well as the house instead of renting the land and buying the building.

TABLE 5.—Distribution of Block Dwellings Provided by London County Council, by Minimum Weekly Rent Charged for Accommodations of Specified Size, 1935

Minimum weekly rental rate	Number of block dwellings with apartments having—					Total
	1 room	2 rooms	3 rooms	4 rooms	5 rooms	
	Nonassisted schemes					
Under 6 shillings	6					6
6 and under 7 shillings	9	6				15
7 and under 8 shillings	4	8				12
8 and under 9 shillings	1	12	2			15
9 and under 10 shillings		11	7			18
10 and under 11 shillings		2	11	1		14
11 and under 12 shillings		3	11	2		16
12 and under 13 shillings			4	3		7
13 and under 14 shillings			7	2		9
14 and under 15 shillings		1	4	6		11
15 and under 16 shillings				3	2	5
16 and under 17 shillings				7	1	8
17 and under 18 shillings				1	1 2	3
18 and under 19 shillings			1			1
19 and under 20 shillings					2	2
20 shillings and over					2	2
Total	20	43	47	25	19	144
	Assisted schemes					
Under 6 shillings	4	14				18
6 and under 7 shillings		24	3			27
7 and under 8 shillings		30	9	1		40
8 and under 9 shillings		11	23	1		35
9 and under 10 shillings		11	26	8		45
10 and under 11 shillings		1	13	12		26
11 and under 12 shillings		3	15	16		34
12 and under 13 shillings		2	7	10	1	20
13 and under 14 shillings			6	8	5	19
14 and under 15 shillings			4	15	5	24
15 and under 16 shillings			9	5	9	23
16 and under 17 shillings				11	12	23
17 and under 18 shillings			1	6	9	16
18 and under 19 shillings				6	2	8
19 and under 20 shillings					5	5
20 shillings and over				1	12	13
Total	4	96	116	100	60	376

¹ Includes 1 flat of 6 rooms.

Under both nonassisted and National Government-assisted schemes in London, about 45 percent of the total number of apartment houses have units renting at a minimum of under 10s. per week. Among the nonassisted schemes, the low-rent apartments are largely of 1 and 2 rooms; the National Government-assisted buildings have a higher proportion of 3-room units and a few of 4 rooms. Of the non-assisted 3-room units, over 80 percent rent at 10s. and over per week; and of the assisted 3-room apartments, over half are within the reach of those who cannot afford more than 10s. per week. It is also significant that with National Government aid a larger proportion of 3-, 4-, and 5-room apartments have been supplied than under the nonassisted schemes, the percentages of total being 73.4 and 56.3, respectively.

The figures for London show clearly that even with National Government subsidy very little has been done for those families which can afford to pay less than 6s. a week for rent. In all, 18 out of a total of 376 houses (4.8 percent) have accommodations at less than this rental and of this number 4 are 1-room and 14 are 2-room units, neither of which would be suitable for a family with more than 1 child.

Housing for Submarginal Families

As earlier noted, the urgent need for furnishing dwellings for the lowest-income group has led to the redirection of State assistance to housing. Families unable to pay an economic rent for the newly built and relatively desirable units supplied after 1919 were obliged to continue living in old tenements under conditions unfavorable from the standpoint of health both because of lack of sanitary arrangements and because of overcrowding. The expected process of filtering upward, once houses became available, failed to materialize and the benefits of the program accrued primarily to the artisan and "white-collar" classes.

There are no estimates to show what proportion of the population is unable to pay weekly rents of 8, 10, or 12s. per dwelling, but the existence of such families is an accepted fact and is attested from a number of sources. For example, in a study of 68,000 households receiving unemployment assistance (July 1936, Cmd. 5228), it is stated that in England one-quarter of those covered lived in dwellings for which they paid less than 6s. per week and in Wales the proportion was one-third.¹¹

It seems that in the present state of development, taking into account cost of building materials, building methods and the financial arrangements for mortgage loans, adequate moderate-sized housing units cannot be built to rent at less than 8s. a week, unless subsidy is provided in one form or another. Private industry probably cannot supply adequate quarters for less than 10s. In the city of Leeds, where an active slum-clearance and rebuilding program has been in progress, a rent-relief plan has been adopted. The ability of the family to pay is measured by a needs test taking into account family composition, income, and obligations, and the difference between the rent necessary to cover all costs and the amount the family can pay is made up by the city from a fund specially created for this purpose. For Great Britain as a whole, a different system of subsidy is provided by the terms of the 1935 legislation, namely, the National Government makes annual contributions for each apartment supplied, thus enabling the owners to charge lower rents.

¹¹ The higher ratio of low to other rents in Wales probably denotes lower rents in general rather than less favorable conditions.

This necessitates the utmost care in selecting only tenants who are entitled to assistance.

SOURCES.—Great Britain: Housing laws, 1919, 1923, 1924, 1930, and 1935; Ministry of Health, annual reports, 1919-36; Board of Trade Journal (London), Jan. 9, 1936, July 9, 1936, Jan. 14, 1937, and Apr. 8, 1937; London County Council, Housing Estates Statistics for the Year, 1934-35; Ministry of Labor, Unemployment Assistance Act, 1934, Draft Unemployment Assistance Regulations, 1936, Memorandum, July 1936, p. 10. Council for Research on Housing Construction, Slum Clearance, and Rehousing, first report, 1934. Political and Economic Planning (Industrial Group), Housing, England, A Guide to Housing Problems and the Building Industry, London, 1934. Royal Statistical Society, Journal, vol. XCIX, pt. 1, 1936, Urban Housing in England and Wales, (pp. 1-50). Laing's Canon Park Estate, Quality Homes and Beautiful Surroundings. A Century of Municipal Progress, edited by Harold J. Laski and others, London, Geo. Allen & Unwin, Ltd., 1935. United States Federal Housing Administration, European Housing Policy and Practice, by Ernest W. Fisher and Richard U. Ratcliff, Washington, 1936. The Architectural Forum, August 1936, Britain's Building Boom (pp. 36, 85-94). United States Bureau of Labor Statistics, Monthly Labor Review, issues of November 1934 (p. 1194); February 1936 (p. 362); April 1936 (p. 979); and June 1936 (p. 1548). London Economist, Jan. 7, 1937.

CONSUMERS' COOPERATIVES IN THE CHICAGO DISTRICT ¹

By SIDNEY N. GUBIN, *Consumers' Counsel Division, Agricultural Adjustment Administration*

THE COOPERATIVE movement in the Chicago area is passing through a period of transition and rapid change. New study and buying clubs are being organized or planned in many parts of the district. Some study clubs are turning into buying clubs. Buying-club sales are increasing and some clubs have reached the stage of opening or planning a store. By June 1937 the store societies were expanding their activities and in several progressive associations the sales were running considerably above their 1936 level. Because of this, it is difficult to picture adequately the status of the movement there. However, certain facts stand out:

(1) There is little coordination of activities of the local associations despite the existence in Chicago of two regional educational associations (Central States Cooperative League and Chicago Cooperative Federation) and one regional wholesale. This lack of coordination arises in part from the rapidity of growth of new associations without a corresponding growth in the finances and facilities of the educational federations. Mainly, however, it is due to conflict of ideas and personalities of the leaders of the new cooperatives and those who have been in the movement for many years. There has developed a disagreement on the merchandise policy of the wholesale. The new cooperators want Government-graded canned goods, insist on tests for all products, and follow rigidly Consumers' Union reports. Some change in wholesale policy is necessary before harmony can be restored and the fullest utilization of the wholesale's facilities and possibilities can be obtained.

There also is little coordination of activity on local education programs in the area. Almost all the societies (Consumers' Cooperative Services and Evanston Consumers' Cooperative being the major exceptions) consequently are floundering about in the search of a program. Many locals attribute their failure to grow faster or their difficulty in maintaining patronage to the lack of a proper educational program.

The Central States Cooperative League and the Chicago Cooperative Federation were set up to guide and to assist educational work

¹ One of a series of spot studies made for the Bureau of Labor Statistics in May and June 1937 in connection with its general survey of cooperative associations. The report on the Cleveland area was carried in the September issue of the Monthly Labor Review. The area covered by this article included Cook County and Westmont, Ill., and Gary, Ind.

in the area, but they have been seriously hampered by lack of finances. These federated associations have supplied the local societies with speakers and literature and even have helped to conduct courses. They have also helped to start new societies but this assistance has been irregular and in no case has a coordinated program been established for each society.

(2) One society, Consumers' Cooperative Services, appears to occupy a focal position in the Chicago movement and is considered by many to be the leading cooperative retail organization there. It has served as guide and counselor to many of the new associations, and its members also have started cooperatives in other parts of the city. It advises on goods to be handled, operating practices, prices, etc.—matters generally held to be the function of the cooperative wholesales. It supplies meats to the buying clubs and to those stores which as yet have no meat markets. Under an arrangement inaugurated by it, its buyer purchases vegetables and fruit for a number of cooperatives in the city.

(3) The number of societies has almost tripled since the beginning of 1935. In June 1937 there were 38 local consumers' cooperatives, a national wholesale, a regional wholesale, and 2 regional educational societies operating in or with headquarters in the Chicago area. At the beginning of 1935, only 13 of these local associations and one of the regional educational organizations were in existence, and in 1931 there were only 8 local associations and one regional educational league.

The statistics on 1936 sales, membership, earnings, etc., given in this report serve the purpose of showing the rapid progress of the movement, even if they understate the present status. They may appear relatively small to individuals accustomed to reading financial reports of chain and large retail stores. They are, however, more impressive when it is noted that most of these associations have been in operation for only short periods, and have been formed by people who are not experts in the merchandising field. The fact that the cooperatives were able to return from 6 to 10 cents per dollar of sales in 1936 on highly competitive articles such as groceries indicates that the movement has accomplished definite results.

(4) This recent growth has occurred primarily in what might be termed urban middle-class American cooperatives. The associations which have drawn their membership mainly from a single nationality group (Italians, Swedes, etc.) have progressed but little, recently; they appear to be suffering from a decline in interest because many of the original members have died or moved out of the district and their children do not appear to be interested in cooperation.

In the twenties, in practically every cooperative in this area the membership was of a single nationality. In the associations formed

since 1931, however, appeal has been directed to all nationalities. Furthermore, the new societies are attracting individuals never before connected with the cooperative movement and have drawn heavily from professional people living near Northwestern University and the University of Chicago.

Single-nationality cooperatives still account for the largest proportion of the cooperative business in the Chicago area despite the fact that the mixed-nationality cooperatives have grown faster and have also outnumbered them in recent years. The leadership of the former group appears to be only temporary, for the organizations within it are in poorer financial condition than those in the latter group and are advancing at a much slower rate. Their present larger sales may be attributed to an early start, a long period of operation, a relatively larger membership per society, and the large proportion of business done with nonmembers. In 1936 the consumers' cooperatives in the area retailed over one-half million dollars' worth of merchandise. About 60 percent of this business was done by the six single-nationality cooperatives, although they had only one-third of the 3,886 members in the district.

(5) The growth of cooperative students' eating clubs in the area has occurred primarily during the last 2 years. In June 1937 four clubs were operating and one semicooperative society was planning to change to a Rochdale basis during the fall term of 1937.² The oldest society dates from 1932 while the other three, respectively, commenced to operate in 1935, 1936, and 1937.

Subsidies in the form of free rent, equipment, light, and heat were being given by theological seminaries to three (Kimbark, Bethany, Woodlawn) of the four clubs. These clubs were able to serve meals at low cost and still have net savings, partly because of this subsidy. The only nonsubsidized club had a net loss after its first quarter of operations in 1937, but poor management and lack of records were primarily responsible for its financial condition. One of the subsidized clubs plans to operate on a self-supporting basis during the coming semester in order to prove the feasibility of cooperative student eating clubs.

The activity of these clubs was concentrated at the University of Chicago. The majority of the members were theological students. Three of the four clubs were located near the university campus while the fourth was at the Bethany Biblical School. Two of the clubs operate in houses loaned to them by the Chicago Theological Seminary. The seminary has assisted the clubs because it believes that prospective ministers should have a good background in the cooperative movement. The same thought prevails at Bethany.

² The semicooperative group was not included in the survey. It consisted of 45 individuals who obtained meals at group rates from a private restaurant.

At the time of the survey, members of the three clubs at the University of Chicago were helping this semicooperative make plans for a Rochdale society.

The three cooperative clubs and the single semicooperative club at the University of Chicago are attempting to work together to solve their common problems. They have formed a University Cooperative Council and at present are proposing to hire one manager to do all the buying for the societies. The Kimbark Club is the leader in the movement. With the exception of the Bethany Club, all the societies belong to the Central States League.

Activities of Local Associations

In June 1937 there were 38 local consumers' cooperative associations operating in the Chicago area. About one-third of these societies were buying clubs, and another third were grocery-store associations. They included 12 buying clubs, 14 grocery-store associations, 4 students' supply associations, 4 students' eating clubs, 3 restaurants, and a men's wear store. There were no cooperative housing, social or recreational, medical or health, service, printing or publishing, or workers' productive associations in the district. Plans were being made, however, for housing, insurance, and medical associations.³ Of the buying clubs, eight limited their activities to groceries, two handled mail-order products purchased from Cooperative Distributors, Inc., and the other two were bargaining cooperatives that made contracts with local merchants. If the number of operating units, instead of the number of societies, is considered, then two more grocery stores, one bakery, one dairy route, and one gasoline and oil station must be added to the above list.

Year of Origin

Most of the local associations in the area are of recent origin. About two-thirds of the 38 societies operating in June 1937 were formed after the beginning of 1935. Eleven were formed in 1935, 11 commenced to operate in 1936, and 3 more opened in 1937. Only 8 locals have been operating 10 or more years, while 11 have been in existence over 5 years.

The restaurants, students' supply stores, and grocery stores drawing their membership from a single race or nationality group are the oldest societies in the area. Almost all the students' eating clubs opened after the fall term in 1935. The buying clubs likewise were formed within the last 2½ years. It is the general observation that such clubs turn into grocery stores or dissolve, after a period of 1 to 2 years, because otherwise the members lose interest. A small membership has prevented two buying clubs, which were formed in 1935, from opening stores. Most of the clubs formed in 1936 are reported to be planning stores this year.

³ In the city of Chicago there are also some 200 credit unions. These were not covered in this spot study but will be included in the general cooperative survey by the Bureau of Labor Statistics.

Membership of Associations

The 35 local cooperatives that were operating in the area in 1936 had a total membership of 3,886 on December 31, 1936. This compares with about 2,500 members on December 31, 1935, in the 24 societies then operating. Over half of this 1936 membership was concentrated in 5 societies, each of which had 200 or more members. Membership in the five leading societies, and the year they commenced operating, was as follows:

	<i>Members</i>
Workmen's Cooperative Mercantile Association (1917)	562
Consumers' Cooperative Trading Company (1931)	500
Consumers' Cooperative Services (1932)	430
Evanston Consumers' Cooperative, Inc. (1935)	320
Consumers' Cooperative Society Idrott (1913)	201
Total	2, 013

Most of the societies had a small membership. Only about one-third had 100 or more members. The others were divided almost equally into locals with 50 to 99 members and those with less than 50 members. Total membership was divided among the various types of societies as follows: Grocery-store societies, 2,327 (new 1,545, old 782); student eating clubs, 187; student supply stores, 395; buying clubs, 606; restaurants, 336; men's wear store, 35.

The grocery-store societies, restaurants, and students' supply stores tended to have the largest number of members per society and the buying clubs the smallest. Of the five societies with membership over 200, four were grocery-store societies and the other was a restaurant. Included in the six societies with 100 to 199 members were two bookstores, one restaurant, and three grocery-store societies. Because of limited dining facilities, membership in the students' eating clubs ranged only between 48 and 84. Among the whole group of associations, membership per society ranged from 10 to 562, with an average of 114. The range in membership in each type of society was as follows: Buying clubs, 10 to 60; grocery-store societies, 64 to 562; bookstores, 66 to 143; restaurants, 35 to 201. Table 1 gives a frequency distribution of the different types of societies by size of membership on December 31, 1936, and for all associations on December 31, 1935.

TABLE 1.—Distribution of Local Consumers' Cooperatives in Chicago Area, by Size and by Type of Society

Number of members	Number of societies, Dec. 31, 1936 ¹						All associations	
	Grocery stores	Restaurants	Students' eating clubs	Students' supply associations	Buying clubs	Miscellaneous	Dec. 31, 1936	Dec. 31, 1935
0 to 49.....		1	1		11	1	14	11
50 to 99.....	2		2		4		10	2
100 to 149.....	2	1		2			5	4
150 to 199.....	1						1	1
200 to 249.....		1					1	1
250 to 299.....								1
300 to 349.....	1						1	1
350 to 399.....								
400 to 449.....	1						1	
450 to 499.....								
500 to 549.....	1						1	
550 to 599.....	1						1	1
Total.....	9	3	3	4	15	1	35	² 21

¹ Societies have been classified on the basis of their status on Dec. 31, 1936. Since then 1 eating club and 2 buying clubs were formed, while 5 buying clubs

opened stores.

² 3 additional societies did not report their 1935 membership because of lack of records.

Practically all the existing cooperatives in the district formed after 1931 have included members of various nationalities. Prior to the 30's, societies usually were formed by members of a single nationality or racial group. Of the 38 associations operating in June 1937, only 6 may be said to be predominantly of one nationality. These included 2 Russian, 2 Italian, 1 Swedish, and 1 Czechoslovak association.

There were also 5 local associations composed of Negroes. None of the groups had any racial restrictions, but although there were some Negroes in several white associations, and vice versa, the tendency was for the whites and colored to enter associations of their own race. The 5 Negro associations included 3 operating grocery stores and 2 doing collective buying. They had a combined membership of 681, as compared with 3,205 in the associations in which whites predominated.

The 38 associations in the Chicago area in June 1937 included 8 students' associations, 18 middle-class societies, and 6 organizations that drew their membership from the low-income class. The 6 single-nationality cooperatives fell between the low-income and middle-class societies. Of the 5 Negro cooperatives, 4 were clearly in the low-income group while the other was composed mainly of Government employees, teachers, and professional people.

Products Handled and Source of Supply

Groceries (canned goods, bread, dairy products) were the leading lines handled by the 32 merchandise cooperatives in the area.⁴ Fruits

⁴ The activities of 7 cooperative restaurants, 4 operated by students, are not discussed in this section. Merchandise sales of 1 society operating a

store and restaurant are included. This discussion is based on the number of societies handling the product in June 1937 and not on dollar volume.

and vegetables were second in importance, and meats ranked third. Relatively large cooperative sales of meats and produce were due (1) to the existence of the cooperative vegetable-buying service of Consumers' Cooperative Services and (2) to the fact that that association also supplied meats to buying clubs and to stores which had no meat markets of their own. The number of stores handling each product is shown in the statement below.

Groceries.....	23	Dairy route.....	1
Fruits and vegetables.....	14	Laundry service.....	1
Meats.....	12	Gasoline and oil.....	1
Motor oil.....	5	Tires and tubes.....	1
Students' supplies.....	4	Fuel oil.....	1
Gasoline through arrangement with private dealer.....	3	Men's clothing.....	1
		General merchandise.....	3

Lack of adequate cooperative wholesale facilities prevented the local associations from buying all their merchandise from cooperative sources. The grocery stores and grocery-buying clubs bought part of their groceries from the Cooperative Wholesale, but all the meats handled and most of the fruits and vegetables and dairy products came from noncooperative dealers. With the exception of the two mail-order clubs and the one men's wear cooperative, the other organizations purchased almost exclusively from private dealers. No society reported any difficulties in obtaining supplies.

The percentage of business done by the local associations with the Cooperative Wholesale varied with the local managers' opinion of the products handled by it.⁵ Some stores bought everything they could at the wholesale and others bought as little as possible. The buying clubs tended to purchase a greater proportion of total supplies cooperatively than the stores. The restaurants and students' eating clubs purchased exclusively from private wholesalers because the Cooperative Wholesale did not carry large-size cans and could not offer them the same service or prices as regular wholesalers. Bookstores found no cooperative sources of supply of the products handled by them.

Business Activities

Sales.—Consumers' cooperatives in the area sold at retail around half a million dollars in merchandise in 1936. About 80 percent of this business was transacted by 8 societies, 6 of which were old societies. These 8 societies operated 3 restaurants and 6 grocery stores, with sales divided almost equally between the restaurants and store groups. Only 29 of the 35 societies operating in 1936 had records of their retail sales. Their sales amounted to \$476,439.

The grocery stores and restaurants transacted most of the retail business in the area, handling 57 and 34 percent, respectively, of total

⁵ The wholesale handles Co-op brand goods almost exclusively. It does not handle nationally advertised brands. Some locals still handle nationally advertised brands because of consumer demand.

sales. The grocery-store business was divided equally between the old (single-nationality) and new stores, but since all the restaurants were those of the single-nationality groups, the old societies did 63 percent of total business. Table 2 shows the 1936 retail sales for each class of society.

TABLE 2.—Retail Sales of Consumers' Cooperatives in Chicago Area in 1936, by Type of Society

Type of society	Number of societies reporting	Retail sales		Type of society	Number of societies reporting	Retail sales	
		Amount	Percent of total			Amount	Percent of total
Grocery stores.....	10	\$275,355	57	Students' eating clubs.....	1	\$4,000	1
Old.....	4	138,972	29	Bargaining clubs.....	1	2,455	1
New.....	6	136,383	28	Men's wear stores.....	1	2,820	1
Restaurants.....	3	160,347	34	Mail-order clubs.....	1	629	-----
Grocery-buying clubs.....	10	14,816	3				
Students' supply stores.....	3	16,017	3	Total.....	1 29	476,439	100

¹ 1 society operated both a restaurant and a store.

The sales of most of the individual societies were relatively small. Only 2 local associations had sales of over \$50,000, and only 11 of the 29 associations reporting sales in 1936 sold more than \$5,000 worth of goods. The two leading groups were a Swedish restaurant association and a Russian society which operated a restaurant and a store. Their sales were \$75,000 and \$93,000, respectively. Three grocery stores sold between \$40,000 and \$50,000 during the year, being the largest sales in their class. Table 3 classifies the associations according to the amount of business done in 1936.

TABLE 3.—Distribution of Societies by Amount of Retail Sales, 1936

Retail sales	Number of societies					Total
	Grocery stores	Restaurants	Students' supply stores	Grocery buying clubs	Miscellaneous	
\$0 to \$999.....	-----	-----	1	3	1 1	5
\$1,000 to \$1,999.....	-----	-----	-----	4	-----	4
\$2,000 to \$2,999.....	-----	-----	1	1	2 2	4
\$3,000 to \$3,999.....	1	-----	-----	2	-----	3
\$4,000 to \$4,999.....	1	-----	-----	-----	3 1	2
\$5,000 to \$9,999.....	1	-----	-----	-----	-----	1
\$10,000 to \$19,999.....	1	-----	1	-----	-----	2
\$20,000 to \$29,999.....	-----	-----	-----	-----	-----	-----
\$30,000 to \$39,999.....	-----	2	1	-----	-----	3
\$40,000 to \$49,999.....	3	-----	-----	-----	-----	3
\$50,000 to \$59,999.....	-----	-----	-----	-----	-----	-----
\$60,000 to \$69,999.....	-----	-----	-----	-----	-----	-----
\$70,000 to \$79,999.....	-----	-----	1	-----	-----	1
\$80,000 to \$89,999.....	-----	-----	-----	-----	-----	-----
\$90,000 to \$99,999.....	-----	-----	1	-----	-----	1
Total.....	9	3	3	10	4	29

¹ Mail-order cooperative.

² Men's wear store, 1 buying club.

³ Students' eating club.

Sales per member varied considerably in the 29 cooperatives reporting sales for 1936. Omitting societies relying primarily on non-

member patronage,⁶ sales per member ranged from \$5 in a students' supply store to \$123 in a fuel-oil buying club. The largest per-member sales were transacted by the grocery-store societies and the smallest by buying clubs. Only 2 societies had per-member sales of more than \$100, 8 of more than \$75, and 11 of more than \$50.

Nonmember business.—The percentage of business transacted with nonmembers was largest in the restaurants and smallest in the buying clubs. The students' eating clubs and the bargaining and mail-order clubs sold almost exclusively to members. In the grocery-buying clubs the nonmembers' business was usually less than 10 percent, but in the grocery stores it generally ranged from 10 to 25 percent. The Italian and Russian stores, however, reported nonmember patronage of from 25 to 50 percent. In the restaurant associations, the proportion of sales to nonmembers ranged from 80 to 90 percent. Two of the students' supply stores did almost all their business with members, but the other two relied upon outsiders for about 70 percent of their trade.

Trend in sales.—The recent increases in sales have occurred mainly in the new grocery-store societies and grocery-buying clubs. The sales of the old grocery stores whose membership is of a single nationality and the restaurants established prior to the 30's also increased, but at a much slower rate. Furthermore, their 1936 sales were considerably below the level reached in the 20's.

Sales of 13 societies which had records available for both 1935 and 1936 increased 36 percent in the year period. These locals did about 75 percent of the total 1936 business. Increases in the various types of societies varied considerably and are shown in table 4. The sales of the new stores and buying clubs increased 116 and 60 percent, compared to jumps of 9 and 15 percent for the old grocery stores and restaurants. Comparative statistics for 1929 and 1936 are available only for 2 restaurants and 1 grocery store. In one restaurant the 1936 sales were only 25 percent of their 1929 level while in the other the

TABLE 4.—*Net Sales of 13 Consumers' Cooperatives in Chicago Area, 1935 and 1936, by Type of Society*

Type of society	Number of societies reporting	Sales		Percent of increase, 1935 to 1936
		1935	1936	
All grocery stores.....	8	\$145,904	\$222,330	52
New.....	5	58,838	127,105	116
Old.....	3	87,066	95,225	9
Restaurants.....	2	96,474	111,132	15
Buying clubs.....	2	1,488	2,378	60
Students' supply stores.....	1	12,392	12,812	3
Total.....	13	256,258	348,652	36

⁶ The 3 restaurants covered in the survey were omitted because their relatively high per-member sales of \$369, \$930, and \$1,055 were due mainly to a large nonmember business. For the same reason 2 Italian stores with sales of \$156 and \$369 per member were omitted.

sales were 77 percent. The 1936 sales made by the store were only 45 percent of their 1929 level, and but 17 percent of their 1920 peak.

Net savings.—The restaurants and grocery stores made the largest net savings in the area during 1936, but grocery-buying clubs, having almost no overhead expense, saved the members the largest amount on each dollar spent. A large volume at a small net margin gave the restaurants and stores relatively large net savings.

Total net savings and net savings per dollar varied considerably among the 22 groups that had records of sales and savings for 1936. A frequency distribution of the net savings per dollar of sales of locals, classified by type, is given in table 5. All the societies except the 3 grocery stores and 1 restaurant showed net savings during the year; losses in these 4 locals, ranged from \$178 to \$871. The 4 successful grocery stores saved about 6 cents per dollar of sales, while all but 2 of the 9 buying clubs saved more than this amount. Four clubs earned 10 percent or more on their dollar business.

The average grocery store earned \$1,645 on sales of \$24,394 compared with savings and sales, respectively, of \$121 and \$1,635 in the typical grocery buying club. Savings per dollar of sales averaged 7 cents in both groups. The average restaurant earned only 1 cent per dollar of sales with net savings and sales, respectively, amounting to \$606 and \$53,269.

TABLE 5.—*Distribution of Net Savings Per Dollar of Sales of Consumers' Cooperatives in Chicago in 1936*

Net savings (or loss) per dollar of sales	Number of societies				
	Grocery stores	Grocery buying clubs	Restaurants	Miscellaneous	Total
—2.6 to —5 cents.....	1	-----	-----	-----	1
0 to —2.5 cents.....	2	-----	1	-----	3
0 to 2.5 cents.....	-----	-----	1	-----	1
2.6 to 5 cents.....	-----	1	1	2 3	5
5.1 to 7.5 cents.....	4	2	-----	1 1	7
7.6 to 10 cents.....	-----	3	-----	-----	3
10.1 to 12.5 cents.....	-----	2	-----	-----	2
12.6 to 15 cents.....	-----	1	-----	-----	1
Total.....	7	9	3	4	³ 22

¹ A students' eating club.

² 1 men's wear society, 1 bargaining club, 1 students' supply store.

³ 1 society operated a store and restaurant which have been included separately.

For most societies the trend in savings was upward from 1935 to 1936. Only two of the seven societies reporting for both years made smaller savings in 1936 than in the previous year. Total savings for these seven societies amounted to \$4,496 in 1936 compared with \$377⁷ in 1935. During the same period, the sales of these seven increased from \$106,922 to \$171,943 and the savings per dollar from four-tenths of a cent to 2.6 cents.

⁷ Savings of \$1,892 in 1935 were offset by a loss of \$1,515 in 1 society.

The new cooperatives as a group appear to have fared better than the old cooperatives on net savings. The largest losses registered in 1936 were by two societies that had been operating 20 years or more. While these 2 societies have lost money in each of the last 3 years, the amount has been growing smaller. Mismanagement was the primary reason for two new local associations having a net loss in 1936. All the other new groups, however, had relatively good earnings records.

Patronage refunds.—Most of the net savings made by the local associations in the area in 1936 were retained for expansion purposes instead of being paid out to members. Furthermore, the patronage refunds came almost exclusively from new societies; only 1 of the old societies paid refunds.⁸ Twelve of the 22 societies that had records on savings and refunds indicated that they paid refunds of \$3,906, or about 4 cents per dollar of business. Their refunds amounted to about 60 percent of the savings for the year. The 10 societies that paid no dividends gave the following reasons: No net savings, 4; savings too small, 2; no refunds to be declared until store opened, 2; and no refunds ever paid because savings go for general welfare, 2. Data on refunds for previous periods are too fragmentary to measure the trend.

Interest on share capital.—Only a few societies are incorporated under the cooperative act and have issued share capital. Twelve of the 35 societies operating in 1936 reported that their rules provided for the payment of interest on the members' investment, but only three (1 store and 2 buying clubs) actually paid interest in that year.

Societies that had provisions for interest payments generally limited the rate to 3, 4, or 6 percent. Not one of the students' societies or mail-order and bargaining clubs provided for interest payments, but about half the stores and grocery-buying clubs carried such a provision in their rules.

Operating Policies

Prices.—Practically all the cooperatives in the area sold at prevailing retail prices, the major exception to this rule being the students' societies. Two of the students' supply stores sold at cost, plus expenses, while the other two allowed a flat discount from list prices. The eating clubs purported to sell at prevailing prices,⁹ but their prices in general appeared to be much lower than competitive restaurants. The only other exceptions were a mail-order cooperative and a buying club, both of which sold at cost plus expenses.

Credit policy.—Operation on a strictly cash basis was followed by 70 percent of the locals. Those that allowed credit, however, usually

⁸ This 1 society returned \$329.

⁹ It is difficult to compare these prices because of the difference in menus.

allowed only a limited amount, and were more strict with nonmember patrons than with the members. Only 11 of the 38 societies allowed credit to members and 5 of these also granted credit to nonmembers.

The buying clubs¹⁰ and the men's wear society were the only groups operating entirely for cash. Two of the 4 students' eating clubs, 2 of the 4 students' supply stores, 4 of the 14 grocery stores, and 2 of the 3 restaurants allowed credit to members.

The old cooperatives have been more willing than the new cooperatives to give credit to members. Only one of these old cooperatives did not allow credit to members. They have persisted in a credit policy in spite of the difficulties encountered in making collections in the depression years.

Audits.—Over 90 percent of the cooperatives had their records audited regularly, but independent accountants did only a small part of the work. The absence of an outside audit appears to be a major weakness in the Chicago movement. Committees have not insisted on the installation or the keeping of complete records—the first step taken by independent accountants. The lack of adequate data for many of the clubs is due principally to this situation. In several societies committee audits have been made by improperly qualified individuals, or else have not been detailed enough to reveal basic troubles. This has led societies into financial difficulties, with independent auditors called in after most of the damage had been done. The high cost of auditing has deterred some of the societies from using outside auditors. However, the Central States Cooperative League at present is attempting to work out a system whereby a cooperative auditing service will be available at a reasonable cost.

The students' societies have been the most remiss. Regular audits were made in all but 4 of the 34 societies answering this question; 3 of these were students' societies while the other was a buying club. There appears to be considerable laxity in record keeping in the student societies, until a manager either absconds with money or else grossly mismanages the store. Then records usually are installed. Most of these difficulties could be avoided by independent audits. Two of the four students' supply stores in the area reported instances of gross mismanagement. One society which was liquidating at the time of the survey, and so was not included, was reported to be going out of business because of inefficient management. While adequate accounting records cannot prevent mismanagement, they do reveal it readily.

Most of the independent audits were conducted in the new store societies. However, about one-half of the stores—mainly the old societies—still relied on committees. Several of these old societies reported that a balance sheet of their organization had never been made, and that other statements were made irregularly. Independent

¹⁰ The fuel buying club, however, allowed credit.

checks were made in only 11 of the 34 societies—7 stores, 1 buying club, 1 restaurant, 1 students' supply association, and 1 students' eating club.

Quality tests.—Tasting parties, members' opinions, Government grades, and Consumers' Union reports were the major quality tests used by the local associations in the area. Some societies readily accepted red and blue label "Co-op brand" articles as an indication of quality. Others refused to rely on this brand because of purported purchases of inferior products packed under that label. None of the associations used private testing laboratories, but a few had chemist members who checked a small number of questionable items. In a few societies committees did all the work on checking of quality.

Information on the quality of certain brands generally was relayed between societies, with Consumers' Cooperative Services supplying most of the information. Many locals intimated that Government grades on canned goods would have solved most of their quality problems. They tried to induce the Cooperative Wholesale to insist on handling only Government-graded products but were refused by its manager on the ground that this would increase costs.

Rigid insistence on quality tests and attempts to shift members' buying habits were confined primarily to a small group of new stores, especially Consumers' Cooperative Services and the Evanston Consumers' Cooperative. The old stores did not appear to be interested in checking the quality of products handled, to see if better brands were available at lower prices, but continued to handle either products demanded by members or those that had been satisfactory in the past. In a number of new locals, quality tests appeared to be primarily a theoretical concept. While purporting to seek quality products, they tended to handle nationally advertised brands because of members' demands, and to try to compete with chain stores on a price instead of quality basis. Locals which believed that the Co-op brand items they were selling were of high quality did not push these products sufficiently to convert the members.

Apparently only C. C. S. and E. C. C. were attempting not only to test for quality but also to influence their members' demands. Both societies carry only Government-graded meats and butter and have shifted members' buying habits on these items. After tests by committees, C. C. S. also letters all canned items with approximate Government grades, so that members can make proper price comparisons. E. C. C. carries and features both red and blue label Co-op articles, which indicate the first and second grade items. Both societies also discontinue items on which there are complaints and closely follow Consumers' Union reports. Reliance on the latter source has caused considerable conflict with the Cooperative Wholesale because its manager does not agree with the quality bases used by Consumers' Union.

Centralized action in testing and labeling of products, as well as education programs to induce consumers to shift from a price to a quality base, are necessary if cooperatives are to succeed in giving the consumer the most for his dollar. The Central States Cooperative League or the Chicago Cooperative Federation and the Cooperative Wholesale appear to be the proper agencies to undertake these programs. Action by these agencies, however, appears improbable until they receive proper financial support from member locals. Consequently immediate work in both fields most likely will continue to be done by locals. The locals cannot be expected to convert their members overnight on the quality question, but it appears that most of them have neglected one of the major purposes for which consumers' cooperatives were set up. The absence of proper quality standards and quality education is another weakness in the Chicago movement.

Union-made goods.—The local associations in the Chicago area generally do not insist on handling only products manufactured, processed, or distributed by union labor. When there is a choice between products, however, union goods are preferred. This occurs most frequently in the handling of milk and bread. The cooperatives have tended to refrain from purchasing from any manufacturer or processor who does not pay fair wages. For this information they rely on Consumers' Union reports.

Failure to insist more rigidly on union-made products appears to be due to the fact that not many grocery items are produced under union conditions and that the cooperatives do not have many trade-union members. Consequently, while they are interested in seeing that the companies they buy from pay fair wages, the cooperatives have not stressed the purchase of goods handled or processed by union employees.

Employment, Wages, Hours, and Working Conditions

Employment.—Most of the local associations in the Chicago area had a very small paid labor force. The major exceptions were the three restaurants and three stores which together hired 75 of the 113¹¹ full-time employees working for cooperatives in June 1937. Lack of a large labor force in locals was due to the small volume of business transacted by most societies, and the use of volunteer help. Volunteer help, however, was confined primarily to the buying clubs. Nine of the fifteen buying clubs had no paid employees, and the remainder generally had but one employee. The restaurants hired the largest number of employees, with forces ranging from 12 to 22. The stores were divided roughly into two groups—the eight small stores which hired from one to three people, and the three largest stores which each

¹¹ There were 10 part-time workers and 10 part-time student workers employed in addition to the regular employees.

hired about eight full-time workers. In students' supply stores, usually only one person was employed, and in the students' eating clubs the force generally consisted of a cook, a cook's helper, and part-time student assistants.

Wages.—The wages paid by cooperative societies in the area during their initial operating period tended to be below those in retail stores. Rates were rapidly raised as business increased, however, and there was a tendency for wages in the well-established new stores to be equal to or above those paid by private stores. Wages paid in the well-established new stores in general were higher than those paid to employees of the old stores. Inability to pay high wages, rather than opposition to such a policy, accounts for the low level in buying clubs and newly established stores. The policy in most societies was to increase wages as fast as the society was able to bear the cost. A complete comparison between private and cooperative stores was not possible during the survey because of the lack of data on the wages paid by private competitors and on the differences in the efficiency of employees.¹²

The lowest wages in the area during 1936 were paid by the buying clubs. In 9 of the 15 buying clubs all the labor was volunteered and without pay. In most of the other clubs the managers were paid commissions of from 5 to 7 percent. As the total sales were relatively small, the earnings of the managers were also small.

The highest wages in the area were paid to employees of the new stores. Managers of two of the leading new stores received \$150 per month, the highest paid by any local. Male clerks in these two stores earned from \$80 to \$100 a month, while females received from \$75 to \$80. In most of the other stores the managers earned from \$100 to \$125. In several stores established recently or still doing a small volume, the managers were paid commissions or salaries below \$100.

Vacations.—Vacations with pay were given by only 5 of the 15 grocery stores and restaurants in the area. The students' cooperatives and buying clubs did not give vacations to their workers.

Hours.—The working hours per week were found to vary considerably. The managers generally had the longest workweek, putting in more time than they would have done for private employers, for in addition to their work in the store, they often visited members in their spare time. The workers in the students' cooperatives and buying clubs had the shortest weekly hours, because these locals were open only part time.

Most of the employees in societies operating on a full-time basis worked 8 hours daily from Monday through Friday, and usually an

¹² Most of the cooperative store employees have come from the membership. Usually they have had little business experience, and practically learn the trade while working. Consequently, the cooperatives cannot be expected to pay wages equal to those paid experienced workers. This condition has been partly responsible for the low wages paid at first, and the rapid increases given later.

hour or so longer on Saturdays. During weekdays the hours in the various stores ranged from 8 to 10, while on Saturday they were from 8 to 13 hours. Practically all the associations, except restaurants, operated a maximum of 6 days per week. Where stores were open more than 8 hours, woman employees worked an 8-hour maximum while men had longer hours.

Operating Problems

The local cooperative associations in the Chicago area have nearly all been confronted with three major problems, namely (a) obtaining sufficient capital, (b) maintaining patronage and changing consumers' buying habits from a price to quality basis, and (c) finding experienced managers. Other problems have been confined to a small number of locals.

(a) Obtaining sufficient capital has been most acute in suburban locals and in those drawing members from the low-income classes. The middle-class societies (C. C. S., South Shore, Evanston) have had little difficulty; desired funds always have been raised after a short campaign. In the low-income groups, the members are able to pay in only a small share of their investment; the rest has had to be raised on the "eat-their-way-in basis." This gives a slow growth. In some of the suburbs the societies have had difficulty in getting members, and the present financial difficulties of at least two of the stores are due partly to their inability to raise sufficient capital and to the necessity of having to resort to credit.

(b) Success in maintaining patronage and in shifting consumers' buying habits from a price to quality basis has been limited to locals with adequate education programs. Only C. C. S. and the Evanston association appear to be in this class. The managers of some of the other societies complain of lack of member interest in the store and in quality products. They say that members want nationally advertised products and buy at chain stores because prices are lower. They cite inability to meet chain-store prices as a major problem, whereas the real problem appears to be lack of member education and loyalty. Locals with good education programs, which also personally contact members not buying regularly, have had little trouble in maintaining patronage. However, because of a belief that cooperatives should not use advertising or sales campaigns to increase patronage but should grow on their merits, only a few of the local associations follow a contact policy. In a few locals the lack of interest has been due to the "high pressure" selling of memberships to persons not really interested in cooperation, a policy which has resulted in a large proportion of inactive members. The slowing down of growth in two new locals and all the older societies is due to their failure to keep the members interested.

(c) Inability to obtain experienced managers has become a more acute problem as more stores have been opened. Most of the present managers have come from the ranks of the members. Their lack of experience has led to difficulties in opening, equipping, and operating the stores; it also accounts for the generally poor window displays. Undoubtedly, poor management has been at least partly responsible for the financial troubles of three of the new locals. There is a need in this district for a training school for managers and possibly also for an agency to furnish advice to cooperatives on their merchandising problems.

Other problems are (1) how far and how often to furnish delivery service and what charges to make therefor, (2) whether or not credit should be extended, and (3) whether it is preferable for Negroes to set up separate societies or to join with whites. The last-named problem has arisen at Evanston and Gary. In both cases separate Negro associations were created.

Mistakes

Although in some cases the difficulties were due to departure from Rochdale principles, in others they were due to lack of good business technique. Some of the costly mistakes made in the area were:

(a) Expansion at too fast a rate, resulting either in neglecting service or unduly increasing the overhead.

(b) Payment of too large patronage refunds at the beginning, thereby hindering the establishment of adequate reserves and causing members to curtail their purchases when dividends were decreased.

(c) Unwise extension of credit, with resultant difficulty in collecting accounts.

(d) Failure to keep adequate financial records, so that financial difficulties continued unnoticed for too long a period.

(e) Erection of costly buildings on which the association could not meet payments and which it also had difficulty in supporting.

(f) Poor store location.

(g) Expansion of the business on credit.

(h) Failure to obtain a good manager.

(i) Failure to establish proper educational programs.

(j) Sales on too small a margin.

Activities of Regional Associations

In June 1937 there were four regional consumers' cooperative societies operating, or with headquarters, in the Chicago area. Two of these, the Cooperative Wholesale and National Cooperatives, Inc., respectively, were supplying locals and wholesales with goods. The other two, the Central States Cooperative League and the Chicago

Cooperative Federation were assisting locals in their educational programs. All regional organizations except the league were established after 1932.

National Cooperatives, Inc.

National Cooperatives, Inc., was established in Indianapolis, Ind., on February 12, 1933, to coordinate the purchases of the various regional wholesales. It serves its members only, operating as a broker on a Nation-wide basis and making one master contract for its 10 members. The manufacturers deliver directly to the regional wholesales, and they in turn remit their payments direct. National Cooperatives, Inc., is not responsible for the fulfillment either of the contract or of payment. Since January 1937 the organization has had a full-time manager and offices in Chicago. Prior to that time it operated from Indianapolis.

In June 1937 the association had 10 members¹³ compared with 5 originally. Any bona-fide wholesale cooperative¹⁴ not infringing on the territory of a member is eligible to join. The prospective member must file a copy of its bylaws, a map of its territory, and its financial statements. The question of its admission is voted upon by the members.

While both preferred and common stock have been issued, only the latter has voting privileges. Only member district, State, or regional wholesale associations can buy common stock, which is not transferable except by permission. Preferred stock can be held by anyone, but at least 50 percent must be owned by the holders of the common stock. The bylaws give each member society one vote, an additional vote for the first \$10,000 in purchases, and then one more vote for every additional \$5,000 in purchases. Despite this rule, in practice each member wholesale has had one vote. Each society has subscribed for one \$100 share and sends two members to annual meetings at which the board of directors is elected.

The number of commodities for which purchase contracts are made by the wholesale has increased, but gasoline and motor oil (the original items) remain the leading products. Other products in order of importance are (1) tires, tubes, batteries, and accessories; (2) radios and electrical appliances; (3) farm equipment; (4) uniforms for cooperative stores; (5) bindery twine. No foodstuffs or clothing (except

¹³ The organizations and the date they joined were as follows: Central Cooperative Wholesale, Superior, Wis. (1933); Consumers' Cooperative Association, North Kansas City, Mo. (1933); Farmers' Union Central Exchange, St. Paul, Minn. (1933); Midland Cooperative Wholesale, Minneapolis, Minn. (1933); United Cooperatives, Inc., Columbus, Ohio (1933); Consumers' Cooperatives Associated, Amarillo, Tex. (1934); Pacific Supply Cooperative, Walla Walla, Wash. (1934); Eastern Cooperative Wholesale, Inc.,

New York, N. Y. (1936); United Farmers' Cooperative Co., Ltd., Ontario, Canada (1936); Cooperative Wholesale, Inc., Chicago, Ill. (1937).

The Farm Bureau Cooperatives, in Ohio, Indiana, and Michigan belong, through their membership, in United Cooperatives.

¹⁴ A "bona-fide cooperative" is defined as a wholesale that sells 75 percent of its volume through cooperative retail associations.

uniforms) are handled. All the commodities are sold under the Co-op brand. The society has experienced difficulties in buying some items, but it is becoming large enough to purchase from most sources.

Business statistics for the society are incomplete because neither an office nor adequate records were set up until January 1937. No data on the volume of business transacted are available because the member wholesales are billed directly by the manufacturers. From February 12, 1933, to May 1, 1935, the society earned \$3,307 and from May 1, 1935, to May 28, 1936, the earnings were \$5,406. Patronage dividends were paid only during the first period and amounted to \$1,991, paid in stock. Six percent interest has been paid on the outstanding capital stock each year.

The wholesale makes quality tests for all items handled, using independent agencies for this purpose. It does not as yet have a large enough volume to require that its products be manufactured to its own specifications. It uses Bureau of Standards specifications in selecting some items and has a private laboratory to test certain others. Petroleum products are tested either by State agencies or by the chemical laboratories of cooperative blending plants.

Four major problems have confronted the association. These are (1) delimiting the trade territory of each member wholesale, (2) determining the prices to be charged to members located at different distances from the factory, (3) inducing the members to purchase the same items, and (4) persuading them to handle a wider line of goods.

The problem of trade territory arises whenever a new association is admitted. Maintenance of the present boundaries would prevent additional associations from joining and would leave some cities without cooperative wholesale facilities. The latter situation is due to the fact that the farm purchasing-association affiliates of the wholesale can sell only limited amounts of goods to nonfarmers without losing their "farmer" status and therefore their Federal income-tax exemption.

It is one of the wholesale's aims to get all cooperative wholesale and retail associations to sell at a uniform price. This would require adjustment of freight rates. Otherwise the wholesales located close to the factory from which purchases are made would receive the widest margin. At present no freight adjustments are made and prices are not uniform.

The Cooperative Wholesale

The Cooperative Wholesale is a regional association affiliated with National Cooperatives, Inc. It opened in March 1936, in Chicago, to take over the rapidly expanding part-time wholesale grocery business of the Central States Cooperative League, a regional educational society. The wholesale is independent of the league, but it occupies the

same building and shares the services of the same manager and two other employees. It serves Indiana, Illinois, Ohio, and lower Michigan. Because of the non-Rochdale features of the Illinois Cooperative Act, the wholesale is incorporated under the General Corporation Act of Indiana.

Membership in the wholesale is open to any Rochdale cooperative. Each member must purchase two shares of stock at \$25 a share. To this must be added additional shares until the holdings equal a minimum of one-tenth of the annual purchases made through the wholesale. The maximum investment permitted is 50 percent of the local's outstanding capital. Each member association has at least one vote. Another vote is given for the first \$1,000 of business in the preceding year, and then an additional vote for each additional \$5,000 in purchases. Despite these provisions in its bylaws, the wholesale has had difficulty in getting capital, and this has retarded its growth. Its paid-in capital on December 31, 1936, was only \$1,709, less than double the \$917 net savings for the first 10 months.

The society sells to nonmembers as well as to members. All members pay the same prices, unless they buy less than a case or buy in large enough quantities for direct delivery. Members are allowed 15 days' credit but nonmembers must pay cash. The wholesale employs no outside salesmen and makes no deliveries. Members must order their goods in person, by mail, or by telephone. They must either furnish their own trucks or pay delivery charges.

Co-op brand articles, bearing either a red or blue label to indicate respectively first and second quality goods, are sold almost exclusively by the wholesale. The wholesale does not use Government grades on its canned goods, although it states that its purchases are made on this basis. It attempts to buy from the same sources as other cooperative wholesales and makes no independent tests of goods obtained from these sources. On other purchases it uses a laboratory operated by a member of one of the locals. There has been considerable criticism as to the price and quality of its goods. At present a committee composed of the managers of the local associations is trying to solve this problem.

The business of the wholesale has expanded rapidly. On December 31, 1936, it had as customers 36 affiliated and 36 unaffiliated locals. In June 1937 the number of affiliates had grown to 44, and the unaffiliated patrons to 46. The wholesale has no retail outlets or branch warehouses. Sales during the first 5 months of 1937 almost equaled the \$35,276 volume reached during the first 10 months of operation in 1936. Only a few grocery items were handled when the wholesale opened, but by June 1937 additional grocery items as well as electrical appliances, motor oils, and auto accessories had been

added. Groceries, however, are still the largest seller. The society plans to handle gasoline and eventually to supply the local associations with all their needs—a policy which will run into conflict with the Joint Vegetable Buying Service set up by C. C. S. and also with the city-wide merchandising plan of the Chicago Cooperative Federation.

Lack of adequate finances and lack of member support have been the major problems. These probably will continue until the management conflict is solved.

Central States Cooperative League

The league was organized in April 1926 in Bloomington, Ind., to promote the cooperative movement by uniting locals in Illinois, Indiana, Ohio, and lower Michigan. It is an unincorporated educational society. At its annual congresses problems common to the movement are discussed. Between meetings a small staff in its Chicago office furnishes aid to societies desiring speakers, films, auditing services, etc. The league also prints and distributes cooperative literature and conducts summer institutes. Its services to members, however, have been limited by its small income; it has been unable to expand its services as fast as the number of societies has increased and this has led to considerable criticism of its activities.

Each member society pays one-tenth of 1 percent of gross sales as annual dues. Every society has at least one vote and an additional vote is allowed for each 100 members over the first 100. The dues income is not sufficient to pay all expenses¹⁵ and the league must also rely on supplementary income from the sale of literature and from its printing department. In the 8 years prior to 1936, the league also received income on merchandise sales but lost this when these activities were taken over by the Cooperative Wholesale.

Membership in the league expanded rapidly during 1936. It increased from 32 locals on December 31, 1935, to 55 societies on December 31, 1936. In 1926 there were only 13 members. The association has a small number of individual members not connected with any locals, but these individuals do not have voting privileges.¹⁶

The major problems of the league have been (1) securing adequate funds and (2) establishing amicable relations with the city-wide federations, mainly the Chicago Cooperative Federation. A resolution at the league's 1936 congress, to raise dues from one-tenth of 1 percent to one-half of 1 percent, was defeated, so that the financial problem still remains. A committee is endeavoring to smooth relations between

¹⁵ In 1936 its gross operating income amounted to \$3,414.55, of which only \$1,311.74 came from dues.

¹⁶ In four localities the local associations which are members of the league have formed small district federations to coordinate local activities. The

actions of these district federations, however, are subject to the approval of the league. These small district or city-wide federations are located in Chicago, St. Louis, Cleveland, and lower Michigan.

the league and the federation. Neither side appears to be willing to compromise. This disagreement is due to a clash of personalities, as well as to a belief in different methods of education.

Chicago Cooperative Federation

The federation was organized on March 1, 1936, to aid in establishing new societies and to promote the development of the cooperative movement in the Chicago area. It is a city-wide educational society. Its founders maintained that the Central States Cooperative League was not able to devote sufficient time to Chicago because of the wide territory it had to serve. A similar federation, the Chicago Cooperative Council, was formed in 1933, but did not do much work. All work in the federation was on the volunteer basis until October 1, 1936, when a full-time paid director was hired.

In June 1937 only 18 of the 38 local societies operating in the Chicago area belonged to the federation, and only a part of these were active in its affairs. Lack of interest by the locals may be attributed in part to a disagreement with the financing methods used by the federation. The director attempted unsuccessfully to raise his budget by soliciting donations from citizens, in opposition to a fairly general feeling that the cooperative movement should support itself. The federation does not have sufficient income. To supply it with funds it proposed a city-wide merchandising scheme.¹⁷ This proposal was adopted by a membership meeting July 1, 1937, but actual inauguration of the plan has been postponed pending further discussion.

The federation is attempting to remove league control of its acts and this action on its part threatens to split the movement. At present members of the federation must belong to the league, which also must pass upon all action.

Lack of funds has prevented the federation from doing most of its planned work. It has only one full-time employee. It publishes *The Co-op News*, a city-wide newspaper, and on a limited scale furnishes speakers, assists new and old societies in setting up study groups, and provides help on organization problems. However, its plans for a managers' school, and city-wide health and merchandise services are being held in abeyance.

The federation has encountered four problems during its first year of operation: (1) It has had trouble obtaining income; (2) it has not been able to clarify its relationship with the league; (3) it has not been able to clarify its relationship with the regional wholesale in Chicago, and (4) it has had trouble setting up an organization representative of and responsive to members.

¹⁷ The new cooperators in Chicago believe that one central organization should handle both the educational and the wholesaling activities. They maintain that profits from the wholesale are needed to support the educational work. Income from dues alone will

never suffice to promote a good educational program, they contend. Under the merchandising plan the federation proposes to open a centrally-located store or display room to handle products not sold by locals.

Four major mistakes also were made: First, when it was formed the federation did not make a clear statement as to its basis of organization and its functions—a statement which would have eliminated part of the present jurisdictional trouble; second, the local associations did not have any definite financial responsibility to support the federation; third, the central organization had no control over the delegates elected by locals and was required by its bylaws to select its officers from these delegates. Finally, local constitutions did not provide for delegates reporting back to societies. It proposes to change its bylaws and local constitutions to remedy these defects.

Social Security

UNEMPLOYMENT-BENEFIT PLANS IN 1937

COMPANY unemployment-benefit plans have been largely discontinued as a result of the enactment of the Federal Social Security Act in 1935 and the subsequent passage of unemployment-insurance legislation in all of the States. A number of these plans, however, are being continued until benefits become payable under the State laws. Prior to the adoption of these State laws, there were in existence in the United States a limited number of plans with the same general objectives. A survey by the Bureau of Labor Statistics in 1934¹ found 68 plans of this character—22 established and maintained by individual companies; 5 established as a result of collective agreements between groups of employers and groups of workers; and 41 maintained by individual trade-unions for the benefit of their members.

Recently a supplementary inquiry was made by the Bureau to ascertain the present status of these plans. Reports were obtained for all the company and collective-agreement plans which were in effect in 1934 and for 24 of the 41 trade-union plans. The information regarding their present status, as given below, is as of August 1937.

Company Plans

Five companies—the Columbia Conserve Co., Dutchess Bleachery, Inc., Procter & Gamble Co., Wm. Wrigley, Jr., Co., and The Quaker Oats Co.—have continued their plans, all but one of which are guaranteed-employment or employment-assurance plans. In addition, the General Electric Co., which had had an employment-guaranty plan in 12 lamp works, is continuing this plan in plants located in States which offer an incentive or encouragement to employers who guarantee a minimum of work or who maintain a high record of steady employment. Fifteen plans have been given up because of the unemployment-insurance laws. Seven of the companies, however, all located in New York State, are continuing the payment of benefits until January 1, 1938, when benefits are payable under the law of that State. These companies are the Eastman Kodak Co., Bausch & Lomb Optical Co., Taylor Instrument Co., Gleason Works, and Stromberg-Carlson Telephone Manufacturing Co.—all having plans

¹ United States Bureau of Labor Statistics. Serial Systems in the United States and Foreign Countries No. R 166—Operation of Unemployment-Insurance Washington, 1934.

conforming to the so-called "Rochester plan"—the John A. Manning Paper Co., and Behr-Manning Corporation. Eight plans were given up either immediately after the enactment of the Federal act or of the State law, or when contributions to the insurance fund became payable. These were the plans of J. Hungerford Smith Co., The Pfaudler Co., J. I. Case Co., Minnesota Mining & Manufacturing Co., Crocker-McElwain Co. and Chemical Paper Mfg. Co., General Electric Co. (unemployment-pension plan in 12 plants and employment-guaranty plan in some plants), and S. C. Johnson & Son, and the joint company plan maintained by the Sanitary Refrigerator Co., the Northern Casket Co., and the Demountable Typewriter Co., all of Fond du Lac, Wis. The plan of Hill Bros. Co. was canceled for all but the office force, foremen, and a few of the factory workers following a 3 months' strike; and the Samarkand Co.—a firm manufacturing ice cream—gave up the plan as a result of the unionization of the dairy industry in the locality of San Francisco, since the regulations under which the company now operates are different from those in existence previous to 1934.

Although the plan of the Columbia Conserve Co. is of a different type from that of the other companies, since the regular employees who are on a salaried basis own a majority of the stock of the company, it still may be rated as an employment-guaranty plan. The company was seriously affected by the depression and salaries were reduced so that, from the spring of 1931 to June 1933, the average income of the workers was only 50.7 percent of the 1930 rate. Since that time salaries have been gradually increased until by March 1937 they were 80 percent of the 1930 rates. It is expected that dividend payments on the preferred stock will be resumed by December 1, 1937, and that within a year salaries will be equal to those paid in 1930.

One of the companies having a guaranteed-employment plan reported that the continuance of the plan is being studied in the light of the Federal Social Security Act. Another company which provides an employment contract for all regular employees earning less than \$6,000 per year who have at least 6 months' service, together with a provision for payment of a certain percentage of the base pay if layoffs become necessary, has continued the plan with the added provision that if employees are forced out of work by a strike by a minority of the workers they will be protected by the employment-assurance plan.

Stabilization policies were important factors in the unemployment-benefit plans of some of the companies. One large company which had built up a substantial reserve decided to discontinue the plan when the State law was passed, but as the fund is adequate for the payment of benefits until the State law becomes operative January 1, 1938, it is being continued until that date. This company reports that when the plan was started it was expected that it would serve

as an additional incentive to reduce fluctuations in employment. Efforts to provide steady work had been made in many departments of the plant for some years and had produced satisfactory results. The experience after the adoption of the unemployment-benefit plan, however, was that stabilization of employment had improved in these departments, and the whole organization had been more interested in adopting methods to prevent lay-offs. Although the past 3 years had been years of business improvement, comparison of recent turnover figures with those of a similar period of business improvement 10 years ago showed that the record of the company in providing steady employment is now much better. The improvement was due to better methods of planning and scheduling in which it was considered the unemployment-benefit plan had been a very important factor. The lack of a provision for merit rating in the State law, it was felt, favored seasonal industries and those in which there is considerable fluctuation in employment, and amendment of the law to include a merit-raising provision, the firm considered, would provide a strong incentive for employers generally to adopt stabilization policies. Another company in the same State which had been successful in providing stable employment conditions also felt that the State law should provide an incentive to the conscientious employer to stabilize employment.

Joint-Agreement Plans

All the joint agreements providing for the payment of unemployment benefits are still in force but while the agreements concluded between the employers manufacturing men's clothing in the New York City, Chicago, and Rochester clothing markets and the Amalgamated Clothing Workers of America have been continued for the present, it has not yet been decided whether they will be given up when the State laws of New York and Illinois become effective for the payment of benefits. The agreements between the employers and the United Hatters, Cap and Millinery Workers' International Union, Local No. 6, Philadelphia, and the employers and the Amalgamated Lace Operatives of America, Branch No. 3, Scranton, Pa., have been continued without change.

Trade-Union Plans

The trade-union plans maintained by the locals for the benefit of their own members have been continued by 17 of the 24 unions replying to the inquiry. Two of the seven unions which had given up their plans had been forced to do so by the loss of members and the great amount of unemployment among those remaining; one had stopped the assessment of members although the plan is to be continued until

State benefits become due; another union had given up its plan on account of the State law; while in still another instance it was reported that the members had voted to discontinue the plan, but no reason was given. One union gave up the plan because of the improvement in employment among the members, while another which in 1934 had substituted a share-the-work plan for the payment of benefits was continuing the division of work among the members.

The unions which have continued the collection of funds from their members for the payment of unemployment benefits are mainly in different branches of the printing industry. These unions include the Deutsch-Amerikanische Typographia which has a national plan; the Bookbinders' and Bindery Women's Union, Local No. 31-125, San Francisco; Electrotypers' Union, Locals No. 3, Chicago, and No. 100, New York City; Photo-Engravers' Union, Locals No. 1, New York City, No. 2, Baltimore, No. 3, Boston, No. 5, Chicago, No. 7, Philadelphia, No. 8, San Francisco, No. 13, Cincinnati, No. 19, Milwaukee, and No. 24, Cleveland. The Bakery and Confectionery Workers' Union, Local No. 4, St. Louis, has continued its plan without change, as have also Locals No. 1 and 18 of the Lace Workers' Union, Philadelphia, and Branch No. 2 of the Lace Operatives Union, Wilkes-Barre.

Among the unions continuing the benefit plans, two had been able to decrease contributions because of better employment conditions; four which had been obliged to decrease benefits during the depression had later increased them; and one had improved the plan by providing that aged and incapacitated members should receive "readjusted unemployment benefits" of \$50 per month, the per-capita tax and group-insurance premiums of such members being paid by the union. One union reported that members laid off for short periods are advised not to apply for the State benefit for fear the employers will put them to work on "help-out" jobs. This union voted in 1936 to continue paying unemployment benefits of \$10 per week to members even though they might be receiving State benefits. In general, therefore, the plans which are still in effect had not been changed materially, although in two cases the lowered benefit rates introduced during the depression had been continued.



WORK OF BRITISH UNEMPLOYMENT ASSISTANCE BOARD, 1936

A REDUCTION occurred both in the number of applicants for unemployment allowances and in the total amount paid out in allowances in Great Britain during 1936, although during the year the average weekly payment rose from 23s. 4d. to 24s. 8d. The report

of the Unemployment Assistance Board for 1936¹ shows that the number of applicants decreased from 720,944 on December 16, 1935, to 603,734 on December 14, 1936, or 16.3 percent. The total amount paid in allowances in 1936 was £39,297,000 as compared with £42,607,000 in 1935.

The British unemployment-insurance laws, as amended by the law of June 28, 1934, provided for the establishment of an Unemployment Assistance Board² which took over assistance to unemployed insured persons who had exhausted their benefit rights for the benefit year and were in receipt of extended or "transitional" benefit. The law provided that the Board should take over its task in two stages. January 7, 1935, was set as the "first appointed day" on which the transitional-payments class whose needs had previously been assessed by the local authorities would be taken over by the Board, while on the "second appointed day", originally set for March 1, 1935, all the remaining able-bodied unemployed persons were to be placed under the jurisdiction of the Board. Owing to the postponement of the second appointed day until April 1, 1937, the Board dealt, in 1936 as in 1935, only with applications from persons who, if in need, would have been entitled to transitional payments under the scheme formerly in effect. During the year about 1,000,000 different applicants for allowances were dealt with. The average number of applicants on the registers of unemployment exchanges in 1936 was 654,761, belonging to three separate categories: Class A consisted of an average of 74,546 persons who satisfied the first statutory condition for the receipt of unemployment benefit—that is, 30 contributions in the 2 years immediately preceding the beginning of their current benefit year—but who had exhausted their 26 weeks of benefit and any additional benefit to which they might have been entitled; class B, an average of 76,333 persons who had exhausted their benefit in their preceding benefit year and had not made the necessary 10 requalifying contributions; and class C, an average of 503,882 persons who did not satisfy the first statutory condition for benefit—30 contributions in the 2 preceding years. For the 603,734 applicants on the roll in the middle of December 1936, it was estimated the corresponding households, including the applicants, numbered 2,000,000 persons.

Applicants for unemployment allowances are required to register for employment at the employment exchanges in the same way as persons applying for unemployment benefit. The number of insured adults registered for employment at the exchanges dropped from 1,692,550 persons (aged 18 to 64, inclusive) on December 16, 1935, to 1,479,622 on December 14, 1936. This amounted to a decrease of 12.6 percent in the number of insured adults on the register, the

¹ Great Britain. Unemployment Assistance Board. Report for the year ended Dec. 31, 1936. London, 1937.

² See Monthly Labor Review, October 1936 (p. 877): Work of British Unemployment Assistance Board.

decrease in the number who were not applicants for employment allowances amounting to 9.8 percent, and the decrease in the number applying for unemployment allowances to 16.3 percent. The year, therefore, showed a substantial reduction in unemployment, affecting applicants to the Board as well as claimants for unemployment benefit. This was considered as particularly gratifying in view of the fact that large numbers of the Board's applicants are in the coal-mining industry and one or two other important industries which had not, during the year, improved in employment to the same extent as other industries, and showed, it was considered, that the applicants to the Board do not form a segregated group of low employment value. On the other hand, the easing of the unemployment problem has not removed the problem of the long unemployed, of whom a large number are young persons who are losing their desire for work. Difficulty has been met in securing applicants for the training schemes at the Government training centers and at the instructional centers, and measures have been taken which it is hoped will result in more men taking advantage of these opportunities—although a large proportion of the applicants do not need retraining and are ready for employment when it is offered.

Rather marked changes in the age grouping of applicants was found by comparison of 5-percent samples of the applicants in April 1935 and in November 1936. The proportion of applicants in the age groups 18 to 34 fell from 37.8 percent in 1935 to 32.4 percent in 1936, while the proportion in the age groups 35 to 54 increased from 41.5 percent in 1935 to 43.3 percent in 1936, and in the age groups 55 to 64 there was an increase from 20.7 percent in 1935 to 24.3 percent in 1936. In November 1936, 45.7 percent of the applicants were 45 years of age and over. This shift in age distribution among the unemployed indicates the difficulties that may be caused in coming years by general changes in the population as a whole. In the year 1901, it is stated, persons between the ages of 45 and 65 numbered 149 out of every 1,000 persons while by 1935 this proportion had increased to 223 per 1,000. The report states that "industry will have to accustom itself to the fact that it cannot continuously find a supply of juvenile and young labor; it must be prepared to engage and retain older men, and if, under present conditions, some of these older men have been unemployed for long periods, opportunity will have to be given them to adapt themselves once more to the physical requirements of employment." While it is shown that appreciable numbers of men in these older age groups had been employed during the year, it is said to be inevitable that the process of reemployment will be slower among these than among the younger men. About 10,700 men completed a course of training during the year at the Government training centers, at which men between the ages of 18 and 45 (mainly young men under

25) are given vocational training. Employment was secured by 10,400, or 97 percent, of these men. These trainees are recruited largely from the areas where unemployment is greatest. Nearly 21,000 men were admitted to the instructional centers and their attendant summer camps during the year, and of this number more than 3,800 secured employment. Other training schemes were those organized by the Central Committee for Women's Training and Employment, which provided preparation for domestic service and individual vocational training; those undertaken by the Minister and various organizations concerned with land settlement; and several in which the Board cooperated with private organizations.

Progress was reported for the year in land-settlement schemes, whereby men of and above middle age, from areas in which there is not much prospect of their reentry into their old employment, are trained for work on the land. Over 14,000 acres of land had been purchased or leased in England and Wales, for 38 schemes, comprising more than 1,500 holdings. During the year about 675 men were in training, nearly 100 had successfully completed the training, and between 400 and 500 families, comprising more than 2,000 persons, had been transferred to the estates. Other enterprises of this character are the system of group holdings, under which unemployed applicants to the Board are encouraged to cultivate small holdings, usually from a quarter of an acre to half an acre in size (at the end of December 1936 there were about 250 groups, with a total of 4,000 group holders, in England and Wales); and the system of cottage homesteads, a development of the group-holding system, under which first practical steps had been taken in the selection and preparation of sites for the grouping of 250 families in colonies of 20 to 30 homes, with individual holdings of from one-third to one-half an acre. These colonies are to be located in areas where the prospects of employment for the younger members of the family are good.

Labor Involved in Industrial Production

LABOR REQUIREMENTS IN RAIL TRANSPORTATION OF CONSTRUCTION MATERIALS ¹

By JOHN A. BALL, of the Bureau of Labor Statistics

DURING the past 2 years the Bureau of Labor Statistics has been conducting a series of man-hour studies on basic materials used on the various Federal construction programs.² These studies have been made in an effort to measure the behind-the-lines employment involved in the purchase of construction materials. In addition to the labor involved in the fabrication of materials an allowance must be made for the substantial amounts of labor required for their transportation. The man-hours required in the production of the materials covered in this series of studies were obtained by field surveys of the various industries. The man-hours required in the rail transportation of these materials from factory to construction site were at first estimated on the basis of the total rail revenues derived from moving these products.

In order more accurately to measure the labor required in transportation the present study was undertaken by the Bureau. Results of this study show that more than 131,000,000 man-hours of labor were required for the rail transportation of approximately two-thirds of all materials used on the Federal construction program from July 1933 to June 1937.³ The quantities of the other materials purchased cannot be accurately enough determined to compute man-hours required to move them. It is known that most of the excluded commodities are highly fabricated and carry a higher value per ton than the basic products included in the calculation. Therefore, the labor required for freight service, bituminous-coal consumption, and freight-car replacement for shipments of goods purchased for the Federal construction program was somewhat less than half again as large as the figure of 131,000,000 man-hours for the materials studied.

¹ This is one of a series of studies on the subject of labor requirements in the manufacture and transportation of construction materials, carried on under the supervision of Herman B. Byer, chief, Division of Construction and Public Employment.

² To date the following studies have been completed and published in the Monthly Labor Review: Man-hours of Labor per Unit of Output in Steel Manufacture (May 1935); Labor Requirements in Cement Production (March 1936); and Labor Requirements in Lumber Production (May 1937).

³ The Bureau of Labor Statistics has been collect-

ing statistics on the value of material orders placed on construction projects financed by P. W. A. funds from the beginning of the program in July 1933, by funds provided by the Reconstruction Finance Corporation since April 1934, from regular governmental appropriations from July 1934, and by The Works Program beginning in July 1935.

The railway statistics used in this study, except where otherwise noted, were obtained from reports of the Interstate Commerce Commission and the Bureau of Railway Economics of the Association of American Railroads.

Method and Scope of Study

The analysis of man-hour requirements was confined to the rail shipment of specified construction materials in carload lots.⁴ Since the shipper and consignee furnish the labor necessary in loading and unloading carload freight, the estimated labor requirements for transporting materials do not include the man-hours required to load and unload cars.⁵

The first step in the survey was to determine the number of man-hours worked on American railroads in 1935⁶ that could logically be attributed to the movement of freight traffic. The man-hours allocated to freight service were then divided by the total gross ton-miles in 1935, in order to express labor requirements in terms of gross ton-miles.⁷

In addition to the estimated labor directly employed by the railroads an estimate was made of the hours of work created through the railroad consumption of bituminous coal in 1935. The number of man-hours required to replace the depreciation of freight rolling stock during the year was also determined. Man-hour requirements for the production of bituminous coal and manufacture of freight cars were expressed in terms of 1,000 gross ton-miles.

After determining the man-hours per 1,000 gross ton-miles required for freight service, for the production of bituminous coal, and for the manufacture of new freight cars, the next step was to obtain the number of gross ton-miles for individual commodities in 1935. Gross ton-miles of commodities moved in 1935 and the man-hours per 1,000 gross ton-miles made it possible to estimate the total number of man-hours required for each type of construction material. The average number of man-hours per ton required for each material was computed by dividing the total man-hours for each commodity by the total number of tons originated.⁸

These results were applied to the construction materials used on the various Federal public works programs in obtaining an estimate of employment involved in their transportation.

⁴ Because of the lack of adequate information no attempt was made to include labor involved in shipment by water or highway.

⁵ For the most part, construction materials are shipped in carload lots. Less-than-carload freight, however, accounts for a large part of the total labor requirements of the railroads. Ordinarily, shipments in less than carload lots amount to less than 2.5 percent of the total tonnage of the railroads but they account for 25 percent of the loaded cars and involve a disproportionate part of clerical expense and terminal handling—*Encyclopedia of the Social Sciences*, vol. 13.

⁶ The year 1935 was the latest year for which complete data were available. However, it is recognized

that 1935 was not a typical year of railroad activity. The record of tonnage hauled and purchases of equipment and materials in 1935 was far below the level of the years prior to 1930.

⁷ Movement for a distance of 1 mile of a ton of 2,000 pounds of the weight of train equipment and contents excluding the weight of locomotive and tender.

⁸ The application of this method gives to every ton in the total tonnage of a material the same labor requirements. The method used, in other words, is not that of the marginal concept of labor productivity which implies that it is possible to measure the additional units of labor that are required to transport each additional ton of a specified material.

Man-Hour Requirements

Freight Service

In 1935, 2,397,352,876 hours were paid for in all freight and passenger services by class I steam railways. This total included, also, the labor expended by the railroads for capital improvements, the construction of new trackage, and the building of freight cars and other rolling stock. Inasmuch as no figures are available indicating the time spent by employees in these activities, an adjustment was made based on the ratio between compensation chargeable to operating expense and total compensation. Total compensation in 1935 amounted to \$1,643,878,510 of which \$1,554,245,709, or 94.5 percent was compensation chargeable to operating expense. Applying this ratio to the total man-hours worked in 1935, man-hours for operating purposes totaled 2,265,498,468.

This total included hours of labor for both freight and passenger service. As a large proportion of railroad business is integrated, no precise method of allocating labor requirements in freight and passenger service could be found. Reports of the Interstate Commerce Commission, however, show operating expenses separated between freight and passenger and allied services. Total railway operating expenses in 1935 were \$2,592,741,419 of which \$1,873,771,629, or 72.3 percent, were expenses assigned and apportioned to freight service. Applying this percentage to the 2,265,498,468 hours resulting from operating activities of the railroads, 1,637,955,392 hours were allocated to freight service. Dividing this figure by the gross ton-miles in freight service in 1935 it was ascertained that 2.136 man-hours were required per 1,000 gross ton-miles.⁹

Production of Coal and Manufacture of Freight Cars

In addition to the man-hours directly required in freight transportation, employment is required indirectly in the industries supplying materials and equipment to the railroads.¹⁰ An estimate was made of the man-hours required for the production of the bituminous coal consumed by steam locomotives in hauling freight and of the direct and indirect employment necessary to manufacture new freight cars to offset depreciation accruing during 1935.¹¹ Because of the difficulty in determining the depreciated value of fixed improvements in 1935,

⁹ In 1935 gross ton-miles in freight service, excluding locomotives and tenders, totaled 766,872,678,000.

¹⁰ Railroads represent one of the largest consumers of the basic raw materials. In normal years, for example, railroad purchases of bituminous coal account for 23 percent of the national production, 19 percent of the fuel oil, 16 percent of the forest and timber products, and approximately 17 percent of the total iron and steel output. In 1935 purchases of

materials and supplies amounted to \$593,025,000. (Railroad Facts, 1936 edition, Western Railways, Committee on Public Relations, Chicago.)

¹¹ Railroads are required to depreciate equipment on the basis of rates approved by the Interstate Commerce Commission. Because of the lack of data on indirect employment no estimate was made of the man-hours required in the manufacture of locomotives.

no estimate was made of the man-hours necessary to produce the railroad purchases of rails, ties, and other materials.¹²

Bituminous coal.—Steam locomotives engaged in freight service on class I railroads in 1935 consumed 43,012,116 tons of bituminous coal. In yard switching service, steam locomotives used 10,633,937 tons, of which 9,836,392 tons were apportioned to freight service.¹³ In mixed train service¹⁴ and in special train service,¹⁵ consumption totaled 1,927,146 tons, of which 1,573,928 tons were apportioned to the movement of freight. Thus for freight service in 1935 a total of 54,422,436 tons of bituminous coal was consumed.¹⁶

Records of the Bureau of Mines indicate that the output of bituminous coal in 1935 averaged 4.50 net tons per man per day. The average time worked by the soft-coal miners during the year was 7.02 hours per day. The output per man per hour was 0.641 ton and 1.56 man-hours were needed to mine a ton of bituminous coal. Consequently the 54,422,436 tons of bituminous coal consumed in freight service in 1935 required 84,899,000 hours of labor in production or 0.111 man-hours per 1,000 gross ton-miles.

Freight cars.—In 1935 the average depreciation rate published by the Interstate Commerce Commission for freight cars was 3.40 percent.¹⁷ Estimating salvage value recoverable, at 10 percent this indicates an average service life for freight cars of 26.5 years.¹⁸ For the year ended December 31, 1935, the capacity of freight cars in service on class I steam railroads totaled 88,677,000 tons.¹⁹ On the basis of an average freight-car life of 26.5 years it is estimated that the depreciation of rolling stock during the year was equivalent to 3,346,000 tons of capacity, or 66,900 50-ton freight cars.²⁰

¹² A steel rail, for example, placed in track in 1935 may have a service life as long as 20 years. The use of depreciation accounts for fixed improvements is optional with the carriers at the present time. Consequently accrual of depreciation for this class of property is relatively small. Because of this it was not possible to estimate the depreciated value of materials during the year.

¹³ The basis of apportionment was the ratio of freight yard switching locomotive-miles to total freight and passenger yard switching locomotive-miles.

¹⁴ The basis of apportionment was the ratio of freight car-miles in mixed train service to total car-miles in mixed train service.

¹⁵ The basis of apportionment was the ratio of freight car-miles in special train service to total car-miles in special train service.

¹⁶ In addition to bituminous coal steam locomotives in all services consumed 508,229 tons of anthracite coal; 10,861 tons of lignite; 1,998,175,587 gallons of fuel oil; 20,097 cords of wood; and 1,731 tons of other fuel. Rail motor cars and other locomotives used 1,357,135,406 kilowatt-hours of electricity; 6,812,269 gallons of fuel oil; 24,785,592 gallons of gasoline; and 2,632,281 gallons of other fuel. The quantities of these fuels which may be apportioned to freight service, are equivalent in fuel value to approximately 10,900,000 tons of coal. Because of the lack of adequate data no estimate could be made of the man-hours created

by railroad consumption of these fuels ascribable to freight service.

¹⁷ The investment in freight-train cars, Dec. 31, 1935, was \$2,765,819,007 and the depreciation charges to operating expenses during the year ended Dec. 31, 1935, totaled \$94,077,438.

¹⁸ The average percentage depreciation rate published by the Interstate Commerce Commission is based on the ledger value of the investment. Thus 100 percent less 10 percent salvage leaves 90 percent depreciable which divided by 3.40 percent gives an average freight-car life of 26.5 years.

¹⁹ Cars directly owned or leased, excluding private line cars.

²⁰ A check on this estimate is derived from purchasing experience from 1918 to 1931. (On account of the depression, orders for freight cars in 1932-33 were virtually negligible.) Data published by the Railway Age indicates that from 1918 to 1931 the average annual number of freight cars ordered by class I, II, and III carriers, by private and industrial lines, and by switching and terminal companies totaled 79,500. Of the total cars in service in 1935 approximately 85 percent were owned by class I carriers. Applying this percentage to the total average annual orders from 1918 to 1931, it is estimated that the average annual orders by class I railroads totaled 67,500 freight cars or approximately 1 percent more than the figure shown in the text.

A study, not yet published by the Bureau of Labor Statistics, on the construction of 50-ton steel freight cars indicates that 2,270 hours of direct and indirect labor were required in the production of each car. Consequently, to produce the 66,900 freight cars estimated to have been required as a result of depreciation in 1935, 151,863,000 hours of labor would have been needed.²¹ This is the equivalent of 0.198 man-hours per 1,000 gross ton-miles in freight service in 1935.

The man-hours per 1,000 gross ton-miles for freight service, for the production of bituminous coal but not of other fuels, and for the manufacture of new freight cars are summarized below:

	<i>Man-hours per 1,000 gross ton-miles</i>
Freight service.....	2. 136
Bituminous-coal consumption.....	0. 111
Manufacture of new freight cars.....	0. 198
Total.....	2. 445

Transportation of Selected Construction Materials

In order to estimate the number of man-hours required to transport specific commodities it was necessary to obtain the number of gross ton-miles by commodities in 1935.²² Gross ton-miles by commodities are obtained by multiplying the number of loaded car-miles for each commodity by the total gross weight per car for each commodity. No statistics showing car-miles by commodities are currently gathered by the railroads. An analysis of freight traffic by commodities, however, was made for the year 1932 by the Federal Coordinator of Transportation.²³ This analysis showed the number of carloads and the number of car-miles for the various commodities handled during 1932 by reporting class I carriers. From these data the average haul per loaded car by commodities in 1932 was calculated. Applying the average haul per loaded car to the number of carloads originated in 1935, an estimate of loaded car-miles by commodities was obtained.²⁴ In 1932, for example, the Freight Traffic Report showed that for cement 297,200 carloads were originated and that the car-miles for this commodity totaled 58,875,000. Thus the average haul per carload originated was 198.1 miles. In Freight Commodity Statistics, published by the Interstate Commerce Com-

²¹ Inasmuch as the Bureau's study included only one type of freight car, it is recognized that this figure is but a rough approximation of the labor requirements. It is, however, the only estimate possible with the data at hand.

²² Estimated gross ton-miles for each commodity is the total amount of railroad activity which can be attributed to the transportation of the commodity. This activity includes the ton-miles created by the movement of the car and contents and the ton-miles of empty haul before the car is reloaded.

²³ Federal Coordinator of Transportation, Section of Transportation Service, Freight Traffic Report, appendix I, exhibit 110.

²⁴ The use of average hauls per car in 1932 to obtain car-miles by commodities in 1935 implies no change in average hauls between 1932 and 1935. This assumption is not unwarranted as there is no indication that drastic shifts in distribution have taken place in the 3-year interval.

mission, the number of carloads of cement originated in 1935 was reported to be 324,278. Applying the average haul per car for cement in 1932 to this figure, an estimate of 64,239,500 car-miles in 1935 was obtained.

Total gross weight per car for each commodity was computed by adding the average number of tons per car originated, the average tare weight²⁵ of the type of car in which the commodity is ordinarily shipped and the tare weight of the empty haul for that type of car. The average number of tons per car originated in 1935 was obtained by dividing the total tons originated for each of the selected materials by the number of cars originated. The type of car in which the materials are usually shipped and the tare weight of the various types of cars were obtained from the Freight Traffic Report.²⁶ The tare weight of the empty haul for the various types of cars was secured by multiplying the tare weight of the car by the percent of empty to loaded car-miles for each type of car. The ratio of empty to loaded car-miles for each type of car is shown in a special publication of the Interstate Commerce Commission.²⁷

Cement, for instance, is ordinarily shipped in box cars having a tare weight of 21.3 tons and a ratio of empty to loaded haul of 28 percent. Adding together the average load 35.3 tons, the average tare weight of the car 21.3 tons, and the tare weight of the empty haul 5.96 tons,²⁸ gives 62.56 tons as the total gross weight transported per loaded car. Multiplying the total gross weight 62.56 tons by the loaded car-miles (64,239,500) gives an estimate of 4,018,823 thousand gross ton-miles for cement in 1935. Thus, with 2.445 man-hours per 1,000 gross ton-miles, 9,826,022 man-hours are attributed to the transportation of cement in 1935. Thirty and thirty-hundredths man-hours of employment are to be attributed to each carload of cement originated in 1935. The average number of man-hours per ton originated was 0.858.

Man-hours per ton ranged from 3.764 for lumber, shingles, and lath to 0.296 for gravel and sand. The range in man-hours per ton was brought about by differences for the various commodities in the average haul per car, the average number of tons per car, and the total gross weight transported per loaded car. The longest average haul, 768.1 miles, was required for lumber and timber. The most important sources of production for this product are in the South and West, and the principal markets are concentrated on the densely populated Atlantic seaboard. Sand and gravel, crushed stone, and similar prod-

²⁵ Weight of the empty car.

²⁶ Freight Traffic Report, vol. III, sec. 84 and sec. 90.

²⁷ Interstate Commerce Commission, Bureau of Statistics, Average Railroad Freight Transportation

Costs, B. T. Elmore, December 1936, p. 60.

²⁸ Average tare weight of the car multiplied by the ratio of empty to loaded haul for that type of car (21.3 tons \times 28 percent).

ucts, on the other hand, normally are produced adjacent to their markets and consequently only a short average haul is required. The low average haul for these products more than offsets the high total gross weight transported per loaded car. Cast-iron pipe and fittings, with an average haul per carload of 592.5 miles, an average load per car of 24.2 tons, and a total gross weight transported per loaded car of 62.36 tons, required an average of 3.737 man-hours per ton originated. In contrast, crushed stone, with a high average load of 54.9 tons, a low average haul of 89.6 miles, and a total gross weight transported per loaded car of 93.06 tons, required an average of 0.372 man-hours per ton originated.

Estimated total man-hours, and average man-hours per ton originated, for various commodities in 1935 are given in the table below.

Estimated Total Man-Hours and Man-Hours per Ton Originated in Transportation of Selected Materials, 1935

Commodities (I. C. C. classification)	Average haul, 1932 (miles) ¹	Carloads originated, 1935 ²	Estimated loaded car-miles, 1935 (hundreds) ³	Total gross weight transported per loaded car, 1935 (tons) ⁴	Estimated gross ton-miles, 1935 (thousands) ⁵	Estimated man-hours	
						Total, 1935 ⁶	Per ton originated, 1935 ⁷
Lumber, shingles, and lath.....	768.1	572,109	4,394,369	54.36	23,887,790	58,405,647	3.764
Cast-iron pipe and fittings.....	592.5	23,294	138,017	62.36	860,674	2,104,348	3.737
Explosives, not otherwise specified.....	503.8	10,405	52,420	43.46	227,817	557,013	3.296
Iron and steel pipe.....	513.8	80,817	415,238	⁸ 62.21	2,583,195	6,315,912	2.648
Manufactures and miscellaneous, not otherwise specified.....	465.1	1,877,058	8,730,197	48.06	41,957,327	102,585,665	2.629
Petroleum, refined.....	363.3	1,256,925	4,566,409	75.20	34,339,396	83,959,823	2.369
Nails and wire.....	413.8	50,748	209,995	53.06	1,114,233	2,724,300	2.084
Sewer pipe and drain tile.....	316.1	39,350	124,385	44.36	551,773	1,349,085	2.006
Rails, fastenings, etc.....	406.2	20,672	83,970	81.26	682,340	1,668,321	1.872
Iron and steel, finished.....	342.4	594,231	2,034,647	⁹ 66.61	13,552,784	33,136,557	1.647
Bituminous coal.....	363.7	4,692,540	17,066,768	91.36	155,921,992	381,229,270	1.529
Brick, building tile.....	331.6	87,709	290,843	64.06	1,863,140	4,555,377	1.412
Brick, common.....	188.1	34,891	65,630	⁹ 68.71	450,944	1,102,558	.877
Cement, Portland, etc.....	198.1	324,278	642,395	62.56	4,018,823	9,826,022	.858
Stone, broken, ground.....	89.6	257,633	230,839	93.06	2,148,188	5,252,320	.372
Gravel and sand.....	72.1	540,626	389,791	94.46	3,681,966	9,002,407	.296

¹ Average haul in 1932 was obtained from the Freight Traffic Report by dividing the number of cars originated into the number of car-miles, all traffic.

² Statistics of carloads originated are shown in Freight Commodity Statistics, Interstate Commerce Commission, year ended Dec. 31, 1935.

³ Estimated loaded car-miles in 1935 were computed by multiplying carloads originated in 1935 by average hauls in 1932.

⁴ The sum of the average number of tons per car originated in 1935, the average tare weight of the type of car in which the commodity is ordinarily shipped, and the tare weight of the empty haul for that type of car.

⁵ Estimated gross ton-miles, 1935, were computed by multiplying estimated loaded car-miles in 1935 by total gross weight transported per loaded car, 1935.

⁶ Total estimated man-hours were obtained by multiplying estimated 1,000 gross ton-miles in 1935 by man-hours per 1,000 gross ton-miles.

⁷ Estimated man-hours per ton originated, 1935, were computed by dividing total estimated man-hours, 1935, by number of tons originated, 1935.

⁸ For iron and steel pipe, iron and steel, finished, and brick, common, shipment is one-half in box cars and one-half in open top cars. Total gross weight transported per loaded car in 1935 for these commodities was computed by averaging the sum of the total gross weight transported per loaded car of each type of car.

Transportation of Materials for Federal Construction Projects

It was not possible to estimate the transportation man-hours required in the shipment of all materials used on Federal construction

programs.²⁹ However, for materials costing \$1,867,590,000 or approximately 68 percent of all orders placed from July 1933 to June 15, 1937,³⁰ an estimate was made.³¹ These materials aggregated 210,000,000 net tons, required more than 4,400,000 freight cars for shipment, and provided 131,000,000³² man-hours of work in the transportation industry and in industries furnishing supplies for the railroads. The average number of man-hours per ton was 0.626 and the estimated number of freight-train car-miles required to ship these products from the point of production to destination exceeded 760,000,000. It should be noted again that these calculations do not make any allowance for the labor required in loading and unloading the carload shipment.

Materials in the above estimate include sand and gravel, crushed stone, cement, explosives, brick, lumber and timber, iron and steel products, and bituminous coal. Iron and steel products costing \$662,000,000 required 25,000,000 man-hours of employment in transportation; sand, gravel, and crushed stone valued at more than \$250,000,000 required in excess of 49,000,000 hours; lumber and timber products costing approximately \$114,000,000 provided 9,500,000 man-hours; and 34,000,000 man-hours were required to ship 980,000 carloads of brick, building tile, sewer pipe, drain tile, and cement valued at more than \$373,000,000.

It is estimated that the transportation of 72 percent of the total value of orders placed on the Public Works Administration construction program alone required 81,000,000 man-hours of labor. These orders necessitated 2,688,000 freight cars for shipment and 475,000,000 freight-train car-miles were involved in transporting the products to their destination. The number of tons shipped amounted to 126,000,000 and the average number of man-hours per ton was 0.644.

From July 1933 to June 1937, approximately 16,000,000 tons of cement were used on construction projects financed either wholly or partially from the Public Works fund. On the basis of this study, these purchases of cement resulted in 14,000,000 man-hours of employment in railroads and industries supplying materials for the railroads. Over the same period purchases of sand, gravel, and crushed stone totaled 90,000,000 tons and provided approximately 30,000,000 man-hours of work. More than 3,300,000 tons of structural and reinforcing steel were purchased requiring 5,500,000 hours of labor.

²⁹ For the various materials, orders placed are reported in terms of values. For some materials it was not possible to convert dollar values into quantities.

³⁰ The Bureau of Labor Statistics has been collecting statistics on the value of material orders placed on construction projects financed by P. W. A. funds from the beginning of the program in July 1933, by funds provided by the Reconstruction Finance Corporation from April 1934, from regular governmental

appropriations from July 1934, and by The Works Program beginning in July 1935.

³¹ The method used in estimating was to apply the man-hours per ton for the commodity group (shown in the table) to which the material belonged to the total tons purchased of that material.

³² These man-hours represent the employment which would have been required if all material orders placed on Federal construction programs had been shipped by rail.

Industrial Relations

STATE LABOR RELATIONS ACTS

DURING 1937 five States¹ enacted labor relations acts modeled after the so-called Wagner-Connery National Labor Relations Act. This act, which was approved on July 5, 1935,² and upheld by the United States Supreme Court on April 12, 1937,³ seeks by legislative action to diminish the causes of labor disputes, which burden or obstruct interstate and foreign commerce, by guaranteeing to employees the right of self-organization and collective bargaining. Of the State acts, that of Utah was approved shortly before the decision upholding the Federal law, while those of Massachusetts, New York, Pennsylvania, and Wisconsin, were enacted after the decision.

All of the State acts regulate the labor relationships of employees engaged in work of a strictly intrastate nature. All provide for a board or commission to administer the law and guarantee to employees the right of self-organization and collective bargaining. Certain acts of employers are forbidden as unfair labor practices. The Massachusetts law assures the employers that strikes by seizure will not be permitted. It is an unfair labor practice in New York and Wisconsin for an employer "to spy upon or keep under surveillance any activities of employees or their representatives in the exercise of the rights" guaranteed by these acts, and the distribution of blacklists also is forbidden. All of the acts authorize the labor relations board to determine the representatives of the employees, by taking a secret ballot of the employees or by utilizing some other method to determine the representation.

In most of the States the act does not provide machinery for the settlement of strikes. Usually separate agencies are provided to arbitrate labor disputes. The Wisconsin law is much broader in scope than the others and contains many provisions not generally found in them. The Wisconsin Labor Relations Board is authorized to arbitrate disputes, and may appoint arbitrators or one or more conciliators or boards. The act also provides for the appointment of two committees to investigate unethical practices of employers or labor organizations. Violation of collective-bargaining agreements may be referred to these committees for appropriate action. The method of

¹ Massachusetts, New York, Pennsylvania, Utah, and Wisconsin.

² See Monthly Labor Review, August 1935 (p. 369).

³ Idem, May 1937 (p. 1192).

publicity is resorted to, for the enforcement of collective-bargaining agreements. Other features of the Wisconsin act include the registration of unions with the board, provisions for the observance of employment contracts, and the prevention of so-called "union racketeering." The right to strike has been preserved in all of the acts.

The New York law, while similar in many respects to the National act and some of the State acts, enlarges the number of practices deemed unfair.

The Pennsylvania act defines a labor organization, but excludes from this category any organization which denies membership to a person on account of race, creed, or color.

The principal provisions of the State labor relations acts follow:

Massachusetts

Acts of 1937, Chapter 436

Purpose.—The purpose of the act is to diminish the causes of labor disputes, to assure workers the privilege of joining labor organizations of their own choice, and to guarantee collective bargaining.

Administration.—A labor relations commission is created. It is composed of three members, appointed by the Governor by and with the advice and consent of the executive council. One of the original members is appointed for 1 year, one for 3 years, and one for 5 years. Their successors are appointed for a term of 5 years.

Right to organize.—Employees shall have the right to self-organization, to form, join, or assist labor organizations, to bargain collectively through representatives of their own choosing, and to engage in concerted activities, for the purpose of collective bargaining or other mutual aid or protection.

Unfair labor practice.—It is an unfair labor practice for an employer (1) to interfere with, restrain, or coerce employees in the exercise of the rights guaranteed by the act; (2) to dominate or interfere with the formation or administration of any labor organization; (3) to encourage or discourage membership in any labor organization by discrimination in regard to hire or tenure of employment or any term or condition of employment; (4) to discharge or otherwise discriminate against an employee because he has filed charges or given testimony; and (5) to refuse to bargain collectively with the representatives of his employees. The law also makes it an unfair labor practice for any person or labor organization to seize or occupy unlawfully private property as a means of forcing settlement of a labor dispute.

Designation of representatives.—Representatives designated or selected for the purposes of collective bargaining by the majority of the employees in a unit appropriate for such purposes shall be the exclusive representatives of all the employees in such unit for the purpose of collective bargaining in respect to rates of pay, wages, hours of employment, or other conditions of employment. The commission shall decide whether the unit appropriate for collective bargaining shall be the employer unit, craft unit, plant unit, or a division of such unit. Whenever a question affecting industry and trade arises concerning the representation of employees, the commission may investigate the controversy and certify to the parties, in writing, the names of the representatives that have been designated or selected. The commission may take a secret ballot or utilize any other suitable method to ascertain the employee representatives. The decision of the commission may be appealed to the courts.

Hearings, etc.—Whenever any person is charged with engaging in an unfair labor practice, a hearing may be had before the commission or a member, or before a designated agent. The testimony taken shall be filed with the commission. If the charges are found true, the commission shall issue an order requiring the guilty person to stop such unfair labor practice, and take whatever affirmative action is necessary, including reinstatement of employees with or without back pay. The commission, or its duly authorized agents, shall at all reasonable times have access to any evidence of a person being investigated. The commission may issue subpoenas, administer oaths, examine witnesses, and receive evidence.

Enforcement of orders, appeals.—The commission may petition the superior court in any county in which the unfair labor practice occurred or in which such person resides or transacts business, for the enforcement of an order. The court may grant such temporary relief or restraining order, and may enter a decree enforcing, modifying, or setting aside in whole or in part the order of the commission. The findings of the commission shall be conclusive as to the facts, if supported by the proper evidence. The jurisdiction of the court shall be exclusive and its judgment and decree final, subject however to review by the supreme judicial court. Any person aggrieved by a final order of the commission may obtain a review in the superior court for the county in which the unfair labor practice is alleged to have occurred, or in which such person resides or transacts business.

Violations.—Punishment by fine or imprisonment is provided for anyone resisting or interfering with any member of the commission in the performance of his duties.

New York

Acts of 1937, Chapter 443

Purpose.—The purpose of this act is to diminish the causes of labor disputes, to assure workers the privilege of joining labor organizations of their own choice, and to guarantee collective bargaining.

Administration.—A State labor relations board, composed of three members, appointed by the Governor by and with the advice and consent of the senate, is created in the department of labor. The board shall not engage in any effort to mediate, conciliate, or arbitrate a labor dispute.

Right to organize.—Employees shall have the right to self-organization, to form, join, or assist labor organizations, to bargain collectively through representatives of their own choosing, and to engage in concerted activities, for the purpose of collective bargaining or other mutual aid or protection.

Unfair labor practices.—It shall be an unfair labor practice (1) to spy upon or keep under surveillance any activities of employees or their representatives in the exercise of the rights guaranteed by this act; (2) to prepare, maintain, distribute, or circulate any blacklist; (3) to dominate or interfere with the formation or administration of any labor organization or contribute financial or other support to it; (4) to require an employee or one seeking employment, as a condition of employment, to join any company union or to refrain from joining or forming or assisting a labor organization of his own choosing; (5) to encourage or discourage membership in any labor organization by discrimination in regard to hire or tenure of employment or any term or condition of employment (closed-shop agreements, however, are permitted); (6) to refuse to bargain collectively with the representatives of his employees; (7) to refuse to discuss grievances with representatives of employees; (8) to discharge or otherwise discriminate against an employee because he has filed charges or given testimony under this act; and (9) to interfere with, restrain, or coerce employees in the exercise of the rights guaranteed by this act.

Designation of representatives.—Representatives designated or selected for the purposes of collective bargaining by the majority of the employees in a unit appropriate for such purposes shall be the exclusive representatives of all the employees in such unit for the purpose of collective bargaining, in respect to rates of pay, wages, hours of employment, or other conditions of employment. The board shall decide whether the unit appropriate for collective bargaining shall be the employer unit, craft unit, plant unit, or any other unit, provided that in any case where the majority of employees of a particular craft shall so decide the board shall designate such craft as a unit appropriate for the purpose of collective bargaining. Whenever there is a question or controversy concerning the representation of employees, the board may investigate the controversy and certify to the parties, in writing, the names of the representatives that have been designated or selected. The board may take a secret ballot or utilize any other suitable method to ascertain the employee representatives.

Hearings, etc.—Whenever any person is charged with an unfair labor practice, a hearing may be had before the board or a member, or before a designated agent. The testimony shall be filed with the board, and if the board finds that the charges are true, it shall issue an order requiring the guilty person to stop such unfair labor practice, and to take such affirmative action, including reinstatement of employees with or without back pay, as may be necessary. The board shall not require, as a condition precedent to taking action or issuing any order, that employees on strike shall discontinue such strike. The board, or its duly authorized agents, shall at all reasonable times have access to any evidence of a person being investigated. The board may issue subpoenas, administer oaths, examine witnesses, and receive evidence.

Enforcement of orders, appeals.—The board may petition the supreme court in any county for the enforcement of an order. The court may grant such temporary relief or restraining order and may enter a decree enforcing, modifying, or setting aside in whole or in part the order of the board. The findings of the board shall be conclusive as to the facts, if supported by evidence. The jurisdiction of the supreme court shall be exclusive and its judgment and decree shall be final, subject, however, to review by the appellate division of the supreme court.

Any person aggrieved by a final order of the board may obtain a review of such order in the supreme court by filing a written petition praying that the order of the board be modified or set aside.

Violations.—Punishment by fine or imprisonment or both is provided for any person resisting or interfering with any member of the board in the performance of his duties.

Pennsylvania

Acts of 1937, Chapter 294

Purpose.—The purpose of the act is to diminish the causes of labor disputes, to assure workers the privilege of joining labor organizations of their own choice, and to guarantee collective bargaining.

Administration.—A labor relations board is created, composed of three members appointed by the Governor with the advice and consent of the senate. One of the original members is appointed for a term of 2 years, one for 4 years, and one for 6 years. Their successors are appointed for terms of 6 years each.

Right to organize.—Employees shall have the right to self-organization, to form, join, or assist labor organizations, to bargain collectively through representatives of their own choosing, and to engage in concerted activities, for the purpose of collective bargaining or other mutual aid or protection.

Definition of labor organization.—The term "labor organization" means any organization which exists for the purpose of dealing with employers concerning

grievances, labor disputes, wages, rates of pay, hours of employment, or conditions of work, but excludes any labor organization which denies membership in it on account of race, creed, or color.

Unfair labor practices.—It shall be an unfair labor practice for an employer (1) to interfere with, restrain, or coerce employees in the exercise of the rights guaranteed by this act; (2) to dominate or interfere with the formation or administration of any labor organization or contribute financial or other support to it; (3) to encourage or discourage membership in any labor organization by discrimination in regard to hire or tenure of employment or any term or condition of employment (but closed-shop agreements are permitted); (4) to discharge or otherwise discriminate against an employee because he has filed charges or given testimony under this act; and (5) to refuse to bargain collectively with the representatives of his employees.

Designation of representatives.—Representatives designated or selected for the purposes of collective bargaining by the majority of the employees in a unit appropriate for such purposes shall be the exclusive representatives of all the employees in such unit for the purposes of collective bargaining, in respect to rates of pay, wages, hours of employment, or other conditions of employment. The board shall decide whether the unit appropriate for collective bargaining shall be the employer unit, craft unit, plant unit, or a division of such unit. Whenever a question arises concerning the representation of employees, the board may investigate the controversy and certify to the parties, in writing, the names of the representatives that have been designated or selected. The board may take a secret ballot or utilize any other suitable method to ascertain the employee representatives.

Hearings, etc.—Whenever any person is charged with engaging in any unfair labor practice, a hearing may be had before the board or a member, or before a designated agent. The testimony taken shall be filed with the board. If the charges are true, the board shall issue an order requiring the guilty person to stop such unfair labor practice, and to take whatever affirmative action is necessary, including reinstatement of employees with or without back pay. The board, or its duly authorized agents, shall at all reasonable times have access to any evidence of any person being proceeded against. The board may issue subpoenas, administer oaths, examine witnesses, and receive evidence.

Enforcement of orders, appeals.—The board may petition the court of common pleas of any county in which the unfair practice occurred or in which such person resides for the enforcement of an order. The court may grant such temporary relief or restraining order, and may enter a decree enforcing, modifying, or setting aside in whole or in part the order of the board. The findings of the board shall be conclusive as to the facts, if supported by evidence. The jurisdiction of the court of common pleas shall be exclusive and its judgment and decree final, subject, however, to review by the supreme court.

Any person aggrieved by a final order of the board may obtain a review in the court of common pleas of any county in which the unfair labor practice was alleged to have been practiced or in which such person resides or transacts business.

Violations.—Any person willfully resisting or interfering with any member of the board or any of its agents shall be punished by fine or imprisonment or both.

Utah

Acts of 1937, Chapter 55

Purpose.—The purpose of this act is to diminish the causes of labor disputes, to assure workers the privilege of joining labor organizations of their own choice, and to guarantee collective bargaining.

Administration.—The Industrial Commission of Utah is designated as the labor relations board.

Right to organize.—Employees shall have the right to self-organization, to form, join, or assist labor organizations, to bargain collectively through representatives of their own choosing, and to engage in concerted activities, for the purpose of collective bargaining or other mutual aid or protection.

Unfair labor practices.—It shall be an unfair labor practice for an employer (1) to interfere with, restrain, or coerce employees in the exercise of the rights guaranteed by this act; (2) to dominate or interfere with the formation or administration of any labor organization or contribute financial or other support to it; (3) to encourage or discourage membership in any labor organization by discrimination in regard to hire or tenure of employment or any term or condition of employment; (4) to discharge or otherwise discriminate against an employee because he has filed charges or given testimony under this act; and (5) to refuse to bargain collectively with the representatives of his employees.

Designation of representatives.—Representatives designated or selected for the purposes of collective bargaining by the majority of the employees in a unit appropriate for such purposes shall be the exclusive representatives of all the employees in such unit for the purpose of collective bargaining, in respect to rates of pay, wages, hours of employment, or other conditions of employment. The board shall decide whether the unit appropriate for collective bargaining shall be the employer unit, craft unit, plant unit, or a division of such unit. Whenever a question affecting commerce or the orderly operation of industry arises concerning the representation of employees, the board may investigate the controversy and certify to the parties, in writing, the names of the representatives that have been designated or selected. The board may take a secret ballot or utilize any other suitable method to ascertain the employee representatives.

Hearings, etc.—Whenever any person is charged with engaging in any unfair labor practice, a hearing may be had before the board or a member, or before a designated agent. The testimony taken shall be filed with the board. If the charges are true, the board shall issue an order requiring the guilty person to stop such unfair labor practice, and take whatever affirmative action is necessary, including reinstatement of employees with or without back pay.

The board, or its duly authorized agents, shall at all reasonable times have access to any evidence of a person being investigated. The board may issue subpoenas, administer oaths, examine witnesses, and receive evidence.

Enforcement of orders, appeals.—The board may petition the Supreme Court of Utah for the enforcement of an order. The court may grant such temporary relief or restraining order, and may enter a decree enforcing, modifying, or setting aside in whole or in part the order of the board. The findings of the board shall be conclusive as to the facts, if supported by evidence. The jurisdiction of the State supreme court shall be exclusive and its judgment and decree shall be final.

Any person aggrieved by a final order of the board may obtain a review in the State supreme court by filing a written petition praying that the order of the board be modified or set aside.

Violations.—Any person willfully resisting or interfering with any member of the board or any of its agents shall be punished by fine or imprisonment or both.

Wisconsin

Acts of 1937, Chapter 51

Purpose.—The purpose of this act is to diminish the causes of labor disputes, to assure workers the privilege of joining labor organizations of their own choice, and to guarantee collective bargaining.

Administration.—A labor relations board is created. It is composed of three members appointed by the Governor with the advice and consent of the senate. One of the original members is appointed for a term of 2 years, one for 4 years, and one for 6 years, but their successors are to be appointed for terms of 6 years each.

Right to organize.—Employees shall have the right to self-organization, to form, join, or assist labor organizations, to bargain collectively through representatives of their own choosing, and to engage in concerted activities, for the purpose of collective bargaining or other mutual aid or protection. This section, however, does not prevent closed-shop agreements.

Unfair labor practices.—It shall be an unfair labor practice for an employer (1) to interfere with, restrain, or coerce employees in the exercise of the rights guaranteed by this act; (2) to dominate or interfere with the formation or administration of any labor organization or contribute financial or other support to it; (3) to encourage or discourage membership in any labor organization by discrimination in regard to hire or tenure of employment or any term or condition of employment; (4) to discharge or otherwise discriminate against any employee because he has filed charges or given testimony under this act; (5) to refuse to bargain collectively with the representatives of his employees; (6) to spy upon or keep under surveillance any activities of employees or their representatives in the exercise of the rights guaranteed by this act; and (7) to distribute or circulate a blacklist or to inform any person of the exercise by any individual of any right authorized by this act or of his membership in any labor organization for the purpose of preventing such person from obtaining employment.

Designation of representatives.—Representatives designated or selected for the purpose of collective bargaining by the majority of the employees in a unit appropriate for such purposes shall be the exclusive representatives of all the employees in such unit for the purpose of collective bargaining, in respect to rates of pay, wages, hours of employment, or other conditions of employment. The board shall decide whether the unit appropriate for collective bargaining shall be the employer unit, craft unit, plant unit, or other unit. Whenever a question arises concerning the representation of employees, the board may investigate the controversy and certify to the parties, in writing, the names of the representatives that have been designated or selected, but no company-union officer shall appear upon any ballot taken by the board. The board may take a secret ballot or utilize any other suitable method to ascertain the employee representatives.

Hearings, etc.—Whenever any person is charged with engaging in an unfair labor practice, a hearing may be had before the board or a member, or before a designated agent. The testimony taken shall be filed with the board. If the charges are true, the board shall issue an order requiring the guilty person to cease and desist from such unfair labor practice, and to take whatever affirmative action is necessary, including reinstatement of employees with or without back pay.

The board, or its duly authorized agents, shall at all reasonable times have access to any evidence of a person being investigated. The board may issue subpoenas, administer oaths, examine witnesses, and receive evidence.

Enforcement of orders, appeals.—The board may petition the circuit court of Dane County or the circuit court of the county in which the unfair labor practice occurred or the circuit court of the county in which such person resides or transacts business, for the enforcement of an order. The court may grant such temporary relief or restraining order, and may enter a decree enforcing, modifying, or setting aside in whole or in part the order of the board. The findings of the board shall be conclusive as to the facts, if supported by evidence. The jurisdiction

of the court shall be exclusive and its judgment shall be final, subject, however, to review by the State supreme court. At the request of the board, it shall be the duty of the attorney for the board, the several district attorneys of the State, and of the attorney general, to institute proceedings in equity to prevent and restrain any unfair labor practice.

Any person aggrieved by a final order of the board may obtain a review in the circuit court of Dane County by filing a written petition praying that the order of the board be modified or set aside.

Violations.—Any person resisting or interfering with any member of the board or any of its agents shall be punished by fine or imprisonment or both.

Appointment of committees.—The board shall annually appoint a representative committee of officials of labor organizations, called the "Wisconsin Labor Committee", and a representative committee of employers, called the "Wisconsin Employers' Committee."

Investigation of practices.—If a complaint is received that an employer or a labor organization is engaged in practices (other than unfair labor practices) directly or indirectly affecting either group, the board shall refer the matter to the respective committee for investigation and report. The board, in its discretion, may publish any report of either committee, and after 30 days from the submission of a complaint to either committee, may independently investigate the matters complained of and may make its findings public. The board may, with the consent of complainant, refer any complaint of unfair labor practices to the employers' committee for investigation and report.

Violation of agreements.—Upon complaint of a labor organization or an employer that a collective agreement involving a labor organization has not been performed according to its terms, the board may summon both parties to appear before it for a hearing. If the matter is not settled, the board may publish its findings and, according to which party is guilty of the breach, refer the matter to the employers' committee or to the labor committee for appropriate action.

Arbitration, awards, conciliation.—The board is empowered to act and to appoint arbitrators in labor disputes. Its awards shall be filed in the office of the clerk of the circuit court of Dane County, and, unless impeached, the court must enter judgment in accordance with its terms, provided that employees may not be compelled to render labor or services without their consent. Any interested party may file a petition for impeachment of the award. If the impeachment of the award is not sustained, the court shall enter judgment in accordance with its terms. Whenever a petition for impeachment of the award is granted, the award must be vacated. The board may also appoint one or more conciliators or boards of conciliation.



COLLECTIVE AGREEMENTS IN FRANCE, 1937

COLLECTIVE AGREEMENTS in France were registered, until the enactment of the law of June 24, 1936, under the law of March 25, 1919, which was incorporated in the Labor Code.¹ The collective labor agreement was defined, in a general way, as a contract relative to working conditions concluded between the authorized representatives of a trade-union or of any other group of employees and a group of employers or even a single employer. The law gave collective agreements a legal status. It fixed the conditions as to persons cov-

¹ Bulletin du Ministère du Travail (Paris), January-March 1937, p. 67.

ered, the purpose, validity, and duration of the agreements, and specified the method of application and penalties.

The law of June 24, 1936, did not alter the earlier law fundamentally. However, it does not deal with collective agreements in general but with a definite class of agreements—those which regulate the relationship between employers' and employees' organizations in a single branch of industry or of commerce. The law does not apply to all labor agreements; notably it does not apply to those in which a single employer is concerned. It does, however, relate to those between the most representative organizations of a branch of an industry for the entire country or for a particular section of the country and which from this fact have a special professional character. Such agreements may be made compulsory by ministerial decree for all employers and employees within the specified district, with the consent of the National Economic Council, and will apply, therefore, even to employers and employees who dissent from the agreement, and it will not be possible for those bound by an agreement to release themselves by the action of either party alone. This removes one of the principal objections to the earlier law in which the signers alone were covered by an agreement which either side was free to break at any time. Agreements concluded under the present law, it is said, constitute true industrial charters which will tend to establish progressively a general regulation of labor upon the basis of an agreement freely arrived at by the employer and worker organizations.

As a temporary measure collective agreements may be concluded outside the professional organizations by a group of employees, even if the group does not have a juridical entity, and several employers or only one employer in one or in several establishments, but these agreements having a more limited scope may be effective only until a collective agreement has been concluded covering the entire industry. The law of June 1936, therefore, completes and makes more definite the earlier law but leaves in force the earlier provisions fixing the legal status of the collective agreement. The new agreements, like the former ones, must be written and must be deposited in a designated place.

In the following table the number of agreements concluded between September 7, 1936, and March 15, 1937, the text of which had been transmitted to the Ministry of Labor, are shown by industry. In addition, requests for the extension of agreements, in conformity with the law of June 24, 1936, numbered 518 on March 15, 1937.

Collective Agreements in France Concluded Between Sept. 7, 1936, and Mar. 15, 1937,
by Industry

Industry	Number of agreements	Industry	Number of agreements
Fishing	2	Building	185
Forestry	3	Stone and brick	121
Farming and stock raising	35	Warehousing	2
Mines	18	Transportation	18
Quarries	39	Street railways	88
Food	208	Miscellaneous manufacturing	112
Chemicals	182	Commerce	294
Paper boxes	85	Theaters	12
Photography	24	Banks	61
Textiles	221	Judicial profession	1
Clothing	113	Medical profession	29
Hair and feathers	2	Personal service	47
Hides and skins	55	Agencies and societies of guardianship	2
Wood	116	General public services	7
Metallurgy	15	Public industrial services	1
Fine metals	5		
Metal works	252		
Stonecutting	9		
		Total	¹ 2,264

¹ As given in report; items add to 2,364.

Employment Conditions and Unemployment Relief

RELIEF GRANTS IN SUPPLEMENT TO WAGES

MANY OF THE WORKERS in families being aided by unemployment relief agencies are not wholly without employment, but their employment is under circumstances which make it imperative that their insufficient incomes from commercial or industrial jobs be supplemented by these relief agencies.

An analysis of the material available on the subject of supplementary relief is contained in a recent report prepared by Saya S. Schwartz and published by the Philadelphia County Relief Board, under the title "Grants-in-Aid of Wages." This article briefly summarizes some of the more important data presented in that report.

The term "supplementary relief", although used with varying shades of meaning in different localities, is in general applied when outdoor relief is granted while other family income is being received. Supplementary-relief cases may be divided into (1) families receiving full relief for part of the year and for the remainder of the year receiving no relief; and (2) families receiving relief for a part or all of the year concurrently with other income.

Most of the studies available on this subject have limited their scope to the cases receiving relief concurrently with earnings, and very little consideration has apparently been given to the cases receiving intermittent relief. Little justification for this attitude can be seen, since both groups appear to be of equal importance, and, indeed, the latter problem may in some ways be considered the more serious.

This division of the problem is based upon earnings from employment. Families on relief rolls, however, may have income from various other sources; for example, income from pensions or other forms of public assistance. They may also have income from some kind of self-employment in a small business undertaking—a tailor shop, a grocery store, or a rooming house. While these cases present difficulties which have many ramifications, "the 'hard core' of the problem of supplementary relief seems to lie in that group in which the chief source of income is from some full- or part-time industrial, commercial, or other private employment of some members in the family."

The supplementary relief here discussed is the outcome of either underemployment or underpayment. The underemployed are those

workers employed for a few weeks or a few months in a year, or for a few days per week each week of the year, at wage rates which would enable them to provide for themselves and their dependents if they were able to secure an adequate amount of employment. The underpaid include those workers who are employed 30 or more hours per week for the whole year but do not earn enough to obtain the necessities of life.

This factor should be clearly understood, because if the principle of the living wage means anything at all, it does not mean simply the rate of pay but also a minimum amount of employment. The best rates per hour are a mockery unless the average number of hours per week and weeks of the year come up to a certain level. Underemployment infringes upon the standards of life as does underpayment, and their effects are indistinguishable. In fact, underemployment is only an indirect form of underpayment—a sweating by irregular earnings as disastrous as any sweating by low wage.

Extent of Supplementary Relief Problem

Any attempt to measure in quantitative terms the problem of grants-in-aid of wages is difficult, because relief-load statistics do not disclose the whole situation. Existing standards of eligibility for relief are such that they keep off the relief rolls many cases in which there is underemployment or underpayment. For example, a family of 4 workers in Pennsylvania, 2 of whom are each earning \$7 per week, may be ineligible for grants-in-aid of wages, although the total gross family income per annum is barely more than \$700.

An illustration of the nature of the difficulty in accepting relief figures as indicative of the total extent of the need for some wage supplement is afforded in a recent study of a group of applying families declared ineligible for relief in Philadelphia. This group consisted chiefly of families rejected because their current earnings from private employment were in excess of the relief budget. For the total group of income cases the differential which separated the case from recognized dependency was on the average only \$3.80 a week, with average weekly earnings of \$14.70. Thus an increase in the relief standards of even a small amount would make many of these cases eligible.

Official reports on the total number of families on relief rolls do not tell the whole story of poverty or need in a community. Numerous families live only a fraction above the level of current relief standards. This group includes many underemployed and underpaid workers.

Variations in policies of administration and in definitions are handicaps in any attempt to compare data from different cities or towns, but such comparisons are of value as indicating that this problem is universal.

Pennsylvania.—An analysis of direct-relief grants in Pennsylvania in July 1936 showed that of the 172,099 cases constituting the State direct-relief load, one-fourth might be classified as supplementary-relief cases. The heaviest supplementary-relief load—approximately

17,000 cases—was found in Philadelphia. In 14 Pennsylvania counties, each having more than 2,000 relief cases, the proportion of supplementary-relief cases ranged from 13.9 to 31.7 percent.

A more detailed break-down of supplementary-relief cases according to chief source of income is available from a special sample study made in Philadelphia. In July 1936, 29.2 percent of the case load consisted of supplementary-relief cases. A fairly large proportion of these cases contained workers with full-time employment. It was found that the average wage from these full-time jobs amounted to less than \$11 per week in almost one-half of the cases, and more than 10 percent of the workers earned less than \$7 a week. The average weekly cash grant allowed to the full-time employment cases amounted to \$6.59, indicating that in the majority of cases it would be necessary to almost double the wages earned in order to have the income equal to the family's budgetary needs even on the basis of the inadequate relief scale.

Another measurement of the incidence of supplementary-relief made necessary by intermittent employment is given in a report of a study of the relief cases reopened by the Philadelphia County Relief Board because of the loss of private employment. The results showed that one-third of the total cases studied in April 1937 had been self-supporting for 6 months or less, but with the loss of their private jobs or because of reduced earnings, these workers were again compelled to apply for direct relief. If these cases are representative of the reopened cases of other months, this type of grants-in-aid of wages constitutes a significant proportion of the total burden of relief.

Further data are available from a study of about 6,000 cases in Philadelphia which were closed for relief in the spring of 1937 because a new job was secured by a member of an individual family or because of the higher earnings of some member already having a job in private employment. A tabulation based on the results of this study shows that over one-half of the cases were on direct relief for less than 4 months, while less than one-tenth of the cases had been on the relief rolls for a year or more. In general, however, the figures show a quick turn-over, relief being given for only a brief period before the workers go back to their old jobs or bring their earnings up at least to the relief level. No doubt the seasonal fluctuations of industry are largely reflected in this striking turn-over on the relief rolls. Broadly speaking, the author maintains, these cases are supplementary-relief (grants-in-aid of wages) cases on a yearly basis.

New Jersey.—In September 1934, of 96,565 cases of relief in New Jersey, 25.2 percent were receiving relief supplementary to income from wages paid for industrial or commercial employment. In about one-half of the cases receiving these grants-in-aid of wages the reason for such help was the insufficiency of the earnings from full-time employment (i. e., for 30 hours or over per week). The wage of the majority of these full-time workers was less than \$10 per week. The median yearly income from wages for all the workers (full-time

and part-time) was \$390.56. About one-third of all the workers had been employed throughout the 9 months which the study covered.

Wisconsin.—A survey in September 1935 disclosed that 11,400 cases or about 13.4 percent of the entire unemployment load of Wisconsin were cases receiving relief supplementary to earnings in private employment.

Underpayment was shown in that 33.8 percent of these cases had a member in full-time employment (more than 30 hours per week), whereas underemployment was the chief factor in the remaining two-thirds, with many workers employed only a few hours a week. The study disclosed that there were also many cases in the State which were being supplemented by hospital care and clothing, and such cases were not included in the tabulation since the costs were not met by the Wisconsin Emergency Relief Administration funds. These percentages undoubtedly do not reflect the total extent of underemployment and underpayment of gainful workers in the State of Wisconsin, but they do offer some indication of that needy group which is forced to apply for assistance.¹

In November 1936 the head of the Wisconsin Relief Administration reported that—

From January to October 1936, 139,400 different cases, representing about 488,000 persons, received either outdoor relief or service from relief at certification agencies in Wisconsin. For the same period the number of cases which received relief or service averaged 57,900 per month. Thus, the total number of cases receiving aid at any time during the 10 months was almost two and a half times as great as the average number of cases per month during this period.

According to the same source, underemployment and seasonal unemployment account for the relief-load turn-over in Wisconsin's relief population, which consists mainly of persons usually able to provide support for themselves and their families but who, for various reasons, temporarily need outside aids.

Seventy-nine urban centers.—In May 1934 a study of unemployment-relief workers in 79 cities in 39 States, was made by the Federal Emergency Relief Administration. Grants-in-aid of wages to persons in private employment were found to be common to all of these communities. In the sample as a whole, 18 percent of all the relief cases reported one or more members with jobs. In more than three-fifths of the cities, the cases with workers in private employment constituted 15 percent or more, and in 2 cities as much as 40 percent, of the total load.

There can be no doubt from the figures presented in this chapter that relief cases with a relief grant to augment outside income from commercial or industrial occupations represent a sizeable proportion of the total problem throughout the country, and that at the base of the whole situation lies the problem of underemployment and underpayment. The problem is one that is of direct concern to the public, for it may be that the policy of granting relief has tended to perpetuate part-time, temporary, or casual labor as well as low wages.

¹ Wisconsin Public Welfare Review, September 1935.

TRANSIENT AND HOMELESS POPULATION IN 12 CITIES

FROM SEPTEMBER 1935 to September 1936 a marked decline was shown in the transient and homeless population of 12 cities in the United States, according to two surveys—one made immediately after the intake at the Federal Emergency Transient Bureaus was discontinued, and the other a year later. The decrease began even before the stoppage of the intake of these transient bureaus, and continued through the following year. The surveys were made by the Works Progress Administration and the findings here presented are from a research bulletin of that agency published in 1937.¹

The closing of the intake did not mean a sudden shut-down of the transient bureaus all over the country. The greater number of the States were accorded final grants in October 1935 to liquidate the program and to continue relief for as long a period as possible to cases under care, pending a time when such cases could be absorbed into the Works Program or into private employment, returned to their place of legal settlement, or closed for other reasons.

Reasons for closing cases under care at transient bureaus during the 12 months following the closing of intake were reported monthly to the F. E. R. A. Division of Transient Activities. These reports show that in the country as a whole 43 percent of the cases were closed because of voluntary withdrawal; 21 percent, because of transfer to W. P. A. or other Federal project; 14 percent, because of employment secured; 12 percent, because of transfer to general relief; 2 percent, because of the assumption of responsibility by relatives or friends; and 8 percent, for miscellaneous reasons.

A dozen cities were covered by the two 24-hour censuses conducted in September 1935 and September 1936. These censuses showed that the number of transient and homeless cases cared for decreased from about 37,000 at the earlier date to slightly under 15,000 in September 1936. Approximately 50 percent of this reduction was due to the closing of cases cared for at transient bureaus; the remainder, to a decline in the case loads at public agencies other than transient bureaus. On the other hand, transient and homeless cases at private agencies in the cities included in the surveys increased 6 percent—from 6,809 in September 1935 to 7,224 in September 1936. This rise in the number of cases at private agencies "serves as a warning against drawing the conclusion that the transient and homeless problem has diminished directly in proportion to the number of cases receiving care at all agencies. The growth of the private-agency case load indicates that the decreases at public agencies had not resulted entirely from decreasing need, but have resulted in part, at least, from the restrictions public agencies place upon the intake of needy cases."

¹ U. S. Works Progress Administration. Division of Homeless Population in 12 Cities, September 1935 and of Social Research. A Survey of the Transient and September 1936. Washington, 1937.

As an outcome of these restrictions and the expansion in the case load of the private agencies, supplementary facts were required to show whether the number of transients or homeless, in the cities or on the road, but outside the agencies, had risen or declined during the year following the stoppage of the intake by the public transient bureaus. The data which are given in brief below relate to volume of illegal riding by train, the shift in the size of the homeless population in parks, "jungles", etc., the prevalence of begging, the number of vagrancy arrests, and the statements of agency and city officials concerning the number of transient and shelterless persons not under care by public or private agencies:

(a) From August 1935 to August 1936 a decrease of 36 percent in the number of illegal train riders, trespassers, etc., on all the railroads in the country was reported, and a decrease of 32 percent on selected railroads in 10 cities (of the 12 surveyed) for which information on this subject could be secured.

(b) According to evidence from the 12 cities, the number of shelterless persons rose only slightly in the year after the stoppage of intake by the transient bureaus. Jungles were found in only 5 of the 12 cities and in only 2 of the cities surveyed was there a reported rise in the number of persons sleeping in vacant buildings and parks.

(c) In the greater number of cities covered, either there were only a few more arrests for vagrancy or the number remained the same, in the 12 months after the transient-bureau intake was discontinued.

(d) Little agreement was disclosed between the number of arrests for vagrancy and the prevalence of panhandling and begging. This was largely due to the lack of uniformity in police policy, which was based on local attitudes and conditions. In the greater number of the cities begging was fairly common, and only four cities reported a decrease in this practice between September 1935 and September 1936.

(e) In the judgment of local observers, the homeless and transient problem was not grave in two cities—Kansas City, Mo., and Memphis; in three cities—Atlanta, Philadelphia, and Portland, Oreg.—local observers were under the impression that "the problem was only moderately acute." In six cities—Chicago, Denver, Jacksonville, Fla., Minneapolis, New Orleans, and Washington, D. C.—opinions were a reflex of unsatisfactory programs for the transient and homeless; and in one city—Los Angeles—local opinion was not definite enough for classification.

The shrinkage in the size of the needy transient and homeless population during the year subsequent to the stoppage of intake by the transient bureaus, was accompanied by the following changes in the composition of this portion of the population:

(1) A decline in the percentage of family cases as compared with cases of single persons; (2) a decline in the percentage of interstate transients as compared with resident homeless; (3) a higher percentage of older people; and (4) a higher percentage of women.

Shifts in the composition of the transient and homeless persons under care in the 12 cities in September 1936 were due partly to the intake policies of public and private agencies. Local homeless persons, transient families, and lone women were cared for by the public agencies in nearly all of the 12 cities, but transient men, especially employables, were not cared for at all or were accepted for an overnight stay only. Consequently, employable men constituted the major portion of the transients in the period the transient bureaus were in operation, and the exclusion of these men was reflected conspicuously in the composition of the case loads of public agencies.

Insofar as their resources would permit, the private agencies in the cities surveyed were caring for all types of needy transient and homeless people. Some private agencies, however, asked applicants to pay a small amount when possible, and other private agencies confined themselves to the care of special cases—juveniles, families, etc.—but there were fewer restrictions as to types of cases and period of care than at the public agencies.

Both public and private agencies in the 12 cities reported that they lacked funds for adequate operation. This was the fundamental problem in September 1936 and was the reason for the restricted intake policy, unused equipment, and insufficient care.



UNEMPLOYMENT IN CINCINNATI, MAY 1937

SLIGHTLY OVER one-tenth (10.36 percent) of the employable persons of Cincinnati were unemployed in May 1937, according to a census taken at that time.¹ In May 1936 almost 21 percent of the employables were unemployed, and in May 1933, the worst year of the depression, 30.43 percent. In May 1937, part-time workers constituted 5.20 percent of the employables, as compared with 6.53 and 17.9 percent, respectively, in the same month in 1936 and in 1933.

These findings were obtained through surveys of employment made by the city board of education in connection with the regular school censuses. In the more recent investigations some relief-work labor has been utilized.

Enumerators were instructed not to include in the list of the unemployed such persons as were idle on account of illness, old age, retirement, and mental or physical defect. For census purposes a part-time worker was defined as "a person not having a full-time job, but who

¹ City of Cincinnati. Division of Public Welfare. Mimeographed report, 1937.

averaged at least 1 day a week during the 2 weeks preceding the date of enumeration."

Since 1933 the data collected have been tabulated separately for white and colored employables. The figures for 1937 were based on 161,150 persons interviewed. As some of the employable population of the city was not included, these returns should be considered as a sample. In this year's study a special analysis was made of the ages and usual occupations of the unemployed in selected districts.

The percentages of full-time, part-time, and totally unemployed workers reported for each of the 9 years, 1929 to 1937, inclusive, are given in table 1. Full-time employment rose 63.4 percent from May 1933 to May 1937, and at the date of the 1937 enumeration was less than 5 percent below the 1929 level.

TABLE 1.—*Percentage Distribution of Employable Workers in Cincinnati by Employment Status, in Specified Years*

May—	Percent employed		Percent unem- ployed
	Full time	Part time	
1929 ¹	88.56	5.27	5.94
1930.....	81.89	9.83	8.28
1931.....	62.83	18.38	18.79
1932.....	52.55	19.38	28.07
1933.....	51.67	17.90	30.43
1934.....	62.58	12.22	25.20
1935 ²	67.80	9.70	22.50
1936.....	72.67	6.53	20.80
1937.....	84.44	5.20	10.36

¹ 0.27 percent of employables not listed by employment status in the 1929 census.

² The 1935 census was more extensive than that of any other year and was undertaken through the

joint efforts of the Cincinnati Board of Education, the Regional Department of Economic Security, and the Works Progress Administration.

Unemployment by Race

An analysis of employment and unemployment by race is given in table 2. The heavy proportion of unemployed colored employables compared with the proportion unemployed among white employables is a striking feature of the tabulation, as is also the slower reduction of unemployment among colored workers since the depths of the depression. In illustration it is pointed out that in May 1933 the proportions of white and colored unemployed were respectively 28.04 and 54.32 percent, and in May 1937 they were 8.0 and 35.97 percent.

TABLE 2.—Employment and Unemployment in Cincinnati by Race, in Specified Years

May—	White			Colored		
	Percent employed—		Percent unem- ployed	Percent employed—		Percent unem- ployed
	Full time	Part time		Full time	Part time	
1933.....	53.97	17.99	28.04	32.83	12.85	54.32
1934.....	65.89	12.92	21.92	32.75	13.85	53.40
1935.....	69.80	12.50	17.80	37.90	11.10	51.00
1936.....	75.91	6.57	17.52	44.49	6.06	49.45
1937.....	87.09	4.91	8.00	55.69	8.34	35.97

The figures for 1937 in the preceding table were based on 147,510 white employables and 13,570 colored employables, and excluded 70 persons of other races. Workers on W. P. A., F. E. R. A., and C. W. A. programs, or on work relief at the time the census was taken, are included in table 2 as totally unemployed.

Age Distribution of Unemployed

In the 1937 census an extra question concerning age was asked. All persons on W. P. A. were classified by age groups, as were also the unemployed in certain selected sections of the city who were not on W. P. A. These two groups were weighted according to the proportion of unemployment each group represented. (About 40 percent of those employables without regular employment were on W. P. A. work at the time of the 1937 census.) The figures thus secured show that nearly 53 percent of the unemployed in May 1937 were 35 years of age or over.

	<i>Percent of unemployed</i>
16 or 17 years.....	3.62
18 or 19 years.....	8.83
20 to 24 years.....	12.80
25 to 34 years.....	22.05
35 to 44 years.....	21.56
45 to 54 years.....	17.38
55 to 64 years.....	10.20
65 years or over.....	3.56
Total.....	100.00

The above figures follow rather closely the returns of the 1930 Federal unemployment census except that the percentages are higher for the younger groups and lower for the oldest group.

Usual Occupation or Industry

In the report on the 1937 census, a sample of distribution according to usual occupations of those unemployed was presented. The study was made in the same way as was the age distribution study referred

to above. About 200 occupations were listed and combined into 20 major groups. The grouping was one of convenience and did not strictly conform to the usual classifications. The findings were as follows:

	Percent of total unemployed		Percent of total unemployed
Farmers.....	0.26	Office clerks and white-collar workers.....	6.92
Mineral extraction.....	.07	Salesmen and solicitors.....	4.42
Building trades.....	8.66	Professional and technical workers.....	5.10
Printing trades.....	1.59	Transportation.....	4.73
Wood trades.....	.85	Domestic workers.....	8.24
Textile trades.....	2.08	Restaurant workers.....	3.54
Metal trades.....	3.32	Other service trades.....	8.61
Boot and shoe trades.....	1.14	No experience.....	4.87
Food trades.....	1.34	Not listed.....	.70
Factory workers (not otherwise classified).....	4.45		
Common laborers.....	29.11	Total.....	100.00

Trend, 1929 to 1937

Assuming, on the basis of data secured in 1935, that the number of employables in Cincinnati in each of the 9 years covered by the sample surveys was approximately the same as the number of those usually following gainful occupations in that city in 1930, according to the Federal census, namely, 203,030, the following table was compiled by applying the percentages of employables employed part time and totally unemployed, as found in the respective sample surveys, to the Federal figure.

TABLE 4.—Employment and Unemployment in Cincinnati by Years, 1929-37

May—	Number employed—		Number unemployed
	Full time	Part time	
1929.....	179,803	10,700	12,060
1930.....	166,261	19,958	16,811
1931.....	127,564	37,317	38,149
1932.....	106,692	39,347	56,991
1933.....	104,906	36,342	61,782
1934.....	127,056	24,810	51,164
1935.....	137,654	19,694	45,682
1936.....	147,542	13,258	42,230
1937.....	171,438	10,558	21,034

On the same basis, the figures for May 1937 for Hamilton County would be: Employed full time, 217,284; employed part time, 13,380; unemployed, 26,659.

TREND OF EMPLOYMENT IN CANADA, 1927 to 1937

AT THE BEGINNING of July 1937, a notable improvement was shown in the general industrial situation in Canada. The staffs of 10,271 employers, which on June 1, 1937, included 1,088,652 persons by July 1, 1937, included 1,134,318—an increase of 4 percent. The employment index (1926=100) for all industries was 119.1 for July 1, 1937, as compared with 104.6 for July 1, 1936, and 84.5 for July 1, 1933.

The employment index for manufacturing for July 1, 1933, was only 83.0; in July 1937, it was 119.0—only one-tenth of a point below that for all industries. The contrast between the employment indexes of July 1, 1933, and July 1, 1937, for logging and mining are much more striking, the logging indexes for the respective dates being 49.5 and 125.0, and the mining indexes 93.1 and 153.6.

Variations in the volume of employment in other industries are reported in the following table, taken from the Canadian Labor Gazette of August 1937:

Index Numbers of Employment in Canada, by Industries, July 1, 1927, to July 1, 1937

[Average calendar year 1926=100]

Date	All industries	Manufacturing	Logging	Mining	Communications	Transportation	Construction	Services	Trade
July 1, 1927	109.7	106.8	69.9	106.6	106.0	107.0	144.2	113.1	106.0
July 1, 1928	117.7	113.1	69.5	113.1	108.7	109.2	154.3	130.8	115.3
July 1, 1929	124.7	120.3	80.1	119.5	123.8	117.5	164.5	145.4	127.7
July 1, 1930	118.9	111.3	82.1	113.8	119.7	108.0	170.1	142.7	129.5
July 1, 1931	103.8	97.2	38.5	104.1	104.8	97.7	137.1	130.8	124.0
July 1, 1932	88.7	85.4	34.2	95.0	93.1	85.9	93.3	119.9	115.4
July 1, 1933	84.5	83.0	49.5	93.1	84.0	80.5	78.2	111.5	111.8
July 1, 1934	101.0	93.8	86.3	107.0	80.1	82.6	140.6	119.7	119.1
July 1, 1935	99.5	98.5	82.2	121.5	80.8	82.7	101.1	123.6	122.1
Jan. 1, 1936	99.1	96.8	183.4	129.9	79.3	77.9	74.8	118.0	135.9
Feb. 1, 1936	98.4	98.5	173.1	129.4	77.2	78.2	74.4	116.4	121.6
Mar. 1, 1936	98.9	99.5	147.0	129.1	77.7	78.9	78.2	117.5	123.1
Apr. 1, 1936	97.4	101.1	102.6	128.2	77.7	78.5	71.8	118.5	121.0
May 1, 1936	99.5	102.7	88.6	127.4	78.4	82.8	79.4	120.4	123.3
June 1, 1936	102.0	103.4	94.1	132.1	80.0	85.4	87.0	123.0	127.1
July 1, 1936	104.6	104.7	93.4	134.1	82.4	87.1	97.4	131.7	127.3
Aug. 1, 1936	105.6	104.9	85.0	137.9	84.1	88.7	102.9	135.8	126.3
Sept. 1, 1936	107.1	105.9	82.7	140.2	86.0	89.4	109.0	137.5	126.3
Oct. 1, 1936	110.1	109.0	141.7	147.9	84.6	88.3	103.9	127.4	129.6
Nov. 1, 1936	111.0	107.7	206.9	151.8	83.1	87.1	99.6	124.9	132.0
Dec. 1, 1936	110.1	107.0	265.7	150.3	81.7	86.5	80.1	122.4	136.0
Jan. 1, 1937	103.8	102.4	242.1	145.6	80.7	81.4	61.2	124.8	136.9
Feb. 1, 1937	104.1	105.3	244.4	147.6	79.8	80.7	57.2	119.1	128.4
Mar. 1, 1937	102.8	107.6	193.3	145.8	80.8	79.6	52.8	118.9	126.1
Apr. 1, 1937	103.0	110.8	132.5	146.0	81.4	79.5	53.7	122.7	127.5
May 1, 1937	106.3	113.8	86.7	147.4	82.9	85.1	71.4	125.2	128.4
June 1, 1937	114.3	117.9	109.1	151.9	85.6	86.7	105.2	129.0	131.5
July 1, 1937	119.1	119.0	125.0	153.6	88.0	89.4	128.5	137.5	133.4
Relative weight ¹ of employment by industries, July 1, 1937	100.0	53.3	3.1	6.3	2.1	9.5	13.5	2.6	9.6

¹ The relative weight as given just above shows the proportion of employees in the indicated industry, to the total number of all employees reported in Canada by the firms making returns at the date under review.

Industrial and Labor Conditions

MEETING OF GOVERNMENTAL LABOR OFFICIALS, 1937

THE GROWING problem of administering and enforcing State and Federal labor laws was the dominant theme of the twenty-third annual meeting of the International Association of Governmental Labor Officials held at Toronto, Ontario, Canada, September 14-16, 1937. The meeting was attended by representatives of the departments of labor and related agencies in 20 States and 4 Provinces,¹ the Federal Departments of Labor of Canada and the United States, the National Employment Commission of Canada, the Social Security Board, and the National Labor Relations Board.

As brought out in the opening address by the president of the organization, A. L. Fletcher, Commissioner of Labor of North Carolina, the year 1937 was remarkable for the number and kind of labor laws enacted and for the large proportion of State legislatures, meeting in 1937, which adopted some phase of the program of legislation in the interest of the workers. President Fletcher also pointed out that the influence of the International Association of Governmental Labor Officials was apparent in the character of labor legislation introduced into 43 State legislatures during the year, as nearly all the principal bills had been "sponsored originally by our organization and painstakingly studied, drafted, and redrafted by our committees."

New Fields of Activity

Special attention was directed toward the administration of legislation dealing with unemployment compensation and labor relations, two fields that have acquired significance during the recent past, and in which the administrative machinery in Federal and State Governments has had no background of experience upon which to draw.

Unemployment compensation.—Discussing the responsibility of State agencies toward the successful operation of the unemployment-compensation system, R. Gordon Wagenet, of the United States Social Security Board, in a paper read to the convention, said that "not all the assistance that can be given by the Federal Government will

¹ Arkansas, Colorado, Connecticut, Georgia, North Carolina, Ohio, Oregon, Pennsylvania, Illinois, Indiana, Iowa, Kansas, Massachusetts, Rhode Island, South Carolina, Wisconsin, British Columbia, Michigan, Minnesota, New Hampshire, New York, Michigan, New Brunswick, Ontario, Quebec.

remove from the States the responsibility of the success of the unemployment-compensation program. Upon the States rests the primary obligation for the maintenance of sound principles." Indicative of the magnitude of the administrative task facing the State agencies concerned with unemployment compensation, Mr. Wagenet presented the following as a "bare outline" of their functions:

Before benefits can be paid, the State agency must determine upon its form of organization, secure such personnel as will administer the law in a manner which will command the respect of employers, employees, and the public generally, determine which employers are subject to the law, collect contributions with some assurance that they are paid on the basis provided for in the law, collect wage records on individual employees for, in most cases, a year, and develop adequate procedures for the handling of claims, payment of benefits, and the adjudication of disputed claims.

The convention committee on unemployment compensation reported that in 20 States the administration of the unemployment compensation act has been made a function of the State department of labor or of an agency within the State department of labor. To a considerable extent those State agencies are represented in the International Association of Governmental Labor Officials, which becomes by virtue of that fact a coordinating medium working toward uniformity in administrative methods.

Labor relations.—The place of government and governmental labor agencies in collective bargaining between workers and employers was discussed by Edwin S. Smith of the National Labor Relations Board, Rt. Rev. Msgr. Francis J. Haas, formerly of the Labor Relations Board of Wisconsin, and Paul M. Herzog of the New York Labor Relations Board. Father Haas referred to the fact that 5 States—Massachusetts, New York, Pennsylvania, Utah, and Wisconsin—have enacted labor relations laws and created boards for their enforcement. In all cases these laws conform closely to the National Labor Relations Act (the Wagner Act) and the powers and duties conferred upon the administering agencies are in general the same as those exercised by the Federal board. The State boards are, however, intended to operate in the jurisdiction specifically closed to the national board—that is, intrastate commerce. With regard to the administrative problems raised by the question of jurisdiction, Father Haas held that "practically speaking, until the matter is decided in the courts, so long as the same policies and decisions are followed by both Federal and State boards, the problem of jurisdiction, always inherent in our Federal form of government, need not be one of great concern." Mr. Herzog also took the position that the problem of jurisdiction as between the State and Federal agencies was almost wholly a legal one

and stated that in New York, thus far, cooperation between the two boards has obviated the seriousness of the problem.

In the discussion and questions that followed the addresses, special emphasis was laid upon the practical operation of cooperative relations between the Federal and the State labor relations boards, and upon some method of applying the experience of one jurisdiction to the problems of another, particularly with reference to points not specifically covered in the laws.

Personnel Problems

The problem of securing an adequate and efficient staff to insure the successful administration and enforcement of the broadened labor laws recurred throughout both committee reports and discussions on the floor of the convention. Expressing the opinion that "the whole question of whether a State does an eminently satisfactory or a mediocre job of administration is after all largely a matter of personnel", Mary Anderson, Director of the Women's Bureau of the United States Department of Labor and chairman of the IAGLO committee on women in industry, stressed the importance of placing upon the staffs of State labor departments persons who are not only well trained and experienced, but who have "genuine understanding of and sympathy with problems and needs of labor."

The extent to which the rapid expansion of minimum-wage laws has added to the staffing problem was brought out in the report of the committee on minimum-wage laws, the chairman of which is Frieda S. Miller, director of the division of women in industry and minimum wage of the New York Department of Labor. Much of the time of the round-table discussion of enforcement through inspection was devoted to the qualifications and training of factory inspectors, as the key men in the proper administration and enforcement of labor laws.

The report of the committee on civil service, submitted by its chairman, Eugene B. Patton, director of the division of statistics and information of the New York Department of Labor, reviewed the progress made by the merit system, and reported that during 1937, 5 States had enacted civil-service laws, thus bringing to 15 the total number of States in which State employees are selected on the basis of fitness and are assured of tenure in some degree.

One of the resolutions adopted by the convention instructed the officers of the association "to secure the cooperation of the educational institutions of the various States and Provinces for the inauguration of courses, both classroom and extension, bearing upon labor law

administration, both for regular students in such educational institutions and employees of the various State labor departments, and others who might be interested."

Legislation and Enforcement in Canada

Three papers presented to the convention dealt with labor laws and their administration and enforcement in Canada. At the opening session James F. Marsh, Deputy Minister of Labor of Ontario, in his official address of welcome to the association on behalf of the Provincial Government and the Minister of Labor, summarized the duties and functions of the Department of Labor of Ontario under the labor laws of that Province. Mrs. Rex Eaton, member of the Board of Industrial Relations of British Columbia, reviewed Provincial and Dominion legislation dealing with minimum wages and other types of wage regulation, and methods of enforcement.

The organization, activities, and record of the Canadian employment service were described by R. A. Rigg, director of the Employment Service of Canada. Because the American system was to a large extent patterned after the Canadian, Mr. Rigg, in his paper, observed that "some of us are very proud that it has been our privilege to contribute, even though in a very slight degree", to "the dramatic success recently achieved in your country by the realization of your dream of a coordinated and nation-wide system of public employment services."

One of the round-table meetings held on the last day of the session was devoted to a discussion of the administration of labor legislation in Canada.

Committee Reports and Special Subjects

Progress of special types of labor legislation and the present status of bills introduced into State legislatures since the 1936 convention of the International Association of Governmental Labor Officials were reported to the 1937 meeting by the appropriate committees. In addition to those already mentioned, these committees were: Homework, under the chairmanship of Morgan Mooney, deputy commissioner, Connecticut Department of Labor; child labor, Beatrice McConnell, United States Children's Bureau, chairman; wage claim collections, E. I. McKinley, Commissioner of Labor of Arkansas, chairman; and old-age pensions, under the chairmanship of Harry R. McLogan, member of the Industrial Commission of Wisconsin.

Among the special topics on which addresses were given was discrimination against older workers, on which Roswell F. Phelps,

director of the division of statistics of the Massachusetts Department of Labor and Industries gave a report upon the investigation of that problem in Massachusetts made by his department, and discussed the regulatory legislation that resulted from the survey. Ralph M. Bashore, secretary of the Pennsylvania Department of Labor and Industry, read a paper on "The Role of State Labor Commissioners in the Improvement of Labor Legislation", in which he used recent legislative activities in Pennsylvania to illustrate the manner in which the influence and particularly the data of State departments of labor might be directed toward furthering desirable labor legislation.

Verne A. Zimmer, Director of the Division of Labor Standards of the United States Department of Labor, spoke on problems of health and safety legislation, emphasizing the necessity for concentrating in the agency administering the general labor laws the machinery now being created for the study and control of occupational diseases. W. Frank Persons, Director of the United States Employment Service, described the operation of the public employment system set up under the Wagner-Peyser Act. At a round-table conference on apprenticeship, Voyta Wrabetz, chairman of the Industrial Commission of Wisconsin, discussed apprenticeship and apprentice training particularly in the light of Wisconsin's 25 years of experience with State regulation of legal apprenticeship.

Officers, 1937-38

The following officers were elected for the term 1937-38: President, W. A. Pat Murphy, Commissioner of Labor of Oklahoma; first vice president, Martin P. Durkin, director, Illinois Department of Labor; second vice president, Adam Bell, Deputy Minister of Labor, British Columbia; third vice president, Frieda S. Miller, director, division of women in industry and minimum wage, New York Department of Labor; fourth vice president, Voyta Wrabetz, Chairman, Industrial Commission of Wisconsin; fifth vice president, John W. Nates, Commissioner of Labor of South Carolina; secretary-treasurer, Isador Lubin, Commissioner of Labor Statistics, United States Department of Labor. The constitution was amended to make the outgoing president of the association an ex-officio member of the executive board. Thus, for the ensuing year A. L. Fletcher, Commissioner of Labor of North Carolina and president of the International Association of Governmental Labor Officials for the 1936-37 term, will continue to serve on the executive board.

Charleston, S. C., was selected as the place of meeting in 1938.

NATIONAL PROGRAMS FOR YOUTH

THE ACTIVITIES of the National Youth Administration, which was established in June 1935, have included work projects, student aid, educational camps for young women, vocational guidance, job placement, and programs for apprentice training. A brief account of the work carried on by this agency is given in the report of March 1937 by the Works Progress Administration, "Progress of the Works Program."

Student Aid

The educational assistance begun by the Federal Emergency Relief Administration in 1934 constituted the basis of the student-aid program of the National Youth Administration. Under the former plan, however, help had been given only to college undergraduates, while the new agency also includes high-school and graduate college students. This aid is accorded to persons between 16 and 25 years of age who without this help could not remain in school or college and would consequently become job seekers in the overcrowded labor market. The responsibility of selecting the students rests with the college heads and school principals, who also have the duty of determining the types of work these students shall perform in return for the aid they receive. The program is very broad. Various students act as laboratory or library assistants or stenographic and secretarial aids to instructors. Many render valuable service in preparing bibliographies. Others are assigned to community projects in music, art, drama, and museum exhibits.

After a rapid increase during the fall of 1935 and in the following winter, the number of working students, by April 1936, reached 404,000. At the close of the semester in June of that year the work practically ceased, but in September the program was resumed, and by December 1936, N. Y. A. working students numbered 405,000. Of these, 265,000 were high-school students, 135,000 were college students, and 5,000 were graduate students. During that month these enrollees worked 10,638,000 hours and were paid \$3,095,000.

Work Projects

The student-aid program under the National Youth Administration has been supplemented by the provision of public-works opportunities for youths 18 to 25 years of age. The regulations for this employment are similar to those for the Works Progress Administration projects, except that the hours of work and the wages were fixed by administrative order at about one-third of the standard monthly security-wage schedule. In no case may the monthly wages be more than \$25.

The National Youth Administration work projects include community and recreation services, training in public service, construction and renovation of buildings, and land development. Among other activities are research, clerical work, and sewing.

The N. Y. A. Works Program was not begun until the close of 1935, but was rapidly extended in the early part of 1936, and included 181,000 persons in April of that year. From that time until the end of 1936, employment on N. Y. A. work projects was fairly constant. In December 1936, jobs were provided for 177,000 persons, who worked 8,134,000 hours and earned \$3,030,000.

Most of the young people certified as needing relief, who were on N. Y. A. work projects and were receiving the established rates for such work, were under 21 years of age. This group made up approximately 85 percent of the total. Less than 10 percent were 21 years of age.

Educational Camps for Young Women

In 1935 the National Youth Administration, proceeding with work begun by the Federal Emergency Relief Administration, conducted 43 resident schools for girls in unoccupied hotels, clubs, boarding schools, or camps.

These first undertakings, whose purpose was educational, were conducted for 6 or 8 weeks during the summer. They were established for young women who had been out of school for several years, and who had become unemployed after having had some job experience. In the healthful outdoor surroundings of the camps, the girls were organized in groups. Classes were conducted in English, health education, home making, and economic problems. Recreational activities and the conduct of the camp through student government also were educational factors. Such activities form the basis of the present program.

On September 1, 1936, this program was established by the National Youth Administration on a resident-work-project basis to be carried on throughout the year. Several States had already made the experiment, having continued the camps during the winter of 1935-36. Work projects were selected with a view to the locations of the camps and the abilities of the campers. The educational program was adapted to the work on projects, which consumed 2 or 3 hours a day. Some time was also assigned to camp duties, as the work of the camps was to be done by the girls. The length of the term for the first sessions was tentatively set for 3 or 4 months.

At the time of the preparation of the report under review, 19 camps were in operation in 16 States, and plans for 7 more were under way.

The staff of every camp included a director, a home-economics director and teacher, a work-project supervisor, a nurse or doctor, an individual counselor if possible, teachers of English and economics, a recreation leader, and supervisory assistants.

Vocational Guidance and Job Placements

Under another program of the National Youth Administration, information concerning various fields of activity open to young people is made available. In this connection classes are organized in a number of communities, or pamphlets are prepared and widely distributed. In a few cities, guidance bureaus have been established for the analysis of the preferences and talents of youth in quest of jobs and for distributing information concerning possible opportunities for employment and training.

Since advice alone is inadequate in assisting young persons to find jobs in private industry, registration with the United States Employment Service was made compulsory for those employed on the program (excluding student aid). In 47 cities of 22 States, junior placement offices have been set up by the N. Y. A., with vocational youth counselors in the offices of the United States Employment Service and the National Reemployment Service. By the end of December about 25,000 young persons had been placed in jobs in private industry through these junior placement offices.

Apprentice Training

The Federal Committee on Apprentice Training set up under the National Recovery Administration was transferred to the National Youth Administration and is financed by N. Y. A. funds.¹ This committee has been directing its activities primarily to the coordination of the work of existing public and private apprentice-training agencies, and is endeavoring to promote the establishment of new organizations for such training. The committee is also in close touch with a number of trade-unions which sponsor such training.

Funds

The National Youth Administration was allocated \$39,896,811 (exclusive of provisions for administrative expenses) from funds available under the Emergency Relief Act of 1935, and \$42,001,239 from appropriations under the Emergency Relief Act of 1936. Of the 1935 allocation, \$24,269,710 was provided for student-aid projects and \$15,627,101 for N. Y. A. work projects. The 1936 allocation included \$18,400,000 for student aid and \$23,601,239 for work projects. On February 20, 1937, of the funds allocated under the Emergency Relief Act of 1935, the amount obligated was \$39,266,712 and the amount expended \$39,180,662, and from the allocation under the Emergency Relief Act of 1936, the obligation totaled \$37,210,149 and the expenditure \$33,386,020.

¹ The Committee has since been transferred to the United States Department of Labor.

Women in Industry

WAGES AND HOURS OF WOMEN IN PANTS FACTORIES IN CONNECTICUT

NEARLY 82 percent of the women employed in the manufacture of men's trousers and knickers in Connecticut earned less than \$15 a week in the busy season, and practically all (98.7 percent) earned less than that amount during the dull season. Because the low hourly and weekly earnings in the industry, as shown by a survey made by the minimum wage division of the Connecticut Department of Labor,¹ gave evidence of the extent to which wage standards had fallen below the minimum hourly rate of 40 cents set by the N. R. A. code, a minimum wage board was summoned by the Connecticut commissioner of labor in July 1937 to establish a fair minimum wage for women employed in trousers factories in that State. In the busy season considerably more than one-fourth (27.8 percent), and in the slack season more than one-half (51.2 percent), earned less than 25 cents an hour, while the proportion earning less than the 40-cent code minimum was 82.8 percent in the busy season and 86.1 percent in the dull period. The small percentage (1.3) earning less than 10 cents an hour in the busy weeks increased to 3.6 percent when work was slack.

The minimum wage division of the Connecticut Department of Labor examined the pay rolls of all establishments in the State engaged in the manufacture of men's trousers and knickers. There were 9 such factories, employing, in a busy week, 718 workers, of whom 570 were women and 28 were male minors. Earnings and hours were recorded for 4 weeks in the busy season and 4 weeks in the dull season.

The occupations of the men differed from those of the women, most of the men being pressers, and the remainder chiefly maintenance men, cutters, and floor boys; while 82.1 percent of the women were operators, 10.9 percent were finishers, 3.7 percent were examiners, and 3.2 percent were chiefly packers and stock girls.

Although the manufacture of trousers does not employ a large number of workers in Connecticut, the department states that it constitutes a branch of the clothing industry "which is steadily increasing its economic importance in this State." With the exception of one small plant, the trousers factories in Connecticut are contract

¹ Connecticut. Department of Labor. Minimum Wage Division. Hours and Earnings in the Men's | Pants Industry in Connecticut. Hartford, 1937. (Mimeographed.)

shops, doing the sewing and pressing for jobbers. Approximately 80 operations are involved in the production of 1 pair of trousers, and payment to piece workers is on the basis of a fixed price per 100 units of production. Operators and pressers are paid on a piece-rate basis; finishers, examiners, and others handling the finished product are usually paid by the hour.

Hours and Earnings

Median weekly hours during the busy season were longest (42.7 hours) in the establishment which showed the lowest median weekly earnings (\$8.25). This was only 60.7 percent of the \$13.58 median reported for the establishment with the highest average earnings. The shortest average week during the busy season was 32.4 hours. During the dull season median weekly earnings ranged from \$3.43 to \$11.25, but because of inadequate time records in several of the plants, data on median hours were incomplete. Median hourly earnings ranged from 35.5 to 19.8 cents in the busy season, and from 39.5 to 15.6 cents for the slack period, in the factories which kept records.

The distribution of hourly earnings of all women employed in the production of trousers and knickers in the busy and in the dull season is shown in table 1; weekly earnings in table 2.

TABLE 1.—Classified Hourly Earnings of Women Employed in Trousers Factories in Connecticut

Hourly earnings	Busy season			Dull season		
	Number of employees	Percent of total	Cumulative percent	Number of employees	Percent of total	Cumulative percent
Under 10 cents.....	6	1.3	1.3	6	3.6	3.6
10 cents and under 15 cents.....	22	4.8	6.1	29	17.5	21.1
15 cents and under 20 cents.....	41	8.9	15.0	30	18.1	39.2
20 cents and under 25 cents.....	59	12.8	27.8	20	12.0	51.2
25 cents and under 30 cents.....	87	18.8	46.6	20	12.0	63.2
30 cents and under 35 cents.....	91	19.7	66.3	17	10.2	73.4
35 cents and under 40 cents.....	76	16.5	82.8	21	12.7	86.1
40 cents and under 45 cents.....	45	9.7	92.5	8	4.8	90.9
45 cents and under 50 cents.....	21	4.5	97.0	4	2.4	93.3
50 cents and over.....	14	3.0	100.0	11	6.6	100.0
Total.....	¹ 462	100.0	100.0	² 166	100.0	100.0

¹ Does not include 57 workers for whom no hourly records were available.

² Does not include 251 workers for whom no hourly records were available.

TABLE 2.—Classified Weekly Earnings of Women Employed in Trousers Factories in Connecticut

Weekly earnings	Busy season		Dull season	
	Number of employees	Percent of total	Number of employees	Percent of total
Under \$5.....	19	3.7	111	26.8
\$5 and under \$10.....	149	28.7	227	54.8
\$10 and under \$15.....	256	49.3	71	17.1
\$15 and under \$20.....	80	15.4	5	1.2
\$20 and over.....	15	2.9	-----	-----
Total.....	519	100.0	¹ 414	100.0

¹ Does not include 3 persons for whom no record of weekly earnings was available.

Median hourly and weekly earnings, by occupation, are shown in table 3.

TABLE 3.—Median Hourly and Weekly Earnings of Women Employed in Trousers Factories in Connecticut, by Occupation

Occupation	Busy season			Dull season		
	Number of employees	Median hourly earnings	Median weekly earnings	Number of employees	Median hourly earnings	Median weekly earnings
All occupations.....	519	Cents 31.5	-----	417	Cents 24.6	-----
Operators.....	426	32.9	\$12.32	350	27.7	\$7.19
Examiners.....	19	28.0	9.83	19	(1)	(2)
Finishers.....	57	19.7	7.56	38	18.0	4.50
Miscellaneous.....	17	20.0	8.88	10	(1)	(2)

¹ Median hourly earnings not computed because of inadequate time records.

² Medians not computed because of insufficient data.

The nine trousers factories surveyed by the Connecticut Department of Labor are located in three centers, the population of which differs considerably. The survey showed that earnings were lowest and hours were longest in the establishments in communities of less than 25,000 population. In that population group, median hourly earnings in the busy season were 22.6 cents, median weekly earnings \$9.27, and the average workweek was 42.2 hours, as compared to median hourly earnings of 33.8 cents and weekly earnings of \$12.58 for a week averaging 39.4 hours in communities in the 25,000 to 100,000 population group where earnings were highest. Both hourly and weekly average earnings, also the average number of hours worked in a week, were slightly less in the largest population group, of 100,000 and over, than in the communities having 25,000 to 100,000 population.



HOURS AND EARNINGS OF WOMEN IN NEW JERSEY LAUNDRIES

HOURLY EARNINGS of woman laundry workers ranging from less than 20 cents to 50 cents and over, and median hourly earnings of 27.4 cents an hour for all occupations in the laundry industry in New Jersey, were reported by the department of labor of that State to a laundry wage board summoned to consider the establishment of minimum-wage rates for the industry.¹

The minimum wage bureau of the New Jersey Department of Labor examined pay-roll records for the pay period nearest November 21, 1936, in 98 laundries in 52 cities of the State, employing a total of 6,704

¹ New Jersey. Department of Labor. Minimum Wage Bureau. Report to the laundry wage board relating to wages and hours of women and minors in

the laundry industry of New Jersey, November 1936. Trenton, 1937.

workers, of whom 4,552 (67.9 percent) were women and 101 were male minors who are also subject to the New Jersey minimum-wage law.

In order to make the data representative of conditions throughout the State, the minimum wage bureau selected a proportionate number of small, medium, and large establishments in three areas. These areas were called metropolitan area A, embracing 29 cities in the northern part of the State, including the large cities of Newark, Jersey City, Passaic, and Paterson; metropolitan area B, with 7 cities, including Camden, Trenton, and New Brunswick; and the suburban districts, comprising the nonindustrial, agricultural, and shore counties, and including 16 cities.

Women comprised 80 percent of all employees engaged in actual laundering operations. The occupational classification used in the survey was necessarily rather broad, because, as the report points out, there was considerable shifting from one job to another, particularly in small laundries. As classified, 45.5 percent of the total of 4,253 workers covered by the survey were press operators (or flat workers), 30.2 percent were ironers, and 12.4 percent were assemblers. Time rates were the prevailing method of wage payment, affecting 58.1 percent of the workers in metropolitan district A, 61.0 percent in district B, and 79.1 percent in the suburban districts. In the study as a whole, 1,683, or 39.6 percent of all workers covered, were piece workers.

Hours of Labor

Accurate records of hours worked per day were difficult to obtain, the report states, in spite of the obligation imposed upon employers by the 10-hour law, the child-labor law, and the minimum-wage law, to keep records of the hours of labor performed by each employee each day. Generally only the days worked were recorded, and frequently, particularly with regard to piece workers, no time records were kept.

Weekly hours were reported, however, except in 21 cases. The median workweek in the State as a whole for all occupations was 41.9 hours. Washers worked the longest week, their average for the State being 50.6 hours. The median of weekly hours worked was practically the same for the two metropolitan districts (42.4 and 42.5) but was considerably lower (34.7) in the nonindustrial areas. The washers, classifiers and their helpers, and dry cleaners in the metropolitan districts, on the whole, worked longer hours in the week covered than workers in other occupations.

Earnings

Hourly earnings.—Hourly earnings by occupation were reported for 2,570 women and minors employed on an hourly rate basis. The most usual hourly rate of this group, comprising 60.4 percent of the total

number of employees covered in the survey, ranged between 26 and 28 cents. Median hourly rates, by occupation, are shown below.

	Median hourly earnings (cents)		Median hourly earnings (cents)
All occupations.....	27.4	Packers.....	28.3
Washers.....	32.0	Packer's helpers.....	27.8
Washer's helpers.....	27.7	Dry cleaners.....	33.4
Classifiers.....	30.3	Dry cleaner's helpers.....	39.0
Assemblers.....	27.7	General.....	27.6
Ironers.....	27.9	Forewomen.....	39.0
Press operators.....	26.8	Unclassified.....	26.4

Weekly earnings.—Weekly earnings of the 4,253 productive workers in the laundries covered in the survey ranged from less than \$5 for 134 employees, to over \$21 for 72. A total of 500 workers earned less than \$8 in the scheduled week and 405 of these worked less than 30 hours. Earnings of less than \$12 for the week were reported by 44.8 percent of the workers, while 32.8 percent earned between \$12 and \$14.99, 11.8 percent earned between \$15 and \$16.99, and 10.6 percent earned \$17 and over.

Median weekly earnings, by occupation, are shown in table 1 for the State as a whole and for the three separate areas. Wage differentials as between industrial and nonindustrial areas, as shown in the table, are pronounced. The median weekly earnings of classifiers and general workers in the suburban districts, for example, are only about 50 percent of the average for the State and for the urban areas, while those of packer's helpers are less than one-third of the average. The median of all workers in the suburban districts is 30.1 percent less than the average for metropolitan district A, where the level of weekly earnings was highest.

TABLE 1.—Median Weekly Earnings of Woman Laundry Workers in New Jersey, November 1936, by Occupation and District

Occupation	State	Metropolitan district A	Metropolitan district B	Suburban districts
All occupations.....	\$12.36	\$12.78	\$11.07	\$8.85
Washers.....	16.00	16.99	12.50	.....
Washer's helpers.....	11.34	12.00	9.00	7.44
Classifiers.....	13.36	13.43	12.50	6.50
Classifier's helpers.....	13.06	13.39	11.30	12.29
Ironers.....	12.39	13.11	11.15	9.00
Press operators.....	11.99	12.37	10.93	8.16
Packers.....	12.17	12.40	12.00	9.00
Packer's helpers.....	12.99	13.00	.....	3.67
Dry cleaners.....	17.80	17.80	.....	.....
Dry cleaner's helpers.....	15.00	15.00	.....	.....
General.....	13.40	13.60	.....	6.50
Forewomen.....	19.78	20.25	20.00	16.00
Not reported.....	10.89	10.89	.....	.....
Median weekly hours.....	41.9	42.4	42.5	34.7

Relation of Size of Plant to Earnings

Earnings were affected not only by the location of the plant with regard to industrial or nonindustrial areas, but by the size of the plant itself. Table 2 shows average hourly and weekly earnings by size of laundry, indicating a marked difference in earnings between small and large establishments wherever located. The average weekly earnings in all plants with fewer than 100 employees fell below the \$12.36 median for the State.

TABLE 2.—Average Hourly and Weekly Earnings in New Jersey Laundries, November 1936, by Size of Plant

Number of employees	Number of laundries	Average hourly earnings	Average weekly earnings
		<i>Cents</i>	
1 and less than 10.....	16	28.8	\$9.00
10 and less than 25.....	41	29.0	9.32
25 and less than 50.....	24	29.3	11.52
50 and less than 100.....	7	29.6	11.57
100 and less than 200.....	4	29.5	13.25
200 and less than 300.....	4	31.5	13.00
300 and over.....	2	37.0	15.25

Recommendation of Laundry Wage Board

The Commissioner of Labor of New Jersey appointed a wage board for the laundry industry, which held its first meeting on July 1, 1937, and to which the study made by the minimum wage bureau of the department of labor was submitted. Following further meetings, the board made its recommendations to the commissioner on July 14.

These recommendations, adopted unanimously by the board, provide for a zoning system, somewhat differently arranged from the system adopted in the survey. The recommended rate for zone A, comprising the northern tier of industrial counties as far as Middlesex County (New Brunswick), is 33 cents an hour; for zone B, 30 cents an hour; and for the suburban zone, 26 cents an hour. Zone B includes the industrial areas about Camden and Trenton, and during the summer months June 1 to October 1, the counties in which the seashore resorts are located. From October 1 to June 1 these counties (Atlantic, Ocean, and Monmouth) are to be considered part of the suburban zone, which comprises the remainder of the State. In addition to the basic rate, a bonus of 10 percent is recommended for laundry workers employed in zones A and B whose total wage in any week is less than the amount payable for 40 hours' work at the basic minimum rate. A 40-hour week is recommended as the basic work-week. The recommendation covering piece work calls for "rates not less than the minimum fair wage standards established for time workers." Learners and apprentices are not recognized in the wage

award, but minors must be paid the same rate as adults. Waiting time is to be considered working time, to be paid for at the regular rate, and a minimum of 4 hours' wages must be paid for any day except Saturday on which an employee is required to report for work, unless she has already worked more than 36 hours within the week.

The commissioner of labor, following a hearing on the proposed wage order held on August 19, accepted the recommendations of the laundry wage board and embodied them in directory order No. 1, effective September 6, 1937, as provided in the New Jersey minimum-wage law.



WAGES AND HOURS OF WOMEN IN CLOTHING INDUSTRIES IN RHODE ISLAND

AN INSPECTION of the pay rolls of every manufacturer of wearing apparel in the State of Rhode Island, for the last week in September 1936, showed median weekly earnings that were approximately equal to minimum weekly earnings under the rates fixed by National Recovery Administration codes. This all-inclusive survey of wages and hours in the wearing-apparel and allied industries was made by the division of women and children of the Rhode Island Department of Labor, preliminary to convoking a minimum wage board to establish minimum rates in the various branches of manufacture covered by the report.¹ The department of labor included in this study all types of wearing apparel (cotton, silk, and rayon dresses, silk and rayon underwear, knit underwear and hosiery, men's coats and suits, children's dresses and rompers, raincoats, hats, and leather and rubber shoes), accessories such as handkerchiefs and handbags, alteration work on wearing apparel, and sewing of curtains, rugs, and mattresses. All manufacturers in the State engaged in these lines, numbering 60 firms employing 4,451 workers, were visited for purposes of the study. In the alteration of manufactured garments, a sample of nine firms was taken. Women form a large proportion of the working force in these industries in Rhode Island, comprising 78.8 percent in wearing-apparel manufacture, 63.0 percent in leather- and rubber-shoe manufacture, and 65.2 percent in the alteration of ready-made garments.

Hours and Earnings in Industries as a Whole

The median hours worked by women in the week covered by the survey were 40.5. The hours worked by the largest number were between 40 and 44, reported for 942 women, while 434 women worked 48 hours or more.

¹ Rhode Island. Department of Labor. Division of Women and Children. Synopsis of survey of wages and other conditions of employment in the production of wearing apparel and accessories. Providence, 1937. (Mimeographed.)

Hourly earnings in the manufacture of wearing apparel ranged from 7½ cents to \$1.60. The median hourly rate for all employees in all branches of the industry in the week studied was 35 cents; for men, 49.3 cents; for women, 33.7 cents; and for male minors, 32.1 cents. Well over half of the women (56.7 percent) earned less than 35 cents an hour, and 78.8 percent earned less than 40 cents.

Median weekly earnings ranged from \$6.21 for learners to \$17 and \$18 for hosiery workers and forewomen. Cotton-garment manufacture had the lowest weekly median for all employees combined (\$8.61) and for women (\$8.53).

Annual earnings were obtained for a sample of 58 employees, in various branches of the combined industries and in various occupations, who had worked 39 weeks or more during the year. About two-thirds of them had worked the full 52 weeks. The average weekly hours worked by the group were 39. Annual earnings ranged from \$383.16 to \$1,234.58, and averaged \$741.66.

Earnings in Separate Industries

Median hourly and weekly earnings in the week studied of women employed in the various types of manufacture included in the wearing apparel and allied industries are shown in the following table.

Median Hourly and Weekly Earnings of Women in Wearing Apparel and Allied Industries in Rhode Island, September 1936

Kind of goods manufactured	Number of women employed	Median hourly earnings	Median weekly earnings
		<i>Cents</i>	
Cotton garments.....	277	4.1	\$8.53
Silk garments.....	437	25.9	11.53
Garment accessories.....	382	27.7	12.60
Curtains, rugs, and mattresses.....	268	29.5	13.22
Men's coats and suits.....	81	29.6	11.17
Knit garments.....	1,042	34.3	13.73
Shoes.....	704	36.7	13.03
Alterations.....	86	37.5	16.42
Raincoats.....	189	41.5	17.03

Decision of Minimum Wage Board

The minimum wage board for the wearing-apparel industries, appointed by the Director of Labor of Rhode Island following the survey of the industries, submitted its report to the director on July 15, 1937. The majority of the board recommended fixing a basic minimum-wage rate of 35 cents an hour, which could not be reduced "by any agreement or device" for all workers in all branches of the wearing apparel and allied industries except learners. Adjustment of piece rates to enable piece workers to earn "at least the basic wage rate" was specified in the proposed wage order. Wage rates of not less than

20 cents an hour were recommended for the first 240 hours of the learning period, and not less than 25 cents an hour for a second 240 hours, after which the basic minimum must be paid. Learners are limited in the recommendation to not more than 10 percent of the working force in any plant, and to only those persons who hold learners' certificates issued by the department of labor.

A minority of three members of the board accepted all the provisions and conditions of the proposed wage order recommended by the board except the rate itself. The minority recommendation called for a basic minimum of 32.5 cents an hour instead of 35 cents.

The recommendation of the majority members of the minimum wage board was accepted by the Director of Labor of Rhode Island, who issued Directory Order No. 2, effective October 18, 1937, setting a minimum-wage rate of 35 cents an hour in the wearing-apparel industries. Learners' rates and other conditions recommended by the board were included in the order.

Workers' Education

TRAINING IN RETAIL SALESMANSHIP

TRAINING in salesmanship was first made part of the curriculum of the public secondary schools in Boston in 1912.¹ Two decades later—in 1933—this training was being offered in the public schools in 49 cities. During the depression, lack of contacts with cooperating stores decreased employment in connection with courses in a few cities; at the same time, however, courses were introduced in many other cities. In 1933 the total enrollment for this instruction was 9,508.

Procedures and Methods

The procedures in installing retail courses varied considerably in different cities. In some communities local school authorities took the initiative; in others the merchants' associations or the Federal or State Boards of Vocational Education took the first steps. A great deal of variation was also reported in the organization of administration, some communities employing special retail-selling supervisors or other administrators at the head of a special department, while other communities entrusted training activities to some one of the regular school departments.

In the schools represented, 27 of the 41 administrators who replied to the questionnaire reported that the retail-selling course is offered as the central subject in a special retail-selling curriculum. The length of this curriculum is most frequently reported as 2 years, and it is ordinarily given in the eleventh or twelfth grade. The cooperative-store work is also usually available in these grades.

No general scheme is followed in rating the student's work in the store. In nearly all the cities it is the duty of the store's personnel manager and the teacher to make this appraisal.

The prevailing type of cooperating establishment is the department store. In connection with problems arising from training, the immaturity of pupils is the most frequently expressed objection of cooperating stores.

Three procedures—or combinations of them—are in general use in accepting students for this kind of training. One procedure is to

¹ Data are from Vocational Education Bulletin No. 186 of the U. S. Office of Education, by Glenn Oscar Emick, Washington, 1936: Cooperative Training in Retail Selling in the Public Secondary Schools.

admit all students who choose to take the course, another is to admit only candidates who, in the judgment of the teachers, have potential sales abilities, while another is to admit only applicants who are acceptable to some store. In the greater number of cases the teacher and the supervisor of store students make the selection of students.

In the opinion of the majority of teachers, the subject-matter content and the method of teaching entitle the retail-selling training and its store experience to recognition with other laboratory subjects.

According to the administrators, a girl of ideal type for retail-store work is at least 16 years of age, of at least average size, healthy, attractive, clean, neat, correct in the use of English, and with good scholarship standing.

Credits are usually granted by the schools for the store work. Some variation exists in the number of credits in retail selling that may be offered toward graduation in the several schools.

A number of institutions of higher learning accept credits in this field to satisfy entrance requirements.

Motives for Taking Training

The impelling and most frequently mentioned motives for taking the training are an interest in selling and an opportunity to earn more. "The students who have taken the training feel there is a definite need for it" and that it has increased their efficiency and value. In reporting on the outstanding advantages of the training, they most frequently list vocational values. The drawbacks reported vary greatly, indicating that those referred to are of a local character and the result of local conditions.

Follow-up studies reveal that a large percentage of the students remain in retail-selling work after completing their course, and are promoted to positions of responsibility.

Attitude of Merchants Toward Training for Retail Selling

In most cases the cooperating merchants are of the opinion that there is a definite need for this type of training. The advantage of the training which is most frequently referred to by merchants is the assistance which the stores receive from the schools in the selection of their workers, while the disadvantages reported concern the inferiority and inexperience of some of the pupils.

It is reported that in most of the communities offering retail-selling courses, the merchants in filling positions give the preference to those who have taken this training.

Equipment and Salaries of Teachers

All the administrators and teachers replying to the questionnaire had attended a normal school or other undergraduate college; 95 percent had bachelor degrees; and 53 percent had attended a professional

school. Of the 93 percent who had taken post-graduate work, 82 percent had graduate degrees or special certificates. The professional school most commonly attended was the Prince School of Education for Store Service.

The compensation of teachers of retail selling, as disclosed in the 1932-33 investigation, is given in the following excerpt from the report on the study:

The median monthly salary is \$251 and the median yearly salary \$2,545. The average annual salary of \$2,568 paid teachers in this field is \$101 per year more than the average salary received by high-school teachers as a group, and \$54 more than the average salary received by the vocational-subject teachers. In the majority of cities the teachers are employed 10 months and are paid in 10 monthly installments.



EDUCATION OF RAILWAY MEN IN CHINA

A PROGRAM of education for railway men is being carried out by management of the various railway systems in China, under the Ministry of Railways of that country, according to Industrial and Labor Information (Geneva) of June 7, 1937. Approximately one-half of the 100,000 railway men in China are from the rural sections and are illiterate. This fact is sometimes cited as the cause of the slow expansion of the railways and the many accidents occurring in their operation. As a consequence the authorities are giving much attention to the education of their working forces.

Besides the schools established to provide railway men with the requisite training for the satisfactory performance of their duties, a traveling educational service has been inaugurated, through which railway men's teachers are assigned to small stations in localities where there are no special schools for this class of workers. Handbooks and magazines are also published for the use of these employees, and the various schools maintain a weekly correspondence with the agency in the Ministry of Railways which has jurisdiction over this program.

The latest report shows 60 railway men's schools on the various Government lines, which provide educational facilities for 7,000 workers. These schools are of three types—elementary, civic, and technical. Attendance at the elementary and civic schools is obligatory, but at the technical schools it is voluntary. Reading and writing the most usual characters are taught in the lowest class; and arithmetic, natural history, a foreign language, and some general knowledge of railway traffic are given in the second class. The technical courses are available to specially selected employees who take more advanced studies in mechanical draftsmanship, applied electricity, and railway management.

The attendance periods are 1 year for the first class, 18 months for the second class, and 2 years for the third class. The administration of these schools is in charge of a committee on railway men's education in the labor section of the Ministry of Railways.

Industrial Hygiene

INDUSTRIAL DISEASES IN BRITISH FACTORIES, 1936

THE EFFECT OF speeding up in industry, with especial reference to the conveyor system, is discussed in the report ¹ of the senior medical inspector of factories in Great Britain for the year 1936. While speeding up is not new, it is especially associated with mass production, and, in connection with the conveyor system, has been introduced in a large number of industries. A certain number of complaints were registered, it is stated, in the clothing industry where the conveyor system had been introduced, and the question of the effect on the health of the workers employed in the making of garments was referred for study to the Industrial Health Research Board. The possibility of the development of mental conditions such as overanxiety, rather than physical injury, is pointed out. In addition to the harmful effect of speeding up in mass production, there is danger in the speeding up of individual machines by operators working under the piece-work system.

The number of cases of industrial poisoning and disease reported in 1936 was lower than in 1935 in every classification except those of chronic benzene poisoning, anthrax, and chrome ulceration. Table 1 shows the number of cases of poisoning or disease reported to the department for certain years from 1910 to 1936.

TABLE 1.—*Number of Cases of Poisoning and of Industrial Disease Among Factory Workers in Great Britain for Specified Years, 1910-1936*

Disease	1936	1935	1934	1930	1920	1910
Lead poisoning:						
Cases	163	168	198	265	289	505
Deaths	13	17	25	32	44	38
Mercury poisoning:						
Cases		1		3	5	10
Deaths						1
Arsenic poisoning:						
Cases	1	1	3	1	3	7
Deaths	1					
Aniline poisoning:						
Cases	7	9	9	24		
Deaths	1					
Chronic benzene poisoning:						
Cases	1		2			
Deaths	1		3			
Anthrax:						
Cases	30	20	19	43	48	51
Deaths	1	3	3	6	11	9
Epitheliomatous ulceration:						
Cases	142	171	170	194	45	
Deaths	27	38	45	36	1	
Chrome ulceration:						
Cases	84	67	87	95	126	

¹ Great Britain. Home Office. Factory and Workshops Department. Annual report of the Chief Inspector for the year 1936. London, 1937. (Cmd. 5514.)

No case of carbon bisulphide poisoning was reported in 1936 and only one case each in the 2 preceding years, and there had been no cases of phosphorus poisoning or of toxic jaundice for some years. The number of cases of lead poisoning was the lowest on record, and in addition there has been an improvement in the severity of cases, as less than 15 percent of the cases were described as severe in 1936 as compared with just under 24 percent in 1931. Twelve of the 18 cases in the pottery industry occurred in the tile trade where there has been a return to the use of raw lead glazes.

Although there were 10 more cases of anthrax than in the preceding year, there was only 1 fatal case as compared with 3 in 1935. The fatal case, which was one of internal anthrax, was that of a tannery laborer engaged in unpacking a consignment of salted calfskins from Lithuania. Only one case occurred in Bradford, which was formerly regarded as the most dangerous center of the wool trade from the point of view of anthrax infection.

Cases of cutaneous epithelioma in cotton mule spinners were first reported to the department in 1923. Since that time 918 cases have been reported, some of which were renotified because of a subsequent primary growth on another cutaneous site. A study of 562 cases showed the length of time elapsing in each case between the commencement of employment and the manifestation of the disease. This number included 83 persons who had passed into other employment for periods varying from 1 to 37 years, and 57 who had been retired for from 1 to 20 years. Among the entire group the minimum time in which the disease appeared from the beginning of employment in the mule room was 13 years, and the maximum time 70 years.

Inhalation of fumes and gases was responsible for 153 cases and 12 deaths in 1936. This was an increase of 33 cases over those for the preceding year. The increase was due mainly to poisoning from carbon monoxide, especially from blast-furnace gas, and from the escape of gas from coke-rivet fires in confined places on board ship.

Deaths from silicosis and asbestosis have been investigated since 1929. During 1936 there were 64 deaths from silicosis, 62 from silicosis with tuberculosis, 7 from asbestosis, and 4 from asbestosis with tuberculosis. Table 2 shows for the period from 1929 to 1936 the number of deaths from silicosis and asbestosis alone or complicated with tuberculosis, the average age at death, and the duration of employment.

TABLE 2.—Number of Deaths From Silicosis and Asbestosis in Great Britain, Average Age at Death, and Duration of Employment, 1929 to 1936

Disease	Number of deaths	Average age at death	Duration of employment (years)		
			Longest	Shortest	Average
Silicosis.....	375	55.7	62.0	1.7	34.8
Silicosis with tuberculosis.....	453	52.6	67.0	2.0	31.4
Asbestosis.....	59	42.8	36.0	1.5	13.3
Asbestosis with tuberculosis.....	34	37.2	29.0	.8	9.4

The largest number of fatal silicosis cases occurred in the pottery industry. In this industry there were 181 deaths from silicosis and 186 deaths from silicosis with tuberculosis. Next in importance in the number of deaths from this cause was the sandstone industry with 92 deaths from silicosis and 104 deaths from silicosis with tuberculosis, followed by metal grinding, sandblasting, manufacture of scouring powders, and a miscellaneous group of industries.

Reporting of cases of skin diseases is not compulsory. The number of voluntarily reported cases (1,771) in 1936 was the largest yet recorded. The causative agents were oil, alkalis, friction and heat, chemicals, sugar, degreasers, dyes, turpentine and substitutes, paraffin, chrome compounds, acids, French polish, dough, nickel compounds, and accelerators.

Labor Laws

FEDERAL LABOR LEGISLATION, 1937

THE FIRST SESSION of the Seventy-fifth Congress of the United States convened on January 5, 1937, and adjourned on August 21, 1937. During the 229 days of the session, much time was devoted to consideration of the bill to reorganize the judicial system of the United States. Extensive hearings were held on this and many other bills of interest and importance to labor, including the wages and hours bill which failed of passage. The present article summarizes the principal provisions of the acts passed by the Congress in 1937 which are of general or special interest to labor.

Unemployment census.—The first governmental count of the unemployed was provided for by Public Act No. 409. The enumeration, which is to be completed by April 1, 1938, in addition to ascertaining the number of unemployed, will provide statistics on partial employment and job opportunities. The information to be obtained shall be determined by the Secretaries of Labor and Commerce, the Works Progress Administrator, the Chairmen of the Central Statistical Board and the Social Security Board, and the Director of the Census.

Promotion of labor standards for apprentices.—Effective as of August 16, 1937, Congress enacted legislation enabling the Department of Labor to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices (Public Act No. 308). Hitherto such work has been carried on by the National Youth Administration. The new act seeks the cooperation of employers and labor in the formulation of apprenticeship programs, and also is designed to assist those States engaged in the work of promoting standards of apprenticeship.

Maritime employment.—By Public Resolution No. 51, Congress extended until October 1, 1937, the time when certain passenger vessels must be equipped with automatic sprinkler systems as required by an act (no. 712) of June 20, 1936. Every seaman employed on a merchant vessel of the United States of 100 gross tons or more must be furnished hereafter, at his option, either a continuous discharge book or a certificate of identification (Public Act No. 25). Such person must present satisfactory evidence of citizenship. Continued authority is granted to the Bureau of Marine Inspection and Navigation to promulgate necessary regulations for the issuance of the books,

which, however, must include the signature of the seaman, his age, home address, nationality, and personal description, as well as a new requirement, that of a thumbprint.

Railroads.—Public Acts Nos. 162 and 174, respectively, provide for a railroad employees' retirement and tax system. This legislation is the result of an agreement between representatives of the carriers and the employees following the edict of the United States District Court for the District of Columbia, declaring partially unconstitutional the act of 1935.¹ Under the 1937 act,² employees are eligible to retire voluntarily at 65 years of age. However, they may retire at 60 years of age, after completion of 30 years' service, with a reduction in the annuity at the rate of one one-hundred and eightieth for each month the employee is under 65 years of age. Death benefits are provided for a deceased employee's estate. Taxes, ranging from 2¼ to 3¾ percent, on carriers and employees, are levied to pay for the retirement benefits. These taxes are to be collected by the Bureau of Internal Revenue and paid into the Treasury. All annuities are paid out of the funds impounded in the United States Treasury. By Public Resolution No. 9, the Congress extended from February 28, 1937, to June 30, 1938, the excise tax imposed upon railroads and their employees by the Railroad Retirement Tax Act of August 29, 1935.

By Public Act No. 378, the Interstate Commerce Commission was authorized to require the installation of block signals and other safety devices on railroads under its jurisdiction. Public Act No. 272 appropriated \$35,000 for the advancement of a program of national safety and accident prevention.

Legislation affecting Federal employees.—Several acts directly affecting Federal employees were adopted by the Congress in 1937. The Civil Service Retirement Act was extended to cover employees in the legislative branch of the Government, and to permanent officers and employees of the United States courts not otherwise covered by retirement benefits (Public Act No. 206).

By Public Act No. 191, employees of the Panama Canal ineligible to benefits under the Canal Zone Retirement Act were granted cash relief not exceeding \$1 a month for each year's service, with a maximum of \$25 a month. The benefits, however, are not granted to any employee having less than 10 years' service with the Panama Canal, including any service with the Panama Railroad Co. on the Isthmus of Panama. By another act (Public, No. 251) Congress provided a retirement annuity for certain former employees of the Panama Canal and the Panama Railroad Co. on the Isthmus of Panama.

¹ For analyses of the act, summary of court decision, and summary of agreement, see Monthly Labor Review, issues of October 1935 (p. 923), August 1936 (p. 328), and May 1937 (p. 1126).

² See Monthly Labor Review, August 1937 (p. 377), for summary.

Free space in Government buildings was granted to credit unions maintained for Federal employees by the adoption of Public Act No. 197.

Public Act No. 298 extended the provisions of the 40-hour law for postal employees to watchmen and messengers in the Postal Service.

The last feature of the so-called "Economy Act" of 1932 was removed by the repeal of the civil service marital status clause. By Public Act No. 212, Congress decreed that hereafter "no person shall be discriminated against in any case because of his or her marital status in examination, appointment, reappointment, reinstatement, re-employment, promotion, transfer, retransfer, demotion, removal, or retirement."

The Civilian Conservation Corps was extended by Public Act No. 163 for a period of 3 years after July 1, 1937.

Legislation applicable to the District of Columbia.—The Congress increased from \$15,000 to \$25,000 the amount to be utilized for the rehabilitation of disabled residents of the District of Columbia (Public Act No. 41). By a public resolution (No. 25) bowling alleys in the District of Columbia were ordered closed from midnight Saturday until 2 p. m. Sunday.

Relief.—By Public Resolution No. 47, \$1,500,000,000 was appropriated for the continuance of work-relief projects. The money is to be allocated to the following classes of projects: (a) Highways, roads, and streets, \$415,000,000; (b) public buildings, parks, and other recreational facilities, including buildings therein, public utilities, electric transmission and distribution lines or systems to serve persons in rural areas (including projects sponsored by and for the benefit of nonprofit and cooperative associations), sewer systems, water supply and purification, airports and other transportation facilities, flood control, conservation, eradication of insect pests and miscellaneous work projects, \$630,000,000; (c) assistance for educational, professional, and self-help, and clerical persons and women's projects, \$380,000,000; and (d) National Youth Administration, \$75,000,000. Of special interest to labor is the requirement that the payment of the prevailing rate of wages as provided for in the Davis-Bacon Act must be adhered to in the prosecution of the various projects. Congress also required the payment of the prevailing rate of wages in the construction of buildings and exhibits for several expositions, namely: San Francisco Bay, 1939 (Public Res. No. 52); New York World's Fair, 1939 (Public Res. No. 53); Texas Exposition, 1937 (Public Res. No. 21).³

Social security.—In order that the Social Security Board may continue and make available to June 30, 1938, grants to States for

³ For a more detailed summary of the 1937 relief act see Monthly Labor Review, September 1937 (p. 640).

old-age assistance, \$18,000,000 was appropriated (Public Res. No. 36). Another action of the Congress appropriates, for States enacting approved unemployment-insurance laws in 1937, a portion of the proceeds from the 1936 employers' tax. Thus all States complying with the Federal act are placed on the same basis with respect to their unemployment-insurance funds (Public Act No. 353).

Interstate compacts.—Congress consented to and made effective the interstate compact on minimum wages previously ratified by the Legislatures of Massachusetts, New Hampshire, and Rhode Island⁴ (Public Res. No. 58).

Statistical studies.—Public Act No. 149 authorizes the Department of Labor to continue the making of statistical studies for unofficial agencies, at cost, until April 13, 1939.

Farm tenancy.—The Secretary of Agriculture was authorized (Public Act No. 210) to make loans to tenant farmers, farm laborers, sharecroppers, etc., for the purchase of farms over a period of time at low interest rates. The loans are made for not more than 40 years, bearing interest at a rate of 3 percent per year.

The Secretary of Agriculture, in another act (Public Act No. 414) commonly referred to as the Sugar Act, was empowered to require that sugar growers, as a condition precedent to qualifying for benefit payments, must pay at least a minimum wage as determined by the Secretary. Employment of children under 14 years of age is forbidden, and children between the ages of 14 and 16 must not be employed more than 8 hours a day. The last two provisions, however, do not apply to members of the immediate family of persons who own as much as 40 percent of the crop.

Bituminous Coal Act.—The National Bituminous Coal Commission, consisting of seven members, was established in the Department of the Interior by Public Act No. 48. The act provides for the regulation of interstate commerce in the soft-coal industry. While this act is similar in many respects to the 1935 act, the labor provisions are not included. Congress has, however, declared a policy of employees' rights to collective bargaining, etc.

United States Housing Act.—By the terms of this act, a national housing authority is created in the Department of the Interior (Public Act No. 412).⁵ The act authorizes loans to public housing agencies, to assist in the development, acquisition, or administration of low-rent housing or slum-clearance projects by such agencies. Over a period of 3 years, \$500,000,000 is authorized to be spent in the construction of dwellings. The act limits the cost in cities of over 500,000 population to \$5,000 a unit, or \$1,250 for each room. In smaller cities or political subdivisions the cost is limited to \$4,000 per unit or \$1,000 a room.

⁴ See Monthly Labor Review, June 1935 (p. 1522). | ⁵ For analysis of this act, see p. 918.

LABOR LEGISLATION IN IRAN ¹

REGULATIONS for building construction and sanitation of industrial establishments in Iran, preliminary physical examination of workers, maternity benefits, seats for workers, first aid, education for employed minors, sick leave, prohibition of strikes, workmen's compensation and survivors' benefits, labor inspection, control of the entry of alien workers into industry, and employment offices, were authorized by a decision of the Iranian Council of Ministers, dated August 19, 1936. With the exception of the provisions relating to the education of employed minors, which are subject to the Ministry of Education, the administration of this legislation is entrusted to the Ministry of the Interior and the Department of Industry and Mines. The Department of Industry and Mines is authorized to make inspections of industrial establishments which it may deem necessary at any time.

Coverage

This legislation applies to all factories and industrial establishments (1) using a motor and employing at least 5 men; (2) not using a motor and employing 10 or more men, at least one of whom is not over 18 years of age; (3) not using a motor nor employing young persons, where at least 11 persons are employed; and (4) having a smaller number of workers than in any case listed above, but involving special dangers for the health and life of the workers. It does not apply to agriculture.

Building Construction

Before any person or firm erects a building for use as an industrial establishment or changes the arrangement or product of one already erected, an application, together with certain plans and drawings, must be submitted to the Department of Industry and Mines for approval. The application will be examined with reference to technical and economic considerations and from the standpoint of local conditions, and approved or rejected with the concurrence of the Council of Ministers if necessary. After approval of application, the licensee is required to import and install newly manufactured and modern machinery.

Safety and Health Measures

In general, the height of rooms in industrial establishments is to be not less than 3 meters. For each worker, 10 cubic meters of space are required, space more than 4 meters from the floor not being taken into account. Proper care is to be taken in construction to exclude mois-

¹ Data are from report of Gordon P. Merriam, American chargé d'affaires ad interim at Teheran, Persia [Iran], November 1931 (p. 88): First Labor Legislation in Persia [Iran]. May 21, 1937. See also Monthly Labor Review for

ture and to prevent heat absorption by walls and ceilings. Total surface of doors and windows should be equal to one-sixth of the floor surface. The building is to be so constructed as not to require artificial light during the daytime. Workers are to be supplied with a sufficient number of seats for rest at any time, and so far as possible these seats should have backs. One toilet is to be provided for every 25 persons.

In each factory there must be the necessary means to extinguish fire. In cold weather, the factory must be so heated with stoves as to register temperatures varying from 10° to 18° centigrade (50° to 64.4° Fahrenheit), according to the amount of exertion required in the work performed.

In order that an adequate supply of pure cool drinking water may be available every day, tanks with faucets are to be furnished. The use of alcoholic beverages in all factories and industrial establishments is prohibited.

Before employing a worker the owner of the factory must have him examined by a physician as to his physical fitness. If he is found to have a contagious disease or to be physically unsuitable for the work, he is not to be employed on that work. In factories for which the Department of Industry and Mines may deem it necessary, the employer is to equip and maintain an adequate first-aid department, with one or two rooms for immediate treatment of workers in case of accident or sudden illness while at work. Fines or imprisonment, or both, are prescribed for violation of the hygiene requirements of this legislation.

Social Welfare

The employer is required to arrange for special classes in the factory, under the direction and at the expense of the Ministry of Education, for the instruction of workers under 18 years of age. If the Ministry of Education assigns a place for study outside of the factory, the workers are to be sent to this place for the period fixed.

The factory owner must refer pregnant woman workers to a physician, grant them leave of absence from the date designated by the physician, and pay their daily wages until the time when the physician permits them to return to work. In industrial establishments where at least 50 women aged 16 years or over are working, a special room must be built according to sanitary standards for the care of infants. Nursing women must be allowed to nurse their infants several times during the day without deduction of pay for that time.

Any worker who becomes ill, or is injured so as to be unable to work, is to have his working hours reduced according to his condition. If a physician's certificate states that he needs leave, he is to be granted such leave until the termination of the treatment.

The employer is required to deduct 5 dinars per day from the wages of workers paid by the day, and 2 percent from the compensation of

other employees, and to deposit these sums every month with the Banque Millie Iran, in a reserve and savings account which is to be opened for the factory. These funds are to be used for the medical care of the workers and for indemnities to be granted in case of partial or total permanent disability or for death. In case of death brought about by injuries sustained in performance of duty, the legal heirs and dependents of the injured are to receive 2 years' salary calculated on the basis of the last salary received. In cases of injury or illness associated with performance of duties, except when accidents or illnesses are due to the effect of alcoholic beverages and narcotic drugs, to the intentional disregard of safety rules and regulations, or to intentional tampering with means provided to insure their safety, workers are to receive compensation varying with the degree and duration of the disability incurred. The compensation for total permanent disability is 2 years' salary at the rate last received, but not to exceed 20,000 rials, payable in a lump sum; for partial permanent disability, from 2½ to 50 percent of the last 2 years' salary, varying with degree of disability, but in no case less than 5,000 nor more than 20,000 rials. For illness, resulting from employment, necessitating absence from work, the worker is entitled to half pay for a period not to exceed 2 months. Persons who are injured or become ill while in performance of their duties, but are able to continue their work, are to receive free medicine and free medical care.

All the benefits cited above are payable from the reserve fund; but before they may be paid, a procès verbal prepared by factory and medical authorities must be passed upon by a local committee consisting of a representative of the Government, the employer, and one of the laborers who is to be chosen by the Government.

Workers may use the reserve fund as a savings account, so as to benefit from the regular interest, and may withdraw money so deposited at any time.

Industrial Relations

“Workmen must refrain from combination and collusion and any action which may impair the progress of work in the factory.” A worker who is found to have violated these regulations, thereby causing his employer pecuniary loss, will be responsible to the latter for damages and will be condemned to imprisonment of from 5 to 7 days or a fine of from 40 to 50 rials, or both; and if the action involves a public offense he will be sentenced to the punishment prescribed for such offense. Workers who violate sanitary, disciplinary, and technical instructions of competent authorities will be condemned to imprisonment of from 1 to 5 days or a fine of from 5 to 50 rials, or both. In case they refuse to do their work, the employer may make deduction from their wages in proportion to the time lost. A factory

owner who suffers loss because of negligence and carelessness on the part of a worker may claim damages from the latter through competent authorities. If the careless act of the worker constitutes an offense, he will be liable to criminal prosecution as well.

The Department of Industry and Mines may restrict or prohibit the entry of alien workers into industrial establishments and schools. The municipalities of provinces and departments of the country are required to prepare a register of labor, where incoming offers and demands for work by workers and employers respectively may be recorded, as a means of preventing or caring for unemployment.

Workmen's Compensation

OKLAHOMA STATE FUND ACT UPHELD

IN A RECENT case the Supreme Court of Oklahoma held that the provision of the workmen's compensation act placing the management and control of the insurance fund under the State industrial commission was constitutional. (*Duff v. Osage County*, 70 Pac. (2d) 80.)

On February 4, 1936, Marion Duff filed a claim with the State industrial commission alleging that he sustained an accidental injury on December 21, 1935, while engaged as a tractor and grader man for Osage County. On October 14, 1936, the commission denied the award.

Duff, in appealing to the supreme court, did not contest the sufficiency of the evidence. The sole question presented was the constitutionality of the act creating the State insurance fund. It was urged that the act creating the State insurance fund was wholly unconstitutional and hence prejudicial to the rights of the injured employee. He contended that because control and management of the insurance fund had been placed in the State industrial commission, the commission was prejudiced, and that he accordingly was denied the right to present his claim before a fair and impartial board.

The act, creating the State insurance fund (ch. 28, Acts of 1933), provides that—

There is hereby created and established a fund to be known as "The State Insurance Fund", to be administered by the State industrial commission, without liability on the part of the State beyond the amount of said fund, for the purpose of insuring employers against liability for compensation under this act, and for assuring for the persons entitled thereto compensation provided by the workmen's compensation law.

(a) The State insurance fund shall be a revolving fund and shall consist of such specific appropriations as the legislature may from time to time make or set aside for the use of such fund, all premiums received and paid into said fund for compensation insurance issued, all property and securities acquired by and through the use of monies belonging to the fund and all interest earned upon monies belonging to the fund and deposited or invested as herein provided.

(b) Said fund shall be applicable to the payment of losses sustained on account of insurance and to the payment of expenses in the manner provided in this act.

(c) Said fund shall after a reasonable time, during which it may establish a business, be fairly competitive with other insurance carriers and it is the intent of the legislature that said fund shall ultimately become neither more nor less than self-supporting.

The complete management of the fund was placed under the supervision and control of the State industrial commission by sections 2, 3,

and 4 of the act. Other parts of the act provide for the method of issuing policies and the payment of claims.

In discussing the case, the court referred to a decision of the Supreme Court of Arizona involving the constitutionality of a similar statute. (*Ison v. Western Vegetable Distributors*, 59 Pac. (2d) 649, 653.) In holding the Arizona act constitutional, the supreme court of that State had said that—

The three members of the industrial commission are appointed by the Governor, by and with the consent of the senate, and are removable by him for cause. We must presume he will choose honest, intelligent, and competent commissioners, or that, if inadvertently he has been in error in his judgment that his appointees possess such qualifications, he will exercise his power of removal, for the law assumes public officers will do their duty. Such being the presumption, have such commissioners "a direct, personal, substantial, pecuniary interest" in reaching a conclusion that claimants are not entitled to compensation? The salaries of the commissioners are neither increased nor diminished by any conclusion they may reach in regard to the payment of compensation. The State compensation fund is not raised by taxation upon the property of citizens in general. It comes from an annual assessment upon the pay rolls of the various employers who are protected by the fund; the rate to be fixed by the commission so that the fund will be self-supporting and no more.

The only interest, the Arizona court said, that any commissioner could have in the denial of compensation to anyone entitled to receive it, was "a desire to satisfy the employing class of the State by keeping the pay-roll assessment low." Again the court pointed out that "it might well be said there is an equal inducement to satisfy the more numerous employee class by making awards more liberal than the law permits." "It cannot be presumed", the court continued, "an honest commissioner would be biased by either motive." In conclusion the court said that "a tribunal selected in the manner the law directs the commission to be chosen, will presumably be as impartial in making decisions as any other which could be established."

While the injured employee in the Oklahoma case did not allege a violation of any specific provision of the Constitution, the court, however, assumed that the violations referred to dealt with the due-process clauses of the Constitution of the United States and of the State. The court in rendering the opinion said:

The legislative enactments of the States of Arizona and Oklahoma are similar in many respects. Both have in view the administration of a State fund out of which are to be paid claims of injured employees. We are of the opinion that the reasoning of the Supreme Court of Arizona in *Ison v. Western Vegetable Distributors*, *supra*, is logical and sound.

In view of what has been said above, we conclude that chapter 28 of Session Laws 1933, in placing the management and control of the State insurance fund with the State industrial commission does not deprive the petitioner of any right either under the Constitution of the United States or the Oklahoma constitution.

The court therefore upheld the constitutionality of the act creating a State insurance fund.

INJURED WORKER NEED NOT SUBMIT TO OPERATION

THE SUPREME Judicial Court of Massachusetts recently rendered a decision relating to the refusal of an employee to undergo an operation. (*Burns's Case*, 9 N. E. (2d) 719.)

John Burns, 61 years of age, was employed by the Golden Sporting Shoe Co. as a shoe laster. He received an injury to his left hand, as a result of which his little finger was badly deformed with a right-angle ankylosis, so that the finger was held diagonally over the palm of the hand, where it interfered with the ring finger and prevented the employee from holding a shoe properly.

Burns was granted compensation for disability and also specific compensation for the loss of use of the little finger. Later the insurance company which had insured the employer asked that the compensation be discontinued on the ground that Burns had unreasonably refused to have the little finger removed. The insurer contended that this operation would relieve the ring finger and restore the hand to usefulness.

The industrial accident board held that the employee's refusal to submit to an operation was not unreasonable and ordered compensation continued. The award was upheld by the superior court of Suffolk County. The insurer then appealed to the State supreme judicial court.

Several physicians and surgeons testified as to the condition of the shoe laster's hand. One, called by the insurer, believed that the finger was useless and in the way. He stated that if it was taken off, although the employee did not have perfect use of his other fingers, his ring finger would have "more play" and he would be able to hold a shoe. The impartial physician who first examined Burns did not mention an operation at all, but the second impartial physician strongly advised the operation "in order to give him anything like a useful hand." This physician stated that after 4 to 6 months he should be able to do a good part of the work of a laster, but that he must cooperate a great deal in order to be back at work in 6 months. He said, however, that it would take 6 weeks for the operative wounds to heal, and then "it would be necessary to work pretty hard on the second, third, and fourth fingers, in order to have restored to him anything like normal use of these fingers." The ring finger, the doctor stated, "would then be one-half to two-thirds normal."

In discussing the case, the court cited numerous cases holding that the burden of proof was upon the employee to establish affirmatively the facts necessary to support his claim. "When", the court said, "the evidence raises the question whether continuing disability is due to the original injury or to unreasonable refusal of proper treatment

by the employee himself, the employee must prove that the injury remains the cause."

Continuing the court said that "Commonly, refusal of a surgical operation is deemed unreasonable, if the operation involves no substantial danger to life or health and no extraordinary suffering, and if it fairly appears that substantial gain will result from submitting to it. If, however, the operation is a serious one and the benefit problematical, refusal may be found not unreasonable, even though medical opinion may, on the whole, favor making the attempt."

The court, therefore, held that the employee in this case could not be required to submit to an operation, stating: "We think the board could find that it was so doubtful whether there would be substantial benefit from the proposed operation that it was not unreasonable for the employee to refuse to undergo it."



DEATH FROM SHOT BY ROBBER HELD COMPENSABLE

THE APPELLATE COURT of Indiana recently decided that the death of a salesman caused by a robber was an accidental death arising out of his employment. (*Hunt v. Gutzwiller Baking Co.*, 9 N. E. (2d) 129.)

James Hunt was employed by the Gutzwiller Baking Co. under a written contract whereby he was to sell and distribute the company's merchandise. He was required to cover a designated route daily, to keep a record of the customers, to account to the company for all goods delivered during the day, and to pay over all moneys collected. At the end of each week Hunt was paid a sum equal to 17 percent of the aggregate amount of goods sold and delivered by him. He was on friendly terms with one Leeseey, who had accompanied him several times. The company had no knowledge that Leeseey accompanied the employee, and there was no rule in the employment contract regarding riders accompanying the driver.

On January 15, 1935, Hunt was found with a bullet hole in his head, lying at the side of the road at a point on his route. No firearms were found. The purse which Hunt customarily carried was found on the driver's seat of the truck, open and empty. Leeseey, who accompanied Hunt on this day, was never seen nor heard of again.

The dependents of Hunt filed claim for compensation with the Industrial Board of Indiana. The board held that the injury suffered by Hunt was due to shot wounds inflicted by unknown persons and that the death was not due to any accidental injury arising out of his employment. The dependents of Hunt appealed to the Appellate Court of Indiana.

After carefully examining the evidence and the circumstances surrounding the accident, the appellate court reached the conclusion that the only legitimate inference was that Hunt was killed while being robbed. This conclusion necessitated the determination of whether or not the accident from which he met his death arose out of the employment.

In this connection, the court called attention to the fact that the burden of establishing each fact necessary to a legal award of compensation rested on Hunt's dependents. In determining whether they had done so, it was within the province of the industrial board, not only to weigh the evidence, but to draw all reasonable inferences from the established facts. The court said:

Since there were no eyewitnesses to the accident, the manner in which decedent met his death was established by circumstantial evidence. This evidence consists of the proof of certain facts and circumstances from which the court may infer other facts which usually and reasonably follow according to the common experience of men.

The court, continuing, said:

The undisputed evidence in the instant case discloses that appellants' decedent by virtue of his employment, and as a part of his duty as the employee of appellee, was not only required to collect and have in his possession money belonging to appellee, but did, in fact, have money belonging to appellee on his person at the time of the accident, and his employment took him over a designated territory, thereby exposing him to dangers and hazards not common to all. The question in each case must be determined from a consideration of its own facts and circumstances. The question of whether an accident resulting in injury or death in a given case arises out of the employment does not depend upon the minute details of what the employee was doing at the time, but rather upon the question of whether the accident was due to a hazard to which the employee would not have been exposed apart from the business in which he was employed. * * * We conclude that the accident which caused decedent's death was due to a hazard to which he would not have been exposed apart from his employment. The accident was the result of a risk which was reasonably incidental to the employment.

It was the contention of the company, however, that the disappearance of Leeseey warranted the inference that he inflicted the injury upon Hunt which caused his death, and because of the fact that Hunt permitted Leeseey to accompany him, he created a hazard which caused his death, instead of the hazard arising out of and by virtue of his employment.

The court did not agree with this contention. It said:

Under the circumstances here it cannot be contended that appellants' decedent created the hazard which caused his death by permitting Leeseey to accompany him, unless it can be said, either from the evidence or reasonable inferences therefrom, that said decedent had reason to believe such accident might occur at the hands of Leeseey. We cannot conclude that the decedent created the hazard which caused his death, especially in view of the ultimate fact found by the board that the shot wounds were inflicted by persons unknown.

For these reasons, the court reversed the order of the industrial board and awarded compensation to the dependents.

Cooperation

STATUS OF LABOR BANKS, JUNE 30, 1937

THE FOUR labor banks had, at the end of June 30, 1937, capital, surplus, and undivided profits amounting to \$2,189,671, deposits of \$21,679,590, and total resources of \$24,359,340. This represented, as compared with the same date of the previous year, an increase of 4.2 percent in capital, surplus, etc., of 6.8 percent in deposits, and of 6.5 percent in total resources.

These four banks have represented, since 1933, the sole survivors of the labor banking movement that began in 1920 and reached its peak in 1926. Data for each of these are shown in the following table, supplied by the Industrial Relations Section of Princeton University.

TABLE 1.—*Condition of Labor Banks, as of June 30, 1937*

Bank	Capital, surplus, and un- divided profits	Deposits	Resources
Amalgamated Trust & Savings Bank, Chicago, Ill.-----	\$350,000	\$7,397,983	\$8,069,097
Union National Bank, Newark, N. J.-----	473,747	2,948,186	3,436,754
Amalgamated Bank of New York, New York, N. Y.-----	663,184	6,565,205	7,324,807
Telegraphers' National Bank, St. Louis, Mo.-----	702,740	4,768,216	5,498,682
Total-----	2,189,671	21,679,590	24,359,340

The deposits and resources of each of the four banks since its formation are shown in table 2. The peak of both deposits and resources was generally reached in 1929 or 1930. The Amalgamated Bank of Chicago had, however, by June 1935 surpassed its 1929 figures in both deposits and resources.

TABLE 2.—Development of Specified Labor Banks Since Their Formation

End of—	Deposits				Total resources			
	Amalgamated banks		Union National Bank, Newark, N. J.	Telegraphers' National Bank, St. Louis, Mo.	Amalgamated banks		Union National Bank, Newark, N. J.	Telegraphers' National Bank, St. Louis, Mo.
	New York	Chicago			New York	Chicago		
1922		\$991,411				\$1,291,411		
1923	\$2,294,044	1,948,853		\$3,075,564	\$2,664,913	2,498,616		\$3,916,061
1924	¹ 3,874,276	2,444,247		4,256,704	¹ 4,279,456	2,816,117		5,097,249
1925	5,795,808	2,586,116	\$1,262,233	5,558,630	6,429,437	2,951,637	\$1,646,365	6,428,847
1926	7,824,520	2,837,296	2,303,289	6,275,498	8,642,113	3,460,024	2,678,289	7,217,466
1927	8,449,885	3,077,356	3,383,154	6,585,574	9,305,424	3,460,024	3,803,678	7,749,265
1928	11,717,589	2,959,739	3,586,153	6,275,876	13,128,004	3,363,215	4,107,747	7,489,608
1929 ²	11,673,794	3,329,833	3,565,601	6,341,251	13,315,804	3,756,301	4,017,884	7,563,956
1930 ³	11,349,764	2,526,560	3,674,030	6,659,455	12,845,579	3,033,182	4,325,401	7,701,328
1931 ³	7,844,888	2,313,945	3,740,404	6,473,062	9,364,798	2,723,810	4,406,597	7,420,366
1932	4,305,104	2,034,372	2,460,129	4,748,983	5,247,200	2,420,164	3,578,880	5,963,696
1933	⁴ 4,832,884	2,357,331	2,298,216	5,850,074	⁴ 5,506,616	2,759,379	3,406,891	6,980,469
1934	5,568,713	3,722,499	3,000,005	4,628,071	6,408,153	4,280,469	3,602,272	5,756,377
1935 ³	5,807,859	4,225,094	2,730,661	4,498,667	6,547,224	4,779,391	3,198,559	5,167,211
1936 ³	7,085,614	6,131,060	2,677,272	4,408,321	7,828,138	6,748,675	3,154,261	5,127,698
1937 ³	6,565,205	7,397,983	2,948,186	4,768,216	7,324,807	8,099,097	3,436,754	5,498,682

¹ Nov. 15.² June 29.³ June 30.⁴ Jan. 13, 1934.

Table 3 shows the trend of the labor banking movement since 1920.

TABLE 3.—Development of Labor Banks in the United States, 1920 to 1937¹

Date	Number of banks	Share capital	Surplus and undivided profits	Deposits	Total resources
Dec. 31—					
1920	2	\$960,000	\$194,446	\$2,258,561	\$3,628,867
1921	4	1,280,000	255,869	9,970,961	12,782,173
1922	10	2,050,473	742,689	21,901,641	26,506,723
1923	18	4,222,230	1,353,022	43,324,820	51,496,524
1924	26	6,441,267	1,891,757	72,913,180	85,325,884
1925 ²	36	9,069,072	3,467,829	98,392,592	115,015,273
1926	35	8,914,508	3,837,377	108,743,550	126,533,542
1927	32	8,282,500	3,747,176	103,290,219	119,818,416
1928	27	7,537,500	3,821,205	98,784,369	116,307,256
June 30—					
1929	22	6,687,500	3,807,579	92,077,098	108,539,894
1930	14	4,112,500	3,105,336	59,817,392	68,953,855
1931	11	3,912,500	2,952,878	50,949,570	59,401,164
1932	7	2,537,500	905,896	22,662,514	28,564,797
1933 ³	4	1,725,000	436,421	15,338,505	18,653,355
1934	4	1,725,000	313,433	15,899,849	19,168,718
1935	4	1,725,000	326,943	17,262,281	19,692,385
1936	4	1,725,000	376,674	20,302,297	22,858,772
1937	4	1,725,000	464,671	21,679,590	24,359,340

¹ Data are from Princeton University, Industrial Relations Section, Report on Labor Banking Movement in the United States, Princeton, 1929, p. 277, and additional new material furnished by the university to the Bureau of Labor Statistics.

² Amalgamated Bank of Philadelphia not included.

³ Dec. 31.

CONSUMERS' COOPERATION IN GREAT BRITAIN

IN ITS 93 years of existence, the retail cooperative movement in Great Britain has grown from a small group of 28 weavers, with a capital of £28 raised in weekly subscriptions of a few coppers, to a membership of 7½ million and share capital of 128 million pounds. A description of "how British consumers through cooperation have created the world's biggest big business", is presented in a recent book by the editor of a leading British cooperative newspaper.¹

Cooperative Retail Societies

The first cooperative store was opened by the Rochdale Society of Equitable Pioneers on December 21, 1844, with a stock consisting of flour, oatmeal, sugar, butter, and candles. From this small beginning, the cooperative retail movement in Great Britain has grown steadily, notwithstanding many handicaps, obstacles, and reverses, until it has become national in its scope, the author of the book under review states.

By 1935 the membership of cooperative retail societies had grown to 7½ million. While one-third (36 percent) of the societies were small, having fewer than 1,000 members, one-half (50 percent) had between 1,000 and 10,000 members and about one-eighth (12 percent) between 10,000 and 50,000 members, while 2 percent had over 50,000 members. These societies had accumulated share capital of over 128 million pounds and total reserves of over 12 million pounds, or 10 percent of the share capital.

The cooperative societies are of various types, ranging from regional societies, with a single shop in a market town and a system of delivery trucks over an area of hundreds of square miles, to societies having large central stores in several large cities and small branch stores in the suburbs.

A wide variety of goods and services is offered by the cooperative stores, though not every kind in each store. The large societies sell practically every kind of goods, including "specialty goods", such as vacuum cleaners and bicycles. They have optical departments, travel bureaus, house-building departments, etc. A cooperative store had the first retail-store display of television in Great Britain.

During the depression when retail prices fell 10 percent, cooperative trade declined only a little over 4 percent. In 1935 sales amounted to 220 million pounds, an average of 11s. 3d. per member per week. In the 10 years up to 1935 surpluses of over 200 million

¹ Elliott, Sydney R. *The English Cooperatives*. New Haven, Yale University Press, 1937.

pounds were realized from sales, all of which benefited the individual member. Sixty percent of the accumulated share capital of 128 million pounds held by cooperative retail societies has been built up by accumulated patronage refunds. With annual patronage dividends of 25 million pounds, there is an average addition of £4 to the income of the cooperative family. This is equal to 1 week's pay for the higher-salaried worker or 2 weeks' pay for the poorer-paid worker.

In addition to their retail business, cooperative societies promote the cultural and social interests of their members through such avenues as classes for employees, study groups, sport clubs, libraries, choral and dramatic societies, and even a circuit of 70 cooperative motion-picture houses. In many cases these services have grown into national organizations. A striking example of the latter is the Women's Cooperative Guild. This organization, which is self-supporting, concerns itself with food standards, nursery schools, world peace, and social service of many kinds.

Numerous local federations have been organized by retail societies, among them being federal dairies, laundries, coal societies, funeral societies, shoe-repair societies, and bakeries. One of these local federations, the United Cooperative Baking Society, operates the largest bakery in the British Empire (located in Glasgow), and several branch bakeries. Its products are retailed in federation stores. Dividends on purchases are paid by the local society, which is reimbursed by the federation at the end of the accounting period.

There are also 44 boot and shoe, clothing, printing, and other factories which are owned jointly by retail societies and the workers in these factories, and which are organized in the Cooperative Productive Federation. The 44 factories have an annual output valued at 3 million pounds. The profits are shared by the societies and the workers, the former through a dividend on purchases and the latter through a bonus on wages.

Cooperative Wholesale Societies

The necessity of some kind of cooperative wholesaling appeared as early as 1851, as a result, it is said, of competition between the cooperative retail societies in the wholesale markets and of the insufficient strength of individual societies to withstand boycotts. A wholesale department was opened by the Rochdale Pioneers in 1856, but after 3 years' operation at a loss was discontinued. In the latter part of 1864, the Cooperative Wholesale Society (C. W. S.) was organized, and in 1868 the Scottish Cooperative Wholesale Society (S. C. W. S.) began operations.

Production for the wholesale market by the C. W. S. was inaugurated early in its history by the buying of a biscuit bakery and a boot and shoe factory. The S. C. W. S., as its first productive venture, opened a shirt factory in 1887. Since then the productive activities of the two wholesales have been extended into numerous branches of production, among the more important being the manufacture of soap and flour. Cooperative production of soap in 1930 amounted to 15 percent of the total manufactured in Great Britain and 9 percent of the total wholesale price, while that of flour formed 17 percent of the total weight and 15 percent of the total wholesale value of the national production.

The two wholesales also acquired tea plantations in Ceylon and India and have in addition become, it is stated, the world's largest distributor of tea, handling one-fifth of Great Britain's supply.

In the 10 years ending in 1935, the C. W. S. added nearly 40 new departments, factories, and workshops to its facilities, and in spite of a decrease in wholesale prices of 36 percent, the value of goods produced in its workshops increased in value from 28 to 32 million pounds. In each of the last 3 years of this period the C. W. S. spent more than 1 million pounds on capital development, such as equipment for the manufacture of milk products, radios, vacuum cleaners, and electric irons and heaters, and the expansion of its factories. The S. C. W. S. fostered small retail societies across the country, and also such services as creameries, laundries, and funeral services.

Two auxiliaries of the C. W. S. which play an important part in the cooperative movement are the C. W. S. Bank and the Cooperative Insurance Society. The C. W. S. Bank developed out of a banking department established a few years after the C. W. S. began business. Its transactions in 1936 exceeded 2 million pounds a day.

The Cooperative Insurance Society (C. I. S.) was organized in 1867 and later became the joint possession of the two cooperative wholesales. Until 1918 its principal business was the writing of fire, fidelity, and similar insurance for cooperative societies. A collective life-insurance plan introduced in 1904 met with success. The plan included a charge of 1 penny per pound on sales of retail societies, and benefits to dependents of deceased members in proportion to their average purchases in the 3 years preceding death, the sum amounting to 4s. per pound for a married man, widower, or single person and 2s. for a married woman. Administrative costs were limited to 3 percent.

The C. I. S. now furnishes all kinds of insurance. Its premium income in 1935 was almost 7 million pounds and its assets almost 22 million pounds. Annual claims paid aggregate over 2 million pounds.

Cooperative Labor Conditions

Cooperatives in Great Britain have become large-scale employers of labor, their employees numbering approximately 300,000. Labor standards in the cooperative movement, it is stated, are much better than those in private business. Cooperative employees are better paid than private employees, their hours of work—48 and in many stores 44 per week—are fewer, and there are fewer low-paid young workers. A minimum-wage scale for cooperative-store employees was adopted by the Cooperative Congress in 1906. Most of the cooperative employees are covered by retirement-pension systems.

Trade-union organization is found in retail trade, it is said, only among the employees of cooperative stores and a few of the better-class chain stores. The Cooperative Union, through its labor committee, drafts agreements with trade-unions and cooperates with hours and wages boards. The National Conciliation Board for Cooperative Service, through its arbitration services, has made the cooperative movement almost immune to strikes and lock-outs.

The Cooperative Press

A number of publications devoted to the interests of the cooperative movement were established by the Cooperative Press, but later there became evident a need for a general newspaper to serve as a "shop window" for the sale of cooperative goods. When, therefore, an old established Sunday newspaper came on the market in 1929, the Cooperative Press bought it and changed its editorial policy.²

As a means of securing new subscribers, the paper introduced a life-insurance plan, based upon the experience of cooperative collective-insurance plans. The plan, which 3 years' experience showed was actuarially sound, provided a bonus of 33½ percent to every cooperator registered with the paper and purchasing it for a minimum period of 3 months. Under this plan, a male cooperator whose average purchases from a retail society entitled his wife to £30 on his death could add £10 to that benefit by becoming a registered subscriber to the paper.

A cooperative collective advertising fund to provide the necessary revenue to finance the paper and an up-to-date cooperative press was introduced. The fund now amounts to £80,000 a year, retail societies contributing, on a 3-year basis, 1 farthing per pound and federations one-eighth per pound of annual sales. A fine new building and a modern plant have placed this cooperative newspaper among the leading Sunday papers. It is the only cooperative newspaper in the world, the study under review states, that is sold through ordinary newspaper distribution channels.

² The editor of this newspaper is the author of the book here reviewed.

The Cooperative Union

The Cooperative Union, a separate body from the business organizations of cooperators, promotes and coordinates all nontrading activities, directing their policies, and through an annual cooperative congress providing an authoritative means of expression of cooperative opinion. The Union reaches all retail societies, even the smallest and most remote, and its national affiliations include the wholesale federations, the Cooperative Press, and the Cooperative Party. Its purpose is the unification of all cooperative action for the achievement of cooperative ideals.

The Cooperative Union operates through the following departments, whose names suggest the character of their work: Legal, finance advisory, labor, agricultural, education, statistical, and publications departments and joint-parliamentary committee. Its annual Cooperative Congress is attended by as many as 2,000 delegates.

Position of Cooperatives in the National Economy

The important position the cooperatives in Great Britain have come to occupy in the national economy is expressed by the author of the study under review (referring to their status in 1931) as follows:

Side by side with the great departmental emporiums, chain stores, and small shops, there stood 12 thousand cooperative shops, the only shops in the country owned by their customers. Behind these cooperative stores, supplying them direct, were 300 warehouses and productive factories. Supporting them were a bank, an insurance society, and a national newspaper. Over their counters passed 2s. 10d. of every pound the public spent on food. They constituted the most important distributive agency in the nation's tea trade. They milled one-third of the total flour imports, and baked one in every five loaves of Britain's bread. They purchased from farmers, processed, and delivered 1 in every 7 gallons of milk. Their coal depots stoked one in every seven domestic fires. They handled one-tenth of the nation's meat supply. They were the biggest single unit in Empire trade. During a period when retail prices fell 10 percent, their retail trade fell by only 4.33 percent. While wholesale prices in the goods they handled fell 15 percent, their wholesale trade declined by less than 5 percent. Although an essential part of the economic system—the cooperative movement, indeed, provides the most lucrative, most stable market for many of the products of private business—they were distinguished from that system in two particulars. They were comparatively free from the restrictions placed upon planned development by the alternating booms and slumps which characterize capitalism; and the profit deriving from their world-wide activities was returned to the consumer as dividend on his purchases, providing a mighty stimulant to the consumers' market, upon which cooperative business grows and grows.

Housing Conditions

FEDERAL HOUSING ACT OF 1937

DURING THE closing days of the 1937 Congress a national housing act (Public Act No. 412) was passed. It is commonly referred to as the Wagner-Steagall law, and seeks to provide adequate housing facilities for the low-income group of workers in the United States. The act provides for the spending of \$500,000,000 over a period of 3 years for the construction of dwelling units costing not more than \$4,000 per unit or \$1,000 per room in communities of not over 500,000 population, while in cities of over 500,000 population such cost may be increased to \$5,000 per unit or \$1,250 per room. These limitations are for the cost of construction only and do not include the cost of the land, etc.

Administration

For the purpose of administering the act there is created in the Department of the Interior, under the general supervision of the Secretary, a corporation to be known as the United States Housing Authority. The powers of the authority are to be exercised by an administrator to be appointed for a term of 5 years by the President with the advice and consent of the Senate. The administrator is authorized, subject to the civil-service laws and the Classification Act of 1923, to appoint and fix the compensation of employees. He may, however, without regard to the civil-service laws, appoint officers, attorneys and experts, and employees whose compensation is in excess of \$1,980 per annum. Appointments to positions paying more than \$7,500 per year are subject to confirmation by the Senate.

Loans

The Authority may make loans to public-housing agencies to assist in the development, acquisition, and administration of low-rent-housing or slum-clearance projects. The loans may not exceed 90 percent of the development or acquisition cost of the project. The loans bear interest at not less than the going Federal rate at the time the loan is made, plus one-half of 1 percent, and must be repaid within a period not exceeding 60 years.

Contributions for Projects

Annual contributions may be made to public housing agencies to assist in achieving and maintaining the low-rent character of the housing projects. The annual contributions for these projects must be fixed in uniform amounts, and must be paid in such amounts over a fixed period of years. No part of the annual contributions shall be made available for any project unless the State, city, county, or other political subdivision in which such project is situated contributes, in the form of cash or tax remissions, at least 20 percent of the annual contributions. It is also provided that no contracts may be made guaranteeing an annual contribution in connection with the development of any low-rent-housing or slum-clearance project involving the construction of new dwellings, unless the project includes the elimination of unsafe or insanitary dwellings situated in the locality substantially equal in number to the number of newly constructed dwellings provided for by the project. Such elimination may, however, be deferred in any locality where the shortage of decent, safe, or sanitary housing available to families of low incomes is so acute as to force dangerous overcrowding.

In connection with the annual contributions, the law provides that they must be limited to the amounts and periods necessary, to assure the low-rent character of the housing projects. Toward this end the Authority may prescribe regulations fixing the maximum contributions available under different circumstances, giving consideration to various factors bearing upon the amounts and periods of assistance needed to achieve and maintain low rentals. Such regulations may provide for rates of contribution based upon development, acquisition or administration cost, number of dwelling units, number of persons housed, or other appropriate factors. However, the fixed contribution payable annually under any contract may not exceed a sum equal to the annual yield, at the going Federal rate of interest at the time such contract is made, plus 1 percent, upon the development or acquisition cost of the low-rent housing or slum-clearance project.

In case any contract for annual contributions is made for a period of more than 20 years, the Authority may reserve the right to reexamine the status of the low-rent housing project at the end of 10 years, and every 5 years thereafter. At the time of such reexamination, the Authority may make such modification as is warranted by changed conditions and is consistent with the maintenance of the low-rent character of the housing project. No contract for annual contributions may be made for a period exceeding 60 years.

The Authority may obligate itself immediately for annual contributions of \$5,000,000 per annum; after July 1, 1938, this sum may be increased by \$7,500,000 per annum; and after July 1, 1939, the annual contributions may be increased by another \$7,500,000 per annum.

Capital Grants

The act provides for capital grants to public housing agencies as an alternative to the "annual contributions" plan. These grants must be strictly limited so as to assure the low-rent character of the project. Again the law requires that no capital grant may be made for the development of any low-rent-housing or slum-clearance project involving the construction of new dwellings, unless the project includes the elimination of an equal number of unsafe or insanitary dwellings situated in the locality or metropolitan area. Such a capital grant for a low-rent housing or slum-clearance project may not exceed 25 percent of the development or acquisition cost. On and after the enactment of the act, the Authority may make such grants aggregating not more than \$10,000,000; on and after July 1, 1938, additional capital grants of not over \$10,000,000; and on and after July 1, 1939, further capital grants not in excess of \$10,000,000. Additional authorization must be obtained from Congress for capital grants beyond those mentioned.

The President may allocate to the Authority, from any funds available for the relief of unemployment, an additional capital grant to be expended for the payment of labor. Such additional capital grant may not exceed 15 percent of the development cost of the particular low-rent housing or slum-clearance project. No capital grant may be made unless the public housing agency receiving such grant receives from the State or political subdivision a contribution of not less than 20 percent of the development or acquisition cost.

Disposition of Federal Projects

The Authority must sell its Federal projects or through leases divest itself of their management. It may sell or lease a Federal project only to a public housing agency. In the case of a lease, the lessee of the project must assume and pay the management, operation, and maintenance costs. Various standards relating to the making of loans, annual contributions, and capital grants are provided, and further any contract for a substantial loan may contain a condition requiring the maintenance of an open space or playground for the safety or health of children.

Labor Provisions

The act contains several labor provisions. Employees of contractors engaged in the building projects must be paid prevailing wages, and contractors must furnish a performance bond and a bond for the protection of persons furnishing material and labor. Every contract

must contain a provision requiring the payment of the prevailing rate of wages or fees to all architects, technical engineers, draftsmen, technicians, laborers, and mechanics employed in the development or administration of the low-rent housing or slum-clearance project. Certification as to compliance with these provisions may be required prior to making any payments. It is also provided that laborers employed on such projects may not work more than 8 hours a day. The benefits of workmen's compensation are extended to officers and employees of the Authority.

Contractors and subcontractors engaged on any project must report monthly to the Secretary of Labor, as to the number of persons on their respective pay rolls on the particular project, the aggregate amount of such pay rolls, and the total man-hours worked. Every contractor must also furnish to the Department of Labor as soon as possible the names and addresses of all subcontractors on the work.

Financial Provisions

The Housing Authority shall have a capital stock of \$1,000,000 to be subscribed by the United States, and an appropriation of \$26,000,000 for the fiscal year ending June 30, 1938, is authorized, of which \$1,000,000 will be available to pay the capital-stock subscription. Funds available under any act of Congress for allocation for housing or slum clearance may, in the discretion of the President, be allocated also to the Authority. The Authority is authorized to issue obligations in the form of notes and bonds. Such obligations may be issued up to \$100,000,000; an additional amount not exceeding \$200,000,000 may be issued after July 1, 1938; and \$200,000,000 more after July 1, 1939. These obligations will bear an annual interest rate of not over 4 percent, and must mature within a period of 60 years. They are exempt from all taxation (except surtaxes, estate, inheritance, and gift taxes) imposed by the Federal, State, county, municipal, or local taxing authorities, and are fully and unconditionally guaranteed by the United States. Obligations, including interest, issued by public housing agencies, and the income derived by such agencies, are also exempt from all Federal taxation.

The act provides that no contribution, grant, or loan may be undertaken, except with the approval of the President, and that not more than 10 percent of the funds provided for in the act may be spent in any one State. The President is authorized to transfer to the Housing Authority any right, interest, or title held by any department or agency of the Federal Government in housing or slum-clearance projects constructed, or in process of construction at the time of the passage of the act.

Administrative Powers

The Housing Authority may foreclose on property or commence action to protect or enforce any right conferred upon it by law. It may bid for and purchase at a foreclosure sale and may administer any low-rent-housing project which it previously owned or in connection with which it has made a loan. The Authority may sell or exchange at public or private sale, or lease, any real property (except low-rent-housing projects), or personal property, and sell or exchange any securities or obligations. It may borrow on the security of any real or personal property owned by it, or on the security of the revenues to be derived therefrom, and may use the proceeds of such loans for the purposes of the act. The acquisition of real property shall not deprive any State or political subdivision of its civil and criminal jurisdiction over such property, or impair the civil rights under the State or local law of the inhabitants on such property. Agreements may be entered into to pay annual sums in lieu of taxes to any State or political subdivision with respect to real property owned by the Housing Authority.

Violations

Penalties of not more than \$1,000 or imprisonment for not more than 1 year, or both, have been provided for violations of the act.



HOUSING LAW OF JAMAICA

A CENTRAL housing authority and local authorities for each of the parishes in Jamaica were established by a law which was approved by the Jamaican Governor on April 15, 1937.¹ The purposes of this legislation include slum clearance and rebuilding to provide dwellings for the working classes. Funds for carrying out the program may be furnished by the treasurer of Jamaica upon order of the Governor, in such amounts and under the terms he may designate, pending authorization of loans to be raised from time to time by order of the Governor. Housing accommodations furnished under the plan may upon completion be turned over by the central body to local authorities, or may be leased or sold, subject to the approval of the Governor. As an alternative to government improvement, owners may place properties in suitable condition for occupancy, after securing approval of the central housing authority. Land and buildings acquired for improvement shall be compensated for at their value, but where buildings on the sites are unfit for human habitation, the payment is to be based on the land value only.

¹ Data are from report by John S. Littell, American consul at Kingston, June 7, 1937; and Jamaica Legislative Council Act No. 10, 1937: Slum clearance law, 1937.

Administration.—The Governor of Jamaica is empowered to appoint a central housing authority consisting of seven members, to designate the chairman of the body, and to fill vacancies resulting from removals, death, and resignation. Members shall hold office for such periods, not exceeding 5 years, as the Governor may specify, and shall be eligible for reappointment. Declarations of the authority defining a clearance area and outlining an improvement scheme are subject to approval and alteration by the Governor in Privy Council.

Each parish is required to have a local housing authority. In Kingston and St. Andrew parishes, the council of the Kingston and St. Andrew Corporation is designated as the authority. In other parishes the parochial boards are named.

Procedure.—When the central housing authority finds an area to be dangerous or injurious to the health and welfare of the residents, the area may be declared unfit and plans made for acquisition and improvement. The resolution for reconstruction is then submitted to the Governor in Privy Council for approval and such modification as may be required. Upon receipt of approval, the authority is required to serve notice of the terms of the resolution and other pertinent information. This notice must be served upon the owner of the property or, if he cannot be found, upon his agent, and must be published in one or more newspapers. The land may be acquired after 4 weeks have elapsed from the date of notification.

When land has been purchased, the authority may, with approval of the Governor in Privy Council, order inoperative the public rights of way over such land. All other private rights, such as laying pipes, wires, and cables, become subject to approval of the authority.

The occupier of any building within a clearance area must be notified to quit the building before the date specified by the authority for it to be vacated or before the expiration of 28 days from the service of notice, whichever is later. Penalties are provided for entering into occupation of a building in a slum-clearance area after the area has been declared as such.

The authority is required to start improvements within the slum-clearance area approved "as soon as practicable." Improvement includes building and repairing, street improvement, laying sewers, etc. With the approval of the Governor in Privy Council the authority may commission any person to carry out the whole or any part of such a scheme.

As an alternative, the owner may make the required improvements, provided he obtains permission from the authority. In this event the owner must apply in writing to the authority within 4 weeks of the date of publication of the notice of slum clearance. In turn, the authority is obligated to consider the proposal promptly and reject it or approve it, either as submitted or with modifications. If the

application is granted, the owner is required to give bond to the satisfaction of the authority, within 4 weeks of the date he receives notice of approval. Should the owner fail to meet his obligations, the authority will take over the land and buildings and carry out the reconstruction in conformity with the law. When the owner makes the required improvements to the satisfaction of the authority his property is withdrawn from the slum-clearance area by deletion from the first notice. Any owner of a dwelling needing repairs and suitable for working-class occupancy, may notify the authority of changes which he proposes, and request approval. If the authority is of the opinion that such changes will meet the needs, it shall so inform him, and shall also furnish him with a list of the additional work, if any, which will be required. On satisfactory completion of the improvements, the owner is entitled on payment of a 1-shilling fee, to receive a certificate of fitness from the authority, and during the succeeding 5 years no action may be taken under this law to demolish the house in question.

When the authority has completed reconstruction of a project, the Governor in Privy Council must be notified. This being done, the improved property may be conveyed to the appropriate local housing authority, and the latter body then takes the responsibility for all debt charges. If the central housing authority determines to hold the property, arrangements may be made to lease the dwellings (provided no tenant may sublet his quarters); or the authority may sell them, after securing governmental approval as to price, purchaser, and purpose for which they are to be used.

Industrial Disputes

TREND OF STRIKES

THERE were about as many strikes beginning in August as in July. The number, approximately 425, in each of these months, was substantially lower than in any of the four preceding months, although still far above the number of strikes for the corresponding months over the past 20 years. A few comparatively large strikes, including the one in the silk and rayon goods industry, swelled the number of workers involved in the August strikes to 180,000, an increase of 20 percent over the July figure. There were fewer workers involved in the total number of strikes in progress during August, however, than during July and the number of man-days idle in August was about 25 percent lower than in July.

*Trend of Strikes, January 1936 to August 1937*¹

Year and month	Number of strikes					Workers involved in strikes		Man-days idle during month or year
	Continued from preceding month	Beginning in month or year	In progress during month	Ended in month	In effect at end of month	Beginning in month or year	In progress during month	
<i>1936</i>								
Total for year.....		2,172				788,648		13,901,956
January.....	84	167	251	149	102	32,406	59,153	635,519
February.....	102	148	250	131	119	63,056	89,735	748,491
March.....	119	185	304	174	130	75,191	122,162	1,331,162
April.....	130	183	313	179	134	65,379	95,526	699,900
May.....	134	206	340	219	121	72,824	123,030	1,019,171
June.....	121	188	309	158	151	63,429	133,531	1,327,678
July.....	151	173	324	197	127	38,017	125,281	1,105,480
August.....	127	228	355	210	145	68,752	118,268	911,216
September.....	145	234	379	236	143	65,994	130,875	1,063,100
October.....	143	192	335	219	116	100,845	148,570	1,053,878
November.....	116	136	252	126	126	70,116	157,007	1,940,628
December.....	126	132	258	158	100	72,639	184,859	2,065,733
<i>1937</i>								
January.....	100	169	269	131	138	107,587	213,234	2,705,711
February.....	135	207	345	203	142	112,235	238,658	1,515,580
March.....	142	598	740	499	241	284,662	351,630	3,222,180
April.....	241	501	742	482	260	217,657	385,528	3,308,585
May.....	260	542	802	498	304	321,848	437,443	2,905,798
June.....	304	552	856	530	326	278,783	470,710	4,918,502
July ¹	326	425	751	451	300	150,000	350,000	2,850,000
August ¹	300	425	725	415	310	180,000	290,000	2,160,000

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 more than 650 daily papers, labor papers, and trade journals, as well as from all Government labor boards. Letters are written to representatives of parties in

the disputes asking for detailed and authentic information. Since answers to some of these letters have not yet been received, the figures given for the late months are not final. This is particularly true with regard to figures for the last 2 months, and these should be considered as preliminary estimates.

As compared with August a year ago, the August 1937 figures indicate increases of 86 percent in the number of strikes occurring during the month, 162 percent in the number of workers involved, and 137 percent in man-days of idleness.

The figures given for July and August are preliminary estimates based on press reports and other information available as this issue goes to press, and are subject to revision as further information is received. An analysis of strikes in August 1937, based on detailed and verified information, will appear in the December issue of the Monthly Labor Review.



ANALYSIS OF STRIKES IN JUNE 1937¹

THERE were more new strikes in June 1937 than in June of any year since 1915—the earliest year for which comparable figures are available. The Bureau has received detailed information on 552 strikes which began in June in which nearly 279,000 workers were involved. These strikes, together with the 304 which continued into June from preceding months, made a total of 856 strikes in progress during the month in which about 471,000 workers were involved. The number of man-days idle in June as a result of these strikes was more than 4,900,000.

Nearly three-fourths of the strikes beginning in June were in nine industry groups. These groups and the number of strikes in each were as follows: Textiles 68, trade 60, iron and steel 44, transportation and communication 42, lumber 40, machinery manufacturing 39, domestic and personal service 37, food 35, and building and construction 34. The greatest number of workers involved and man-days idle were in the iron and steel industries where the strike which was called in May against four large independent steel companies continued throughout the month of June.

The two general strikes shown at the end of table 1 were the general one-day stoppage in Lansing, Mich., on June 7 in protest against the arrest of pickets for alleged violation of an injunction issued in connection with a strike at the Capital City Wrecking Co. at Lansing, and the one-day stoppage in Niles and Warren, Ohio, on June 23 in protest against an injunction restraining steel-strike pickets in those cities and in protest against the movement of nonstrikers in and out of the steel plants under protection of National Guardsmen.

¹ Detailed information on a few strikes has not yet been received. (See footnote to preceding table.) Data on missing strikes will be included in the annual report.

TABLE 1.—Strikes in June 1937, by Industry

Industry	Beginning in June		In progress during June		Mandays idle during June
	Number	Workers involved	Number	Workers involved	
All industries	552	278,783	856	470,710	4,918,502
Iron and steel and their products, not including machinery	44	21,303	64	120,536	1,990,779
Blast furnaces, steel works, and rolling mills.....	11	9,421	15	102,556	1,788,578
Bolts, nuts, washers, and rivets.....	2	85	4	1,395	29,437
Cast-iron pipe and fittings.....	1	150	3	1,446	17,854
Cutlery (not including silver and plated cutlery), and edge tools.....	3	3,554	4	4,010	26,509
Forgings, iron and steel.....	1	50	2	175	1,350
Hardware.....	1	217	1	217	1,302
Plumbers' supplies and fixtures.....	4	922	6	1,137	15,108
Steam and hot-water heating apparatus and steam fittings.....	4	1,681	7	2,644	23,964
Stoves.....	6	3,133	7	3,188	38,511
Structural and ornamental metal work.....	4	992	4	992	11,524
Tin cans and other tinware.....	3	392	4	842	16,861
Tools (not including edge tools, machine tools, files, and saws) (hand tools).....	1	19	1	19	114
Wirework.....	1	175	3	802	10,513
Other.....	2	512	3	1,113	9,154
Machinery, not including transportation equipment	39	17,927	57	22,611	161,515
Agricultural implements.....	1	1,200	1	1,200	12,000
Cash registers, adding machines, and typewriters.....	1	240	1	240	720
Electrical machinery, apparatus, and supplies.....	11	8,369	16	9,105	55,037
Foundry and machine-shop products.....	13	2,390	17	3,082	21,600
Machine tools.....	1	11	2	63	378
Radios and phonographs.....	1	900	2	1,800	15,300
Other.....	12	5,057	18	7,121	56,480
Transportation equipment	17	67,131	27	72,405	381,874
Automobiles, bodies and parts.....	13	48,725	22	53,851	191,570
Cars, electric- and steam-railroad.....	3	3,406	3	3,406	10,748
Shipbuilding.....	1	15,000	1	15,000	176,300
Other.....	1	148	1	148	3,256
Railroad repair shops			1	600	10,800
Steam railroad.....			1	600	10,800
Nonferrous metals and their products	18	4,654	29	9,875	150,123
Aluminum manufactures.....	1	114	3	3,290	65,904
Brass, bronze, and copper products.....	2	239	2	239	1,817
Clocks and watches and time-recording devices.....	1	200	1	200	200
Lighting equipment.....	1	50	1	50	500
Smelting and refining—copper, lead, and zinc.....	2	1,953	3	2,803	30,459
Stamped and enameled ware.....	6	1,266	11	2,327	37,419
Other.....	5	832	8	966	13,824
Lumber and allied products	40	7,251	61	19,790	265,980
Furniture.....	18	3,416	25	5,052	35,133
Millwork and planing.....	5	811	10	3,349	70,783
Sawmills and logging camps.....	7	981	11	8,687	124,620
Other.....	10	2,043	15	2,702	35,444
Stone, clay, and glass products	7	1,163	17	2,418	27,085
Brick, tile, and terra cotta.....	4	470	7	861	6,333
Glass.....	3	693	4	778	4,974
Pottery.....	1	73	1	73	1,898
Other.....	1	127	5	706	13,880
Textiles and their products	68	27,950	136	45,375	558,431
Fabrics:					
Carpets and rugs.....			1	60	240
Cotton goods.....	5	3,380	10	5,972	64,352
Cotton small wares.....			2	620	12,200
Dyeing and finishing textiles.....	4	383	6	548	5,398
Silk and rayon goods.....	7	764	15	2,917	43,149
Woolen and worsted goods.....	9	4,352	12	4,708	35,378
Other.....	12	3,892	16	5,001	69,293
Wearing apparel:					
Clothing, men's.....	3	293	4	1,193	22,533
Clothing, women's.....	11	3,864	25	5,339	77,948
Corsets and allied garments.....	1	38	1	38	38
Hats, caps, and millinery.....	2	4,403	3	5,203	37,609
Shirts and collars.....	4	901	5	942	5,889
Hosiery.....	5	2,384	19	7,951	113,726
Knit goods.....	5	3,196	10	3,846	50,606
Other.....			7	1,037	20,072
Leather and its manufactures	14	2,655	21	6,054	74,838
Boots and shoes.....	4	1,091	6	4,146	59,798
Leather.....	7	1,027	7	1,027	8,690
Other leather goods.....	3	537	8	881	6,350

TABLE 1.—Strikes in June 1937, by Industry—Continued

Industry	Beginning in June		In progress during June *		Man-days idle during June
	Number	Workers involved	Number	Workers involved	
Food and kindred products	35	10,373	49	15,650	102,448
Baking.....	9	2,139	15	2,460	19,936
Beverages.....	4	1,412	4	1,412	6,528
Butter.....	1	17	1	17	34
Canning and preserving.....	1	2,044	6	6,194	54,302
Confectionery.....	3	602	4	1,277	10,122
Flour and grain mills.....	2	174	3	229	2,988
Slaughtering and meat packing.....	8	3,515	8	3,515	5,017
Other.....	7	470	8	546	3,521
Tobacco manufactures	4	898	9	1,504	17,363
Cigars.....	2	224	7	830	14,395
Other.....	2	674	2	674	2,968
Paper and printing	18	4,620	28	6,956	71,056
Boxes, paper.....	2	74	5	686	11,695
Printing and publishing:					
Book and job.....	1	8	4	1,406	31,248
Newspapers and periodicals.....	5	3,206	7	3,234	10,407
Other.....	8	1,332	12	1,630	17,706
Chemicals and allied products	11	806	21	2,994	42,370
Chemicals.....	4	141	6	237	3,293
Cottonseed oil, cake, and meal.....			1	300	1,500
Fertilizers.....	1	35	1	35	70
Paint and varnishes.....	2	173	4	370	5,632
Petroleum refining.....	1	28	2	76	1,088
Rayon and allied products.....	1	132	2	1,332	26,928
Soap.....	1	93	1	93	279
Other.....	1	204	4	551	3,580
Rubber products	5	971	6	1,068	11,358
Other rubber goods.....	5	971	6	1,068	11,358
Miscellaneous manufacturing	18	7,016	32	8,989	109,134
Electric light, power, and manufactured gas.....	1	1,399	2	1,645	5,751
Broom and brush.....			1	17	374
Furriers and fur factories.....	2	2,127	2	2,127	44,540
Other.....	15	3,490	27	5,200	58,469
Extraction of minerals	12	24,371	21	29,316	230,819
Coal mining, anthracite.....	2	9,000	3	9,750	48,300
Coal mining, bituminous.....	5	15,089	10	18,335	163,881
Metalliferous mining.....	1	44	3	723	7,588
Quarrying and nonmetallic mining.....	1	100	2	370	8,220
Other.....	3	138	3	138	2,830
Transportation and communication	42	11,133	47	11,781	78,229
Water transportation.....	16	3,617	18	3,977	17,275
Motortruck transportation.....	14	5,843	15	6,043	42,084
Motorbus transportation.....	1	35	3	123	1,976
Taxicabs and miscellaneous.....	3	540	3	540	3,252
Steam railroad.....	2	510	2	510	8,430
Telephone and telegraph.....	6	588	6	588	5,212
Trade	60	6,724	84	12,414	154,722
Wholesale.....	11	1,301	15	1,464	10,137
Retail.....	49	5,423	69	10,950	144,585
Domestic and personal service	37	9,443	63	22,680	236,889
Hotels, restaurants, and boarding houses.....	13	2,332	23	7,001	131,029
Personal service, barbers, and beauty parlors.....	8	5,147	9	8,947	43,807
Laundries.....	4	246	13	3,303	42,819
Dyeing, cleaning, and pressing.....	5	821	8	2,394	11,909
Elevator and maintenance workers (when not attached to specific industry).....	7	897	8	920	4,930
Other.....			2	115	2,395
Professional service	4	255	8	4,050	19,535
Recreation and amusement.....	4	255	8	4,050	19,535
Building and construction	34	12,723	42	13,501	137,379
Buildings, exclusive of P. W. A.....	22	6,446	28	7,099	87,134
All other construction (bridges, docks, etc., and P. W. A. buildings).....	12	6,277	14	6,402	50,245
Agriculture, etc.	4	765	6	1,027	9,005
Agriculture.....	3	655	4	717	6,275
Fishing.....	1	110	2	310	2,730
W. P. A., relief, and resettlement projects	5	9,601	6	8,736	15,557
Other nonmanufacturing industries	16	7,450	19	7,680	39,513
General	2	21,700	2	21,700	21,700

Approximately half of the strikes beginning in June were in five States. There were 91 in New York, 82 in Pennsylvania, 44 in New Jersey, 35 in Ohio, and 34 in Michigan. Five other States (California, Illinois, Massachusetts, Missouri, and Wisconsin) experienced more than 20 new strikes during the month.

As indicated in table 2, there were 23 of the 856 strikes in progress during June which extended into 2 or more States. The largest of these was the steel strike, referred to before, which involved workers in Illinois, Indiana, Maryland, Michigan, New York, Ohio, and Pennsylvania.

TABLE 2.—*Strikes in June 1937, by States*

State	Beginning in June		In progress during June		Man-days idle during June
	Number	Workers involved	Number	Workers involved	
All States.....	552	278, 783	856	470, 710	4, 918, 502
Alabama.....	7	1, 188	8	1, 283	11, 546
Arkansas.....	1	31	2	113	2, 659
California.....	23	2, 883	38	12, 957	153, 545
Colorado.....	2	140	3	194	626
Connecticut.....	11	1, 808	18	3, 644	41, 124
District of Columbia.....	1	450	1	450	2, 525
Florida.....	2	454	3	654	2, 223
Georgia.....	1	50	2	581	7, 884
Idaho.....			1	625	5, 000
Illinois.....	24	9, 397	46	16, 973	150, 497
Indiana.....	14	2, 712	17	3, 567	23, 983
Iowa.....	3	2, 681	7	2, 937	14, 952
Kansas.....	1	7	1	7	7
Kentucky.....	11	2, 337	12	2, 390	19, 347
Maine.....	2	461	3	3, 461	58, 883
Maryland.....	14	7, 554	14	7, 554	56, 271
Massachusetts.....	25	4, 535	45	10, 472	108, 305
Michigan.....	34	67, 515	48	77, 187	327, 875
Minnesota.....	5	1, 356	10	2, 237	25, 316
Mississippi.....	1	135	3	531	10, 132
Missouri.....	28	3, 421	38	7, 646	116, 953
Montana.....	1	40	3	872	5, 872
Nebraska.....	2	3, 210	2	3, 210	27, 840
New Hampshire.....			1	125	2, 750
New Jersey.....	44	11, 493	76	17, 989	153, 782
New York.....	91	33, 784	149	43, 230	338, 115
North Carolina.....	2	575	2	575	10, 350
North Dakota.....	4	179	4	179	1, 011
Ohio.....	35	26, 306	47	29, 960	198, 669
Oklahoma.....	2	43	2	43	494
Oregon.....	1	17	3	69	1, 026
Pennsylvania.....	82	40, 518	111	50, 764	357, 566
Rhode Island.....	5	2, 499	11	3, 354	28, 159
Tennessee.....	11	4, 950	17	10, 391	182, 504
Texas.....	8	748	11	2, 227	42, 976
Utah.....	3	274	3	274	2, 474
Vermont.....			1	41	902
Virginia.....	3	535	7	2, 211	41, 392
Washington.....	9	1, 664	15	2, 581	22, 631
West Virginia.....	1	231	1	231	3, 927
Wisconsin.....	24	7, 079	47	15, 935	184, 986
Interstate.....	14	35, 523	23	130, 986	2, 171, 424

There was an average of 505 workers involved in the 552 strikes beginning in June. Forty-four percent of the strikes involved less than 100 workers each. In four strikes 10,000 or more workers were involved. These were (1) a 1-week strike at the plants of the Ternstedt Manufacturing Co.—a division of the General Motors Corporation—at

Detroit, Mich.; (2) the strike of shipyard workers in the New York metropolitan area which began June 11, and was still in effect at the end of the month; (3) the 1-day "holiday" or general strike in Lansing, Mich., on June 7, referred to above; and (4) the strike of coal miners employed by four independent steel companies in their "captive" mines. The latter strike was called June 14, in support of the steel strike against the same firms which began in May. Both the steel strike and the coal miners' strike were still in effect at the end of June.

TABLE 3.—*Strikes Beginning in June 1937, Classified by Number of Workers Involved*

Industry 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.....	552	70	173	213	43	40	9	4
<i>Manufacturing</i>								
Iron and steel and their products, not including machinery.....	44	4	10	23	4	2	1	-----
Machinery, not including transportation equipment.....	39	1	15	15	2	6	-----	-----
Transportation equipment.....	17	-----	-----	4	2	5	4	2
Nonferrous metals and their products.....	18	3	3	9	2	1	-----	-----
Lumber and allied products.....	40	3	15	17	5	-----	-----	-----
Stone, clay, and glass products.....	7	1	2	3	1	-----	-----	-----
Textiles and their products.....	68	3	21	28	8	8	-----	-----
Leather and its manufactures.....	14	-----	4	9	1	-----	-----	-----
Food and kindred products.....	35	6	12	13	2	2	-----	-----
Tobacco manufactures.....	4	-----	1	3	-----	-----	-----	-----
Paper and printing.....	16	3	6	5	1	1	-----	-----
Chemicals and allied products.....	11	1	7	3	-----	-----	-----	-----
Rubber products.....	5	-----	2	3	-----	-----	-----	-----
Miscellaneous manufactures.....	18	-----	6	7	3	2	-----	-----
<i>Nonmanufacturing</i>								
Extraction of minerals.....	12	1	3	4	-----	2	1	1
Transportation and communication.....	42	10	13	14	2	3	-----	-----
Trade.....	60	14	27	18	1	-----	-----	-----
Domestic and personal service.....	37	9	11	11	4	2	-----	-----
Professional service.....	4	2	-----	2	-----	-----	-----	-----
Building and construction.....	34	5	10	13	3	2	1	-----
Agriculture, etc.....	4	-----	1	2	1	-----	-----	-----
W. P. A., relief, and resettlement projects.....	5	-----	2	1	1	-----	1	-----
Other nonmanufacturing industries.....	16	4	2	6	-----	4	-----	-----
General.....	2	-----	-----	-----	-----	-----	1	1

In nearly 60 percent of the strikes beginning in June the major issues were union recognition or other union organization matters. A little less than half of the total workers involved were in this group of strikes. Wages and hours were the major issues in about one-fourth of the strikes, which included 20 percent of the workers. In 16 percent of the strikes, including about one-third of the workers, the major issues were sympathy, jurisdiction, union rivalry, or other miscellaneous grievances. (See table 4.)

TABLE 4.—Major Issues Involved in Strikes Beginning in June 1937

Major issues	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	552	100.0	278,783	100.0
Wages and hours.....	135	24.5	54,520	19.6
Wage increase.....	86	15.5	40,993	14.7
Wage decrease.....	2	.4	6,580	2.4
Wage increase, hour decrease.....	45	8.2	6,590	2.4
Hour decrease.....	2	.4	357	.1
Union organization.....	329	59.6	131,574	47.2
Recognition.....	57	10.3	17,096	6.1
Recognition and wages.....	76	13.8	18,047	6.5
Recognition, wages, and hours.....	108	19.6	33,561	12.0
Closed shop.....	63	11.4	51,704	18.6
Discrimination.....	11	2.0	8,868	3.2
Other.....	14	2.5	2,298	.8
Miscellaneous.....	88	15.9	92,689	33.2
Sympathy.....	8	1.4	37,728	13.5
Rival unions or factions.....	22	4.0	9,814	3.5
Jurisdiction.....	4	.7	242	.1
Other.....	50	9.1	44,256	15.9
Not reported.....	4	.7	649	.2

Of the 856 strikes in progress in June, 530 were terminated during the month, with an average duration of approximately 18 calendar days. About 36 percent of the 530 strikes lasted less than 1 week and 25 percent lasted from a week to one-half month. Only 9 strikes had been in progress for as much as 3 months. The largest of these was the strike of shoe-factory workers in Lewiston and Auburn, Maine, which began March 25 and was called off late in June when the National Labor Relations Board ordered elections to determine the proper collective bargaining agency.

TABLE 5.—Duration of Strikes Ending in June 1937

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than ½ month	½ and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	530	191	130	116	68	16	9
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	29	5	10	6	7	1	-----
Machinery, not including transportation equipment.....	41	12	10	11	8	-----	-----
Transportation equipment.....	21	9	8	3	-----	1	-----
Railroad repair shops.....	1	-----	-----	-----	-----	1	-----
Nonferrous metals and their products.....	15	2	4	5	3	1	-----
Lumber and allied products.....	25	9	3	7	5	1	-----
Stone, clay, and glass products.....	11	2	4	1	3	1	-----
Textiles and their products.....	76	15	18	16	17	4	-----
Leather and its manufactures.....	10	1	5	1	1	1	1
Food and kindred products.....	29	15	5	8	1	-----	-----
Tobacco manufactures.....	4	1	1	1	-----	-----	-----
Paper and printing.....	17	5	6	3	2	1	-----
Chemicals and allied products.....	15	4	2	5	2	1	1
Rubber products.....	4	2	-----	-----	-----	-----	-----
Miscellaneous manufactures.....	17	4	3	2	4	1	-----
<i>Nonmanufacturing</i>							
Extraction of minerals.....	11	4	5	2	-----	-----	-----
Transportation and communication.....	39	27	8	3	1	-----	-----
Trade.....	53	26	10	12	3	1	1
Domestic and personal service.....	43	17	12	7	6	1	-----
Professional service.....	7	2	2	2	1	-----	-----
Building and construction.....	33	12	11	7	3	-----	-----
Agriculture, etc.....	6	2	1	3	-----	-----	-----
W. P. A., relief, and resettlement projects.....	6	4	-----	2	-----	-----	-----
Other nonmanufacturing industries.....	15	9	2	4	-----	-----	-----
General.....	2	2	-----	-----	-----	-----	-----

As shown in table 6, nearly half of the strikes which were terminated in June were settled through negotiations directly between employers and representatives of the organized workers. Approximately half of the total number of workers involved were in this group of strikes. About 37 percent of the strikes, including 32½ percent of the workers, were settled with the assistance of Government conciliators or labor boards—the workers in most cases being represented by union officials. Nearly 12 percent of the strikes, which included about 17 percent of the workers, were terminated without formal settlements. In most of these cases the strikers simply went back to work without settlement of the issues involved or they lost their jobs through replacement or through discontinuance of the employer's business.

TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in June 1937*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	530	100.0	260,950	100.0
Employers and workers directly.....	10	1.9	851	.3
Employers and representatives of organized workers directly.....	250	47.1	127,042	48.7
Government conciliators or labor boards.....	194	36.6	84,791	32.5
Private conciliators or arbitrators.....	13	2.5	4,448	1.7
Terminated without formal settlement.....	63	11.9	43,818	16.8

In tables 7 and 8 the results of the 530 strikes ending in June are shown, the latter table indicating the results in relation to the major issues involved. About 45 percent of the strikes, including one-third of the workers involved, resulted in substantial gains to the workers. Thirty-two percent of the strikes, including 39 percent of the workers involved, were settled on a compromise basis, and 14 percent of the strikes, including 12 percent of the workers, resulted in little or no gains to the workers.

The data in table 8 indicate that the proportions of wage-and-hour strikes which were won, compromised, and lost were substantially the same as the corresponding proportions of the union-organization strikes, showing that the workers were about equally successful whether the issues were wages and hours or organization matters.

TABLE 7.—*Results of Strikes Ending in June 1937*

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	530	100.0	260,950	100.0
Substantial gains to workers.....	240	45.3	87,018	33.3
Partial gains or compromises.....	170	32.1	101,793	39.1
Little or no gains to workers.....	76	14.3	30,826	11.8
Jurisdiction, rival union, or faction settlements.....	29	5.5	9,225	3.5
Indeterminate.....	8	1.5	31,279	12.0
Not reported.....	7	1.3	809	.3

TABLE 8.—Results of Strikes Ending in June 1937, in Relation to Major Issues Involved

Major issues	Total	Strikes resulting in—					Not reported
		Substantial gains to workers	Partial gains or compromises	Little or no gains to workers	Jurisdiction, rival union, or faction settlements	In-determinate	
Number of strikes							
All issues.....	530	240	170	76	29	8	7
Wages and hours.....	137	67	54	15	-----	-----	1
Wage increase.....	80	39	28	12	-----	-----	1
Wage decrease.....	4	2	2	-----	-----	-----	-----
Wage increase, hour decrease.....	50	25	23	2	-----	-----	-----
Hour decrease.....	3	1	1	1	-----	-----	-----
Union organization.....	305	150	104	47	-----	1	3
Recognition.....	49	24	7	16	-----	-----	1
Recognition and wages.....	72	38	23	11	-----	-----	-----
Recognition and hours.....	1	-----	1	-----	-----	-----	-----
Recognition, wages, and hours.....	110	56	45	8	-----	-----	1
Closed shop.....	51	20	20	10	-----	-----	1
Discrimination.....	14	7	5	2	-----	-----	-----
Other.....	8	5	3	-----	-----	-----	-----
Miscellaneous.....	88	23	12	14	29	7	3
Sympathy.....	6	-----	-----	-----	-----	6	-----
Rival unions or factions.....	21	-----	-----	-----	21	-----	-----
Jurisdiction.....	8	-----	-----	-----	8	-----	-----
Other.....	48	23	11	13	-----	1	-----
Not reported.....	5	-----	1	1	-----	-----	3
Number of workers involved							
All issues.....	260,650	87,018	101,793	30,826	9,225	31,279	809
Wages and hours.....	52,496	18,358	28,206	5,897	-----	-----	35
Wage increase.....	35,753	13,413	17,251	5,054	-----	-----	35
Wage decrease.....	6,945	245	6,700	-----	-----	-----	-----
Wage increase, hour decrease.....	8,691	4,693	3,905	93	-----	-----	-----
Hour decrease.....	1,107	7	350	750	-----	-----	-----
Union organization.....	124,624	46,186	61,312	14,033	-----	2,700	393
Recognition.....	23,635	10,011	8,489	2,350	-----	2,700	85
Recognition and wages.....	23,391	12,724	9,670	997	-----	-----	-----
Recognition and hours.....	625	-----	625	-----	-----	-----	-----
Recognition, wages, and hours.....	33,457	14,750	16,637	2,062	-----	-----	8
Closed shop.....	33,761	5,733	19,260	8,468	-----	-----	300
Discrimination.....	1,982	1,213	613	156	-----	-----	-----
Other.....	7,773	1,755	6,018	-----	-----	-----	-----
Miscellaneous.....	83,830	22,474	12,275	10,896	9,225	28,579	381
Sympathy.....	27,690	-----	-----	-----	-----	27,690	-----
Rival unions or factions.....	8,811	-----	-----	-----	8,811	-----	-----
Jurisdiction.....	414	-----	-----	-----	414	-----	-----
Other.....	46,168	22,474	12,040	10,765	-----	889	-----
Not reported.....	747	-----	235	131	-----	-----	381



CONCILIATION WORK OF THE DEPARTMENT OF LABOR, AUGUST 1937

DURING August 1937 conciliators of the Department of Labor were called upon in 201 disputes involving directly and indirectly about 139,800 workers. This mediation service was requested by either one or both parties to the disputes. Some of these disputes had already

developed into strikes before the Department of Labor was requested to intervene. In others, strikes were threatened but had not yet taken place. In some cases, although no strike was immediately threatened, a controversy between employer and workers had developed to such a stage that an outside mediator was deemed necessary.

The Department of Labor conciliators were successful in adjusting 111 of these disputes, 62 were pending at the close of the month, 9 were referred to other services, 13 were settled by the disputants themselves before the arrival of the conciliator, and 6 could not be adjusted.

The majority of these disputes concerned demands for wage increases. Many were due to alleged discrimination against union members or for union recognition and selection of a sole bargaining agency. Some were concerned with hours, overtime rates of pay, seniority rights, and general working conditions.

These 201 disputes were scattered among 28 different States and the District of Columbia. Workers involved in the disputes are classified in table 2. Strikes numbered 132, and controversies 69.

TABLE 1.—Disputes Handled by Conciliators, August 1937, in Each State

State	Total disputes		Threatened strikes and controversies		Strikes	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
Alabama.....	3	5,002	1	4,360	2	642
California.....	7	2,046	2	218	5	1,828
Connecticut.....	7	679	4	86	3	593
District of Columbia.....	16	729	3	63	13	666
Florida.....	1	85	1	85		
Georgia.....	4	825	4	825		
Illinois.....	6	785	1	300		485
Indiana.....	5	¹ 1,130	4	¹ 555	5	575
Iowa.....	3	479	1	218	2	261
Kentucky.....	3	357	1	15	2	342
Massachusetts.....	6	426	2	214	4	212
Michigan.....	5	17,127	1	11,000	4	6,127
Minnesota.....	3	885			3	885
Missouri.....	8	2,824	1	92	7	2,732
Mississippi.....	1	35	1	35		
New Jersey.....	10	¹ 7,975	3	¹ 4,560	7	3,415
New York.....	15	¹ 10,086	5	1,309	10	¹ 8,777
North Carolina.....	2	1,326	1	1,000	1	326
Ohio.....	10	¹ 1,110	5	¹ 380	5	730
Oregon.....	3	¹ 280	3	¹ 280		
Oklahoma.....	1	18	1	18		
Pennsylvania.....	41	¹ 79,667	7	¹ 15,025	34	¹ 64,642
Rhode Island.....	2	815	2	815		
Texas.....	5	¹ 1,234	3	1,520	2	714
Tennessee.....	2	340	2	340		
Virginia.....	6	2,508	4	2,417	2	91
Washington.....	1	300			1	300
West Virginia.....	22	650	4	78	19	572
Wisconsin.....	2	84	2	84		
Total.....	201	¹ 139,807	60	¹ 44,892	132	¹ 94,915

¹ Exact number not known.

TABLE 2.—Disputes Handled by Conciliators, by Craft of Workers Involved, August 1937

Craft	Total disputes		Threatened strikes and controversies		Strikes	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
Automobile workers.....	3	11,417	1	11,000	2	417
Basket makers.....	1	195			1	195
Bookbinders.....	3	300	3	300		
Boxmakers.....	1	(¹)	1	(¹)		
Brick and clay workers.....	2	417			2	417
Building trades.....	16	1 3,033	6	318	10	1 2,715
Cannery workers.....	2	479	1	218	1	261
Cement makers.....	1	(¹)			1	(¹)
Chairmakers.....	1	142			1	142
Cigarmakers.....	1	100			1	100
Cleaners and dyers.....	17	598	4	78	13	520
Clerks.....	4	1 5,681	3	1 4,856	1	825
Clothing makers.....	2	1 150	1	(¹)	1	1 150
Coal handlers.....	1	30	1	30		
Cosmetic makers.....	1	147			1	147
Culinary and hotel workers.....	10	1 487	2	1 200	8	287
Drivers.....	15	1 11,978	4	1,900	11	1 10,078
Drug handlers.....	1	57			1	57
Electrical workers.....	2	1 13,100	1	13,100	1	(¹)
Firemen.....	1	8	1	8		
Food handlers.....	7	1 7,090	1	300	6	1 6,790
Furniture makers.....	11	1 2,109	2	247	9	1,862
Glass workers.....	2	43	1	8	1	35
Greenhouse workers.....	1	13			13	13
Laundry workers.....	3	344	1	70	2	274
Leather workers.....	2	1 99	1	99	1	(¹)
Linseed-oil makers.....	1	1,400			1	1,400
Machinists and mechanics.....	12	6,907	4	468	8	6,439
Match workers.....	1	170			1	170
Metal polishers.....	2	300	2	300		
Millinery workers.....	2	654			2	654
Mines and tunnels.....	2	1 68	1	(¹)	1	68
Oil, petroleum.....	1	32			1	32
Optical workers.....	5	1,553	3	688	2	865
Paper makers.....	3	1 650	2	650	1	(¹)
Poultry handlers.....	1	14	1	14		
Printing crafts.....	2	1 70			2	70
Radio operators.....	1	3			1	3
Rubber workers.....	2	675			2	675
Shoe workers.....	3	1 45	1	(¹)	2	45
Ship workers.....	3	1 250			3	1 250
Steel and iron workers.....	11	6,169	6	4,814	5	1,355
Stone quarrymen.....	1	92			1	92
Sugar-refinery workers.....	1	1,250			1	1,250
Textile workers.....	29	58,902	12	4,951	17	53,951
Tobacco workers.....	1	2,150			1	2,150
Warehousemen.....	2	(¹)	1	(¹)	1	(¹)
Wax workers.....	1	60			1	60
Woodworkers.....	2	350	1	275	1	75
Total.....	201	1 139,807	69	1 44,892	132	1 94,915

¹ Exact number not known.

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, JULY 1937

LOWER TURN-OVER rates were indicated for July by the Bureau of Labor Statistics survey of labor turn-over in manufacturing establishments.

The total separation rate declined from 4.02 per 100 employees in June to 3.52 in July. The accession rate in June was 3.69; in July it was 3.36. The quit rate decreased from 1.89 to 1.25. The discharge rate was slightly higher than in the preceding month, and the lay-off rate increased from 1.94 to 2.06 per 100 employees.

Compared with the corresponding month of last year, increases were shown in the quit, lay-off, and total separation rates. The discharge rate in July 1937 was lower than that of July 1936. The accession rate declined from 4.94 per 100 employees in July 1936 to 3.36 in July 1937.

All Manufacturing

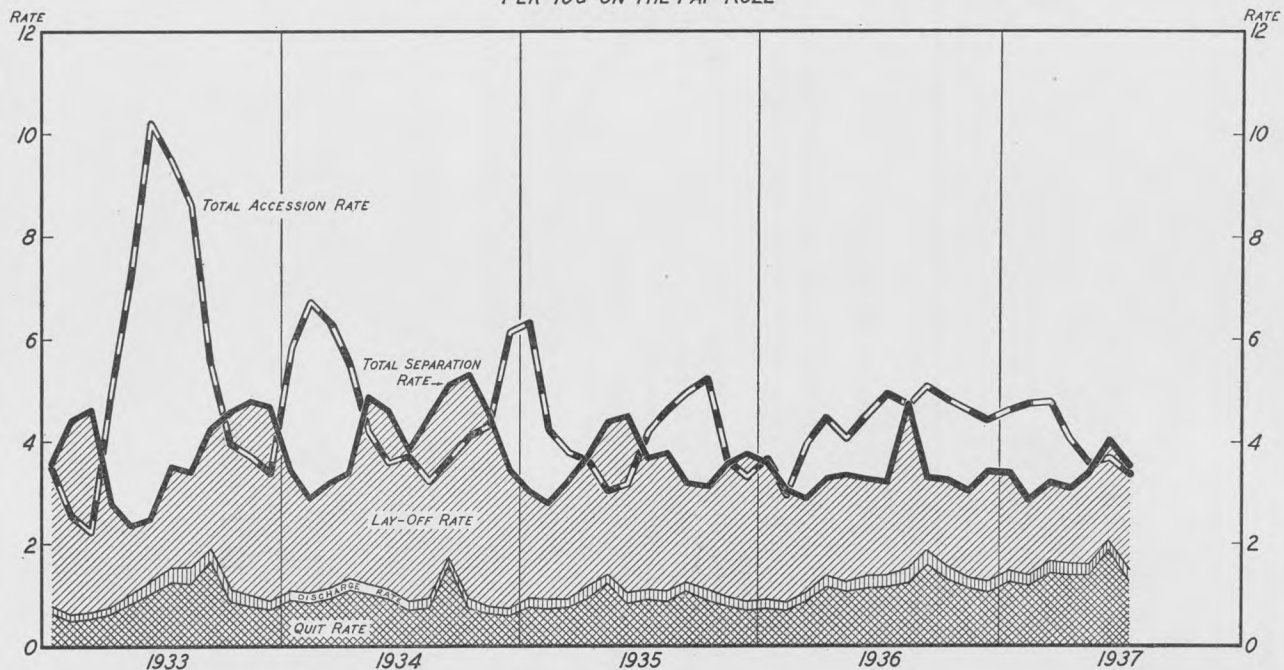
The Bureau of Labor Statistics survey of labor turn-over covers more than 5,000 representative manufacturing establishments, which in July employed more than 2,600,000 workers. The rates represent the number of changes in personnel per 100 employees on the pay rolls during the month.

The rates shown in table 1 are compiled from reports received from representative plants in 144 industries. In the 16 industries for which separate rates are shown (see table 2) reports were received from representative plants employing at least 25 percent of the workers in each industry.

Table 1 shows the total separation rate, divided into the quit, discharge, and lay-off rates, and the accession rate for each month of 1936 and for the first 7 months of 1937, for manufacturing as a whole. The average monthly rates for 1936 are also presented.

LABOR TURN-OVER RATES IN MANUFACTURING

PER 100 ON THE PAY ROLL



UNITED STATES BUREAU OF LABOR STATISTICS

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

Class of rates and year	Jan-uary	Feb-ru-ary	March	April	May	June	July	Aug-ust	Sep-tem-ber	Oc-to-ber	No-vem-ber	De-cem-ber	Av-er-age
Quit:													
1937.....	1.27	1.19	1.43	1.38	1.37	1.89	1.25						
1936.....	.71	.68	.86	1.16	1.06	1.13	1.15	1.23	1.57	1.29	1.13	1.05	1.09
Discharge:													
1937.....	.21	.22	.24	.23	.21	.19	.21						
1936.....	.20	.17	.19	.21	.20	.23	.23	.27	.26	.24	.21	.22	.22
Lay-off: ¹													
1937.....	1.90	1.44	1.53	1.48	1.79	1.94	2.06						
1936.....	2.66	2.21	1.83	1.92	2.06	1.92	1.84	3.23	1.47	1.72	1.70	2.14	2.06
Total separation:													
1937.....	3.38	2.85	3.20	3.09	3.37	4.02	3.52						
1936.....	3.57	3.06	2.88	3.29	3.32	3.28	3.22	4.73	3.30	3.25	3.04	3.41	3.37
Accession:													
1937.....	4.60	4.71	4.74	4.04	3.56	3.69	3.36						
1936.....	3.65	2.95	3.97	4.46	4.05	4.49	4.94	4.72	5.09	4.83	4.60	4.41	4.35

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

Sixteen Industries

In addition to the information for manufacturing as a whole, detailed labor turn-over rates are available for 16 separate manufacturing industries.

The highest quit rate (2.97 per 100 employees) in any of the 16 industries, occurred in the furniture industry and the lowest (0.49) in petroleum refineries. Cotton manufacturing reported the highest discharge rate (0.34) and men's clothing the lowest (0.06). Plants manufacturing automobile parts registered the highest lay-off rate (7.27). The lowest (0.59) was shown in electrical machinery. The highest total separation rate (9.17) occurred in slaughtering and meat packing. Plants manufacturing electrical machinery reported the lowest (1.73).

The accession rates ranged from a high of 6.22 in sawmills to a low of 0.58 in the rubber-tire industry.

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

Class of rates	July 1937	June 1937	July 1936	July 1937	June 1937	July 1936
	Automobiles and bodies			Automobile parts		
Quit.....	0.91	1.31	1.28	1.37	1.67	1.64
Discharge.....	.21	.15	.28	.29	.29	.40
Lay-off.....	5.33	2.62	6.80	7.27	4.69	3.48
Total separation.....	6.45	4.08	8.36	8.93	6.65	5.52
Accession.....	1.98	2.51	2.99	3.35	3.95	4.50
	Boots and shoes			Brick		
Quit.....	1.12	1.01	0.86	1.77	1.40	1.01
Discharge.....	.16	.16	.21	.27	.34	.25
Lay-off.....	1.01	2.01	.53	3.94	3.73	2.24
Total separation.....	2.29	3.18	1.60	5.98	5.47	3.50
Accession.....	4.26	4.60	6.98	4.50	4.99	6.96
	Cigars and cigarettes			Cotton manufacturing		
Quit.....	1.87	1.69	1.77	1.38	1.91	1.65
Discharge.....	.09	.07	.18	.34	.26	.33
Lay-off.....	1.70	1.18	.50	2.76	3.03	1.31
Total separation.....	3.66	2.94	2.45	4.48	5.20	3.29
Accession.....	4.74	3.38	9.83	3.60	3.94	5.18
	Electrical machinery			Foundries and machine shops		
Quit.....	0.97	1.19	0.83	1.12	1.59	1.16
Discharge.....	.17	.16	.15	.31	.29	.35
Lay-off.....	.59	.91	.91	2.07	1.98	1.58
Total separation.....	1.73	2.26	1.89	3.50	3.86	3.09
Accession.....	2.83	4.10	3.56	3.20	3.89	4.77
	Furniture			Hardware		
Quit.....	2.97	1.31	1.29	0.81	1.14	0.72
Discharge.....	.33	.36	.40	.14	.17	.13
Lay-off.....	1.63	2.09	1.82	3.56	2.45	.69
Total separation.....	4.93	3.76	3.51	4.51	3.76	1.54
Accession.....	4.29	4.41	7.48	.89	1.70	2.48
	Iron and steel			Men's clothing		
Quit.....	1.99	¹ 12.76	1.05	0.92	1.13	1.08
Discharge.....	.09	.08	.07	.06	.05	.11
Lay-off.....	.71	.60	.47	2.00	5.57	1.75
Total separation.....	2.79	13.44	1.59	2.98	6.75	2.94
Accession.....	3.19	2.51	4.42	5.08	4.59	5.49
	Petroleum refining			Rubber tires		
Quit.....	0.49	0.49	0.48	0.60	0.83	0.64
Discharge.....	.07	.05	.17	.13	.12	.09
Lay-off.....	2.24	1.83	1.34	2.76	1.49	.44
Total separation.....	2.80	2.37	1.99	3.49	2.44	1.17
Accession.....	2.16	3.06	5.27	.58	.60	2.91
	Sawmills			Slaughtering and meat packing		
Quit.....	2.85	2.57	2.53	1.80	0.76	1.24
Discharge.....	.33	.28	.40	.21	.17	.29
Lay-off.....	3.03	2.68	5.24	7.16	4.50	5.19
Total separation.....	6.21	5.53	8.17	9.17	5.43	6.72
Accession.....	6.22	6.77	7.03	6.01	6.49	10.60

¹ Preliminary.

LABOR TURN-OVER IN FOUNDRIES AND MACHINE SHOPS, 1935 AND 1936¹

TURN-OVER RATES in foundries and machine shops, in 1935 and 1936, compared favorably with the rates for all manufacturing for the same years. The quit rate (10.37) for all manufacturing industries in 1935 was higher than for foundries and machine shops (8.83). Both showed sharp increases in the quit rates in 1936 compared to 1935. The all-manufacturing rate rose to 13.02 per 100 employees and the rate for foundries and machine shops to 15.32. The discharge rates for foundries and machine shops were higher both years than the all-manufacturing rates. In 1935 all industries registered a discharge rate of 2.29 and in 1936, 2.63 per 100 employees, whereas in foundries and machine shops the discharge rates were 3.13 and 3.72 respectively. In contrast, the lay-off rates in all industries were higher in both years. In 1935 all manufacturing reported a lay-off rate of 30.08 and in 1936, 24.70, but the lay-off rate for foundries and machine shops in 1935 was 28.74 and in 1936, 18.65. All manufacturing showed a total separation rate of 42.74 in 1935 and 40.35 in 1936, compared with 40.70 in 1935 and 37.69 in 1936 for foundries and machine shops.

While the lay-off and total separation rates were lower in both years, the accession rate for foundries and machine shops was higher than for all manufacturing. In 1935 the accession rate for all manufacturing was 50.05 and in 1936, 52.16 per 100 employees. Foundries and machine shops registered an accession rate of 52.42 in 1935 and 57.66 in 1936.

The total separation rates, subdivided into quit, discharge, and lay-off rates, and the accession rate for 1935 and 1936 in foundries and machine shops and all manufacturing are shown in table 1.

TABLE 1.—Annual Turn-Over Rates (per 100 Employees) in All Manufacturing and in 407 Identical Foundries and Machine Shops, 1935 and 1936

Industry	Quit rate		Discharge rate		Lay-off rate ¹		Total separation rate		Accession rate	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
All manufacturing.....	10.37	13.02	2.29	2.63	30.08	24.70	42.74	40.35	50.05	52.16
Foundries and machine shops	8.83	15.32	3.13	3.72	28.74	18.65	40.70	37.69	52.42	57.66

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

In 1935, 187 plants employing nearly 50,000 workers and in 1936, 146 establishments with 28,565 employees had a quit rate of less than 2.5 per 100 employees. In the group showing a quit rate of 25 or over per 100, there were 35 firms with more than 6,500 employees in 1935 and 48 firms with more than 1,300 workers in 1936.

One hundred and eighty-three firms had a discharge rate of less than 0.5 per 100 employees in 1935. These firms employed nearly 39,000

¹ This is the second article published by the Bureau of Labor Statistics on labor turn-over in foundries and machine shops. The first appeared in the

Monthly Labor Review, February 1934 (pp. 347-351).

workers. In 1936, in the group with discharge rates of 0.5 or less, there were 153 firms employing approximately 34,000 workers. Eighty-six firms employing more than 29,000 workers in 1935 and 98 firms with 44,243 employees in 1936 had discharge rates of over 5 per 100 on the pay roll.

In 1935, there were 132 plants with more than 51,000 wage earners which had a lay-off rate of less than 10 per 100; in 1936, there were 181 firms employing approximately 76,000 workers which were in the same group. In 1935, 20 firms with 5,761 wage earners, and in 1936, 11 plants with 3,167 employees reported a lay-off rate of more than 120 per 100. In 1935, 127 firms employing approximately 45,000 workers had a total separation rate of less than 20 per 100; 137 plants with more than 55,000 employees were in the same group in 1936. On the other hand 15 firms with 4,713 workers in 1935 and 12 plants with 3,234 employees in 1936 had a total separation rate of more than 120 per 100 workers on the pay roll.

Thirty-one establishments employing 7,662 workers in 1935 and 14 plants with 2,521 workers on the pay roll in 1936 reported accession rates of less than 10 per 100. In contrast, 54 firms with 9,499 employees in 1935 and 49 plants with 14,372 wage earners in 1936 had accession rates of more than 110 per 100 employees.

The number of firms having total separation rates of less than 20 per 100 employees increased from 127 in 1935 to 137 in 1936. There were 14,581 workers on their pay rolls in 1935 and 55,476 in 1936. The firms showing total separation rates of more than 120 per 100 workers decreased from 31 establishments in 1935 to 24 in 1936.

Firms with accession rates of less than 10 per 100 wage earners decreased from 31 with 7,662 workers in 1935 to 14 with 2,521 employees in 1936. The number of firms reporting accession rates of 110 or more per 100 decreased from 54 in 1935 to 49 in 1936. In spite of this decrease the number of employees in this group increased from 9,499 to 14,372.

The number of firms having total separation rates of less than 20 per 100 on the pay roll increased from 127 in 1935 to 137 in 1936. Of the total number of employees, 37.95 percent were in this group in 1935 and 39.42 percent in 1936. In the group showing separation rates greater than 120 per 100 were 5.69 percent of the total number of employees in 1935 and 5.92 percent in 1936.

One hundred and twenty firms in 1935 and 124 plants in 1936 reported accession rates of more than 70 per 100 workers. This group represented 24.40 percent of the total number of employees in 1935 and 23.26 percent in 1936.

Table 2 shows the number of firms, number of employees, quits, discharges, lay-offs, total separations, and accessions in 407 identical foundries and machine shops, by rate groups, for the years 1935 and 1936. These firms employed an average of 120,650 workers in 1935 and an average of 141,284 in 1936.

TABLE 2.—Comparative Labor Turn-Over Rates (per 100 Employees), 1935–36, in Foundries and Machine Shops, by Rate Group

Rate group	Number of establishments		Number of employees		Percent of total employees	
	1935	1936	1935	1936	1935	1936
Quits						
Under 2.5.....	128	105	22,286	20,749	18.47	14.90
2.5 and under 5.....	59	41	27,698	7,816	22.96	5.52
5 and under 7.5.....	43	36	13,682	12,814	11.49	9.05
7.5 and under 10.....	36	36	17,644	29,131	14.62	20.57
10 and under 15.....	55	54	18,789	28,623	15.57	20.21
15 and under 20.....	30	34	8,521	10,908	7.06	7.68
20 and under 25.....	21	26	5,299	7,525	4.39	5.31
25 and under 30.....	13	27	3,336	10,221	2.77	7.22
30 and under 35.....	7	18	1,483	4,796	1.23	3.39
35 and over.....	15	30	1,732	8,701	1.44	6.15
Total.....	407	407	120,650	141,284	100.00	100.00
Discharges						
Under 0.5.....	183	153	36,824	34,284	30.52	24.21
0.5 and under 1.....	36	29	21,905	19,772	18.15	13.96
1 and under 2.....	44	48	18,229	20,804	15.11	14.69
2 and under 3.....	31	36	6,081	9,282	5.04	6.80
3 and under 4.....	22	23	5,355	16,155	4.44	11.41
4 and under 5.....	15	20	3,199	6,744	2.65	4.76
5 and under 7.....	22	29	14,804	13,458	12.27	9.51
7 and under 9.....	16	19	4,803	8,054	3.98	5.69
9 and under 11.....	14	6	2,891	1,278	2.40	.90
11 and over.....	24	44	6,559	11,453	5.44	8.07
Total.....	407	407	120,650	141,284	100.00	100.00
Lay-offs						
Under 5.....	85	114	30,797	50,887	25.52	35.94
5 and under 10.....	47	67	20,342	25,299	16.86	18.11
10 and under 20.....	72	79	19,838	31,907	16.43	22.53
20 and under 30.....	49	36	13,026	8,813	10.80	6.22
30 and under 40.....	31	32	6,204	7,661	5.14	5.41
40 and under 60.....	43	27	11,415	3,620	9.46	2.56
60 and under 90.....	44	31	11,823	6,927	9.80	4.87
90 and under 120.....	16	10	1,454	3,003	1.21	2.12
120 and under 150.....	9	7	2,518	1,969	2.09	1.39
150 and over.....	11	4	3,243	1,198	2.69	.85
Total.....	407	407	120,650	141,284	100.00	100.00
Total separations						
Under 10.....	56	53	26,024	20,088	21.57	14.19
10 and under 20.....	71	84	18,557	35,388	15.38	25.23
20 and under 30.....	59	59	22,647	19,549	18.77	13.81
30 and under 40.....	50	58	9,619	25,088	7.97	17.72
40 and under 60.....	67	69	21,378	20,330	17.72	14.36
60 and under 90.....	48	38	11,268	8,998	9.34	6.35
90 and under 120.....	25	22	4,292	3,462	3.56	2.42
120 and under 150.....	16	12	2,152	5,147	1.78	3.64
150 and under 180.....	10	8	3,790	1,843	3.14	1.30
180 and over.....	5	4	923	1,391	.77	.98
Total.....	407	407	120,650	141,284	100.00	100.00
Accessions						
Under 5.....	18	5	5,632	608	4.67	0.43
5 and under 10.....	13	9	2,030	1,913	1.68	1.35
10 and under 20.....	44	31	12,770	8,967	10.58	6.33
20 and under 30.....	65	53	21,912	23,489	18.17	16.59
30 and under 40.....	36	56	12,960	15,471	10.74	11.17
40 and under 50.....	44	49	18,341	34,084	15.20	24.07
50 and under 70.....	67	80	17,566	23,787	14.56	16.80
70 and under 110.....	66	75	19,940	18,593	16.53	13.13
110 and under 150.....	30	24	5,271	7,373	4.37	5.21
150 and over.....	24	25	4,228	6,999	3.50	4.92
Total.....	407	407	120,650	141,284	100.00	100.00

Turn-Over Rates, by Size of Establishment

More stabilized employment was indicated in foundries and machine shops with 100 or more employees in both years. In 1935 the plants with less than 100 workers reported a total separation rate of 49.52 per 100 employees, and 42.89 in 1936. The total separation rate for firms with 100 or more employees was 39.99 in 1935 and 37.28 in 1936. The accession rate in 1935 for the smaller establishments was 58.56 and in 1936, 62.13. The larger plants registered an accession rate of 51.95 in 1935 and 57.22 in 1936.

In 1936 the quit rate in the larger firms was higher than in the smaller plants. The discharge rates were higher in the smaller plants in both years. The lay-off rates were much greater in the smaller establishments in both years. The smaller plants employed 9,231 workers in 1935, and 10,654 in 1936. The firms with 100 or more employees had 111,419 workers on the pay roll in 1935 and 130,630 in 1936.

TABLE 3.—*Comparative Labor Turn-Over Rates (per 100 Employees), 1935-36, in Foundries and Machine Shops, by Size of Establishment*

Class of rates	Plants with classified number of employees in specified years			
	1935		1936	
	Under 100 employees	100 or more employees	Under 100 employees	100 or more employees
Quit.....	8.83	8.83	11.53	15.63
Discharge.....	3.15	3.13	4.02	3.70
Lay-off.....	37.54	28.03	27.34	17.95
Total separation.....	49.52	39.99	42.89	37.28
Accession.....	58.56	51.95	62.13	57.22

Minimum Wage and Maximum Hours

REGULATION OF MEN'S WAGES AND HOURS IN CANADA

PROVISION for the fixing of minimum wages and maximum hours of labor for men has been an outstanding feature of Canadian labor legislation in recent years. Seven of the nine Provinces have legislation providing in a greater or less degree for minimum rates of wages for adult male workers and all the Provinces have some legal provision dealing with the limitation of the working hours of men. The legislation here referred to is in addition to the regulation of wages and hours under legalized collective agreements (see p. 948) and the requirements in Federal and Provincial fair-wage acts with reference to the rates of pay and hours of labor in contracts for public works.¹

In 1935 the Federal Parliament enacted three laws, applicable to the whole Dominion and designed to make effective three conventions of the International Labor Conference dealing respectively with minimum wages, working hours, and a weekly rest day. These laws, however, were appealed to the British Privy Council, which in such matters has an authority similar to that of the United States Supreme Court and were declared by that council to be unconstitutional as beyond the legislative competence of the Dominion Government. According to this decision the Provinces are the competent legislative authorities on wages and hours, but the matter of securing uniformity of action among the several jurisdictions involves many of the same problems that have arisen in the United States.

An examination of Provincial legislation regulating the wages and hours of adult males shows considerable differences in administrative provisions and in the rates and hours established. For example, in Alberta and British Columbia, respectively, the male minimum wage acts are administered by the Provincial Board of Industrial Relations, in Manitoba the Minimum Wage Board issues minimum-wage orders; in New Brunswick the Minister of Health and Labor is designated to direct the Board of Commissioners of Public Utilities to fix fair rates of wages and the maximum hours for which these wages shall be paid. Rates for the same occupations differ from Province to Province and according to localities within the same Province. In determining minimum wages, account is also taken in some cases of skill, experi-

¹ Monthly Labor Review, November 1937 (pp. 1251-1255): Canada's Fair-Wages Policy in Government Contracts.

ence, and responsibility. While the maximum daily hours of certain classes of miners are fixed at 8 in various Provinces, male employees in Quebec hairdressing and beauty-parlor establishments may be employed 55 hours per week and the Manitoba Bakeshop Act allows 12 hours per day and 60 per week.

The present report, based on the sources noted below, is confined to the legal regulation of the wages and hours of adult males in private industry.²

*Minimum Wages for Adult Males in Private Industry*³

The Male Minimum Wage Act of Alberta, effective November 2, 1936, "applies to all male persons engaged in any industry, trade, or business, except farm laborers and domestic servants." The Provincial Board of Industrial Relations is empowered to issue orders establishing rates of wages, hours of work, overtime pay, etc. The Alberta Public Service Vehicles Act, which became effective May 1, 1936, authorizes the Highway Traffic Board to regulate the wages and working hours of drivers of public service and commercial vehicles.

Under the British Columbia Male Minimum Wage Act of 1934 the Board of Industrial Relations has fixed minimum-wage rates in various industries and occupations. This statute is applicable to all employees in any industry, except domestic servants and farm laborers.

By amendments in 1931, 1933, 1934, and 1935 the Manitoba Minimum Wage Act of 1918 for females was extended to cover all male and female workers in factories, shops, offices, mail-order establishments, and amusement places in cities. "The Minimum Wage Board is empowered to recommend, and the Lieutenant Governor in Council to declare that any order of the Minimum Wage Board or that the provisions of the act apply to any or all industries or trades and to any other part of the Province or to the whole Province." The Municipal and Public Utility Board constituted under the Manitoba Highway Traffic Act has fixed a minimum-wage rate for drivers of public-service vehicles certificated for passenger transportation. The Taxicab Act of Manitoba, applying only to taxicabs in Greater Winnipeg, has fixed weekly, daily, and hourly minimum wages for drivers and has limited the hours of these employees.

Under the Provincial Fair Wage Act and amendments, the Manitoba Minister of Public Works approved a schedule, effective June 15, 1936, providing minimum rates of wages and maximum hours on

² Canada, Department of Labor, Wages and Hours of Labor in Canada, 1929, 1935, and 1936, Ottawa, 1937 (pp. 115, 126-128, 130, 134-151); Canadian Labor Gazette (Ottawa), February (p. 235), May (pp. 504-505), June (p. 635), July (pp. 745-750, 817), 1937; and report from American consul at Montreal, June 24, 1937.

³ The Alberta Factories Act and the British Columbia Female Minimum Wage Act provide that male employees employed at the class of employment for which a minimum wage is fixed for female workers cannot be employed at less than the established rate for such employment.

certain private construction works, remodelling, demolition, etc., of buildings.

Under the New Brunswick Forest Operations Act of 1934 the Provincial Forest Operations Commission is authorized to set up minimum wage scales for forest workers. The statute, however, is not applicable to work on Christmas trees or firewood operations. According to the Fair Wage Act of 1936, the Provincial Minister of Health and Labor may direct the Board of Commissioners of Public Utilities to fix fair rates of wages and maximum hours for which these wages shall be paid in any business, trade, or industry in New Brunswick.

The 1937 Minimum Wage Act of Ontario revised existing minimum-wage legislation covering female employees. The new law includes both male and female workers under provisions applicable to all wage earners in any business, trade, work, or undertaking, with the exception of farm workers and domestic servants. The Industry and Labor Board, set up in the Ontario Department of Labor under the amended Department of Labor Act, is charged with the administration of the minimum-wage law.

The Quebec Act to Assure Reasonable Wages for Workmen Engaged in Forest Operations, 1937, provides for the fixing of minimum wages and "reasonable working conditions for employees engaged in cutting, removal, rafting, and floating of timber and other work connected with such operations." The Fair Wage Act of the same Province, effective September 1, 1937, repealed the Women's Minimum Wage Act of 1919 and is applicable to all employees, except farm laborers and domestic servants, who have not availed themselves or who do not wish or who are not able legally to avail themselves of the Workmen's Wages Act of 1937 providing for the extension of collective agreements voluntarily reached by organizations of workers and employers.

The Coal Mining Industry Act of Saskatchewan which went into effect April 15, 1935, authorizes the Lieutenant Governor in Council to regulate minimum wages and hours of labor in that industry. The Provincial Highway Traffic Board is empowered by the amended Saskatchewan Public Service Vehicles Act "to regulate the wages and hours of drivers of public service and commercial vehicles." By an order in council the Saskatchewan Minimum Wage Act has been extended to cover male as well as female employees in shops and factories in the cities of that Province.

Rates in British Columbia

A detailed record of minimum-wage rates for adult males for all Provinces would not be practicable in this brief article. As illustrative of the wage rates established the following table is of interest. It gives the rates for males 21 years of age and over, in effect under

the Male Minimum Wage Act of British Columbia as reported in Wages and Hours of Labor in Canada, 1929, 1935, and 1936.

Minimum Wage Rates, as of End of 1936, for Male Employees 21 Years of Age and Over, in British Columbia

Industry or occupation	Wages per hour ¹
Logging industry:	
Cook and bunk-house occupations.....	\$2.75
Making of shingle bolts.....	³ 1.30
Grade and track occupations, according to locality.....	.35-.37½
All other employees, according to locality.....	.35-.40
Sawmill industry.....	.35
Shingle mills (except shingle-bolt operators).....	.40
Box manufacture.....	.35
Woodworking industry.....	.35
Baking industry.....	.40
Fruit and vegetable industry:	
Tomato canning.....	.35
All other canning, preserving, drying, packing, etc., daily hours—	
Up to 10.....	.35
Over 10 and up to 12.....	.52½
Over 12.....	.70
Construction industry, according to locality.....	.40-.45
Carpentry trade (Victoria and defined district in Vancouver Island).....	.70
Shipbuilding industry:	
Ship carpenters, shipwrights, joiners, boat builders, or wood calkers (any age).....	.67½
All others (any age).....	.50
Transportation, other than by rail, water, or air—Males of any age:	
Operators of motor vehicles of 2,000 pounds net or over and of horse-drawn vehicles (other than bread or milk retail-delivery men):	
Week of not under 40 and not over 50 hours.....	.40
Week of under 40 hours.....	.45
Time over 50 and up to and including 54 hours per week.....	.60
Operators of motor vehicles of less than 2,000 pounds net (other than bread or milk retail-delivery men and motorcycle drivers):	
Week of not under 40 and not over 50 hours.....	.35
Week of under 40 hours.....	.40
Time over 50 and up to and including 54 hours per week.....	.52½
Motorcycle operators:	
Week of not under 40 and not over 48 hours.....	.25
Week of under 40 hours.....	.30
Bicycle riders and foot messengers employed exclusively on delivery or messenger work (except by wholesale- or retail-trade establishments):	
Week of not under 40 and not over 48 hours.....	.17
Week of under 40 hours.....	.20 ¹
Swampers and helpers:	
Week of not under 40 and not over 50 hours.....	.35
Week of under 40 hours.....	.40
Time over 50 and up to and including 54 hours per week.....	.52½
Drivers of retail milk or bread delivery vehicles.....	.40
Bus drivers, any age (Victoria, Esquimalt, Oak Bay, and Saanich), on motor vehicles seating more than 7 passengers, used as public conveyance for which a service charge is made:	
Week of not under 40 and not over 50 hours.....	.45
Week of under 40 hours.....	.50
Time over 9 hours in any day or 50 hours in any week.....	.67½
Taxicab drivers, any age (Vancouver, Victoria, Esquimalt, Oak Bay, and Saanich).....	² 2.50
Mercantile industry (wholesale and retail establishments):	
Week of 37½ hours or over.....	⁴ 15.00
Week of under 37½ hours.....	⁵ .40
Males 21 and under 24 years of age, inexperienced or partly experienced, with permit from board:	
Week of 37½ hours or over.....	⁶ 9.00- ⁷ 13.00
Week of under 37½ hours.....	⁸ .95- ⁹ 1.40
Steam engineers, stationary:	
With certificate of competency under Boiler Inspection Act, when required.....	.50
With special or temporary certificate or where certificate of competency is not required.....	.40
Barbers (except in beauty parlors or hairdressing shops patronized by women and children only):	
Week of 40 hours or over.....	⁴ 15.00
Week of under 40 hours.....	.40
Elevator operators:	
Week of 40 hours or over.....	⁴ 14.00
Week of under 40 hours.....	¹⁰ .37½

¹ These rates, of course, are subject to certain exceptions.

² Per day.

³ Per cord.

⁴ Per week.

⁵ But minimum of \$1.60 in any day.

⁶ Per week, first 6 months.

⁷ Per week, third 6 months.

⁸ First 6 months, minimum in any day.

⁹ Third 6 months, minimum in any day.

¹⁰ But minimum of \$1.50 in any day.

Minimum Wage Rates, as of End of 1936, for Male Employees 21 Years of Age and Over,
in British Columbia—Continued

Industry or occupation	Wages per hour
First-aid attendants, of any age, with certificate of competency:	
Regular hours.....	² \$4.00
Overtime.....	.50
Janitors (including janitor cleaners or janitor firemen):	
Janitor residing on premises, apartment building of over 50 suites ¹¹	¹² 125.00
Janitor residing on premises, apartment building of not over 50 and not under 25 suites ¹¹	¹² 100.00
Janitor residing on premises, apartment building of not over 24 and not under 13 suites ¹¹	¹² 75.00
Janitor of apartment building of under 13 suites—per hour of work actually performed according to written agreement with employer.....	.35
All other janitors.....	.35

² Per day.

¹¹ Not more than \$20 may be deducted from wages as rent for a suite of 2 rooms and bath; not more than \$5 for each additional room; not more than \$4 per

month may be deducted for electricity and gas where no meters are installed.

¹² Per month.

Legalized Collective Agreements

Five Provinces provide by law that rates of wages and working hours agreed to by representatives of employers and employees in a trade or industry for a locality, district, or the whole Province may be made compulsory by order in council when such action is recommended by the minister responsible for the administration of labor laws. The statutes containing these provisions are: The Alberta Industrial Standards Act of 1935, amended 1936; the Industrial Standards Act of Ontario of 1935, amended 1936; the Industrial Standards Act of Nova Scotia, 1936; the Quebec Workmen's Wages Act assented to May 27, 1937, which repeals the Collective Agreements Extension Act of 1934 and broadens its coverage; and the Saskatchewan Industrial Standards Act of 1937. Alberta also has a Department of Trade and Industry Act, 1934, under which a Code of Fair Competition and Business Practice and Schedule of Prices for the Printing Industry was approved by order in council on October 9, 1936.

Among the industries and occupations for which wage rates have been fixed or wage schedules made effective in certain localities or sometimes for a whole Province are:

In Alberta the baking trade, the brewing industry, and the building trades;

In Nova Scotia bricklayers, carpenters, electrical workers, plumbers, and steam fitters;

In Ontario the barbering trade, the baking industry, the brewing industry, the building trades, the furniture industry, the logging industry, men's, boys' and youths' clothing industry, the women's cloak and suit industry, and millinery workers;

In Quebec under the Collective Labor Agreements Extension Act of 1934, superseded in 1937 by the Quebec Workmen's Wages Act ⁵—

⁵ Stipulates that regulations and agreements under | of the period for which they were adopted. (Canadian Labor Gazette, July 1937, p. 745.)

the baking industry, barber and hairdresser trades, building trades, fur industry, glove industry, furniture workers, granite cutters, longshoremens, men's, boys', youths', children's, and juveniles' clothing industry, ornamental iron and bronze workers (shopmen), printing trades, shoe manufacturing, stonecutters, women's and children's millinery industry, and women's cloak and suit industry; and

In Saskatchewan the carpentry trade in the city of Regina.

Legal Maximum Hours for Men

Much of the Provincial legislation limiting the working period in factories, mines, shops, etc., is concerned with women and young persons. However, a considerable number of laws cover adult males. Two Provinces—Alberta and British Columbia—have enacted laws fixing a uniform standard of hours in industry, and the Province of Quebec has passed legislation which makes it possible to shorten the work period with a view to spreading employment.

The Alberta Hours of Work Act which became effective September 1, 1936, provides for a 9-hour day and a 54-hour week for male employees in any establishment, work, or undertaking in or about any industry, trade, or occupation except farming and domestic service. It does not affect the provisions of the Coal Mines Regulation Act which provides an 8-hour day for underground workers.

The British Columbia Hours of Work Act of 1923, as reenacted and amended in 1934, fixes a maximum of 8 hours a day and 48 hours a week for employees "in mining, manufacturing, and construction and in such other industries or occupations as may be added by regulation." In the latter part of 1936 the baking, barbering, catering, mercantile, soft-drink, and transportation industries, had been covered by the act as had also the occupations of elevator operators, hotel clerks, and workers in drug stores. The statute is administered by the Board of Industrial Relations which may add industries or make exemptions.

In both Alberta and British Columbia exemptions may be made for persons in supervisory, managerial, or confidential positions.

The New Brunswick Fair Wages Act of 1936 provides that the Board of Commissioners of Public Utilities, when so directed by the Provincial minister of health and labor, may fix fair wage rates and the maximum hours for which these rates shall be paid in any industry, trade, or business.

The Nova Scotia Limitation of Hours of Labor Act of 1935 includes mining, manufacturing, and construction and provides that a board of adjustment shall determine the undertakings to which the statute is applicable and the maximum hours to be worked.

An act concerning the limitation of working hours came into force in Quebec on June 10, 1933. This statute authorizes the Lieutenant

Governor in Council to fix the maximum hours per day or week for workmen engaged in manual labor.

The following résumé of Provincial legislation on maximum hours for adult males, classified by industries, includes additional information but involves references to provisions already noted:

Mining and metallurgy.—An 8-hour day is provided by law for certain classes of adult miners in all Provinces except Manitoba, Prince Edward Island, and Quebec.⁶

In Alberta underground workers have an 8-hour day which covers the time taken up in going to and from the working face.

In British Columbia the working day in coal and metal mines is limited to 8 hours for both underground and surface labor. This period covers the time required for the underground employees to get to the working face. An 8-hour day is also provided by law for employees in metallurgical works.

In Manitoba regulations regarding the hours of miners may be made by the Lieutenant Governor in Council, but, according to the Report on Wages and Hours of Labor in Canada, 1929, 1935, and 1936, no action had been taken in this matter.

In Nova Scotia underground workers have an 8-hour day which has also been granted to workers above ground through collective agreements.

Ontario miners have an 8-hour day which begins on their arrival at the working face in those sections of the Province having no county organization. These areas include all of the major mining operations in Ontario.

The limitation of hours may be applied to other sections of the Province by the Lieutenant Governor in Council. Hoist and elevator operators in mines are also restricted to 8 hours' work in any 24 except in an emergency when an extension of 4 hours in 24 is permitted for a period not to exceed 10 consecutive days.

All miners in Saskatchewan have a statutory day of 8 hours, "except where otherwise agreed upon by employers and employees."

In the Yukon the maximum hours of labor in underground quartz or lode mining and placer mining are limited by law to 8 in 24 with certain exceptions for changing shifts and for emergencies in placer mining. Overtime in placer mining is permitted under written agreement between the employer and employee except where a worker is hired by the month.

Mineral developments in Prince Edward Island are not of practical importance.

Factories.—The Alberta and British Columbia Hours of Work Acts apply to all employees in factories; the Alberta act establishes a

⁶ In Quebec the underground employment of boys under 17 years of age may not be required for more than 48 hours in a week.

9-hour day and a 54-hour week for male workers, and the British Columbia act an 8-hour day and a 48-hour week.

An order of the Manitoba Minimum Wage Board issued in 1936, which supersedes any conflicting provisions of the Factories Act, prohibits the employment of any males over 18 years of age in factories in Greater Winnipeg for more than 48 hours in a week unless they are paid 30 cents per hour for overtime.

Shops.—Alberta shops are regulated by the Hours of Work Act.

The British Columbia Hours of Work Act is applicable to all wholesale or retail establishments in that Province. The 8-hour-day maximum, however, is subject to certain exemptions by order in council, for example, during the Christmas shopping season and in some communities on Saturdays or days before legal holidays.

Bake shops and bakeries.—In New Brunswick, Nova Scotia, and Quebec working hours in bake shops are not specifically regulated by statute, but large bakeries would come under the factory laws in all Provinces. They are specifically covered in the factories acts of Alberta, Ontario, and Saskatchewan. Since 1934 the maximum hours of work permitted for adult male workers in Ontario bakeries have been 56 in a week except with the inspector's written permission. No permission, however, is necessary for overtime on Friday when the following Monday is a legal holiday.

No work, except that of a preliminary kind, may be done on Sunday between 7 a. m. and 1 p. m., but this prohibition does not apply to employees whose daily period of work is not more than 8 hours between 7 a. m. and 6 p. m. and who regularly receive a weekly day of rest. Anyone working more than 9 hours in one work period or during any 24 consecutive hours, must be given at least 24 hours' rest period unless a special permit has been obtained.

In Manitoba the Bakeshop Act provides that the maximum working hours of all employees shall be 12 per day and 60 per week.

Barber shops and hairdressing establishments.—Working hours in hairdressing and beauty-parlor establishments are regulated by the Minimum Wage Acts of the Western Provinces.

Under the Ontario Factory Shop and Office Building Act, "shop" covers places where services are offered for sale.

An order in council under the Quebec Act Respecting the Limiting of Working Hours fixes a week of 55 hours for male and female employees in all hairdressing and beauty parlor establishments on the Island of Montreal.

Shoe-repair and shoe-shine shops.—The Quebec act limiting working hours by order in council fixes the hours in shoe-repair and shoe-shine shops at 64 a week unless overtime permits are secured which may provide 2 hours additional in a day but not over 6 hours additional in a week. In Ontario and the Western Provinces these workplaces have regulations concerning hours similar to those for barber shops.

Hotels and restaurants.—Under the Alberta and British Columbia Hours of Work Acts the hours of employees in hotels and restaurants are also regulated.

In Ontario, Quebec, Manitoba, and Saskatchewan, there is statutory provision for 1 day's rest in 7 for employees in hotels and restaurants in certain classes of towns.

In Ontario, the act applies to cities and towns having a population of 10,000 or more.

In Quebec, orders in council under the One Day's Rest in Seven Act, issued in January and May 1935, provides a weekly rest day of 24 consecutive hours or, in the Quebec district with permission of the factory inspector, two periods of 18 consecutive hours in the same week.

Hotels and restaurants in cities in Manitoba and Saskatchewan are covered by the one day's rest in seven acts.

Offices.—The Hours of Work Act of Alberta fixes the maximum hours of male office employees at 9 a day and 54 a week.

Transportation.—In Ontario any steam-railway company which operates a railway of 20 miles or more in length is prohibited from employing an engineer, motorman, fireman, trainman, conductor, dispatcher, or signalman for more than 16 hours without a rest period of at least 6 hours.

The Ontario Municipal Board is authorized to regulate the hours for employees on street railways, buses, or other vehicles operated in connection with these railways. The law stipulates, however, that the hours of such employees shall not be more than 10 in 1 day for a maximum of 6 days in a week, the day's work to be accomplished when possible within 12 consecutive hours.

The hours of work of drivers engaged in road passenger and incidental freight transportation are definitely regulated in six Provinces—Alberta, Manitoba, New Brunswick, Ontario, Prince Edward Island, and Saskatchewan.

In Alberta not more than 9 hours of actual driving in 24 hours may be required of these drivers.

In an act respecting taxicabs in Greater Winnipeg, the maximum hours for drivers were set at 12 in a day for not more than 6 days in a week. The taxicab board, however, was empowered to reduce these daily hours. The Municipal and Public Utility Board in Manitoba is empowered to regulate the working conditions of drivers of public service and commercial vehicles. A regulation provides maximum hours of 9 a day in driving and 12 a day in any capacity for 6 days in a week.

In New Brunswick, regulations under the Motor Carriers' Act limit working hours of drivers of motor cars, trucks, and buses, etc., operated for compensation. They may not be employed for more than 10 hours in any consecutive 16, except in emergency.

In June 1935 truck transportation was included under the British Columbia Hours of Work Act, thus establishing an 8-hour day and a 48-hour week for this work. The maximum overtime allowed is 6

hours in a week except for motorcycle operators, bicycle riders, and foot messengers engaged exclusively on messenger or delivery work, and milkmen. The maximum hours of work allowed any employee are 10 a day.

A 1936 amendment to the Vehicle Act of Nova Scotia empowers the Minister of Highways, with the approval of the Lieutenant Governor in Council, to regulate the working hours of drivers of commercial vehicles.

In Ontario the legal maximum working hours of a driver of a public vehicle are 10 in any 24.

In Prince Edward Island also the hours of drivers of buses and trucks upon highways are limited to 10 in 24.

The Saskatchewan Public Service Vehicles Act provides that the Public Utility Board may fix the hours of work for drivers of public service and commercial vehicles except motor vehicles transporting passengers for a steam or electric railway. Drivers of buses or similar public passenger vehicles may not actually drive more than 9 hours in 24.

Building trades.—Orders in council issued under the Quebec act concerning the limiting of working hours restricts the hours of work in the building trades to 8 in a day and 40 in a week in the Montreal division. The 2-shift system with a 6-hour day and a 6-day week may be adopted. From May 1, 1935, the maximum hours of building workers in St. Hyacinthe County were fixed at 8 a day with a 48-hour week.

With certain exemptions regulations for hours similar to those for the Montreal division were made for the Quebec division and the Eastern Townships division with certain exemptions. From June 1, 1936, an amending order set up an 8-hour day and a 48-hour week in the two divisions last named.



WAGE REGULATION IN SCOTTISH AGRICULTURE ¹

THE SYSTEM of wage-fixing in agriculture that has been in effect in England and Wales since 1924 was extended to Scotland by a recent act of Parliament (1 Edw. 8 and 1 Geo. 6, ch. 53). Statutory regulation as practiced in England and Wales was recommended for Scotland by a committee of inquiry which was appointed in 1936 by the Secretary of State for Scotland to study wages, hours, and working conditions of farm workers.² The new law embodies the plan outlined by the committee.

¹ Great Britain. Ministry of Labor Gazette, August 1937, p. 297.

² See Monthly Labor Review, January 1937: Wages of Agricultural Workers in Great Britain (p. 160).

The Department of Agriculture for Scotland is directed to divide the country into districts. An agriculture wages committee is to be created for each district, which shall consist of an equal number of representatives of workers and employers, two independent members appointed by the Department of Agriculture, and a chairman to be selected by the committee, or if it fails to agree, by the department.

An agricultural wages board is to be created, composed of an equal number of representatives of workers and employers, and three members to be appointed by the Department of Agriculture of Scotland, one of whom is to serve as chairman.

The principal duty of the board will be to administer the rulings and decisions of the committees, and to perform the functions of a committee in any cases where committees for any reason fail to act.

Wages and Hours of Labor

FARM WAGE AND LABOR SITUATION ON JULY 1, 1937

WAGES OF HIRED farm laborers averaged \$1.76 per day and \$36.14 per month, without board, on July 1, 1937, as compared with \$1.54 and \$32.21, respectively, on July 1 of last year, according to the quarterly report of the United States Bureau of Agricultural Economics, issued in a press release dated July 15. The daily rates ranged from 80 cents in South Carolina to \$3.15 in Connecticut. The reported demand for labor was 90.7 percent of normal and the supply 82.4 percent.

Table 1 shows average farm wage rates, supply of and demand for farm labor, and number of persons employed per farm, on July 1, 1937, as compared with April 1, 1937, April 1 and July 1, 1936, and, for wage rates, with the annual average, 1910-14.

TABLE 1.—Average Farm Wage Rates and Employment at Specified Periods

Item	Annual average, 1910-14	Apr. 1, 1936	July 1, 1936	Apr. 1, 1937	July 1, 1937
Farm wage index.....	100	101	108	112	123
Farm wage rates:					
Per month, with board.....	\$20.41	\$20.59	\$22.07	\$23.38	\$25.28
Per month, without board.....	29.09	30.87	32.21	34.16	36.14
Per day, with board.....	1.10	1.05	1.15	1.16	1.34
Per day, without board.....	1.43	1.43	1.54	1.58	1.76
Supply of and demand for farm labor (percent of normal):					
Supply.....		93.8	88.9	87.2	82.4
Demand.....		82.1	82.7	86.6	90.7
Supply as a percentage of demand.....		114.3	107.5	100.7	90.8
Number of persons employed per farm: ¹					
Family labor.....		195	223	197	219
Hired labor.....		89	101	78	107
Combined.....		284	324	275	326

¹ On farms of crop reporters.

Average farm wage rates per month and per day, with board and without board, on July 1, 1937, are given in table 2, by State and by geographic division.

TABLE 2.—Average Farm Wage Rates on July 1, 1937, by State and Geographic Division

Geographic division and State	Per month		Per day	
	With board	Without board	With board	Without board
United States.....	\$25. 28	\$36. 14	\$1. 34	\$1. 76
New England.....	32. 94	55. 60	1. 96	2. 72
Maine.....	31. 75	49. 50	1. 75	2. 30
New Hampshire.....	31. 00	52. 50	1. 95	2. 80
Vermont.....	31. 50	49. 25	1. 80	2. 60
Massachusetts.....	32. 75	58. 50	2. 15	2. 80
Rhode Island.....	41. 75	67. 25	2. 10	2. 80
Connecticut.....	35. 50	64. 75	2. 10	3. 15
Middle Atlantic.....	31. 44	48. 24	1. 85	2. 47
New York.....	33. 00	49. 50	1. 90	2. 55
New Jersey.....	34. 75	55. 50	1. 95	2. 35
Pennsylvania.....	28. 50	44. 50	1. 75	2. 35
East North Central.....	31. 35	43. 09	1. 69	2. 21
Ohio.....	28. 00	39. 50	1. 65	2. 20
Indiana.....	28. 00	39. 25	1. 55	2. 00
Illinois.....	32. 75	42. 25	1. 70	2. 20
Michigan.....	33. 75	48. 00	1. 90	2. 50
Wisconsin.....	34. 25	47. 75	1. 70	2. 20
West North Central.....	29. 17	39. 95	1. 60	2. 14
Minnesota.....	34. 25	47. 75	1. 80	2. 50
Iowa.....	34. 00	42. 50	1. 80	2. 30
Missouri.....	22. 75	31. 75	1. 30	1. 70
North Dakota.....	30. 00	43. 75	1. 45	2. 15
South Dakota.....	29. 25	40. 75	1. 45	2. 05
Nebraska.....	27. 00	37. 00	1. 40	1. 90
Kansas.....	26. 25	38. 00	1. 90	2. 40
South Atlantic.....	17. 11	25. 04	1. 69	1. 18
Delaware.....	26. 25	41. 50	1. 65	2. 15
Maryland.....	27. 00	39. 25	1. 50	1. 95
Virginia.....	21. 00	30. 00	1. 05	1. 40
West Virginia.....	22. 50	33. 25	1. 10	1. 55
North Carolina.....	18. 25	26. 25	. 95	1. 20
South Carolina.....	12. 50	18. 25	. 60	. 80
Georgia.....	13. 25	19. 25	. 70	. 95
Florida.....	15. 50	26. 50	. 85	1. 25
East South Central.....	16. 70	23. 68	. 85	1. 07
Kentucky.....	19. 75	27. 50	1. 00	1. 25
Tennessee.....	17. 75	25. 00	. 85	1. 05
Alabama.....	14. 50	20. 75	. 75	. 95
Mississippi.....	15. 00	21. 75	. 80	1. 05
West South Central.....	19. 95	28. 38	1. 06	1. 34
Arkansas.....	17. 00	24. 50	. 85	1. 10
Louisiana.....	15. 50	23. 75	. 80	1. 05
Oklahoma.....	23. 00	32. 50	1. 35	1. 75
Texas.....	21. 75	30. 25	1. 15	1. 40
Mountain.....	37. 05	52. 45	1. 76	2. 34
Montana.....	38. 75	54. 25	1. 95	2. 55
Idaho.....	43. 50	60. 75	2. 10	2. 65
Wyoming.....	37. 00	53. 25	1. 75	2. 45
Colorado.....	32. 75	48. 75	1. 60	2. 20
New Mexico.....	27. 00	39. 00	1. 30	1. 65
Arizona.....	40. 00	53. 25	1. 60	2. 05
Utah.....	44. 50	61. 25	2. 20	3. 05
Nevada.....	43. 00	65. 00	1. 85	2. 70
Pacific.....	46. 49	67. 11	2. 14	2. 97
Washington.....	39. 75	58. 75	2. 05	2. 80
Oregon.....	40. 50	56. 75	1. 95	2. 60
California.....	49. 50	71. 50	2. 20	3. 10



EARNINGS OF LAWYERS IN NEW YORK COUNTY

IN NEW YORK COUNTY in 1933 the median income of the "single practitioner" of law was \$2,650 while that of members of law firms was \$6,490. For an "equal partner" the median income was \$5,220; for a "junior partner", \$6,630, and for a "senior partner", \$11,530.

An examination of table 1, which, with other data here given, is taken from the 1936 report of the Committee on Professional Econom-

ics of the New York County Lawyers' Association, shows that nearly 37 percent of the equal partners had a net income of less than \$3,000 from their legal practice.

TABLE 1.—Analysis of Earnings by Organization of Legal Practice, New York County, 1933

Net income	Single practitioners			Members of firms			
	Practicing alone	Head of own office	Total	Equal partner	Senior partner	Junior partner	Total
\$500 and under	57	17	74	13	3	5	21
\$500 to \$999	115	15	130	18	0	2	20
\$1,000 to \$1,499	154	47	201	19	6	10	35
\$1,500 to \$1,999	108	31	139	30	5	7	42
\$2,000 to \$2,499	116	35	151	27	9	4	40
\$2,500 to \$2,999	104	30	134	19	5	9	33
\$3,000 to \$4,999	180	96	276	42	12	35	89
\$5,000 to \$7,499	110	63	173	51	19	46	116
\$7,500 to \$9,999	30	29	59	19	11	22	52
\$10,000 to \$14,999	36	39	75	39	17	38	94
\$15,000 to \$24,999	14	22	36	38	21	15	74
\$25,000 to \$49,999	5	14	19	18	28	7	53
\$50,000 to \$99,999	1	1	1	9	9	3	21
\$100,000 and up	1	1	1	2	4	-----	6
Total	1,029	440	1,469	344	1,150	203	2,697
Median income	\$2,310	\$3,940	\$2,650	\$5,220	\$11,530	\$6,630	\$6,490

¹ As given in original table; actual sum of items is 149.

² As given in original table; actual sum of items is 693.

As shown in table 2, the median compensation in 1933 of lawyers employed by single practitioners was \$1,770, and of lawyers employed by law firms, \$3,210. The median total net income of the lawyers employed by single practitioners was \$2,180 as compared with \$3,410 for lawyers employed by law firms:

TABLE 2.—Earnings of Lawyers Employed in Law Offices, New York County, 1933

Compensation	Salary and compensation only						Total net income (including income not received from employer)					
	Employed by single practitioners			Employed by law firms			Employed by single practitioners			Employed by law firms		
	On salary basis	Not on salary basis	Total	On salary basis	Not on salary basis	Total	On salary basis	Not on salary basis	Total	On salary basis	Not on salary basis	Total
\$500 and under	-----	11	11	1	6	7	6	7	13	1	5	6
\$500 to \$999	1	26	27	8	23	31	2	17	19	7	10	17
\$1,000 to \$1,499	18	30	48	26	25	51	8	22	30	17	16	33
\$1,500 to \$1,999	8	19	28	29	25	54	6	16	22	16	14	30
\$2,000 to \$2,499	15	6	21	48	14	62	6	16	22	29	15	44
\$2,500 to \$2,999	14	7	21	36	12	48	7	5	12	34	10	44
\$3,000 to \$4,999	15	12	27	139	40	179	14	9	23	91	27	118
\$5,000 to \$7,499	9	3	12	66	17	83	5	7	12	45	22	67
\$7,500 to \$9,999	-----	-----	-----	22	1	23	1	1	2	16	5	21
\$10,000 to \$14,999	3	1	4	6	3	9	2	3	5	1	4	5
\$15,000 to \$24,999	-----	1	1	-----	-----	-----	1	2	3	3	4	7
\$25,000 to \$49,999	-----	-----	-----	1	-----	1	-----	-----	-----	1	1	2
\$50,000 to \$99,999	1	-----	1	-----	-----	-----	-----	-----	-----	1	-----	1
\$100,000 and over	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total	85	117	202	382	166	548	58	105	163	262	133	395
Median earnings	\$2,500	\$1,385	\$1,770	\$3,625	\$2,160	\$3,210	\$2,610	\$1,720	\$2,180	\$3,605	\$2,850	\$3,410

The great majority of employee lawyers supplemented the income received from their permanent employers by outside work. The exceptions were mainly among the salaried employees of firms, most of whom had little income from outside law work, though comparisons in this group are difficult.



THE GUELTE SYSTEM OF WAGE PAYMENT IN FRANCE ¹

A SYSTEM of wage payment, called the "guelte" system, is employed in France, principally by large department stores. The word "guelte", derived from the German "geld", was introduced in France, probably by German-Jewish immigrants, as early as the seventeenth or eighteenth century, to designate a small reward paid to a clerk who succeeded in selling an old or shop-worn piece of merchandise commonly termed a "rossignol." The original meaning of the term "guelte" is still retained, but it is now more generally used to mean a percentage paid to a clerk on the value of the sales he makes during a certain period, the sales record usually being calculated at the end of each month. The principal difference between the operation of the guelte system of wage payment in France and that of similar systems in other countries is that in the United States, for example, the commission or bonus corresponding to the guelte represents only a small percentage of the employee's pay, usually not more than 10 or 15 percent, while in France it has represented until recently as much as 80 to 90 percent.

In the guelte system used in the large department stores (*grands magasins* or *magasins de nouveautés*) the sales clerks as a rule receive relatively small salaries but their interest is stimulated by the percentage or "guelte" they receive on each sale. This percentage varies for different types of articles. While both employers and employees have in general favored the system, it has been the source of some jealousy and difficulty between different groups of clerks, since for small articles in the lower price ranges a clerk has to make many sales to earn the same commission that a clerk in the furniture department, for example, might make in one sale. Also, in articles having a seasonal demand, such as toys, a clerk may make very large commissions during the Christmas season but only starvation wages during the remainder of the year. From the employer's point of view the system does not always develop the most desirable type of clerk, for while the clerk is interested in making as many sales as possible he may be impatient with persons who are slow in making purchases or who buy nothing at all.

The law relating to collective agreements, passed in France in June 1936, has tended to control the wide fluctuations in earnings which are

¹ Data are from report of Keeler Faus, clerk, American Consulate General, Paris, dated July 2, 1937.

inevitable under an unmodified *guelte* wage system. A collective agreement between employers' and employees' associations in Paris and its environs, dated December 1, 1936, fixed an annual minimum scale of wages for different classes of employees in different types of stores. In stores with more than 100 employees, in which the employees do not receive a meal, the rate for males engaged in selling ranges from 5,700 francs² per year, or 475 francs per month, at age 15, to 15,300 francs per year, or 1,275 francs per month, at age 24. The corresponding yearly rates for women range from 5,700 francs to 13,200 francs. Scales are fixed also for clerical and for service employees. The minimum annual wages in department stores having less than 100 employees and in one-price stores (*magasins à prix unique*) are somewhat lower than in the regular department stores. Bonuses, varying with the length of service, are paid to the longer-service employees. The agreement provides for an adjustment of wage scales based on the official cost-of-living index which is issued quarterly. The collective agreement also covers vacations, dismissal wages, protection from dismissal in cases of sickness and maternity, working conditions, etc. Some of the inequalities of the pure *guelte* system are eradicated by the collective agreement, since, if an employee earns more than his guaranteed minimum he receives just what he earns, while if he earns less than the minimum he is paid the minimum. However, if in the following month, he earns more than the minimum, the store subtracts from his surplus earnings the amount advanced in the previous month to make up his minimum salary. Thus it is considered that those who do not earn their minimum salary in *gueltes* actually owe money to the store which the store has the right to take back as soon as the employee earns more than the established minimum. The debit and credit accounts of employees are carried over each month, therefore, but at the end of the year all debts are canceled and the employees begin the year with no debts outstanding.



VACATIONS WITH PAY IN BRITISH ENGINEERING³

VACATIONS with pay, increased wages, and liberalized overtime rates for more than 500,000 workers in the engineering trades⁴ in Great Britain were secured through a collective agreement effective August 23, 1937. The executive officers of 37 trade-unions took part in the negotiations.

² Average exchange rate of franc in December 1936=4.67 cents.

³ Based on report from Alfred Nutting, clerk, American Consulate General, London, dated July 28, 1937.

⁴ The term "engineering trades", as used in Great

Britain, includes marine and electrical engineering, locomotive construction, boilermaking and foundry work, the manufacture of agricultural and textile machinery, machine tools, automobiles, trucks, and motorcycles, and general engineering.

A vacation fund is to be created, commencing with the effective date of the agreement, by crediting each employee with an allowance of one-fiftieth of each week's wages. This money becomes available to him at the beginning of his vacation period.

A general wage increase of 3s. a week for all adult male workers was granted, half to become payable after August 23, and the other half after November 15. The first 2 hours of overtime on the day shift will be paid for at the rate of time and one third, instead of at the former rate of time and a quarter.



RESTORATION OF WAGE SCALE ON BRITISH RAILWAYS ¹

THE FINAL step in restoring to British railway employees the wage and salary scales and overtime provisions prevailing prior to March 5, 1931, was taken by the Railway Staff National Tribunal, on August 11, 1937, in handing down an award supporting in part the claims of the railway unions for improved working conditions. Other demands of the unions, dealing chiefly with increasing the minimum weekly rate from 40s. to 50s., and the granting of 2 weeks' vacation with pay, were rejected. Slight increases were recommended, however, for the lowest-paid workers.

A general wage cut of 5 percent had been made in March 1931, following a hearing before the National Wages Board, the arbitral body created by statute, to which, under the terms of the collective agreements in the railroad industry, disputed questions were at that time referred. In 1934 an agreement, effective January 1, 1935, was reached between representatives of the carriers and of the unions, which restored half of the 5-percent reduction. When the matter of further restoration came up for negotiation in 1936, the bargaining agency was unable to come to terms, and the case was referred to the newly created Railway Staff National Tribunal, the arbitration board which had succeeded the National Wages Board. In its first decision, the Railway Staff National Tribunal awarded a wage restoration amounting to 50 percent of the remaining deduction, thus fixing the extent of the cut at 1.25 percent of the 1930 scale.² This decision was to remain in effect for 1 year after August 16, 1936, and thereafter, unless changed by agreement or a subsequent decision of the arbitral body.

The unions accepted the decision with the understanding that they would continue to press for full restoration of the former wage scale

¹ Data are from The Railway Review (official organ of the National Union of Railwaymen) supplement, July 30, 1937; Manchester Guardian, Aug. 12, 1937; Monthly Labor Review, October 1936.

² See Monthly Labor Review, October 1936 (p. 917): Wage Increase on British Railways.

and overtime rates. Early in 1937 negotiations were opened with the four main-line railway companies looking toward that end. Additional demands, including a minimum wage of 50s. a week and 2 weeks' vacation with pay, were introduced into the negotiations. With the failure of the collective-bargaining machinery provided in the agreements to bring about a settlement, the issue again came before the final appeal board, the Railway Staff National Tribunal. The case was opened on July 20, 1937, and the decision was announced on August 11. Shortly before that decision was reached, the Railway Rate Tribunal had granted the request of the railroads for a 5-percent increase in passenger and freight rates. That action of the governmental rate-fixing agency, together with a substantial rise in railroad revenues resulting from general economic advance, was a determining factor in the decision on wages.

The decision eliminated the 1.25 percent reduction in rates, thus restoring the scale in effect prior to March 5, 1931. The terms of the basic agreement covering overtime and night and Sunday work were also restored. Under that agreement, time and one-half was paid for night and Sunday work and for overtime between 10 p. m. and 4 a. m. Overtime between normal quitting time and 10 p. m. called for payment at the rate of time and a quarter. The tribunal also allowed the Sunday rate for work on Good Friday and Christmas in England and Wales, and on January 1 and 2 in Scotland, and granted a compensatory holiday with pay for all employees who were required to work on Whitmonday or the August bank holiday.

Further increases were allowed in the case of the lowest-paid workers. The basic agreement of 1919 set a minimum weekly rate of 40s., with adjustments to the rise and fall in the cost of living. The Railway Staff National Tribunal declared that "all adult male and female staff in the conciliation grades ³ whose base rate is now less than 45s. a week, should receive an addition of 1s. a week to their base and current rates of pay." The minimum would thus be 42s., with a probable cost-of-living adjustment to 43s. by October 1.

The awards made by the Railway Staff National Tribunal covered the terms that were submitted jointly by the National Union of Railwaymen, the Associated Society of Locomotive Engineers and Firemen, and the Railway Clerks' Association. Each of these organizations, however, submitted other proposals independently. The National Union of Railwaymen asked for a minimum rate of 50s., the enginemen, for a 2 weeks' vacation instead of the 1 week now allowed; and the clerks, for a 36-hour week, an increase of £10 a year in the maximum salary paid in each grade, and pay for night work.

In disallowing all these proposals, the arbitral board pointed out that practically all involved practices that could not be confined to

³ The term applied to occupations in the locomotive department, signal service, maintenance of way, stations, freight-handling department, etc.

the occupational groups represented by the petitioning union but would have to be generally applied. Without specifically discussing the merits of the proposals, the tribunal declared that their adoption, to the extent to which they would necessarily have to be applied, was financially impossible at present.



WAGES IN VARIOUS INDUSTRIES IN JAPAN, 1936

Mine Wages

THE AVERAGE daily money wage of men and women (skilled and unskilled) employed in Japanese mines in 1936¹ was 1.75 yen.² Detailed data by type of mine and by sex are not available for 1936, but for the year 1935 are shown in table 1.³ This table shows that the daily income (including benefits and bonuses) was 1.71 yen in coal mines, and in sulphur and metal mines 1.63 and 1.61 yen, respectively.

TABLE 1.—Average Daily Income (Wages, Benefits, and Bonuses) of Mine Workers in Japan, 1935¹

[Average exchange rate of yen in 1935=28.7 cents]

Type of mine	Number of mines covered	Average daily income		
		Both sexes	Men	Women
All mines covered (including oil wells).....	91	1.68	1.75	0.72
Metal mines.....	28	1.61	1.69	.63
Coal mines.....	47	1.71	1.77	.76
Sulphur mines.....	5	1.63	1.69	.71
Oil wells.....	11	1.66	1.70	.86

¹ Based on monthly inquiries concerning mines designated by the general directors of the 5 divisions of mines.

Earnings of Factory Workers, September 1936

In September 1936 factory workers' earnings averaged 1.74 yen per day of 10 hours and 5 minutes, male workers receiving 1.98 yen for an average of 10 hours and 16 minutes a day, and female workers 0.75 yen for 9 hours and 22 minutes a day. The highest average daily earnings—3.65 yen—were reported for open-hearth furnace workers with an average day of 11 hours and 50 minutes; the lowest daily earnings—0.53 yen—were those of female workers in match manufacturing, whose average day was 9 hours and 23 minutes. These figures are from the report on wages for that month compiled by the Statistical Bureau of the Japanese Department of Commerce and Industry, from returns collected by 13 chambers of commerce

¹ International Labor Office, International Labor Review, Geneva, July 1937, p. 125.

² Average exchange rate of yen in 1936=29 cents.

³ Japan. Imperial Cabinet. General Statistical Bureau. Statistical Résumé of the Empire of Japan, 51st Year. [In French.] Tokyo, 1937, p. 106.

and industry, including those of Tokyo, Osaka, and Kyoto, and covering more than 100,000 workers.⁴ Detailed data are presented in table 2.

TABLE 2.—Average Daily Earnings of Factory Workers in Japan, September 1936

[Average exchange rate of yen in September 1936=29.4 cents]

Industry and occupation	Sex	Average daily earnings ¹	Average daily working time	Average number of days worked in month
		Yen	Hrs. Min.	
Textile industry:				
Artificial-silk-yarn spinning	Male	1.22	9 23	23.5
Hosiery	do	1.32	9 58	26.0
Bleaching, dyeing, etc.	do	1.55	10 12	26.4
Printing, hand	do	1.99	9 27	26.8
Printing, machine	do	1.80	11 10	25.1
Finishing	do	1.39	10 7	25.4
Silk reeling	Female	.64	10 0	26.7
Silk-yarn spinning	do	.63	8 46	26.0
Silk-yarn throwing	do	.62	9 52	26.3
Silk hand-loom weaving	do	1.35	9 35	25.0
Silk power-loom weaving	do	.80	9 49	25.3
Artificial-silk power-loom weaving	do	.85	10 3	25.7
Cotton spinning	do	.67	8 32	25.4
Cotton power-loom weaving	do	.68	9 8	25.8
Woolen-yarn spinning	do	.76	8 29	24.7
Wool power-loom weaving	do	.83	9 17	25.0
Hosiery	do	.65	9 47	25.8
Metalworking and engineering:				
Open-hearth-furnace workers	Male	3.65	11 50	26.3
Casting	do	2.35	10 47	25.5
Steel rolling	do	2.73	10 27	24.6
Forging	do	2.44	10 28	25.2
Wood-pattern makers	do	2.59	10 41	26.0
Lathe hands	do	2.55	11 7	25.4
Turners	do	2.67	10 58	26.6
Polishers	do	3.05	11 29	27.1
Welders	do	2.48	10 43	25.9
Riveters	do	2.47	10 52	24.9
Fitters	do	2.63	11 52	25.0
Finishers	do	2.56	10 49	25.4
Pottery, glass, brick, etc.:				
Cement manufacture	do	2.02	10 3	26.1
Glass manufacture	do	1.68	9 51	27.0
Pottery and earthenware manufacture	do	1.45	9 44	25.9
Brick manufacture	do	1.30	9 12	23.9
Tile manufacture	do	1.60	9 38	26.4
Chemical, etc.:				
Sulphuric-acid manufacture	do	2.04	10 47	28.1
Sulphate-of-ammonia manufacture	do	2.14	10 33	29.1
Soap manufacture	do	1.56	9 49	26.4
Oil pressing	do	1.92	10 42	26.7
Match manufacture	do	1.20	9 36	24.9
Foreign-style-paper manufacture	Female	.53	9 23	23.6
	Male	1.72	11 0	27.0
Average ²	do	1.98	10 16	26.0
	Female	.75	9 22	25.5
	Both sexes	1.74	10 5	25.9

¹ Inclusive of overtime and night-work payments, bonuses for quality of work or output, and food allowances, but exclusive of all other allowances or payments in kind.

² The average for males covers 59, the average for females, 14, and the combined average, 73 branches of industry or occupations, some of which are not separately specified in the table.

The workers whose wages are recorded in table 2 are those of average skill, in selected establishments, excluding apprentices, pupils, or persons employed under particular circumstances who receive exceptionally high or exceptionally low wages.

⁴ Great Britain. The Ministry of Labor Gazette, May 1937, p. 179.

The figures of earnings are inclusive of overtime and night-work payments, bonuses for quality of work or output, and allowances in respect of food or the value of food where this is provided; but they do not include seasonal gifts, payments made during unemployment or sickness, discharge and retirement allowances, clothing, lodging, etc., allowances, or other contributions toward the living expenses of the workers, apart from food and food allowances.

In addition to the workers employed in establishments not included in these periodical surveys of the Department of Commerce and Industry, a substantial number of both rural and urban workers in Japan take up industrial work as subsidiary employment, to supplement their income from other sources, or engage in "cottage industries." The earnings of these workers, it is stated, cannot be assessed. Among their occupations are match-box labeling, pottery painting, completing of machine-made garments, textile finishing, toy making, and weaving.

Average Daily Wages in Tokyo, December 1936

The daily wages of Tokyo workers in December 1936⁵ ranged from 0.65 yen⁶ for female workers in the match industry to 5.67 yen for lathemen in the metal industry. Wages in this industry were above those in any other industrial group, 5.55 yen being paid to finishers; 4.35 to blacksmiths; 4.33 to wooden-pattern makers; and 4.2 to founders. Leather makers ranked next, with a daily wage of 3.57 yen. A wage of 3.25 yen was reported for stevedores; 3.03 for compositors; 2.93 for stonemasons; and 2.08 for carpenters.

The general average wage index for December 1936, with the December 1935 wage taken as base, was 101.3. For clog makers the index rose as high as 125; for blacksmiths and for female silk reelers it fell as low as 89.9. In no other occupation did it recede below 93.7. In 12 occupations no change in wages was reported.

⁵ Tokyo Chamber of Commerce and Industry. Monthly Report on Current Economic Conditions, Tokyo, March 1937, pp. 13-14.

⁶ Average exchange rate of yen in December 1936=28.5 cents.

TABLE 3.—Daily Wages in Various Industries in Tokyo, December 1936

[Average exchange rate of yen in December 1936=28.5 cents]

Occupation	Daily wages	Index numbers (December 1935=100)	Occupation	Daily wages	Index numbers (December 1935=100)
Textile industry:	Yen		Food industry—Continued.	Yen	
Silk reelers, female.....	0.71	89.9	Confectioners (Japanese cake).....	2.00	100.0
Cotton spinners, female.....	.86	98.9	Canners.....	1.55	102.6
Silk throwers, female.....	.79	97.5	Wearing-apparel industry:		
Cotton weavers (machine), female.....	.70	101.4	Tailors (for European dress).....	2.00	100.0
Silk weavers (hand), female.....	1.41	97.2	Shoemakers.....	2.91	98.0
Hosiery knitters, male.....	2.20	100.0	Clogmakers.....	1.40	125.0
Hosiery knitters, female.....	.90	105.9	Woodworking, rope and mat industries:		
Metal industry:			Sawyers, machine.....	1.84	105.7
Lathemen.....	5.67	96.1	Joiners.....	1.90	102.7
Finishers.....	5.55	100.4	Lacquerers.....	2.13	100.5
Founders.....	4.20	97.2	Ropemakers.....	1.95	95.1
Blacksmiths.....	4.35	89.9	Matmakers (<i>Tatamiya</i>).....	2.33	100.0
Wooden-pattern makers.....	4.33	93.7	Printing industry:		
Stone, glass, and clay products:			Compositors.....	3.03	101.0
Cement makers.....	2.37	95.6	Bookbinders.....	2.48	106.4
Glassmakers.....	2.45	99.2	Building industry:		
Potters.....	2.10	105.5	Carpenters.....	2.08	106.7
Tile makers (shape).....	1.40	100.0	Plasterers.....	2.47	101.6
Chemical industry:			Stonemasons.....	2.93	102.1
Makers of chemicals.....	2.21	105.7	Bricklayers.....	2.70	101.1
Matchmakers, male.....	1.30	100.0	Roofing-tile layers.....	2.71	104.2
Matchmakers, female.....	.65	100.0	Painters.....	2.35	100.4
Oil pressers.....	1.65	100.0	Day laborers:		
Paper industry:			Males.....	1.49	99.3
Makers of Japanese paper.....	1.57	108.3	Females.....	.86	107.5
Makers of printing paper.....	2.07	101.5	Stevedores.....	3.25	111.3
Leather industry: Leather makers.....	3.57	99.4	Fishermen.....	1.50	98.7
Food industry:			Domestic service:		
Flour millers.....	2.31	100.0	Servants, male.....	.80	100.0
Saki-brewery workers.....	1.50	111.0	Servants, female.....	.78	100.0
Soy-brewery workers.....	2.10	100.0	General average index.....		101.3
Sugar-refinery workers.....	2.23	100.9			



DAILY WAGES IN COAL MINING IN THE UKRAINE, 1936

THE FOLLOWING figures show the daily money wages in coal-mine occupations in the Ukraine in 1936:¹

	Rubles ²
Miners, hand tools.....	17.55
Miners, machine.....	18.45
Loaders.....	14.94
Teamsters.....	11.16
Timbermen.....	13.62
Motormen.....	13.05
Brushers.....	9.27
Drillers.....	12.65
Trackmen.....	10.70

The production of hard coal in the Ukraine amounted to 61,255,000 tons in 1936.³ The plan for 1937 calls for the production of 80 million tons from the Donetz Basin—partly in Russia and partly in the Ukraine.⁴

¹ *Sotzialistichna Ukraina*. Collection of Statistics, published by the Office of the People's Economic Accountancy of Ukraine, Kiev, 1937, p. 86.

² Ruble=20 cents.

³ *Sotzialistichna Ukraina*, p. 19.

⁴ Handbook of the Soviet Union, published by the American-Russian Chamber of Commerce, New York, 1936, p. 114.

Employment Offices

CHARACTERISTICS OF JOB APPLICANTS

THAT unemployment remains one of the most urgent problems of the day, in spite of the recovery of business in recent years, is evidenced by the large sums which still are appropriated for relief purposes. It is being increasingly realized that unemployment is a complex phenomenon, not exclusively connected with the business cycle, and for which there is no single solution. Different industries, occupations, geographical areas, and age groups of the population suffer in widely varying degree from several quite distinct types of unemployment—intermittent, temporary, and permanent. In order to attack this problem intelligently, therefore, it is important to know not only the extent of unemployment, but also where and on whom it falls.

Since 1933 the United States Employment Service has been collecting information which may shed some light on this problem. Its records do not give a complete picture of the amount and nature of unemployment at any given time, since they relate exclusively to those persons who seek work through the offices of the Service. But a large proportion of the jobless apparently are found in this group, and with the general introduction of unemployment-compensation laws which make registration with the Service a condition for the receipt of benefit, this proportion may be expected to become even larger and more representative. Employment Service data include essential personal and occupational information concerning all persons applying to the Service for jobs and all persons placed in private or public employment through its facilities. An analysis of the characteristics of persons seeking work through the offices of the United States Employment Service on April 1, 1937, and of persons placed by the Service between July 1936 and March 1937 is presented in a publication soon to be issued by the Service entitled "Survey of Employment Service Information." Some of the more salient facts that emerge from these data, in particular from an inventory of the active file on April 1, 1937, are summarized in the following pages.

Recent Fluctuations in Registrations and Placements

During the fall and winter of 1935-36 the number of persons registered for work at the employment offices mounted to unprecedented heights and then dropped in the spring of 1936 even more

rapidly than it had risen. Since June 1936, changes in the active file have been less spectacular, but have nevertheless shown clear trends. There was a slow increase through October, followed by a steady fall to a low point of less than 5 million in July of this year. This represented a decline of 25 percent during the 12-month period. The wide movements in 1935 and the early months of 1936 can be attributed mainly to compulsory mass registration for relief projects and are not directly reflective of changes in the employment situation. On the other hand, changes in the active file since the summer of 1936, although influenced to some extent by the elimination of inaccuracies from the files, may be accounted for to a much greater extent by developments in the employment situation, and from all indications reflect a real reduction in the available supply of labor.

TABLE 1.—*Registrants in Active File at End of Each Month, Number of These Certified as Eligible for Relief, and Private and Total Placements, July 1935 to June 1937*

Month	Active file				Placements			
	Total		Certified as eligible for relief ¹		Total		Private	
	1935-36	1936-37	1935-36	1936-37	1935-36	1936-37	1935-36	1936-37
July.....	7,562,206	6,735,957	-----	3,868,463	283,760	437,901	105,477	117,906
August.....	8,277,774	6,833,680	-----	-----	304,499	436,290	105,101	130,491
September.....	8,747,852	6,838,889	-----	-----	396,340	434,648	114,327	167,809
October.....	8,796,750	6,897,446	-----	-----	561,717	399,095	117,091	173,407
November.....	8,456,718	6,841,989	-----	-----	684,329	330,986	68,292	158,833
December.....	9,025,963	6,311,159	3,769,081	3,403,127	799,927	303,275	60,457	171,974
January.....	9,083,717	6,282,615	-----	-----	522,762	242,136	61,883	143,969
February.....	9,252,657	6,115,443	-----	-----	387,279	250,241	66,263	157,738
March.....	9,312,517	5,495,209	-----	2,898,126	442,331	294,308	93,122	193,641
April.....	9,044,859	5,519,755	-----	-----	454,826	348,927	110,912	219,441
May.....	8,812,299	5,309,541	-----	-----	468,588	380,019	133,802	240,703
June.....	6,498,076	5,016,014	-----	-----	473,141	374,027	123,517	224,692
12 months.....	-----	-----	-----	-----	5,779,499	4,231,853	1,160,244	2,100,604

¹ Registrants at dates of periodic inventories.

Since December 1935 the number of private placements made by the Service has risen almost continuously month by month. The total for 1936-37 was more than 80 percent higher than in the previous 12-month period. This development reflects not only an increase in the number of jobs available, but also the fact that employers are becoming increasingly aware of the facilities offered by the Employment Service for supplying them with suitable workers. Public and Government placements were 5.4 percent more numerous than in the previous year, and during the 9 months to March 1937 were 40 percent higher than in the corresponding period of 1935-36. On the other hand, relief placements declined so rapidly and continuously throughout the 12 months that they more than offset the expansion in nonrelief placement activities. The net result was a

considerable reduction in total placements. The decline in relief placements has enabled the Service to give its main attention to its normal business of placing workers in regular employment, instead of concentrating on emergency duties.

Whereas relief placements at security-wage rates formed about half of all placements between July 1935 and June 1936, in 1936-37 they included only 7 percent of the whole and in June of this year had fallen to less than 2 percent of all placements. This is not by any means due to an equivalent fall in the amount of relief work undertaken, nor in the number of employable workers eligible for relief work. It is the result, rather, of changes in procedure, by which relief workers were transferred directly from one project to another, without passing through the employment offices.

Nevertheless, the number of applicants in the active file who were certified as eligible for relief work did show a marked decline, especially between July and December 1936—a decline which was proportionately more marked than that of other applicants. This was due not so much to absorption into nonrelief work, as to the policy adopted at that time in many States of denying certification to workers who could not be placed on projects. The number of certified applicants placed in private and public jobs continued to be considerably less than proportionate to the number registered. The employment situation of relief eligibles therefore may not be so bright as appears at first sight. Large numbers are drawn from declining industries and occupations, and relief registrants on the whole have had longer periods of unemployment than nonrelief applicants. They are therefore seriously handicapped by vocational maladjustments in seeking employment in private industry.

The reemployment of applicants on relief is further impeded because some employers, in requesting workers from employment offices, state explicitly that they do not desire to hire workers who have been on relief. In public works, on the other hand, it has been a matter of policy to give preference to relief workers, and the result has been that about one-quarter of those placed in public construction work and Government service between July 1936 and March 1937 were certified applicants, compared with only one-sixth in private industry.

The monthly records of the United States Employment Service active file give information concerning only the number, sex, and location of registrants. Detailed analyses of the active file were made in December 1935, in July 1936, and in April 1937 to provide more complete information. The latest of these inventories will be used in the present summary for analysis and changes will be calculated from that of July 1936. For purposes of comparison, the 9-month period from July 1936 through March 1937 will be taken as the unit of measurement for placements.

Geographical Distribution

The incidence of unemployment is apparently fairly evenly spread over the country, judging from the fact that registrants with the Service are found in different regions in much the same proportions as persons classified in the 1930 Census as gainfully occupied. (Table 2.) Pennsylvania was a marked exception, as it contained 15 percent of the active file and only 8 percent of the country's workers. Contrarily, the other Middle Atlantic and East North Central States had a rather less than proportionate share of the active file.

The different regions did not share equally in changes in the active file between July 1936 and April 1937. Although all except the West North Central experienced some reduction, the drop of 30 percent in the Middle Atlantic area was very much more marked than elsewhere. Only 10 individual States registered increases in their active files during the period. Eight of these, mostly in the West North Central region, contained drought areas in the summer of 1936, which undoubtedly increased unemployment among agricultural workers. Wisconsin, one of the other two, was in the unique position of inaugurating the payment of unemployment compensation in July 1936 and with it, the compulsory registration of all those who wished to be eligible for benefits. The increase in registrations in Wisconsin may give some indication of the probable effect on the activities of the Service of the introduction of unemployment compensation in other States.

Placements during the 9-month period were not distributed so evenly as registrations. Although total placements declined in all sections, reflecting the great decrease in relief placements, private placements increased, but not uniformly in all parts of the country. The number of jobs in private industry filled in the South Central States was quadrupled, while the West North Central States showed an increase of only 24 percent.

TABLE 2.—Geographical Distribution of Active File of April 1937, and of Placements from July 1936 to March 1937, as Compared with All Gainful Workers

Region	Active file			Placements			All gainful workers (1930 Census)	
	April 1937		Percent of change from July 1936	July 1936-March 1937		Percent of change from 1935-36	Number	Percent
	Number	Percent		Number	Percent			
United States.....	5,460,092	100.0	-18	3,128,880	100.0	-29	48,829,920	100.0
New England.....	424,498	7.8	-12	109,454	3.5	-28	3,431,167	7.0
Middle Atlantic.....	1,413,180	25.9	-30	506,591	16.2	-40	10,957,546	22.4
East North Central.....	993,121	18.2	-16	665,931	21.3	-24	10,108,321	20.7
West North Central.....	610,198	11.2	0	371,667	11.9	-37	5,052,837	10.3
South Atlantic.....	579,817	10.6	-14	367,102	11.7	-24	6,055,304	12.4
East South Central.....	469,027	8.6	-7	176,157	5.6	-31	3,736,681	7.7
West South Central.....	433,183	7.9	-15	350,851	11.2	-23	4,518,232	9.3
Mountain.....	197,153	3.6	-18	199,946	6.4	-31	1,394,813	2.9
Pacific.....	339,915	6.2	-16	381,181	12.2	-14	3,575,019	7.3

The fairly even geographical distribution of registrants for work, noted above does not apply to the colored workers¹ of the Nation. Although over half the gainfully employed colored workers were concentrated in seven South Atlantic and Gulf Coast States and in California, only about one-third of those seeking work through the Employment Service were found in these States. On the other hand, nearly a quarter of the active colored registrants were located in Pennsylvania, Ohio, and Illinois, which included less than one-tenth of the colored working population. This divergence must be due in part to the large-scale relief registrations in the urban districts of the North, which covered a high proportion of colored workers, and in part to the smaller use made of the Service by the predominantly agricultural workers of the South. But it also reflects the greater relative difficulty experienced by colored workers in obtaining employment in the North. Such a condition is shown by the lower ratio of placements to applications, both among men and women. This itself is partly because placements in the South were concentrated in the unskilled laboring occupations, which are largely manned by colored workers. In the North, on the other hand, a larger proportion of the placements of men were in the more skilled occupations in which employment opportunities for colored workers are very limited.

TABLE 3.—Percentage Colored Workers in Different Regions Form of Active File of April 1937, of Placements from July 1936 to March 1937, and of all Gainful Workers

Region	Men			Women		
	Active file	Place-ments	All gainful workers (1930 Census)	Active file	Place-ments	All gainful workers (1930 Census)
United States.....	12.7	15.6	11.3	17.8	20.8	18.0
New England.....	2.1	1.5	1.4	2.8	4.5	1.7
Middle Atlantic.....	8.3	5.9	4.6	15.4	17.9	7.7
East North Central.....	10.6	7.0	4.5	17.4	13.8	6.5
West North Central.....	5.8	2.5	3.4	12.2	4.4	5.6
South Atlantic.....	29.7	42.7	28.0	31.8	60.7	46.0
East South Central.....	18.7	33.6	28.1	22.3	36.2	52.5
West South Central.....	27.7	39.2	25.2	29.8	43.7	40.9
Mountain.....	13.4	6.1	10.0	12.4	8.3	9.4
Pacific.....	8.7	5.8	8.9	9.4	5.9	5.5

Industrial Distribution

The expansion and contraction of different industries is one of the most significant factors in economic development. It is therefore of interest to know what industries are discarding workers and what industries are hiring them.

¹ About 85 percent of the colored men and 95 percent of the colored women are Negroes. Of non-Negro colored workers, over 60 percent are in Texas and California.

Employment Service data do not give conclusive answers to either of these questions. Because a very large class of registrants (one-fifth of the men and two-fifths of the women) is not assigned to any industry, due to lack of a representative employments background, it is difficult to make an accurate comparison between applicants and placements. Besides, placements may be unduly weighted in certain industries by a large proportion of temporary jobs. This is undoubtedly an important factor in the disproportionate number of placements of women in domestic service.

Furthermore, it is clear that the Service has not in the past been utilized equally by all industries. As it was the logical agent for the supply of labor for public-works projects, the construction industries and Government service have been overrepresented in its activities. If the miscellaneous unclassifiable group of job seekers is eliminated, building and construction workers form almost three times as large a proportion of the active file as of the gainfully employed population in 1930. The distributive, professional, and commercial industries, on the other hand, are underrepresented. This can in part be attributed to the varying incidence of unemployment in different types of industry, and in part to the degree to which different types of workers use the Service.

TABLE 4.—Industrial Distribution of Active File of April 1937 and of Placements from July 1936 to March 1937, as Compared with all Gainful Workers

Industry	Men				All gainful workers (1930 Census), percent	Women				All gainful workers (1930 Census), percent
	Active file		Placements			Active file		Placements		
	Percent of total	Percent of change from July 1936	Percent of total	Percent of change from 1935-36		Percent of total	Percent of change from July 1936	Percent of total	Percent of change from 1935-36	
Total, all industries.....	100.0	-18	100.0	-32	100.0	100.0	-15	100.0	-8	100.0
Agriculture, forestry, and fishing...	20.2	-6	8.4	+63	25.8	1.5	-20	3.3	+115	8.5
Mining.....	4.0	-27	0.5	+58	3.0					.1
Building and construction.....	14.7	-17	28.9	+2	7.9	.2	-13	.2	+63	.3
Manufacturing.....	16.3	-24	7.7	+105	22.9	11.1	-20	13.5	+98	19.9
Professional, commercial, and mechanical services.....	3.5	+22	1.4	+145	8.1	6.0	+23	4.0	+119	13.0
Distribution.....	8.5	-23	4.4	+116	12.3	7.5	-7	10.4	+140	12.0
Domestic and personal services.....	3.8	-27	5.2	+65	5.2	28.9	-17	60.2	+51	30.5
Public utilities and transportation.....	5.8	-18	1.6	-38	8.3	.8	-13	.3	-34	3.9
Governmental service.....	3.5	-22	1.9	+51	3.6	3.2	-3	.9	+110	9.4
Relief works projects:										
Prevailing wages.....			30.6					1.4		
Security wages.....			9.3					5.7		
Miscellaneous unclassifiable.....	19.7	-13	.1	-33	2.9	140.6	-8	.1	+13	2.2

* Includes those who have not been employed on other than relief projects during past 12 months.

Occupational Groups

Perhaps even more enlightening as to the real nature of the unemployment problem is an examination of the occupational character of applicants for work and of the kinds of jobs which are most readily filled. In spite of great changes in the volume of activities of the Service, the relative importance of different occupations in both these respects has remained practically constant over the 9-month period.

More than half the male registrants are semiskilled or unskilled workers. A very high proportion of both service and unskilled workers are colored, while relatively few colored men are found in the "white-collar" trades. Among women the most noticeable fact is the concentration of more than half the applicants in the service occupations—principally in domestic service—and, as among men, a preponderance of colored women in these service occupations, with but a handful registering for sales or clerical jobs.

Placements are even more markedly concentrated than applications in the unskilled trades—physical labor for men, service work for women. More than half the men placed in the 9-month period were unskilled, whereas less than 30 percent of the active file were in this category; on the other hand only 6 percent were placed in white-collar jobs, compared with 11 percent in the active file. Nearly two-thirds of the women placed went into service jobs. During this period, however, a rather higher proportion of placements were made in the more skilled jobs than in the corresponding 9 months of the preceding year, owing to the decline in the number of placements on relief work.

TABLE 5.—Occupational Distribution of Active File of April 1937, and of Placements from July 1936 to March 1937, and Proportion of Colored Workers in Each Group

Occupational group	Men						Women					
	Active file		Placements		Percent colored workers form of—		Active file		Placements		Percent colored workers form of—	
	Number	Per-cent	Number	Per-cent	Ac-tive file	Place-ments	Number	Per-cent	Num-ber	Per-cent	Ac-tive file	Place-ments
All occupations.....	4,333,391	100.0	2,530,175	100.0	12.7	15.6	1,126,701	100.0	598,705	100.0	17.8	20.8
Professional and kindred workers..	154,752	3.5	61,171	2.4	4.1	1.7	64,279	5.7	14,875	2.5	12.7	5.4
Salespersons.....	144,283	3.3	31,518	1.2	3.4	1.5	63,408	5.6	40,453	6.7	1.7	.8
Clerical workers.....	186,431	4.3	57,443	2.3	2.4	1.6	193,175	17.1	60,618	10.1	2.6	1.4
Service workers.....	289,165	6.7	155,382	6.1	30.2	18.5	577,865	51.3	378,680	63.3	27.2	25.4
Craftsmen.....	1,015,634	23.5	369,060	14.6	6.2	3.5	38,331	3.4	9,655	1.6	4.8	3.2
Production workers..	1,186,254	27.4	504,257	19.9	10.8	6.8	99,488	8.8	50,589	8.5	16.5	19.6
Physical laborers....	1,278,492	29.5	1,329,966	52.6	19.5	23.7	28,741	2.6	30,467	5.1	17.2	44.6
Unassigned persons..	78,380	1.8	21,378	.9	8.2	10.8	61,414	5.5	13,368	2.2	10.0	19.0

An analysis of the 6,600 individual occupations represented in the active file in April 1937 shows that one-eighth of them included four-fifths of the registrants. Fifteen percent of the men were construction laborers and two-fifths of the women were classified in four domestic service occupations. Of the remainder, a considerable proportion of the men were classified in the building trades and a considerable proportion of the women in domestic-service occupations. On the other hand, many individual occupations, particularly the more skilled, were each represented by a mere handful of workers. This fact seems to indicate that the Service is not as yet being fully utilized in carrying out its function as a clearing house for all types of labor needed in manufacturing and distributive industries.

Age Groups of Applicants and Workers Placed

A question of great moment to those formulating social programs is the relative employability of workers of different ages. It appears from table 6 that the ages least affected by unemployment are between 30 and 45 for men and up to the age of 35 for women. Within these ranges, the proportions of each age group in the active file are lower than the corresponding proportions in the 1930 Census. The higher age groups are more than proportionately represented in the active file. The greater difficulty for older workers of obtaining employment is also borne out by the fact that the median ages of placements for both men and women were about $3\frac{1}{2}$ years less than the median ages of the applicants. This barrier to employment of the applicants, however, should not be overestimated, for two-thirds of the men seeking work were under 45 and two-thirds of the women under 40, while a quarter of the jobs were filled in each case by workers over these ages. Moreover, the proportions of male applicants in the age groups over 45 were only slightly higher than the proportions in those ages among the gainfully employed population according to the census.

At the other end of the scale there is the vital problem of the number of unemployed young men and women under 25. The age group of 20 to 24 years contained more applicants than any other 5-year group and, particularly in the case of men, was considerably larger than the corresponding age group in the census. It seems therefore that a certain proportion of the young men who arrived at working age during the depression years from 1931 to 1935 have not yet been absorbed into regular industry. On the other hand, the relatively high proportion of placements of workers between 20 and 30 indicates that the employment opportunities for this group are improving.

TABLE 6.—Age Distribution of Active File of April 1937, of Placements from July 1936 to March 1937, and of All Gainful Workers

Age group	Men					Women				
	Active file, April 1937		Placements, July 1936 to March 1937		All gainful work- ers (1930 Cen- sus), per- cent	Active file, April 1937		Placements, July 1936 to March 1937		All gainful work- ers (1930 Cen- sus), per- cent
	Per- cent of total	Per- cent of change from July 1936	Per- cent of total	Per- cent of change from 1935-36		Per- cent of total	Per- cent of change from July 1936	Per- cent of total	Per- cent of change from 1935-36	
Total, all ages.....	100.0	-18	100.0	-32	100.0	100.0	-15	100.0	-8	100.0
Under 20 years.....	4.3	-43	6.2	+60	8.0	10.7	-34	15.9	+61	15.5
20 to 24 years.....	15.7	-18	18.7	+12	12.6	22.2	-1	22.7	+20	21.8
25 to 34 years.....	24.9	-13	29.6	-13	24.1	22.4	-34	24.6	+7	24.7
35 to 44 years.....	20.9	-17	22.6	-27	22.6	20.9	-11	21.0	-4	17.6
45 to 54 years.....	18.6	-14	15.4	-32	17.3	14.9	-7	11.7	-16	11.8
55 to 64 years.....	11.9	-23	6.3	-45	10.3	7.3	-4	3.7	-35	6.1
65 years and over.....	3.7	-15	1.2	-60	5.1	1.6	-13	.4	-63	2.5

This question of employability is closely linked to the prevalence of different types of occupation in different age groups. More than half the youngest group of male applicants, for example, were either unclassifiable, mostly recent students, or belonged to the least skilled group of workers. This in itself would explain their difficulty in finding a place in industry in competition with more trained and experienced workers.

Both skilled workers and production workers were dispersed through the central age groups in much the same way as in the census, but were on the average somewhat older. Physical laborers, on the other hand, were rather concentrated in the age groups between 20 and 24 and over 45. Above this age, those who have no special skill and whose physical endurance is declining must frequently be barred from employment by age alone. The comparative lack of craftsmen under 25 is probably related to the diminished flow of apprentices into skilled trades during the depression.

Among women there is a more marked divergence than among men in the age distribution of the different occupations. While more than half the clerical workers were under 25 and more than three-quarters under 35, only a third and a half respectively of service workers were in these two age groups. The rapid rise in the proportion of service workers through the higher age groups suggests that problems of employability arise from the age and limited skills of these applicants.

TABLE 7.—Percent of Registrants, April 1937, in Each Age Group, by Occupation ¹

Age group	All occupations			Professional workers	Sales persons	Clerical workers	Service workers	Crafts- men	Pro- duction workers	Physical laborers
	Both sexes	Men	Women							
All ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 20 years.....	7.2	5.4	14.4	1.5	9.6	12.5	9.0	2.2	5.1	6.2
20 to 24 years.....	17.8	16.3	23.6	10.5	25.4	31.5	17.0	8.6	16.8	19.6
25 to 34 years.....	23.8	24.6	20.3	28.4	20.8	24.8	19.1	22.6	28.8	24.4
35 to 44 years.....	20.5	20.8	19.4	25.3	19.1	17.5	20.1	25.5	22.1	18.2
45 to 54 years.....	17.5	18.3	13.9	20.3	15.3	8.8	18.3	24.0	16.4	17.1
55 to 64 years.....	10.6	11.5	7.0	11.2	8.0	3.9	12.6	13.8	8.9	11.6
65 years and over.....	2.6	3.0	1.2	2.8	1.8	.9	3.9	3.3	1.9	2.9

¹ Based upon an analysis of the active files of 7 States, chosen because of the representative character of their 330,000 registrants.

Services to War Veterans

The number of veteran applicants fell during the 9 months from 362,000 to 309,000. Private placements of veterans rose by 48 percent, but public placements fell slightly and total placements fell somewhat more than for nonveterans. Veterans continue, however, to have a higher placement rate than nonveteran men. This advantage must be attributed in large degree to the special veteran placement service organized by the United States Employment Service, for this preference is apparent in the field of private as well as of public placements where preference might be expected as a policy.



OPERATIONS OF U. S. EMPLOYMENT SERVICE, AUGUST 1937

FURTHER INCREASES in the number of jobs filled in private industry and a continuation of the decline in the volume of applicants seeking work through the public employment offices were reported by the United States Employment Service during August. Placements of all types made by public employment offices in the month totaled 357,951, with almost a quarter of a million placements being made in private employment.

Private jobs filled numbered 227,999, a gain of 9.8 percent over the private placements in July, and 74.7 percent higher than the number of private jobs filled in August 1936. Men were placed in 142,794 of the jobs, a gain of 4.6 percent above the volume in July, while women were placed in 85,205 openings, a gain of 19.7 percent above the number of placements of women in July.

Gains in private placements were largest in the West South Central area with an increase of 44.7 percent, and in the East South Central region with a gain of 26.2 percent. All other areas, except New Eng-

land, which reported a drop of 3.4 percent, showed increases in private employment, although in the West North Central region private placements were only 0.4 percent higher than the preceding month, and in the East North Central region a gain of only 1.7 percent occurred.

Employment offices during August made 126,826 placements in public nonrelief employment. Included in this category were jobs in public building-construction projects and in the regular governmental employment of local, State, and Federal units.

Continuing the steady decline in placements on relief work, only 3,126 security-wage assignments were made by the employment offices during August. This was the smallest volume of such placements which has been made for any comparable period and represents a decline of 25.4 percent from the number of relief jobs filled during July.

A further decline in the number of workers seeking jobs through the facilities of public employment offices occurred. During August a total of 283,562 new applicants registered, 26.4 percent fewer than the number who were registered during August 1936. Previously inactive registrants who renewed their applications to receive active consideration for employment numbered 330,718. This was 22.1 percent fewer than the number of renewals reported in August 1936.

The active file showed a corresponding decrease. At the end of August there was a total of 4,853,350 active registrants. This was a decline of 1.8 percent from the number actively registered at the end of July, and was 29.0 percent less than the number of registrants in the active file at the end of August 1936, when there were 6,833,680 active applicants. During July the active file dropped below the five-million mark for the first time in the Employment Service history. The active file, which contains the applications of employed persons seeking better jobs and relief workers employed on W. P. A. projects as well as those of totally unemployed registrants, included the registrations of 3,747,797 men and 1,105,553 women at the end of August. The greatest percentage declines in the active file were reported in the Mountain States area, which showed a drop of 13.3 percent. By contrast, in the East North Central region a gain of 0.1 percent occurred, while for the New England and Pacific regions declines of only 0.3 percent and 0.4 percent, respectively, were reported.

A summary of activities of the United States Employment Service for the month of August is shown in the following table:

TABLE 1.—Summary of Operations of United States Employment Service, August 1937

Activity	Number	Percent of change from—		
		July 1937	August 1936	August 1935
New applications.....	283,562	-3.9	-26.4	-67.7
Total placements.....	357,951	+4.9	-22.6	+17.6
Private.....	227,999	+9.8	+74.7	+116.9
Public.....	126,826	-2.0	-48.6	-8.3
Relief.....	3,126	-25.4	-94.7	-94.9
Active file.....	4,853,350	-1.8	-29.0	-41.4

A slight decrease in the number of veterans placed by the employment offices occurred during August, contrary to the general trend. However, the number of veterans actively seeking work at the end of the month showed a greater relative decline than the number of nonveteran active applicants. Veteran activities are summarized in the following table:

TABLE 2.—Summary of Veterans' Activities, August 1937

Activity	Number	Percent of change from—		
		July 1937	August 1936	August 1935
New applications.....	9,458	+6.9	-33.2	-76.1
Total placements.....	19,736	-1.3	-28.5	-38.4
Private.....	9,905	-.9	+81.2	+57.9
Public.....	9,543	-1.4	-50.4	-53.0
Relief.....	288	-10.3	-90.1	-94.7
Active file.....	260,179	-2.0	-30.7	-49.3

TABLE 3.—Operations of United States Employment Service, August 1937

Division and State	TOTAL								New applica- tions	Active file		
	Placements						Number	Per- cent of change from July			Aug. 31	Per- cent of change from July 31
	Total	Private		Public		Number						
United States.....	1,357,951	227,999	+9.8	102,705	125,294	126,826	-2.0	283,562	-3.9	4,853,350	-1.8	
New England.....	11,963	6,867	-3.4	4,468	2,399	5,067	+12.5	13,944	-5.2	394,612	-3.3	
Maine.....	1,696	166	-68.3	126	40	5,300	+19.2	1,172	-7.3	16,110	-4.2	
New Hampshire.....	1,154	604	-20.3	349	255	541	+14.4	839	-22.2	18,272	+2.9	
Vermont.....	1,311	711	-14.9	426	285	600	+17.0	772	-7.3	5,787	+35.8	
Massachusetts.....	3,387	2,017	+9.8	1,364	653	1,362	-24.7	6,045	+20.8	269,603	-1.8	
Rhode Island.....	937	691	-14.4	403	288	234	-23.5	1,357	-14.9	36,587	-2.2	
Connecticut.....	3,478	2,678	+14.1	1,800	878	800	-4.5	3,759	-23.7	48,253	-4.4	
Middle Atlantic.....	45,455	28,840	+3.5	16,183	12,657	15,274	-9.4	45,576	-9.7	1,239,969	-1.6	
New York.....	23,975	16,677	+0	8,892	7,785	7,080	-17.1	21,357	-6.6	311,612	-3.3	
New Jersey.....	5,563	4,594	+11.3	2,831	1,763	959	+12.8	6,211	-23.0	170,245	-4.6	
Pennsylvania.....	15,917	7,569	+7.1	4,460	3,109	7,235	-3.2	18,008	-8.0	758,112	-2.2	
East North Central.....	71,037	53,158	+1.7	27,228	25,930	17,052	-7.7	66,403	-7.3	922,476	+1.1	
Ohio.....	21,421	15,639	+3.3	7,997	7,642	5,545	+17.9	16,543	-4.5	285,163	+1.7	
Indiana.....	6,327	5,275	+20.2	3,526	1,749	1,052	-37.5	9,837	+4.8	109,502	+1.2	
Illinois.....	26,000	20,399	+7.1	9,725	10,674	5,415	-7.8	19,910	+7.4	294,164	-1.6	
Michigan.....	8,574	5,959	-20.7	2,945	3,014	2,316	-16.2	9,564	-10.8	122,921	+4.7	
Wisconsin.....	8,715	5,886	-4.9	3,035	2,851	2,724	-20.8	10,549	-12.2	110,726	-4.9	
West North Central.....	49,039	28,484	+4	11,067	17,417	20,335	-2.1	29,618	-5.9	519,987	-2.0	
Minnesota.....	11,193	7,617	-10.9	4,013	3,604	3,497	+7.5	6,105	-14.4	114,989	-0	
Iowa.....	9,560	5,286	-13.3	2,340	2,946	4,169	+4.2	4,787	-12.5	53,526	-2.6	
Missouri.....	6,812	3,404	-3.4	1,518	1,886	3,402	-7.5	6,335	-13.9	177,395	-6	
North Dakota.....	8,978	8,053	+77.3	1,590	6,463	925	-33.3	5,218	+47.7	26,224	-12.8	
South Dakota.....	3,106	730	-29.9	275	455	2,347	-10.3	1,394	-21.6	43,564	-4.8	
Nebraska.....	5,548	1,648	-18.3	734	914	3,900	+1.1	3,560	-3.1	40,568	-1.8	
Kansas.....	3,842	1,746	-33.2	597	1,149	2,095	+5.9	2,219	-11.7	63,721	-2.1	
South Atlantic.....	39,910	20,185	+7.5	10,412	9,773	19,630	-7.1	27,368	-14.7	507,050	-1.1	
Delaware.....	1,735	1,309	-7	325	984	425	+10.1	1,118	-6.9	10,167	+3	
Maryland.....	3,232	1,607	+19.9	1,017	590	1,621	+36.4	2,674	-3.1	44,384	-8.7	
District of Columbia.....	2,138	1,809	-4.4	842	997	299	+66.1	2,332	-8.2	26,225	-9.3	
Virginia.....	5,814	2,654	+20.7	1,438	1,216	3,154	-13.4	3,124	-16.9	49,962	-4.6	
West Virginia.....	3,389	1,455	+4.1	837	617	1,994	-14.3	2,407	-14.6	76,972	-1.9	
North Carolina.....	9,201	5,733	-26.0	3,556	2,177	3,466	-20.7	6,016	-17.5	79,650	+5	
South Carolina.....	4,526	1,682	+30.8	1,018	664	2,823	-19.8	2,471	-21.0	50,395	+1.2	
Georgia.....	8,070	3,756	+63.6	1,261	2,495	4,307	+22.4	5,450	+13.4	106,038	+4.3	
Florida.....	1,805	150	-93.9	118	32	1,601	-23.0	1,776	-53.1	63,257	-2	
East South Central.....	22,177	7,467	+26.2	3,791	3,676	14,658	+16.4	18,768	-11.2	411,662	-3.9	
Kentucky.....	4,788	2,109	+17.0	978	1,131	2,647	+20.4	4,868	-17.5	126,564	+2.0	
Tennessee.....	6,241	2,067	+44.1	1,320	747	4,174	+28.0	3,775	-9.9	134,791	+14.0	
Alabama.....	4,245	3,110	+20.9	1,331	1,779	1,117	+23.8	3,985	+24.6	72,611	+4.2	
Mississippi.....	6,903	181	+70.8	162	19	6,720	+7.9	6,140	-21.8	77,696	-3	
West South Central.....	55,068	43,983	+44.7	7,707	36,276	10,952	+3.6	38,944	+37.7	405,279	-2.3	
Arkansas.....	5,038	3,881	+261.7	1,478	2,403	1,125	-7.2	2,989	+46.7	49,135	-1	
Louisiana.....	6,201	1,736	+35.8	1,325	411	1,025	-6.7	4,412	+7	68,507	-5.3	
Oklahoma.....	4,232	1,913	-2.6	467	1,446	2,312	+61.6	3,056	+11.0	103,756	-3.1	
Texas.....	43,018	36,453	+39.8	4,437	32,016	6,490	-6.2	28,487	+49.1	183,881	-1.2	
Mountain.....	24,852	13,381	+9.3	6,802	6,579	11,060	+10.0	12,320	-8.3	150,662	-13.3	
Montana.....	3,569	1,029	-3.5	762	267	2,335	-19.2	945	-45.7	24,794	-35.2	
Idaho.....	2,314	1,133	-4.3	479	654	1,181	-31.7	1,141	-8.2	12,853	-14.6	
Wyoming.....	2,261	917	+12.5	571	346	1,161	-13.9	947	-19.2	4,360	-14.3	
Colorado.....	6,408	4,121	+4.1	1,696	2,425	2,275	-12.7	3,461	-17.9	48,415	-4.0	
New Mexico.....	3,840	2,617	+42.6	1,206	1,411	1,218	-16.8	1,619	+14.2	32,057	-7.9	
Arizona.....	2,411	1,231	-16.2	704	523	1,178	-6.5	1,273	-16.4	15,043	-10.7	
Utah.....	2,708	1,725	+21.7	919	806	980	+7.1	1,982	+48.4	9,858	-47.8	
Nevada.....	1,341	609	+21.8	465	144	732	+13.5	952	+20.8	3,302	-5.7	
Pacific.....	38,450	25,634	+4.0	15,047	10,587	12,798	+10.2	30,621	-3.8	301,633	-4	
Washington.....	8,218	3,641	+9.3	1,842	1,799	4,564	+32.8	5,444	+9.8	58,057	-3.5	
Oregon.....	5,405	2,925	+8.8	1,026	1,899	2,478	+34.2	3,044	-11.3	38,712	-3.3	
California.....	24,827	19,068	+2.4	12,179	6,889	5,756	-9.0	22,133	-5.5	204,864	+1.1	

¹ Includes 3,126 security-wage placements on work-relief projects.

² Partially estimated.

TABLE 3.—Operations of United States Employment Service, August 1937—Continued

MEN

Division and State	Placements						New applica-tions		Active file		
	Total	Private			Public		Number	Per-cent of change from July	Aug. 31	Per-cent of change from July 31	
		Number	Per-cent of change from July	Regu-lar	Temp-orary	Number					Per-cent of change from July
United States.....	3271,435	142,794	+4.6	57,532	85,262	125,843	-2.0	195,670	-3.9	3,747,797	-1.9
New England.....	8,705	3,626	-4.6	2,379	1,247	5,053	+13.1	9,408	+5.1	291,451	-0.0
Maine.....	1,602	74	-68.0	58	16	1,528	+19.0	989	+7.3	13,951	-3.6
New Hamp-shire.....	893	345	-26.6	172	173	539	+15.2	527	-24.3	14,015	+3.1
Vermont.....	1,043	444	-13.8	239	205	599	+16.8	575	+8.1	4,527	+41.2
Massachusetts.....	2,495	1,132	+10.3	786	346	1,355	+25.2	4,302	+38.2	197,827	-6.6
Rhode Island.....	539	296	-20.6	164	132	234	-23.3	797	-13.9	25,767	-3.3
Connecticut.....	2,133	1,335	+12.8	960	375	798	-2.3	2,218	-19.8	35,364	+0.0
Middle Atlantic.....	31,150	15,098	-6.6	8,884	6,214	14,922	-9.7	30,216	-7.7	974,786	-1.5
New York.....	15,590	8,580	-8.7	4,571	4,009	6,820	-17.9	13,831	-7.1	248,206	-3.4
New Jersey.....	3,021	2,055	+15.6	1,572	483	957	+13.5	3,951	-17.1	134,356	-4.7
Pennsylvania.....	12,539	4,463	+11.0	2,741	1,722	7,145	-3.0	12,434	-4.9	592,224	+0.0
East North Central.....	47,347	29,592	-6.3	14,107	15,485	16,956	-7.7	42,648	-8.3	728,652	-0.0
Ohio.....	14,075	8,350	-10.2	3,975	4,355	5,510	+18.1	9,916	-7.2	221,836	+1.4
Indiana.....	3,502	2,471	+13.1	1,477	994	1,081	-38.6	6,516	+5.7	89,541	+1.6
North Dakota.....	17,460	11,902	+3.1	5,226	6,676	5,395	-7.9	12,730	-10.5	232,384	-2.3
Illinois.....	6,385	3,781	-23.7	1,900	1,881	2,306	-16.2	6,734	-11.3	100,068	+4.5
Michigan.....	5,925	3,108	-14.1	1,529	1,579	2,714	-20.7	6,752	-13.8	84,823	-4.1
Wisconsin.....	1,400	800	-10.0	390	390	400	-10.0	1,400	-10.0	10,000	-10.0
West North Central.....	41,022	20,567	-3.7	6,039	14,528	20,256	-2.0	21,412	-3.6	412,853	-2.7
Minnesota.....	8,385	4,829	-18.7	2,075	2,754	3,483	+8.0	4,000	-16.7	89,809	-2.1
Iowa.....	7,661	3,407	-25.4	1,222	2,185	4,150	+3.9	3,206	-13.8	42,483	-1.7
Missouri.....	5,336	1,931	-15.1	692	1,239	3,399	-7.5	4,240	-14.7	141,193	-1.2
North Dakota.....	8,489	7,572	+85.0	1,293	6,279	917	-32.8	4,805	+60.6	20,525	-15.3
South Dakota.....	2,837	500	-38.9	140	360	2,322	-10.5	997	-19.5	35,557	-5.0
Nebraska.....	4,884	991	-33.5	272	719	3,893	+1.1	2,704	-7.0	32,931	-3.3
Kansas.....	3,430	1,337	-38.6	345	992	2,092	+5.9	1,460	-17.4	50,355	-2.5
South Atlantic.....	30,779	11,207	+1.7	5,086	6,121	19,498	-7.4	20,274	-14.3	367,764	-9.9
Delaware.....	842	420	-37.1	98	322	422	+9.3	521	-19.3	7,001	-3.1
Maryland.....	2,679	1,057	+22.6	702	355	1,618	+36.5	2,022	-2.4	35,784	-9.4
District of Columbia.....	894	636	-17.9	290	346	258	+44.9	1,282	-7.4	17,592	-6.9
Virginia.....	4,432	1,280	+6.5	503	777	3,150	-13.4	2,359	-17.4	35,680	-4.6
West Virginia.....	2,539	613	-6.6	345	268	1,926	-14.2	1,713	-17.6	62,886	-1.8
North Carolina.....	6,621	3,175	+24.0	1,682	1,493	3,445	-20.5	4,207	-21.8	53,657	+4.4
South Carolina.....	3,885	1,058	+27.3	574	484	2,809	-20.1	2,146	-24.1	35,468	+2.5
Georgia.....	7,137	2,862	+59.5	814	2,048	4,270	+21.9	4,654	+21.4	72,910	+5.4
Florida.....	1,750	106	-93.8	78	28	1,600	-22.8	1,870	-46.8	46,786	-2.2
East South Central.....	19,147	4,479	+18.8	2,162	2,317	14,626	+16.5	14,548	-14.0	313,113	-3.9
Kentucky.....	3,888	1,228	+12.2	521	707	2,633	+20.5	3,693	-13.1	99,762	+1.8
Tennessee.....	5,202	1,030	+55.4	551	479	4,172	+28.3	2,669	-12.6	105,487	-13.5
Alabama.....	3,201	2,083	+7.6	968	1,115	1,104	+24.5	2,758	+20.4	52,557	-4.8
Mississippi.....	6,856	138	+79.2	122	16	6,717	-7.8	5,428	-25.9	53,307	-7.7
West South Central.....	41,162	30,170	+32.1	3,629	26,541	10,877	+3.4	26,293	+28.8	311,456	-2.6
Arkansas.....	3,372	2,217	+234.9	491	1,726	1,123	0	1,868	+15.7	39,539	+2.2
Louisiana.....	1,869	827	+15.8	576	251	1,024	-6.3	2,767	-11.8	54,629	-5.8
Oklahoma.....	3,202	915	-4.4	116	799	2,281	+62.0	2,193	+14.3	84,167	-3.0
Texas.....	32,719	26,211	+27.8	2,446	23,765	6,449	-6.4	19,465	+41.7	133,121	-1.5
Mountain.....	20,857	9,463	+1.8	4,582	4,881	10,997	-14.1	8,695	-13.6	120,887	-13.8
Montana.....	3,421	895	+3.0	654	241	2,322	-18.8	736	-32.4	20,521	+3.9
Idaho.....	1,967	791	-14.9	242	549	1,176	-31.9	914	-9.8	11,045	-14.9
Wyoming.....	2,053	722	+13.2	461	261	1,156	-14.2	762	-20.7	3,351	-16.6
Colorado.....	4,944	2,677	-2.9	907	1,770	2,260	-12.8	2,393	-19.1	37,081	-3.6
New Mexico.....	3,278	2,064	+28.8	894	1,170	1,209	-17.0	1,140	+4.6	26,795	-8.0
Arizona.....	1,967	791	-28.8	505	286	1,173	-6.4	945	-23.2	12,336	-10.3
Utah.....	1,981	1,006	+4.0	512	494	972	+7.4	986	+34.9	6,971	-54.1
Nevada.....	1,246	517	+23.4	407	110	729	+13.2	819	+20.4	2,787	-5.3
Pacific.....	31,266	18,592	+5.6	10,664	7,928	12,658	+6.0	22,176	+0.0	226,835	-5.5
Washington.....	7,239	2,680	+1.9	1,206	1,474	4,548	+32.7	4,273	+9.5	47,385	-4.5
Oregon.....	4,853	2,370	+7.6	730	1,649	2,472	+34.9	2,355	-11.8	30,630	-4.5
California.....	19,174	13,533	+6.1	8,728	4,805	5,638	-8.8	15,548	-3.0	148,820	+1.7

‡ Partially estimated.

‡ Includes 2,798 security-wage placements on work-relief projects.

TABLE 3.—Operations of United States Employment Service, August 1937—Continued

Division and State	Placements					New applications		Active file	
	Total	Private				Number	Per- cent of change from July	Number	Per- cent of change from July 31
		Number	Per- cent of change from July	Regu- lar	Tempo- rary				
United States.....	4 86,516	85,205	+19.7	45,173	40,032	87,892	-3.9	1,105,553	-1.4
New England.....	3,258	3,241	-2.1	2,089	1,152	4,536	-21.1	103,161	-1.1
Maine.....	94	92	-68.5	68	24	183	-46.5	2,159	-7.7
New Hampshire.....	261	259	-10.1	177	82	312	-18.5	4,257	+2.2
Vermont.....	268	267	-16.6	187	80	197	-34.6	1,260	+19.5
Massachusetts.....	892	885	+9.1	578	307	1,743	-7.8	71,776	-1.4
Rhode Island.....	398	395	-9.0	239	156	560	-16.3	10,820	-3.1
Connecticut.....	1,345	1,343	+15.4	840	503	1,541	-28.8	12,889	-1.6
Middle Atlantic.....	14,305	13,742	+8.4	7,299	6,443	15,360	-13.5	265,183	-2.0
New York.....	8,385	8,097	+11.2	4,321	3,776	7,526	-5.5	63,406	-2.9
New Jersey.....	2,542	2,539	+8.0	1,259	1,280	2,260	-31.5	35,889	-4.3
Pennsylvania.....	3,378	3,106	+1.9	1,719	1,387	5,574	-14.1	163,888	-1.1
East North Central.....	23,690	23,566	+13.9	13,121	10,445	23,755	-5.6	193,824	+7.7
Ohio.....	7,346	7,309	+24.6	4,022	3,287	6,627	+0.0	63,327	+2.7
Indiana.....	2,825	2,804	+27.3	2,049	755	3,321	+3.2	19,961	-6.6
Illinois.....	8,540	8,497	+13.3	4,499	3,998	7,180	-1.2	61,780	+1.3
Michigan.....	2,189	2,178	-14.8	1,045	1,133	2,830	-9.7	22,853	+5.6
Wisconsin.....	2,790	2,778	+8.1	1,506	1,272	3,797	-22.7	25,903	-7.6
West North Central.....	8,017	7,917	+12.9	5,028	2,889	8,206	-11.3	107,134	+1.0
Minnesota.....	2,808	2,788	+6.9	1,938	850	2,105	-9.6	65,180	+7.9
Iowa.....	1,899	1,879	-23.1	1,118	761	1,581	-9.9	11,043	-5.8
Missouri.....	1,476	1,473	+18.1	826	647	2,095	-12.3	36,202	+1.8
North Dakota.....	489	481	+7.1	297	184	413	-23.5	5,699	-2.3
South Dakota.....	269	230	+3.6	135	95	397	-26.5	8,007	-4.0
Nebraska.....	664	657	+24.4	462	195	856	-10.2	7,637	-2.9
Kansas.....	412	409	-6.2	252	157	759	+2.0	13,366	-6.6
South Atlantic.....	9,131	8,978	+15.7	5,326	3,652	7,094	-15.9	139,286	-1.5
Delaware.....	893	889	+36.8	227	662	597	+7.6	3,166	+9.0
Maryland.....	553	550	+15.1	315	235	652	-5.1	8,600	-5.3
District of Columbia.....	1,244	1,203	+4.7	552	651	1,050	-9.0	8,633	-13.7
Virginia.....	1,382	1,374	+38.0	935	439	765	-15.1	14,282	-4.4
West Virginia.....	850	842	+7.8	492	350	694	-6.2	14,086	-2.1
North Carolina.....	2,580	2,558	+28.5	1,874	684	1,809	-5.4	25,993	+6.6
South Carolina.....	641	624	+37.1	444	180	325	+7.6	14,927	-1.7
Georgia.....	933	894	+78.1	447	447	796	-17.9	33,128	+1.8
Florida.....	55	44	-94.2	40	4	406	-66.5	16,471	-1.1
East South Central.....	3,030	2,988	+39.3	1,629	1,359	4,220	+0.0	98,549	-4.0
Kentucky.....	900	881	+24.3	457	424	1,175	-29.0	26,802	+3.0
Tennessee.....	1,039	1,037	+34.5	769	268	1,106	-2.6	29,304	-16.1
Alabama.....	1,044	1,027	+61.5	363	664	1,227	+35.3	20,054	+2.8
Mississippi.....	47	43	+48.3	40	3	712	+36.1	22,389	+6.6
West South Central.....	13,906	13,813	+82.8	4,078	9,735	12,651	+60.9	93,823	-1.1
Arkansas.....	1,666	1,664	+304.9	987	677	1,121	+165.0	9,596	-1.3
Louisiana.....	911	909	+61.2	749	160	1,645	+32.2	13,878	-3.3
Oklahoma.....	1,030	998	-9.9	351	647	863	+3.4	19,589	-1.9
Texas.....	10,299	10,242	+83.7	1,991	8,251	9,022	+68.3	50,760	-2.2
Mountain.....	3,995	3,918	+32.9	2,220	1,698	3,625	+7.4	29,795	-11.0
Montana.....	148	134	-32.0	108	26	209	-39.2	4,273	-20.3
Idaho.....	347	342	+34.6	237	105	227	-1.3	1,808	-12.6
Wyoming.....	208	195	+10.2	110	85	185	-12.3	1,009	-5.6
Colorado.....	1,464	1,444	+20.4	789	655	1,068	-15.0	11,334	-5.1
New Mexico.....	562	553	+137.3	312	241	479	+46.0	5,262	-7.4
Arizona.....	444	439	+23.0	199	240	328	+11.9	2,707	-12.6
Utah.....	727	719	+59.4	407	312	996	+64.6	2,887	-22.0
Nevada.....	95	92	+13.6	58	34	133	+23.1	515	-7.9
Pacific.....	7,184	7,042	-1.1	4,383	2,659	8,445	-12.5	74,798	-2.2
Washington.....	979	961	+37.3	636	325	1,171	+10.9	10,672	+1.0
Oregon.....	552	546	+14.2	296	250	689	-9.8	8,082	+1.8
California.....	5,653	5,535	-5.7	3,451	2,084	6,585	-15.9	56,044	-6.6

² Partially estimated.

⁴ Includes 983 public placements and 328 security-wage placements on work-relief projects.

TABLE 3.—Operations of United States Employment Service, August 1937—Continued

VETERANS

Division and State	Placements						New applica- tions		Active file		
	Total	Private			Public		Number	Per- cent of change from July	Aug. 31	Per- cent of change from July 31	
		Total	Per- cent of change from July	Regu- lar	Tem- por- ary	Num- ber					Per- cent of change from July
United States.....	19,736	9,905	-0.9	3,993	5,912	9,543	-1.4	9,458	+6.9	260,179	-2.0
New England.....	693	287	-8.6	175	112	406	+25.3	720	+64.0	25,032	+4.4
Maine.....	100	6	-71.4	4	2	94	+17.5	40	+110.5	1,117	-6.2
New Hampshire.....	74	28	-3.4	15	13	46	+17.9	29	+16.0	1,104	+4.0
Vermont.....	54	27	-22.9	12	15	27	+35.0	18	+80.0	235	+42.4
Massachusetts.....	212	87	+8.8	62	25	125	+17.9	473	+124.2	18,003	+9.9
Rhode Island.....	46	23	-23.3	11	12	23	+43.8	32	-5.9	1,736	-1.8
Connecticut.....	207	116	-2.5	71	45	91	+44.4	128	-8.6	2,837	-2.5
Middle Atlantic.....	2,206	1,046	-4.2	542	504	1,050	-1.6	1,225	+5.6	63,862	-2.4
New York.....	1,065	576	-10.3	246	330	472	-11.4	396	+4.8	16,772	-3.4
New Jersey.....	913	141	+13.7	107	34	65	+22.6	195	+8.3	10,138	-3.7
Pennsylvania.....	228	329	+9.9	189	140	53	+6.7	634	+5.3	36,952	-1.5
East North Central.....	3,866	2,344	-6.3	883	1,461	1,463	-7.5	2,162	+3.5	52,065	-2.2
Ohio.....	1,208	690	-14.8	246	444	508	+15.5	461	+13.8	15,495	+1.5
Indiana.....	234	164	+3.8	95	69	70	-46.6	333	+22.4	6,816	+4.4
Illinois.....	1,384	936	+3.1	310	626	437	-12.4	638	+1.1	16,900	-4.4
Michigan.....	459	291	-17.8	124	167	141	-25.0	382	+4.3	6,834	+2.1
Wisconsin.....	581	263	-3.3	108	155	307	-5.0	348	-8.9	6,050	-6.3
West North Central.....	3,155	1,470	-12.1	430	1,040	1,619	-1.7	1,022	+2.0	31,266	-2.8
Minnesota.....	637	335	-23.3	156	219	290	-2.4	180	-24.7	7,788	-1.2
Iowa.....	856	446	-20.1	109	337	357	-4.0	145	-16.2	3,350	-3.3
Missouri.....	450	173	-1.1	55	118	276	+4.9	294	+6.1	10,461	-3.2
North Dakota.....	314	229	+63.6	45	184	85	-20.6	124	+30.5	1,164	-12.3
South Dakota.....	229	34	-46.9	9	25	195	+2.6	52	+26.8	2,298	-4.5
Nebraska.....	330	78	-14.3	18	60	252	-2.3	138	+42.3	2,424	-4.4
Kansas.....	339	175	-15.5	38	137	164	+2.5	89	+11.3	3,781	-1.5
South Atlantic.....	1,982	801	-11.2	352	449	1,175	-7.6	805	-15.2	23,701	-1.5
Delaware.....	37	16	-30.4	6	10	21	-40.0	11	+22.2	427	-6.0
Maryland.....	202	79	.0	54	25	123	+17.1	108	+18.7	2,975	-7.4
District of Columbia.....	168	95	-20.2	22	73	73	+108.6	108	-9.2	2,052	-6.2
Virginia.....	309	108	+17.4	38	70	201	-10.7	125	-3.1	1,772	-2.0
West Virginia.....	222	72	-6.5	39	33	150	-29.6	69	-12.7	3,750	-2.4
North Carolina.....	353	181	+15.3	85	96	202	-9.0	131	-32.1	2,754	-8.8
South Carolina.....	184	59	+18.0	28	31	124	-12.1	71	+2.9	1,874	+2.6
Georgia.....	366	172	+48.3	67	105	194	+14.1	133	+17.7	3,718	+3.9
Florida.....	111	19	-89.9	13	6	87	-30.4	49	-66.7	4,379	+1.1
East South Central.....	1,071	334	+14.8	173	161	733	+14.0	527	+5.4	15,984	-5.8
Kentucky.....	326	93	+9.4	47	46	231	+40.0	157	+41.4	5,315	-8.8
Tennessee.....	366	83	+29.7	37	46	283	+10.1	139	-20.6	5,306	-15.9
Alabama.....	225	153	+10.1	84	69	70	+7.7	114	+14.0	3,208	+5.0
Mississippi.....	154	5	+66.7	5	0	149	-4.5	117	+2.6	2,155	-3.8
West South Central.....	2,023	1,120	+18.4	269	851	893	+7.9	782	+5.5	18,001	-2.6
Arkansas.....	152	84	+110.0	15	69	68	-15.0	62	-31.1	2,181	-1.4
Louisiana.....	152	64	-16.9	38	26	88	+79.6	159	+17.8	3,681	-3.7
Oklahoma.....	200	83	-17.8	13	70	176	+55.8	99	+4.2	4,612	-4.2
Texas.....	1,459	889	+22.1	203	686	561	-4.3	462	+9.7	7,527	-1.5
Mountain.....	1,514	555	-11.6	261	294	928	-6.5	482	-4.2	8,168	-12.9
Montana.....	284	66	-22.4	53	13	204	-17.1	38	-37.7	1,084	-16.4
Idaho.....	160	58	-14.7	16	42	102	-29.7	64	+25.5	757	-14.0
Wyoming.....	141	26	-13.3	17	9	102	.0	39	-20.4	238	-16.5
Colorado.....	314	144	-11.1	52	92	170	-5.0	145	-5.8	2,766	-10.0
New Mexico.....	149	67	-30.9	32	35	78	-14.3	26	-40.9	1,767	-7.1
Arizona.....	188	73	-18.0	28	45	115	+23.7	86	+14.7	837	-8.9
Utah.....	160	75	+53.1	25	50	85	+13.3	30	+11.1	531	-51.6
Nevada.....	118	46	-4.2	38	8	72	+18.0	54	+28.6	188	-12.0
Pacific.....	3,226	1,948	+18.2	908	1,040	1,276	-4.1	1,733	+18.6	22,070	+1.3
Washington.....	523	239	+7.7	111	128	283	-4.4	184	+17.9	4,001	-2.4
Oregon.....	536	256	+20.8	67	189	280	+32.7	168	-2.9	3,276	-4.7
California.....	2,167	1,453	+19.7	730	723	713	-13.4	1,381	+22.0	14,793	+3.8

² Partially estimated.

³ Includes 288 security-wage placements on work-relief projects.

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR AUGUST 1937

APPROXIMATELY 62,000 workers were returned to employment between July and August in the manufacturing and nonmanufacturing industries surveyed monthly by the Bureau of Labor Statistics, and weekly pay rolls were \$8,800,000 greater in the current month than in July.

Comparisons between August 1936 and August 1937 show increases in these industries of more than 1,100,000 in number of workers and \$64,600,000 in weekly pay rolls.

Class I railroads reported fewer employees on their rolls in August than in July, according to a preliminary tabulation by the Interstate Commerce Commission. In the current month they had 1,150,417 workers exclusive of executives, officials, and staff assistants, a decrease of 11,625 since July.

Employment in the executive, judicial, and military services of the Federal Government in August was somewhat lower than in the preceding month. A small increase was reported in the legislative service. Employment on construction projects financed by the Public Works Administration and the Reconstruction Finance Corporation decreased. On construction projects financed from regular governmental appropriations, however, there was an increase in the number employed. There was a drop in the level of employment on Federal projects under The Works Program and on projects operated by the Works Progress Administration. Employment in the Civilian Conservation Corps decreased.

Industrial and Business Employment

In addition to gains in manufacturing, there were increases in employment in the following nonmanufacturing industries surveyed: Bituminous-coal mining, metalliferous mining, crude-petroleum producing, telephone and telegraph, electric light and power and manufactured gas, wholesale trade, year-round hotels, insurance, and private building construction. These gains were partially offset by declines shown in anthracite mining, quarrying and nonmetallic mining, electric-railroad and motorbus operation and maintenance, retail trade, laundries, dyeing and cleaning, and brokerage.

Seasonal gains of 0.9 percent in factory employment and 3.4 percent in factory pay rolls were reported in August. Employment increases in manufacturing industries have been shown for this month in 17 of the preceding 18 years for which data are available, and pay-roll increases have been shown in 16 of these years. These gains are due largely to a resumption of operations after July shut-downs for inventories, repairs, and vacations, although this year many firms also reported repairs and vacations in August. The current gains represented the return to work of approximately 76,000 factory wage earners since July, and the addition of nearly \$6,900,000 to weekly factory wages.

Gains from August 1936 to August 1937 amounted to 743,000 (9.4 percent) in number of factory wage earners and nearly \$41,200,000 (24.3 percent) in weekly factory wages.

Of the 89 manufacturing industries surveyed, 51 reported gains in number of wage earners from July to August and 64 reported increases in pay rolls. Substantial employment gains, reflecting sharply increased seasonal activity, were shown in the millinery industry (36.6 percent), beet sugar (34.6 percent), canning and preserving (32.5 percent), cottonseed oil, cake, and meal (29.9 percent), and women's clothing (24.9 percent). In addition to these gains, substantial increases in number of workers were shown in establishments manufacturing rubber boots and shoes (24.9 percent) and clocks, watches, and time-recording devices (7.7 percent), primarily because of a resumption of operations following vacation shut-downs in July. Less pronounced gains, also seasonal, were shown in stoves, fur-felt hats, confectionery, jewelry, druggists' preparations, fertilizers, pottery, silverware, men's clothing, tin cans and other tinware, and radios and phonographs.

The outstanding decline in factory employment between July and August was in the automobile industry (9.0 percent). This decrease reflected reduced operations due primarily to changes in models. Employment in the slaughtering and meat-packing industry fell 3.4 percent, largely because of labor difficulties and the smaller number of hogs sent to market. Brick, tile, and terra cotta firms also reported a decrease of 3.3 percent in number of workers, strikes in certain localities contributing to the decline. A contraseasonal decrease of 3.0 percent was shown in the woolen and worsted goods industry, while seasonal declines were shown in the ice-cream industry, in the beverage industry, and in the cotton-goods industry. Employment in the hardware industry decreased 3.8 percent largely because of changes in automobile models, and in steam-railroad repair shops it fell 2.8 percent, indicating a curtailment of new repairs and the completion of repair programs. The declines of 2.6 percent in the paint and varnish industry and 1.0 percent in baking were due in part to labor disputes.

Of the 16 nonmanufacturing industries surveyed, 9 reported gains in employment and 10 reported pay-roll gains. The net estimated employment decrease for the 16 industries was 14,000 workers. Weekly pay rolls for these industries showed a gain of nearly \$1,900,000.

There was a seasonal expansion of 1.3 percent in wholesale-trade employment according to reports received from 16,178 establishments employing 339,582 workers in August 1937. Among the more important lines of wholesale trade in which gains were noted were general merchandise (5.2 percent), dry goods and apparel (2.3 percent), petroleum and petroleum products, including bulk tank stations (1.0 percent), manufactures sales branches (0.8 percent), electrical goods (0.7 percent), paper and paper products (0.7 percent), and lumber and building materials (0.4 percent). Hardware firms reported a gain of 0.1 percent.

A pronounced seasonal increase (17.5 percent) was shown in the group of wholesalers of farm products. Among the major lines of wholesale trade in which decreases in employment were reported were groceries and food specialties (0.1 percent), chemicals and allied products (0.5 percent), machinery, equipment and supplies (0.3 percent), automotive (0.6 percent), food products (0.6 percent), and metals and minerals (1.6 percent).

Customary midsummer recessions resulted in a further decrease in employment in retail trade, reports received from 52,516 establishments, employing 878,914 workers in August, indicating a decline for the industry of 1.6 percent or more than 54,000 workers over the month interval. The August 1937 employment index (86.2), however, stood above the August level of any year since 1930. The general merchandising group of retail establishments, which is composed of department, variety, and general-merchandise stores and mail-order houses, showed a seasonal decrease of 2.2 percent or over 17,000 workers, and employment in the "all other" group of retail stores declined 1.4 percent. Retail apparel stores reported a sharp seasonal curtailment in number of workers (5.3 percent), coal, wood, and ice dealers showed a drop of 1.3 percent, and retail food stores showed a decrease of 1.2 percent. Losses in employment of 0.9 percent or less were shown in retail lumber and building material, automotive, hardware, jewelry, and drug establishments. Retail furniture stores reported an increase of 1.1 percent, farmers' supplies stores a gain of 1.2 percent, and cigar stores a gain of 0.8 percent.

Employment in bituminous-coal mining rose 3.9 percent, largely because of the resumption of operations following the settlement of labor disputes, but in anthracite mines employment fell 8.5 percent, primarily because of labor disputes. Employment in private building construction advanced 2.4 percent and in electric light and power and manufactured gas it rose 0.9 percent. Metal mining continued

to absorb additional workers, the August rise of 1.8 percent continuing the virtually unbroken succession of monthly gains which have been reported since July 1935. Employment in this last-named industry in August reached the highest level since June 1930 and was 192 percent above the low level of August 1932. Small employment gains were shown in the crude-petroleum producing, hotel, insurance, and telephone and telegraph industries, while small decreases were reported in brokerage, laundries, quarrying, dyeing and cleaning, and electric-railroad and motorbus operation and maintenance.

Employment by class I railroads fell in August, according to a preliminary tabulation by the Interstate Commerce Commission. In August they had 1,150,417 workers (exclusive of executives, officials, and staff assistants) as against 1,162,042 in the preceding month, a decrease of 1.0 percent. Corresponding pay-roll figures were not available for August at the time this report was prepared. In July the wage disbursements amounted to \$164,047,159 and in June they were \$162,022,190.

Hours and earnings.—According to reports from cooperating establishments covering full- and part-time workers combined, average hours worked per week by factory wage earners rose 2.1 percent over the month interval to 38.7 in August. Average hourly earnings decreased less than 0.1 percent to 65.7 cents, and average weekly earnings (\$25.89) showed a gain of 2.5 percent.

Eight of the fourteen nonmanufacturing industries for which man-hour data are available showed increases in average hours worked per week, and all of these industries reported higher average hourly earnings. Average weekly earnings showed gains in 9 of the 16 nonmanufacturing industries covered.

Table 1 presents a summary of employment and pay-roll indexes and average weekly earnings in August 1937 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.

TABLE 1.—Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, August 1937 (Preliminary Figures)

Industry	Employment			Pay rolls			Average weekly earnings		
	Index, August 1937	Percentage change from—		Index, August 1937	Percentage change from—		Average in August 1937	Percentage change from—	
		July 1937	August 1936		July 1937	August 1936		July 1937	August 1936
All manufacturing industries combined ¹	(1923-25 = 100) 102.3	+0.9	+9.4	(1923-25 = 100) 103.8	+3.4	+24.3	\$25.89	+2.5	+13.7
Class I steam railroads ²	65.1	-9	+6.7	(3)	(3)	(3)	(3)	(3)	(3)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite.....	41.2	-8.5	+2	27.2	-22.7	-13.3	19.25	-15.5	-13.5
Bituminous.....	78.8	+3.9	+2.6	73.8	+11.1	+12.8	23.58	+6.8	+10.0
Metalliferous mining.....	83.4	+1.8	+35.4	83.0	+6.7	+72.2	31.62	+4.8	+27.2
Quarrying and nonmetallic mining.....	54.9	-1.0	-7	53.2	+4.7	+15.2	24.06	+5.8	+15.9
Crude-petroleum producing.....	80.4	+1.0	+7.2	71.2	+4	+19.3	33.50	-6	+11.3
Public utilities:									
Telephone and telegraph.....	79.8	+1	+8.6	92.1	-(4)	+13.5	30.94	-1	+4.5
Electric light and power and manufactured gas.....	98.1	+9	+5.4	102.3	+4	+14.0	33.64	-5	+8.1
Electric-railroad and motorbus operation and maintenance.....	73.4	-(4)	+1.4	73.1	+3.2	+9.9	32.71	+3.3	+8.4
Trade:									
Wholesale.....	91.8	+1.3	+6.3	79.0	+2.7	+13.4	31.31	+1.3	+6.6
Retail.....	86.2	-1.6	+4.6	72.3	-7	+12.3	22.58	+9	+7.3
General merchandising.....	93.8	-2.2	+4.9	85.7	-1.9	+12.2	19.21	+4	+7.0
Other than general merchandising.....	84.2	-1.4	+4.5	69.5	-5	+12.3	25.18	+1.0	+7.5
Hotels (year-round) ³	86.8	+8	+4.3	74.4	+1.5	+12.6	14.86	+7	+7.9
Laundries.....	94.2	-1.0	+5.2	86.0	-1.1	+12.2	17.17	-1	+6.7
Dyeing and Cleaning.....	84.9	-1.2	+1.7	69.0	+1.6	+9.2	20.23	+2.8	+7.4
Brokerage.....	(3)	-1.3	+1	(3)	-1.6	+4.4	38.85	-3	+4.3
Insurance.....	(3)	+3	+1.7	(3)	-1.6	+5.5	38.93	-1.8	+3.8
Building construction.....	(3)	+2.4	+9.1	(3)	+5.2	+28.1	32.28	+2.8	+17.4

¹ Revised indexes; adjusted to 1933 Census of Manufactures.

² Preliminary; source—Interstate Commerce Commission.

³ Not available.

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

The total number of workers employed during August on construction projects financed from Public Works Administration funds was 188,000 or 11,000 less than the July level of employment. Decreases occurred in the number of workers employed on Federal and non-Federal projects financed from funds provided by the National Industrial Recovery Act and on projects financed from funds provided by the Emergency Relief Appropriation Acts of 1935 and 1936. Pay-roll disbursements for August on all projects financed by the Public Works Administration totaled \$15,426,000.

During August 204,000 workers were employed on construction projects financed from regular governmental appropriations, an increase of 10,000, or 5.4 percent, compared with July. Increases in employment occurred on all types of projects with the exception of

miscellaneous projects. The employees worked fewer man-hours than did the 194,000 employed in July. As a result monthly pay-roll disbursements amounted to \$19,572,000, a decrease of \$28,000 compared with the preceding month.

Employment on projects financed by the Reconstruction Finance Corporation remained virtually the same in August. During the month over 4,000 workers were engaged on this program. There was a decrease in the number of employees working on building-construction projects, but small increases occurred on water and sewerage and miscellaneous projects. The number of man-hours worked during the month increased moderately compared with the preceding month, and the total pay rolls on all types of projects amounted to more than \$585,000, an increase of \$11,000.

The number of wage earners on projects financed by The Works Program during the month was 1,941,000, a decrease of 281,000 or 12.7 percent compared with July. Of this total, 207,000 were working on Federal projects, 1,601,000 on projects operated by the Works Progress Administration, and 133,000 on projects of the National Youth Administration. Pay-roll disbursements amounted to \$97,209,000.

In the regular agencies of the Federal Government a small increase was reported in the legislative services. Decreases, on the other hand, occurred in the executive, judicial, and military services. The level of employment in the executive service was lower than in July. Of the 848,243 employees in the executive service in August, 112,000 were working in the District of Columbia and 736,000 outside the District. Approximately 91.0 percent of the total number of employees in the executive service were paid from regular appropriations; the remaining 9.0 percent from emergency appropriations. The most pronounced increases in the number of workers in the executive departments of the Federal Government occurred in the War Department and in the Department of Interior. Among the departments reporting decreases were the Works Progress Administration and the Department of Agriculture.

There were more than 327,000 workers employed in the Civilian Conservation Corps during August. Compared with July this was a decrease of 21,000. Small gains in the employment of nurses and supervisory and technical workers were offset by decreases in the enrolled personnel, reserve officers, and educational advisers. Pay rolls for all groups of workers totaled \$16,410,000 for the month, \$442,000 less than in the preceding month.

More than 187,000 workers were employed on the construction and maintenance of State roads, an increase of 12,000 compared with July. Of the total number employed 14.4 percent were working on new road

construction and 85.6 percent on maintenance work. Pay-roll disbursements increased from \$11,998,000 in July to over \$12,684,000 in August.

A summary of Federal employment and pay-roll statistics for July and August is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, August 1937¹ (Preliminary Figures)

Class	Employment		Per-centage change	Pay rolls		Per-centage change
	August	July		August	July	
Federal services:						
Executive ²	848,243	849,176	-0.1	\$126,746,808	\$126,974,578	-0.2
Judicial.....	1,904	1,981	-3.9	479,696	484,340	-1.0
Legislative.....	5,233	5,196	+7	1,209,429	1,210,225	-1
Military	325,091	331,247	-1.9	25,424,025	27,390,456	-7.2
Construction projects:						
Financed by P. W. A. ³	187,822	198,483	-5.4	15,426,466	16,250,846	-5.1
Financed by R. F. C. ⁴	4,065	4,099	-8	585,510	574,541	+1.9
Financed by regular governmental appropriations.....	204,174	193,695	+5.4	19,571,849	19,599,384	-1
Federal projects under The Works Program	207,331	262,487	-21.0	12,004,981	12,799,774	-6.2
Projects operated by W. P. A.....	1,601,054	1,807,589	-11.4	82,861,644	93,504,356	-11.4
National Youth Administration:						
Works projects.....	132,787	149,628	-11.3	2,342,172	2,480,982	-5.6
Student Aid.....	17	2,956	-99.4	81	13,231	-99.4
Relief work: Civilian Conservation Corps.....	327,381	348,779	-6.1	16,409,757	16,851,511	-2.6

¹ Includes data on projects financed wholly or partially from Federal funds.

² Includes 109,204 employees and pay-roll disbursements of \$13,756,863 for August; 112,709 employees and pay roll of \$13,823,353 for July covering force-account and supervisory and technical employees shown under other classifications.

³ Data covering P. W. A. projects financed from E. R. A. A. 1935 and 1936 funds are included. These

data are not shown under The Works Program. Includes 131,547 wage earners and \$10,183,970 pay roll for August; 139,701 wage earners and \$10,811,528 pay roll for July covering P. W. A. projects financed from E. R. A. A. 1935 and 1936 funds.

⁴ Includes 32 employees and pay-roll disbursements of \$2,409 for August and 86 employees and pay-roll disbursements of \$6,050 for July on projects financed by RFC Mortgage Co.

DETAILED REPORTS FOR INDUSTRIAL AND BUSINESS EMPLOYMENT, JULY 1937

THIS ARTICLE presents the detailed figures on volume of employment, as compiled by the Bureau of Labor Statistics, for the month of July 1937. The tabular data are the same as those published in the *Employment and Pay Rolls* pamphlet for July, except for certain minor revisions and corrections.

Monthly reports on employment and pay rolls in industrial and business industries are now available for the following groups: 89 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 large enough 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, and Earnings in July 1937

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 July 1937 are shown in table 1. Percentage changes from June 1937 and July 1936 are also given.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, July 1937

MANUFACTURING

[Indexes are based on 3-year average 1923-25=100 and are adjusted to 1933 Census of Manufactures]

Industry	Employment			Pay rolls			Average weekly earnings ¹			Average hours worked per week ¹			Average hourly earnings ¹		
	Index, July 1937	Percentage change from—		Index, July 1937	Percentage change from—		July 1937	Percentage change from—		July 1937	Percentage change from—		July 1937	Percentage change from—	
		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936
All manufacturing industries	101.4	+0.3	+11.2	100.4	-2.4	+25.2	\$25.31	-2.8	+12.6	37.9	-3.4	-1.8	Cents 65.7	+0.8	+14.7
Durable goods.....	98.9	+1	+16.9	100.7	-3.7	+32.7	28.32	-3.9	+13.5	38.6	-5.1	-3.0	72.2	+1.1	+16.9
Nondurable goods.....	104.1	+6	+6.0	100.0	-8	+16.8	21.81	-1.3	+10.2	37.1	-1.4	-5	58.8	+5	+11.0
<i>Durable goods</i>															
Iron and steel and their products, not including machinery	107.6	+6.1	+15.7	113.5	+2.8	+38.8	30.03	-3.1	+19.9	38.2	-5.0	-3.7	77.3	+1.8	+24.0
Blast furnaces, steel works, and rolling mills.....	119.9	+12.9	+16.6	132.4	+7.3	+43.2	32.75	-5.0	+22.8	38.1	-5.3	-4.7	85.8	+6	+28.5
Bolts, nuts, washers, and rivets.....	87.8	+7.2	+16.3	93.6	+3	+26.0	24.29	-6.4	+8.4	36.4	-8.6	-6.9	66.8	+2.3	-16.3
Cast-iron pipe.....	69.2	-2.1	+5.4	53.7	-10.2	+16.2	20.85	-8.2	+10.2	36.5	-8.0	-5.9	56.8	+1	+15.5
Cutlery (not including silver and plated cutlery) and edge tools.....	84.0	-2.6	+14.5	78.0	-9.5	+27.4	23.44	-7.1	+11.3	39.6	-7.5	+1.0	60.1	+(?)	+9.8
Forgings, iron and steel.....	72.3	-4	+23.5	63.6	-11.0	+39.2	26.93	-10.6	+12.8	38.3	-8.4	+2.0	70.7	-2.2	+11.2
Hardware.....	93.3	-3.5	+20.9	107.8	+11.7	+50.3	26.09	+15.8	+24.3	38.0	+5.5	+8	68.8	+10.1	+23.9
Plumbers' supplies.....	92.6	-6	+8.4	71.9	-5.8	+28.1	24.74	-5.2	+18.2	38.5	-5.9	+2.4	64.2	+6	+15.5
Steam and hot-water heating apparatus and steam fittings.....	77.0	-3.5	+17.0	70.9	-7.2	+32.4	26.61	-3.8	+13.1	38.8	-3.7	-4.7	68.5	-1	+19.1
Stoves.....	104.6	-12.1	+4.0	82.2	-22.6	+7.2	23.15	-11.9	+3.1	37.1	-8.6	-4.5	62.6	-3.9	+7.5
Structural and ornamental metalwork.....	80.6	+2.4	+13.6	82.3	-1	+34.3	28.67	-2.4	+18.4	40.6	-4.1	-9	70.8	+1.8	+19.5
Tin cans and other tinware.....	114.8	+5.2	+12.1	122.0	+4.7	+23.9	23.56	-4	+10.5	39.5	-1.6	-5	60.2	+1.3	+11.9
Tools (not including edge tools, machine tools, files, and saws).....	102.0	+4	+26.7	107.6	-6.4	+41.5	24.58	-6.8	+11.6	40.1	-7.8	-5	61.3	+1.1	+12.1
Wirework.....	175.9	-2.9	+20.7	171.6	-8.9	+41.0	24.71	-6.2	+18.0	37.5	-7.5	-4.3	65.9	+1.4	+23.3
Machinery, not including transportation equipment	129.9	+5	+24.9	133.6	-2.6	+44.0	28.51	-3.2	+15.2	40.0	-3.9	-5	70.6	+5	+16.3
Agricultural implements.....	138.6	-1.4	+25.9	172.5	-5.6	+59.3	27.68	-4.2	+25.3	38.2	-5.4	+1.6	72.5	+2	+22.7
Cash registers, adding machines, and calculating machines.....	137.1	+9	+20.0	146.7	-(?)	+37.9	33.11	-9	+14.9	41.3	-7	+1	81.1	-1	+14.7
Electrical machinery, apparatus, and supplies.....	121.0	+1.0	+31.8	124.1	-1.6	+49.7	28.29	-2.5	+13.7	38.5	-3.3	-2.3	71.8	-1	+16.4
Engines, turbines, tractors, and water wheels.....	151.6	+1.2	+26.3	155.0	-9	+51.2	31.87	-2.0	+20.9	39.4	-1.7	+2.1	81.0	-4	+18.5
Foundry and machine-shop products.....	112.5	-2	+23.2	114.8	-3.9	+41.0	28.41	-3.7	+14.5	41.0	-4.8	-6	69.2	+1.1	+15.6

Machine tools.....	152.7	+ (9)	+29.0	159.3	-3.2	+46.9	32.14	-3.3	+13.9	44.4	-4.0	+1.0	72.5	+8	+12.5
Radios and phonographs.....	196.8	+7.9	+1.7	166.1	+6.4	+15.9	22.16	-1.4	+14.0	36.8	-2.0	+1.0	61.0	+1.9	+15.9
Textile machinery and parts.....	86.2	-1.2	+22.1	89.5	-4.3	+43.1	27.81	-3.1	+17.3	42.2	-3.6	+5.0	66.1	+5	+12.0
Typewriters and parts.....	152.3	-1.0	+53.3	145.6	-3.6	+61.1	25.53	-2.6	+5.1	40.4	-2.8	-2.5	63.1	+2	+11.1
Transportation equipment.....	119.9	-5.1	+17.7	117.5	-8.1	+26.9	30.89	-3.1	+7.8	35.0	-5.3	-8.8	88.7	+2.3	+18.3
Aircraft.....	790.7	-5.2	+27.4	682.7	-9.1	+37.7	27.34	-4.1	+2.2	39.1	-11.8	-5.5	70.0	+8.8	+8.8
Automobiles.....	130.4	-5.4	+17.4	123.6	-8.6	+24.2	31.30	-3.4	+5.8	34.1	-5.6	-11.9	92.1	+2.4	+20.6
Cars, electric- and steam-railroad.....	71.6	-6.4	+32.1	53.4	-8.7	+65.1	27.98	-2.4	+26.0	38.6	-3.4	+6.4	72.5	+1.0	+17.2
Locomotives.....	62.5	+5.0	+67.8	50.5	-1.8	+107.9	31.16	-6.5	+24.0	44.0	-6.2	+13.3	70.9	-2	+9.4
Shipbuilding.....	100.2	-3.0	+1.3	111.7	-2.4	+12.9	30.42	+6	+11.4	36.9	-1.4	+2.5	81.6	+1.5	+6.7
Railroad repair shops.....	63.8	-3	+12.1	63.5	-7.6	+13.4	28.63	-7.3	+1.1	41.4	-7.4	+ (2)	68.9	-1	+7
Electric railroad.....	63.3	+1.0	+1.8	67.0	-2	+8.5	29.87	-1.2	+6.6	43.8	-1.7	+6	66.9	+6	+6.0
Steam railroad.....	63.8	-7.5	+13.0	63.3	-8.2	+13.6	28.44	-7.8	+5	41.2	-7.8	+1	69.1	-2	+3
Nonferrous metals and their products.....	111.5	-2.1	+18.0	105.3	-6.6	+38.0	25.43	-3.6	+15.3	38.2	-4.7	-2.7	65.8	+1.3	+18.6
Aluminum manufactures.....	131.5	+1.5	+18.9	134.5	-8	+39.9	25.74	-2.3	+17.5	39.5	-2.1	-8	65.2	-2	+18.8
Brass, bronze, and copper products.....	119.0	-2.7	+18.8	116.7	-6.9	+40.9	27.58	-4.3	+18.5	38.2	-5.8	-5.3	72.5	+1.7	+25.4
Clocks and watches and time-recording devices.....	114.8	-5.6	+11.6	108.4	-8.6	+15.3	21.47	-3.1	+3.3	38.1	-5.1	-6.7	56.3	+2.2	+11.9
Jewelry.....	90.8	+1.9	+20.2	67.8	-3.6	+34.1	22.95	-5.4	+11.6	37.7	-3.2	+3.1	59.8	-2.7	+5.9
Lighting equipment.....	91.5	-4.7	+25.8	88.8	-6.8	+40.5	24.32	-2.2	+11.7	37.2	-3.5	-4.7	65.6	+1.3	+17.3
Silver and plated ware.....	73.8	-9	+37.8	66.9	-3.1	+72.8	25.09	-2.3	+25.3	39.5	-1.4	+21.4	63.8	-3	+2.0
Smelting and refining—copper, lead, and zinc.....	91.8	+3.4	+18.2	87.2	+2.3	+40.5	28.12	-1.1	+18.9	40.0	-4.4	-1.9	70.3	+3.5	+21.1
Stamped and enameled ware.....	151.0	-5.2	+11.8	146.2	-10.0	+26.1	22.60	-5.1	+12.8	37.0	-6.1	-4.4	61.1	+8	+18.9
Lumber and allied products.....	72.9	0	+11.1	67.3	-6.9	+23.5	20.92	-7.0	+11.1	39.8	-6.9	-2.4	53.4	-1	+13.2
Furniture.....	87.9	-1.3	+14.4	73.9	-6.1	+23.5	20.09	-4.8	+8.1	39.4	-5.2	-3.3	51.6	+1.0	+12.9
Lumber:															
Millwork.....	57.3	-3	+15.8	54.8	-4.7	+29.6	22.31	-4.4	+12.0	41.4	-6.1	-1.6	53.9	+1.6	+13.6
Sawmills.....	56.3	+1.0	+8.5	52.8	-8.0	+22.0	21.11	-8.9	+12.5	39.6	-8.0	-1.9	54.2	-1.2	+13.9
Stone, clay, and glass products.....	71.7	-3.1	+7.0	66.1	-7.4	+19.5	23.41	-4.5	+11.8	37.9	-4.7	-1.3	62.4	+4	+12.7
Brick, tile, and terra cotta.....	53.8	-1.2	+7.0	46.2	-5.9	+18.0	20.96	-4.7	+10.5	39.7	-4.9	-4.9	52.8	+ (2)	+16.1
Cement.....	69.7	+1	+10.6	72.4	-3.4	+25.0	25.95	-3.5	+13.0	39.0	-4.2	-1.4	66.5	+8	+14.8
Glass.....	107.9	-4.0	+9.1	108.6	-9.0	+23.8	24.36	-5.3	+13.3	35.9	-6.1	+4	68.2	+6	+12.8
Marble, granite, slate, and other products.....	44.4	+8	-4	38.4	+2.2	+2.5	25.14	+1.4	+3.0	38.6	+4	+3	65.7	+1.8	+2.9
Pottery.....	72.8	-9.0	+3.7	59.0	-16.0	+18.2	21.47	-7.7	+14.0	38.4	-4.9	+1.9	60.1	-6	+10.6
<i>Nondurable goods</i>															
Textiles and their products.....	100.0	-3.3	+3.8	85.5	-6.4	+10.6	17.18	-3.2	+6.5	33.9	-3.6	-3.6	50.3	+4	+9.9
Fabrics.....	98.0	-1.7	+6.9	89.6	-4.5	+16.2	17.22	-2.9	+8.7	35.3	-3.2	-3.9	48.6	- (2)	+12.4
Carpets and rugs.....	99.8	-1.7	+20.8	97.0	-3.2	+42.8	22.89	-1.5	+18.1	35.8	-3.0	+5	64.0	+1.6	+16.0
Cotton goods.....	102.0	-1.1	+11.1	96.7	-4.4	+23.1	15.04	-3.4	+10.8	35.5	-4.1	-5.2	42.2	+5	+16.8
Cotton small wares.....	96.0	-1.4	+6.0	90.4	-1.3	+10.3	17.49	+1	+4.1	36.7	+2	-2.2	48.7	+6	+8.9
Dyeing and finishing textiles.....	109.1	-5	-2	94.1	-1.8	+5.3	20.93	-1.3	+5.5	36.3	-2	-5.7	57.2	-8	+12.0
Hats, fur-felt.....	83.9	-1	-4.9	80.8	+9.5	+2.5	26.52	+9.6	+7.9	37.6	+9.2	-1.6	73.7	+2.3	+10.7
Knit goods.....	116.3	-1.5	+4.0	112.6	-5.4	+8.3	16.88	-3.9	+4.2	34.1	-4.6	-3.2	50.3	+3	+7.4
Silk and rayon goods.....	79.7	+7	+6.2	67.4	-1.5	+12.8	16.33	-2.2	+6.2	35.7	-2.5	-2.0	45.6	+2	+8.2
Woolen and worsted goods.....	80.7	-6.2	+1.1	71.8	-8.5	+14.7	20.51	-2.5	+13.4	35.6	-1.3	-1.9	57.9	-1.1	+15.2

See footnotes at end of table.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, July 1937—Continued

Monthly Labor Review—October 1937

Industry	Employment			Pay rolls			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	Index, July 1937	Percentage change from—		Index, July 1937	Percentage change from—		July 1937	Percentage change from—		July 1937	Percentage change from—		July 1937	Percentage change from—	
		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936		June 1937	July 1936
<i>Nondurable goods—Continued</i>															
<i>Textiles and their products—Continued.</i>															
Wearing apparel.....	102.0	-6.7	-2.5	73.8	-10.5	-0.7	\$17.07	-4.1	+2.0	30.6	-5.3	-3.6	<i>Cents</i>		
Clothing, men's.....	107.4	+7	+4	86.4	-4	+7.2	19.02	-1.1	+6.8	30.9	-4.9	-8	54.1	+1.7	+6.6
Clothing, women's.....	117.0	-14.8	-8.9	71.3	-22.2	-12.0	16.78	-8.7	-3.4	29.1	-7.0	-5.3	60.4	+3.0	+9.6
Corsets and allied garments.....	88.1	-1.7	+3.8	80.2	-5.8	+3.8	14.97	-4.2	-(2)	32.3	-2.9	-6.2	55.5	+9	+4.7
Men's furnishings.....	129.7	-5.0	+4.8	96.6	-6.9	+5.9	13.19	-2.0	+1.2	31.3	-7.8	-18.2	46.1	-8	+5.0
Millinery.....	38.8	-24.3	-12.4	23.8	-36.4	-20.2	17.30	-15.9	-9.0	29.2	-7.4	-3.4	36.5	+5.6	+13.7
Shirts and collars.....	113.4	-3.9	+3.4	95.9	-5.6	+7.4	12.34	-1.8	+3.9	32.6	-3.1	-3.6	63.1	-7.8	-2.8
<i>Leather and its manufactures.</i>	96.3	+2.7	+5.4	84.6	+5.0	+14.0	20.57	+2.3	+8.3	38.3	+4	+3	39.2	+2.1	+8.0
Boots and shoes.....	98.0	+4.3	+6.4	79.8	+8.8	+13.5	19.68	+4.4	+6.7	38.2	+1.0	-6	54.2	+1.6	+8.1
Leather.....	94.7	-3.4	+9	104.0	-4.1	+15.7	24.32	-7	+14.7	38.6	-1.8	+2.9	52.0	+2.2	+7.3
<i>Food and kindred products.</i>	124.9	+10.9	+6.8	128.3	+10.8	+19.9	24.88	-1	+12.2	42.3	+2.3	+3.9	63.1	+9	+11.6
Baking.....	136.7	+1	+5.8	134.9	+9	+16.3	25.56	+8	+10.0	43.0	-5	+5.2	59.0	-1.6	+11.5
Beverages.....	234.4	+4.5	+6.6	284.8	+9.3	+6.9	36.01	+4.7	+4	43.0	+3.2	-5.8	60.0	+1.7	+7.6
Butter.....	97.3	+1.8	+5.3	78.1	+1.9	+8.9	22.33	+1	+3.4	48.2	-8	-1.9	84.5	+1.2	+6.2
Canning and preserving.....	209.8	+70.9	+20.6	245.0	+98.3	+77.2	18.93	+16.1	+46.9	42.3	+17.8	+27.3	46.6	+6	+6.9
Confectionery.....	69.2	+5	+3.5	64.3	-5.4	+14.6	16.75	-5.8	+10.7	35.4	-6.6	+2.4	45.8	-1.5	+18.1
Flour.....	77.9	+5.8	+3	79.6	+7.2	+5.3	26.13	+1.4	+5.2	44.5	+1.6	-3.3	47.8	+1.6	+9.0
Ice cream.....	93.2	+2.9	+5.6	85.6	+5.1	+6.7	27.85	+2.1	+1.1	50.3	+2.8	-1.1	58.0	0	+7.7
Slaughtering and meat packing.....	89.9	+1.2	-1.0	99.9	+8	+15.3	27.85	-4	+16.4	40.4	-1.0	-5.0	55.1	-1.5	+6
Sugar, beet.....	52.9	+7.3	-3	56.0	+1.4	+5.2	24.13	-5.5	+5.5	37.6	-6.7	-3.6	69.2	+7	+23.1
Sugar refining, cane.....	81.0	+8.1	+1.6	80.9	+18.3	+16.7	27.77	+9.3	+14.8	42.4	+7.8	+6.0	66.4	+2.1	+11.2
<i>Tobacco manufactures.</i>	60.6	+8	0	55.8	+2	+9.4	17.33	-6	+9.4	37.6	-1.2	-1.2	64.3	+1	+5.4
Chewing and smoking tobacco and snuff.....	55.4	-1.6	+1.3	66.0	-4.9	+13.8	18.42	-3.4	+12.4	35.6	-4.1	-(2)	48.2	+3	+10.9
Cigars and cigarettes.....	61.2	+1.3	+1	54.5	+8	+8.5	17.15	-5	+8.7	37.8	-9	-1.6	52.2	+7	+12.7
<i>Paper and printing.</i>	106.0	-8	+7.6	101.6	-3.1	+17.3	27.74	-2.3	+9.0	38.6	-3.2	+1.2	45.5	+3	+10.6
Boxes, paper.....	102.2	-8	+10.7	100.3	-3.9	+17.3	20.00	-3.1	+6.1	38.8	-3.7	-1.8	74.7	+8	+7.2
Paper and pulp.....	119.5	-8	+10.3	119.2	-4.1	+28.8	25.03	-3.3	+16.8	40.3	-4.5	+1.1	52.2	+9	+8.3
Printing and publishing:													62.2	+1.3	+15.4
Book and job.....	95.6	+2	+7.5	90.1	-1.3	+17.4	29.76	-1.5	+9.2	38.7	-2.0	+4.4	78.1	+5	+5.3
Newspapers and periodicals.....	103.2	-2.1	+3.2	99.8	-3.7	+8.7	36.66	-1.6	+5.3	36.3	-2.6	-5	96.8	+8	+4.7
<i>Chemicals and allied products, and petroleum refining.</i>	124.3	+3	+10.3	136.8	-4	+28.6	28.34	-7	+16.6	38.5	-2.5	+2	74.6	+1.7	+16.6
Other than petroleum refining.....	123.5	+1	+11.8	134.9	-6	+30.0	26.08	-7	+16.3	39.6	-2.8	-1	66.7	+2.0	+16.2
Chemicals.....	139.5	+7	+13.9	153.9	+2	+33.9	30.41	-5	+17.6	39.9	-2.4	-4	76.3	+1.9	+18.0

Cottonseed—oil, cake, and meal.....	41.8	-4.9	+1.4	35.3	-8.6	+7.4	11.53	-3.9	+5.8	46.6	-4.3	+1.8	24.9	+1.4	+3.8
Druggists' preparations.....	106.2	-2.3	+6.1	112.0	-7.7	+11.1	23.14	-5.6	+4.7	37.8	-5.6	-1.6	58.0	-1.5	+6.4
Explosives.....	95.3	+6	+10.5	103.8	+8	+23.4	28.42	+2	+11.6	39.0	-3	+1.1	72.9	+6	+10.5
Fertilizers.....	69.8	-7.8	+19.2	77.1	-2.6	+47.2	17.85	+5.6	+23.5	39.4	-1.2	+7.0	45.3	+6.9	+15.8
Paints and varnishes.....	136.3	-1.9	+8.0	138.3	-3.1	+21.5	27.86	-1.2	+12.5	41.0	-3.3	-3	68.2	+2.1	+12.8
Rayon and allied products.....	401.0	+2.5	+15.5	392.9	+3	+36.5	24.20	-2.1	+18.1	38.6	-3.1	-1.5	71.4	+2.6	+17.6
Soap.....	102.4	-1	+10.1	116.9	+1.6	+27.5	27.67	+1.7	+15.9	39.0	-9	-7	96.6	+8	+19.2
Petroleum refining.....	127.5	+1.2	+4.9	143.1	+1	+24.8	33.84	-1.0	+18.9	35.5	-1.6	+7	79.6	+9	+12.0
Rubber products.....	96.2	-4.9	+5.9	96.8	-6.7	+11.1	26.84	-1.9	+4.9	34.7	-2.8	-4.5	79.6	+9	+12.0
Rubber boots and shoes.....	61.8	-14.8	-14.3	54.7	-21.5	-2	22.27	-7.9	+16.5	37.3	-5.9	+9	59.7	-2.1	+15.0
Rubber goods, other than boots, shoes, tires, and inner tubes.....	136.7	-3.8	+13.3	135.8	-6.3	+27.8	22.78	-2.6	+12.9	38.2	-3.2	+2.0	60.7	+1.3	+12.0
Rubber tires and inner tubes.....	89.7	-3.2	+6.9	93.6	-4.5	+5.8	30.37	-1.3	-1.1	31.7	-1.1	-10.8	96.9	+6	+11.2

NONMANUFACTURING

[Indexes are based on 12-month average 1929=100]

Coal mining:															
Anthracite.....	45.0	-12.0	-6.9	35.2	-30.8	-5.2	\$22.78	-21.4	+1.8	26.0	-16.5	-3.6	91.5	-0.2	+9.5
Bituminous.....	75.8	-2.6	+5	66.4	-6.7	+6.1	22.18	-4.2	+5.5	25.0	-4.0	-7.5	88.1	-3	+11.8
Metalliferous mining ³	81.4	+3.0	+32.9	77.3	+(²)	+67.7	30.07	-2.9	+26.2	42.4	-2.3	+7.6	71.2	-7	+17.9
Quarrying and nonmetallic mining.....	55.5	+1	+2.0	50.8	-3.5	+15.9	22.84	-3.6	+13.6	42.3	-4.5	-3	54.3	+1.1	+13.7
Crude-petroleum producing.....	79.6	+6	+5.7	70.9	+6	+17.3	33.74	-1	+11.0	39.4	-1.1	+2.6	84.5	+1.3	+8.4
Public utilities:															
Telephone and telegraph.....	79.7	+1.5	+9.1	92.1	+4.0	+15.3	31.02	+2.5	+5.8	39.5	+3.7	-6	81.6	-1.2	+6.7
Electriclight and power and manufactured gas.....	97.3	+1.3	+6.0	101.9	+1.8	+13.5	33.84	+5	+7.1	39.8	-2.0	-1.0	84.7	+2.5	+9.8
Electric-railroad and motorbus operation and maintenance ⁴	73.4	+1	+1.4	70.8	-4	+6.6	31.65	-5	+5.2	45.9	-1.4	+(²)	68.2	+1.1	+5.5
Trade:															
Wholesale.....	90.6	+3	+6.1	76.9	+8	+11.6	30.41	+5	+5.2	43.0	-4	+4	71.4	+1.4	+5.4
Retail.....	87.6	-3.2	+5.3	72.8	-2.1	+11.8	22.41	+1.1	+6.1	43.4	-2	-1.2	56.9	+2.2	+7.6
General merchandising.....	95.9	-6.8	+5.7	87.3	-5.6	+12.9	19.07	+1.3	+6.8	39.0	-1.9	-2.7	52.8	+4.0	+11.0
Other than general merchandising.....	85.4	-2.1	+5.1	69.8	-1.0	+11.6	24.99	+1.3	+6.2	44.7	+2	-7	58.1	+1.6	+6.9
Hotels (year-round) ⁵	86.1	-1.0	+3.4	73.3	-9	+11.1	14.83	+1	+7.4	47.4	-2	+4	31.2	+2	+7.5
Laundries.....	95.2	+1.7	+5.2	86.9	+1.7	+10.0	17.15	-1	+4.6	43.9	+9	-3	39.0	-2	+5.3
Dyeing and cleaning.....	86.0	-6.7	+6	68.0	-14.2	+4.8	19.58	-8.0	+4.2	42.6	-5.2	-1.6	46.5	-2.6	+4.4
Brokerage.....	(⁶)	-1.3	+2.5	(⁶)	-1.6	+6.9	39.22	-2	+4.3	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)
Insurance.....	(⁶)	+3	+1.5	(⁶)	+9	+7.0	40.38	+6	+5.4	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)
Building construction.....	(⁶)	+3.3	+13.0	(⁶)	+5.2	+33.4	31.31	+1.9	+18.0	33.8	+2	+2.7	92.5	+1.7	+14.9

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

³ June data for metalliferous mining revised as follows:

Employment.—June index, 79.0; percentage change from May, +1.0; from June 1936, +27.6.

Pay rolls.—June index, 77.3; percentage change from May, -3.0; from June 1936, +60.2.

Average weekly earnings.—June average, \$31.16; percentage change from May, -4.0.

⁴ June data for electric-railroad and motorbus operation and maintenance revised as follows:

Average weekly hours.—June average, 46.6; percentage change from May, +0.8; from June 1936, -0.1.

Average hourly earnings.—June average, 67.5; percentage change from May, +0.9; from June 1936, +4.2.

⁵ Cash payments only; the additional value of board, room, and tips cannot be computed.

⁶ Not available.

Indexes of Employment and Pay Rolls, January 1936 to July 1937

Indexes of employment and pay rolls are given in tables 2 and 3 for all manufacturing industries combined, for the durable- and non-durable-goods groups of manufacturing industries, and for 13 non-manufacturing industries, including 2 subgroups under retail trade, by months from January 1936 to July 1937, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to July 1937.

The indexes of factory employment and pay rolls are computed from returns supplied by representative establishments in 89 manufacturing industries and cover wage earners only. The base used in computing these indexes is the 3-year average, 1923-25, as 100. In July 1937 reports were received from 24,641 manufacturing establishments employing 4,906,638 workers whose weekly earnings were \$124,174,945. 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 89 industries included in the monthly survey of the Bureau of Labor Statistics.

The indexes of nonmanufacturing industries are also computed from data supplied by reporting establishments, but the base is the 12-month average for 1929 as 100. Figures for mining, laundries, dyeing and cleaning, and building construction cover wage earners only, but the figures for public utilities, trade, hotels, brokerage, and insurance relate to all employees, including executives. For crude-petroleum producing they cover wage earners and clerical field force.

Data for both manufacturing and nonmanufacturing industries are based on report of the number of employees and amount of pay rolls for the pay period ending nearest the 15th of the month.

TABLE 2.—Indexes of Employment and Pay Rolls in All Manufacturing Industries Combined and in the Durable- and Nondurable-Goods Groups¹

[Adjusted to 1933 Census of Manufactures; 3-year average 1923-25=100]

Month	Manufacturing											
	Total				Durable goods ²				Nondurable goods ³			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January	86.8	96.5	73.8	90.7	78.7	90.4	66.9	86.6	95.4	103.0	82.5	96.0
February	86.9	99.0	73.7	95.8	78.6	93.2	66.6	92.5	95.8	105.2	82.7	99.9
March	87.9	101.1	77.6	101.1	80.2	96.4	71.8	100.0	96.1	106.1	84.9	102.6
April	89.1	102.1	79.3	104.9	82.3	98.6	76.0	106.4	96.3	105.9	83.5	102.9
May	89.8	102.3	80.8	105.2	84.0	99.9	78.5	107.5	96.0	104.8	83.8	102.3
June	90.1	101.1	81.1	102.9	84.7	98.8	79.0	104.6	95.9	103.5	83.9	100.8
July	91.2	101.4	80.2	100.4	84.6	98.9	75.9	100.7	98.2	104.1	85.6	100.0
August	93.5	-----	83.5	-----	84.7	-----	77.0	-----	102.8	-----	91.8	-----
September	95.5	-----	83.6	-----	85.7	-----	77.2	-----	105.9	-----	91.6	-----
October	96.7	-----	89.0	-----	89.2	-----	85.3	-----	104.7	-----	93.7	-----
November	96.9	-----	90.7	-----	91.0	-----	88.9	-----	103.3	-----	92.9	-----
December	98.1	-----	95.2	-----	92.7	-----	93.4	-----	104.0	-----	97.5	-----
Average	91.9	-----	82.4	-----	84.7	-----	78.0	-----	99.5	-----	87.9	-----

¹ Comparable indexes for earlier years will be found in the April 1937 issue of the Monthly Labor Review.

² Includes the following groups of manufacturing industries: Iron and steel; machinery; transportation equipment; railroad repair shops; nonferrous metals; lumber and allied products; and stone, clay, and glass products.

³ Includes the following groups of manufacturing industries: Textiles and their products, leather and its manufactures, food and kindred products, tobacco manufactures, paper and printing, chemicals and allied products, products of petroleum and coal, rubber products, and a number of miscellaneous industries not included in other groups.

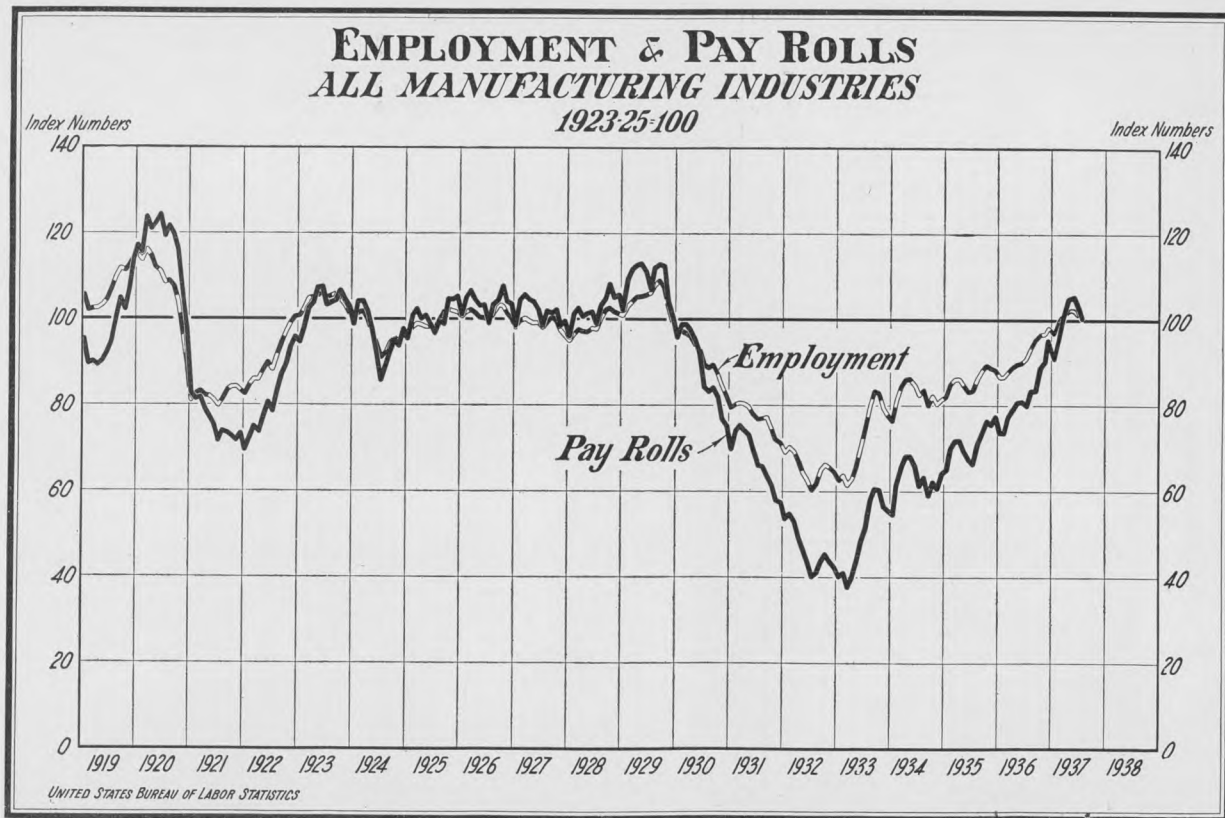


TABLE 3.—Indexes of Employment and Pay Rolls in Selected Nonmanufacturing Industries, January 1936 to July 1937¹

[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	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January.....	59.1	54.1	54.4	42.7	79.8	84.6	70.6	79.9	54.2	66.8	41.7	58.4	39.4	45.7	25.5	34.6
February.....	61.2	52.7	76.7	41.0	80.2	84.8	78.4	82.4	55.5	69.6	42.8	63.4	36.9	46.7	23.9	37.8
March.....	52.5	48.9	42.6	37.8	80.4	85.9	70.2	88.4	55.9	73.1	45.1	70.6	42.2	49.1	30.9	41.3
April.....	49.8	54.0	28.6	63.9	77.5	72.6	62.6	64.4	57.5	76.2	45.5	76.9	48.4	53.1	36.1	48.1
May.....	54.9	51.0	56.3	44.4	76.2	77.8	62.2	67.8	60.8	78.2	47.7	79.6	52.0	54.9	42.1	51.4
June.....	51.2	51.1	42.0	50.9	75.7	77.9	61.5	71.2	61.9	79.0	48.2	77.3	53.5	55.4	44.0	52.6
July.....	48.4	45.0	37.2	35.2	75.5	75.8	62.6	66.4	61.3	81.4	46.1	77.3	54.4	55.5	43.9	50.8
August.....	41.1	.....	31.4	.....	76.9	.....	65.4	.....	61.6	.....	48.2	.....	55.3	.....	46.2	.....
September.....	47.6	.....	34.9	.....	78.2	.....	71.0	.....	63.1	.....	50.0	.....	54.9	.....	44.8	.....
October.....	49.9	.....	48.5	.....	81.1	.....	79.2	.....	64.2	.....	53.7	.....	54.6	.....	46.2	.....
November.....	51.5	.....	40.3	.....	82.3	.....	80.7	.....	62.9	.....	54.6	.....	52.6	.....	43.5	.....
December.....	54.8	.....	55.4	.....	83.9	.....	85.0	.....	64.4	.....	57.7	.....	49.4	.....	39.4	.....
Average..	51.8	.....	45.7	.....	79.0	.....	70.8	.....	60.3	.....	48.4	.....	49.5	.....	38.9	.....

Month	Crude-petroleum producing				Telephone and telegraph				Electric light and power, and manufactured gas				Electric-railroad and motorbus operation and maintenance ³			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January.....	71.1	72.7	55.7	61.0	70.1	74.4	75.0	83.6	86.1	92.1	84.8	92.3	70.7	72.5	65.0	68.0
February.....	70.8	73.5	55.7	63.8	69.9	74.8	76.2	82.2	86.1	92.0	84.7	93.3	71.7	72.5	68.3	68.7
March.....	70.9	74.2	56.0	63.7	70.2	75.4	77.2	87.2	86.8	92.2	85.9	94.5	71.2	72.6	67.8	69.2
April.....	71.3	75.8	57.1	67.4	70.8	76.6	76.0	86.3	88.0	92.9	86.2	95.2	71.3	72.9	65.9	69.4
May.....	72.7	76.7	58.0	67.9	71.6	77.7	78.5	89.5	89.0	94.4	87.0	97.6	71.5	73.3	66.1	70.1
June.....	73.7	79.1	58.9	70.5	72.1	78.5	77.4	88.6	90.4	96.0	88.1	100.1	71.7	73.3	66.8	71.1
July.....	75.4	79.6	60.4	70.9	73.1	79.7	79.9	92.1	91.7	97.3	89.8	101.9	72.4	73.4	66.5	70.8
August.....	75.0	.....	59.7	.....	73.5	.....	81.2	.....	93.1	.....	89.8	.....	72.4	.....	66.5	.....
September.....	74.5	.....	60.4	.....	73.7	.....	78.8	.....	93.5	.....	91.4	.....	72.8	.....	66.4	.....
October.....	73.6	.....	59.6	.....	73.8	.....	83.1	.....	94.0	.....	92.7	.....	73.1	.....	67.7	.....
November.....	73.2	.....	60.1	.....	73.7	.....	81.6	.....	93.5	.....	91.8	.....	73.0	.....	69.7	.....
December.....	72.4	.....	61.3	.....	73.6	.....	82.4	.....	93.2	.....	93.8	.....	72.5	.....	69.3	.....
Average..	72.9	.....	58.6	.....	72.2	.....	78.9	.....	90.5	.....	88.8	.....	72.0	.....	67.2	.....

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. Comparable indexes for year-round hotels will be found in the September 1935 issue of the Monthly Labor Review.

² Revised.

³ 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 1936 to July 1937—Continued

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	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January.....	85.6	90.7	66.6	72.6	80.4	85.4	62.1	68.0	88.2	95.1	76.4	83.8	78.4	82.9	59.1	64.7
February.....	85.0	92.0	66.6	74.1	79.7	85.2	61.6	67.9	85.1	93.9	73.9	82.9	78.3	82.9	59.1	64.8
March.....	85.6	92.1	69.0	75.0	81.9	88.5	63.5	70.5	90.9	100.3	77.3	87.6	79.5	85.4	60.7	67.0
April.....	85.7	91.9	67.9	75.4	85.2	88.8	65.3	71.9	97.4	99.6	81.0	89.1	82.0	86.0	62.1	68.3
May.....	84.6	90.8	68.2	76.1	85.0	89.9	65.8	73.5	95.5	102.1	80.8	91.5	82.3	86.7	62.7	69.8
June.....	84.6	90.3	68.4	76.3	85.5	90.5	66.4	74.4	96.4	102.9	81.3	92.5	82.6	87.2	63.3	70.6
July.....	85.4	90.6	69.0	76.9	83.2	87.6	65.1	72.8	90.7	95.9	77.3	87.3	81.2	85.4	62.6	69.8
August.....	86.3	90.7	69.7	76.9	82.4	86.4	64.4	72.8	89.4	94.4	76.4	84.5	80.5	84.5	61.9	67.7
September.....	88.0	91.5	70.5	78.6	86.6	90.6	66.6	74.4	98.5	103.9	82.8	90.5	83.5	86.3	63.3	70.7
October.....	89.0	92.1	71.5	79.7	88.7	93.7	68.3	76.3	103.9	108.9	87.2	94.7	84.7	87.7	64.4	71.7
November.....	89.7	92.8	73.1	80.1	90.1	95.1	70.1	78.1	109.3	114.3	91.4	98.4	85.1	88.1	65.7	72.7
December.....	91.0	94.1	72.8	81.1	92.1	97.1	75.9	83.9	143.4	148.4	116.2	123.2	88.1	91.1	67.6	74.6
Average.....	86.7	91.4	69.4	78.1	85.7	90.4	66.3	74.1	99.1	103.8	83.5	90.2	82.2	86.7	62.7	69.1

Month	Year-round hotels				Laundries				Dyeing and cleaning			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January.....	81.9	85.5	64.9	70.4	81.5	88.5	68.3	76.4	71.5	76.8	51.6	55.6
February.....	82.8	86.4	66.5	72.5	81.2	88.6	67.8	76.3	70.3	76.2	49.0	54.6
March.....	82.8	86.9	66.0	72.7	82.1	88.7	69.9	77.5	74.7	81.1	56.4	61.7
April.....	83.2	88.4	66.3	74.5	83.2	88.5	70.9	78.5	81.8	84.9	64.1	68.8
May.....	84.1	87.7	67.0	73.6	85.5	90.3	75.6	81.4	87.3	88.6	72.2	73.9
June.....	83.9	86.9	66.6	74.0	87.2	93.5	75.8	85.5	87.5	92.1	69.2	79.2
July.....	83.3	86.1	66.0	73.3	90.5	95.2	79.0	86.9	85.5	86.0	64.8	68.0
August.....	83.2	86.1	66.1	73.3	89.6	94.6	76.7	83.5	83.2	83.2	63.2	66.7
September.....	84.2	87.5	67.5	74.4	89.6	94.6	76.6	83.5	86.7	86.7	66.1	69.7
October.....	85.4	89.6	69.6	76.6	87.6	92.6	75.3	82.3	86.5	86.5	66.7	70.2
November.....	84.6	89.6	69.6	76.6	87.0	92.0	74.5	81.3	86.2	86.2	60.2	63.7
December.....	84.0	89.8	69.8	76.6	87.6	92.6	76.1	81.3	86.2	86.2	57.3	60.8
Average.....	83.6	86.7	67.2	74.1	86.1	91.1	73.9	81.2	81.2	81.2	61.7	65.1

Trend of industrial and Business Employment, by States

A comparison of employment and pay rolls, by States and geographic divisions, in June and July 1937, is shown in table 4 for all groups combined, 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.

The totals for all manufacturing industries combined include figures for miscellaneous manufacturing industries in addition to the 89 manufacturing industries presented in table 1. The totals for all groups combined include all manufacturing industries and each of the nonmanufacturing industries presented in table 1 except building construction.

TABLE 4.—Comparison of Employment and Pay Rolls in Identical Establishments in June and July 1937, 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 July 1937	Percentage change from June 1937	Amount of pay roll (1 week) July 1937	Number of establishments	Number on pay roll July 1937	Percentage change from June 1937	Amount of pay roll (1 week) July 1937	Percentage change from June 1937	
			<i>Dollars</i>				<i>Dollars</i>			
New England	13,977	928,887	-1.1	22,232,478	-1.8	3,480	650,418	-1.4	15,174,529	-2.7
Maine.....	821	60,869	+6	1,806,476	+1	299	49,130	-2	1,024,154	-1.0
New Hampshire.....	618	40,352	+1.6	878,601	+5	199	32,403	+1.0	689,672	-9
Vermont.....	462	19,205	-1.6	443,237	-7	140	11,919	-4.0	272,434	-3.5
Massachusetts.....	<i>13,392</i>	<i>605,900</i>	-1	<i>12,253,726</i>	-1	<i>1,691</i>	<i>304,580</i>	+4	<i>7,160,069</i>	(-)
Rhode Island.....	1,226	95,666	-2.1	2,172,494	-3.5	413	77,470	-2.5	1,693,456	-4.5
Connecticut.....	2,458	266,895	-4.0	5,177,944	-5.8	738	174,916	-4.5	4,334,744	-6.7
Middle Atlantic	32,430	2,194,132	-2.0	59,325,762	-3.8	5,356	1,321,137	-2.8	35,155,175	-3.0
New York.....	21,021	966,087	-2.1	27,531,778	-1.7	<i>2,171</i>	<i>464,748</i>	-1.2	<i>12,937,725</i>	-1.8
New Jersey.....	4,213	347,083	-4	9,035,913	-1.9	<i>4,893</i>	<i>267,967</i>	+2	<i>6,820,194</i>	-2.6
Pennsylvania.....	7,196	880,962	-2.6	22,758,071	-7.0	<i>2,347</i>	<i>588,422</i>	-5	<i>15,397,998</i>	-4.6
East North Central	21,373	2,380,275	+8	66,174,420	-1.2	7,557	1,874,305	+1.9	53,365,833	+5
Ohio.....	7,878	653,297	+3.8	18,042,422	+3.7	2,514	492,215	+5.7	13,945,116	+5.5
Indiana.....	<i>2,377</i>	<i>259,239</i>	+1.6	<i>6,844,224</i>	-5	<i>889</i>	<i>216,615</i>	+2.1	<i>5,877,998</i>	-3
Illinois.....	<i>6,266</i>	<i>659,998</i>	+2	<i>17,768,444</i>	-1.9	<i>2,439</i>	<i>466,805</i>	+6	<i>12,609,024</i>	-2.8
Michigan.....	3,836	595,183	-3.3	18,116,529	-5.5	1,012	530,188	-1.3	16,595,580	+1
Wisconsin.....	<i>7,116</i>	<i>212,558</i>	+4.2	<i>5,402,101</i>	-9	<i>673</i>	<i>163,432</i>	+14.0	<i>4,358,175</i>	+9.8
West North Central	11,459	441,995	+8	10,820,198	+4	2,334	227,366	+2.0	5,503,152	+4
Minnesota.....	2,175	93,153	+4.3	2,386,036	+1.0	402	46,720	+9.0	1,155,264	+1.9
Iowa.....	1,709	66,726	-1	1,593,425	-3.1	415	39,454	-2	94,124	-5.1
Missouri.....	2,952	177,555	-1	4,360,249	+1.6	843	101,909	+3	2,389,938	+2.5
North Dakota.....	586	5,214	+7	127,205	-8	57	767	+3	21,332	-3.2
South Dakota.....	515	7,749	+6	197,302	-9	35	1,943	+2.8	50,137	-3.8
Nebraska.....	1,501	33,107	-1.2	786,990	-1.6	151	11,681	-2.0	291,115	-3.8
Kansas.....	<i>9,150</i>	<i>58,491</i>	+9.0	<i>1,368,991</i>	+5	<i>431</i>	<i>24,892</i>	+2.1	<i>631,242</i>	+9
South Atlantic	10,899	872,351	-1.2	17,440,239	-3.6	2,735	589,105	-1.1	10,923,544	-4.6
Delaware.....	211	17,696	+9	431,007	-2	85	13,481	+1.3	317,492	-3
Maryland.....	<i>1,519</i>	<i>140,027</i>	-7	<i>3,402,091</i>	-2.0	<i>565</i>	<i>98,241</i>	+3	<i>2,965,110</i>	-2.6
District of Columbia.....	1,086	40,550	-2.9	1,058,243	-2.2	35	3,666	-1.5	125,414	-2.4
Virginia.....	2,139	117,463	-7	2,298,136	-3.4	468	82,838	-6	1,592,068	-4.4
West Virginia.....	1,252	160,123	-1.6	3,919,844	-5.8	258	61,965	-3.8	1,593,503	-9.3
North Carolina.....	1,403	161,511	-2.2	2,466,839	-6.6	559	148,374	-2.6	2,206,955	-7.5
South Carolina.....	753	76,949	+2	1,157,264	-1.3	205	69,506	+5	1,018,109	-1.3
Georgia.....	1,506	119,343	+2	1,982,630	-1.0	371	92,597	-2	1,393,874	-1.8
Florida.....	1,030	37,765	-4.4	724,185	-3.4	179	18,454	-1.2	311,019	-2.4
East South Central	4,139	304,339	-9	5,771,292	-2.3	952	193,107	-1.1	3,536,028	-3.7
Kentucky.....	1,294	88,273	-1.0	1,876,615	-3.5	283	38,018	(-)	815,573	-5.6
Tennessee.....	1,315	106,010	-1.5	1,935,277	-2.7	381	79,339	-1.5	1,409,375	-3.1
Alabama.....	956	93,545	-3	1,679,669	-7	235	66,511	-1.3	1,167,217	-3.4
Mississippi.....	574	16,511	-3	279,731	-4	83	9,239	-1.0	143,863	-1.5
West South Central	4,222	197,745	+3	4,592,082	+6	1,059	101,758	+2	2,248,710	+4
Arkansas.....	<i>10,478</i>	<i>23,461</i>	-3	<i>427,769</i>	+2.1	<i>190</i>	<i>17,760</i>	(+)	<i>311,929</i>	+1.7
Louisiana.....	1,002	48,097	-3	947,525	-1	232	25,537	-1.2	453,628	-1.0
Oklahoma.....	1,353	43,004	+1.1	1,073,705	+7	137	12,037	+1.8	296,863	+2.2
Texas.....	<i>11,739</i>	<i>82,133</i>	+5	<i>2,143,093</i>	+5	<i>600</i>	<i>46,424</i>	+6	<i>1,186,990</i>	-2
Mountain	4,218	146,297	+6.3	3,788,794	+1.8	576	47,334	+15.4	1,177,901	+4.0
Montana.....	689	22,303	+2.9	664,962	+4.7	85	5,800	+6.4	162,491	-1.7
Idaho.....	488	12,190	+13.0	313,079	+10.0	53	4,130	+24.2	104,121	+14.5
Wyoming.....	325	9,114	+3.1	234,417	-8.8	38	1,829	-2.8	56,620	-2.1
Colorado.....	1,186	47,479	+3.7	1,193,612	+2	186	19,029	+2.5	491,925	-8
New Mexico.....	298	7,536	+2.1	163,815	+1.1	32	1,287	+3.4	23,069	-1.2
Arizona.....	455	18,312	+1.3	515,278	-2.4	38	2,775	+5	73,982	-4
Utah.....	578	26,119	+18.9	609,183	+7.8	117	11,431	+50.7	235,579	+22.4
Nevada.....	199	3,334	+4.0	94,448	-4.8	27	1,053	+1	30,114	-7.8
Pacific	8,517	445,254	+3.9	12,557,172	+2.2	2,362	294,281	+6.5	7,972,899	+2.8
Washington.....	3,017	104,737	+1.3	2,836,202	-3.5	535	60,245	+2.2	1,585,206	-6.7
Oregon.....	1,323	59,297	+1.8	1,556,548	-5	300	37,046	+4.6	942,551	-1.7
California.....	<i>12,477</i>	<i>281,220</i>	+5.2	<i>8,164,422</i>	+4.9	<i>1,527</i>	<i>186,990</i>	+8.4	<i>5,444,935</i>	+6.9

¹ Includes banks and trust 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, and water, light, and power.

⁴ Includes laundries.

⁵ Weighted percentage change. Kansas employment change includes hired farm labor; pay-roll change does not include farm labor.

⁶ Includes automobile, and miscellaneous services,

restaurants, and building and contracting.

⁷ Includes construction, but not public works.

⁸ Does not include logging.

⁹ Includes financial institutions, miscellaneous services, and restaurants.

¹⁰ Includes automobile dealers and garages, and sand, gravel, and building stone. Percentage change in pay roll for "Total—All groups" from May to June revised to +1.0.

¹¹ Includes business and personal service.

¹² Includes banks, insurance, and office employment.

Industrial and Business Employment and Pay Rolls in Principal Cities

A comparison of July 1937 employment and pay rolls with the June 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 by 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 June and July 1937, by Principal Cities

City	Number of establishments	Number on pay roll July 1937	Percentage change from June 1937	Amount of pay roll (1 week) July 1937	Percentage change from June 1937
New York, N. Y.	15,587	653,178	-3.1	\$18,028,046	-2.5
Chicago, Ill.	4,406	498,500	+3.5	14,227,774	+1.9
Philadelphia, Pa.	2,203	203,676	-1.6	5,471,581	-1.0
Detroit, Mich.	1,632	386,580	-4.8	12,220,046	-7.3
Los Angeles, Calif.	2,832	152,642	-1.1	4,300,032	-1.2
Cleveland, Ohio.	1,744	145,900	+1.2	4,019,708	+ .2
St. Louis, Mo.	1,518	143,139	- .5	3,645,691	(?)
Baltimore, Md.	1,185	99,578	-1.0	2,503,404	-2.9
Boston, Mass.	3,713	189,015	- .2	4,771,733	- .3
Pittsburgh, Pa.	1,143	230,633	-1.7	6,665,123	-6.4
San Francisco, Calif.	1,263	82,474	+ .5	2,475,715	- .4
Buffalo, N. Y.	845	70,010	-1.6	2,080,507	-2.9
Milwaukee, Wis.	745	92,305	+1.1	2,534,273	- .8

¹ Less than 1/10 of 1 percent.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, AUGUST 1937¹

IN AUGUST increases occurred in all types of building construction activity as measured by the value of permits issued. Reports from 1,456 identical cities with a population of 2,500 or more showed an increase of 5.6 percent, compared with July, in the permit valuation for all construction. Moderate increases occurred in the value of permits issued for new residential construction and for additions, alterations, and repairs. New residential construction showed a gain of 0.4 percent and additions, alterations, and repairs, increased 5.1 percent. The estimated cost of new nonresidential construction during August was 12.2 percent above the July level.

Compared with the same month of last year, the total value of buildings for which permits were issued during August showed a decrease of 3.6 percent. Increases of 24.6 percent in new nonresidential construction and 2.8 percent in additions, alterations, and repairs were offset by a decrease of 23.1 percent in the value of new residential construction.

Comparison of August 1937 with July 1937 and August 1936

A summary of building construction in 1,456 identical cities in August 1937, July 1937, and August 1936 is given in table 1.

TABLE 1.—*Summary of Building Construction in 1,456 Identical Cities, August 1937*

Class of construction	Number of buildings			Estimated cost		
	August 1937	Percentage change from—		August 1937	Percentage change from—	
		July 1937	August 1936		July 1937	August 1936
All construction.....	59,174	+6.1	+1.9	\$139,766,949	+5.6	-3.6
New residential.....	10,773	+2.8	-3.3	53,715,073	+0.4	-23.1
New nonresidential.....	11,167	+15.6	+2.3	50,780,980	+12.2	+24.6
Additions, alterations, and repairs.....	37,234	+4.5	+3.4	35,270,896	+5.1	+2.8

¹ More detailed information by geographic division and individual cities is given in a separate pamphlet entitled "Building Construction, August 1937", copies of which will be furnished upon request.

A summary of the estimated cost of housekeeping dwellings and of the number of families provided for in new dwellings in 1,456 identical cities, having a population of 2,500 and over, is shown in table 2 for the months of August 1937, July 1937, and August 1936.

TABLE 2.—*Estimated Cost of Housekeeping Dwellings and Families Provided for in 1,456 Identical Cities, August and July 1937 and August 1936*

Type of dwelling	Estimated cost of housekeeping dwellings			Number of families provided in new dwellings		
	August 1937	Percentage change from—		August 1937	Percentage change from—	
		July 1937	August 1936		July 1937	August 1936
All types.....	\$52,914,173	+0.1	-23.7	13,425	+5.7	-19.5
1-family.....	41,917,218	- .5	-1.8	10,093	+3.0	-1.0
2-family ¹	2,424,345	+12.6	+22.2	828	+7.8	+8.8
Multifamily ²	8,572,610	- .1	-65.3	2,504	+17.5	-56.3

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Analysis by Size of City, July and August 1937

The estimated cost of building construction for which permits were issued in the 1,456 identical cities reporting for the months of July and August 1937, together with the number of family-dwelling units provided in new dwellings, by size of city, is given in table 3.

TABLE 3.—*Estimated Cost of Building Construction and Families Provided for in New Dwellings in 1,456 Identical Cities, by Size of City, July and August 1937*

Size of city	Total building construction			Number of families provided for in—							
	August 1937	July 1937	Percentage change	All types		1-family dwellings		2-family dwellings ¹		Multi-family dwellings ²	
				August 1937	July 1937	August 1937	July 1937	August 1937	July 1937	August 1937	July 1937
Total, all cities.....	\$139,766,949	\$132,303,371	+5.6	13,425	12,699	10,093	9,800	828	768	2,504	2,131
500,000 and over.....	45,518,541	43,898,238	+3.7	3,995	3,425	2,168	2,065	222	187	1,605	1,173
100,000 and under 500,000.....	30,521,995	31,339,560	-2.6	2,801	2,794	2,316	2,218	212	196	273	380
50,000 and under 100,000.....	14,951,843	13,318,793	+12.3	1,364	1,146	1,019	970	104	93	241	83
25,000 and under 50,000.....	12,953,468	13,286,163	-2.5	1,378	1,334	1,233	1,124	74	80	71	130
10,000 and under 25,000.....	17,029,787	16,746,845	+1.7	2,192	2,168	1,910	1,906	117	110	165	152
5,000 and under 10,000.....	8,149,048	9,524,945	-14.4	1,040	1,210	858	950	57	62	125	198
2,500 and under 5,000.....	10,642,267	4,188,827	+154.1	655	622	589	567	42	40	24	15

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Construction During First 8 Months, 1936 and 1937

Cumulative totals for the first 8 months of 1937 compared with the same months of the preceding year are shown in table 4. The data are based on reports received from cities having a population of 2,500 and over.

TABLE 4.—Estimated Cost of Building Construction, Cities of 2,500 Population and Over, First 8 Months, 1936 and 1937, by Class of Construction

Class of construction	Estimated cost of building construction		
	First 8 months of—		Percentage change
	1937	1936	
All construction.....	\$1,142,358,942	\$990,486,632	+15.3
New residential.....	523,781,585	452,075,439	+15.9
New nonresidential.....	361,896,693	328,199,787	+10.3
Additions, alterations, and repairs.....	256,680,664	210,211,406	+22.1

Table 5 presents the estimated cost of housekeeping dwellings and number of family-dwelling units provided in cities with a population of 2,500 and over, for the first 8 months of 1936 and 1937.

TABLE 5.—Estimated Cost and Families Provided for, Cities of 2,500 Population and Over, First 8 Months, 1936 and 1937, by Type of Dwelling

Type of dwelling	Housekeeping dwellings					
	Estimated cost			Number of families provided for		
	First 8 months of—		Per-centage change	First 8 months of—		Per-centage change
	1937	1936		1937	1936	
All types.....	\$516,802,092	\$445,356,567	+16.0	127,339	109,761	+16.0
1-family.....	376,804,801	294,690,023	+27.9	84,607	67,088	+26.1
2-family ¹	21,952,657	15,556,165	+41.1	7,717	5,630	+37.1
Multifamily ²	118,044,634	135,110,379	-12.6	35,015	37,043	-5.5

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.]

The information on building permits issued during August 1937, July 1937, and August 1936 is based on reports received by the Bureau of Labor Statistics from 1,456 identical cities having a population of 2,500 and over.

The information is collected 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 information 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 enumerated are included in the Bureau's tabulation. In addition to permits issued for private building construction, the statistics include the value of contracts for Federal and State buildings in the cities covered. Information concerning public building is collected by the Bureau from various Federal and State agencies having the power to award contracts for building construction. These data are then added to the data concerning private construction received from local building officials. In August 1937 the value of Federal and State buildings for which contracts were awarded in these 1,456 cities amounted to \$8,589,000; in July 1937, to \$8,023,000; and in August 1936, to \$31,785,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during August 1937, July 1937, and August 1936 on construction projects financed from various Federal funds is shown in table 6.

TABLE 6.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, August 1937, July 1937, and August 1936¹

Federal agency	Value of contracts awarded and force-account work started—		
	August 1937	July 1937 ²	August 1936 ³
Total.....	\$147,586,724	\$111,583,975	³ \$205,874,197
Public Works Administration:			
Federal.....	641,144	1,178,699	4,085,288
Non-Federal:			
N. I. R. A.....	2,470,164	6,640,874	9,900,440
E. R. A. A.....	9,870,434	21,617,632	³ 36,670,606
Federal projects under The Works Program.....	7,044,076	27,204,307	39,601,732
Regular governmental appropriations.....	127,560,906	54,942,463	115,616,131

¹ Preliminary, subject to revision.

² Revised.

³ Includes \$15,356,303 low-cost housing projects (Housing Division, P. W. A.).

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for August 1937, July 1937, and August 1936 is shown in table 7.

TABLE 7.—Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds

Type of project	Value of contracts		
	August 1937	July 1937	August 1936
Public building.....	\$1,484,343	\$2,590,915	\$4,347,725
Highway construction.....	8,224,832	10,277,933	10,202,421

REVIEW OF BUILDING CONSTRUCTION, FIRST HALF OF 1937

DURING the first half of 1937, building permits were issued in the 94 cities of the United States having a population of 100,000 or over for 171,430 buildings to cost \$521,700,000. This is an increase of 18.2 percent in number and 27.7 percent in indicated expenditures, compared with the first half of 1936. Comparing the two periods, new residential construction increased 36.6 percent in the number of buildings and 33.7 percent in the valuation. Permits issued for new nonresidential construction increased 17.8 percent in number and 14.9 percent in estimated cost. An increase of 13.5 percent was recorded in the number of additions, alterations, and repairs to existing buildings, while the indicated expenditures showed a gain of 36 percent.

A summary of the outstanding developments in building construction during the first half of 1937, compared with the same period of 1936, is given in table 1.

TABLE 1.—*Summary of Building Construction in 94 Identical Cities, First Half of 1936 and of 1937*

Class of construction	Number of buildings, first half of—			Estimated cost, first half of—		
	1937	1936	Per-centage change	1937	1936	Per-centage change
All construction.....	171,430	145,082	+18.2	\$521,699,590	\$408,671,138	+27.7
New residential.....	33,848	24,780	+36.6	235,091,285	175,802,807	+33.7
New nonresidential.....	29,541	25,072	+17.8	163,481,717	142,338,384	+14.9
Additions, alterations, and repairs.....	108,041	95,230	+13.5	123,126,588	90,529,947	+36.0

Comparison, by Type of Building

The number and cost of the different types of buildings for which permits were issued in the 94 cities of the United States having a population of 100,000 or over during the first 7 months of 1936 and of 1937, together with the percentage of increase or decrease, is shown in table 2.

TABLE 2.—Number and Estimated Cost of New Buildings and of Alterations and Repairs for Which Permits Were Issued in 94 Cities, First Half of 1936 and of 1937

Type of building	Buildings for which permits were issued—				Percentage change	
	First half of 1937		First half of 1936			
	Number	Cost	Number	Cost	Number	Cost
Residential buildings:						
1-family dwellings.....	30,625	\$136,907,296	22,730	\$103,071,879	+34.7	+32.8
2-family dwellings.....	1,470	8,773,517	919	5,128,617	+66.0	+71.1
1- and 2-family dwellings with stores.....	195	858,356	149	672,182	+30.9	+27.7
Multifamily dwellings.....	1,409	81,200,365	939	56,625,394	+50.1	+43.4
Multifamily dwellings with stores.....	121	5,944,571	30	9,008,930	+303.3	-34.0
Hotels.....	5	270,400	2	27,600	+150.0	+901.5
Lodging houses.....	1	12,000	0	0		
All other.....	22	1,124,780	11	768,805	+100.0	+46.3
Total, residential buildings.....	33,848	235,091,285	24,780	175,802,807	+36.6	+33.7
Nonresidential buildings:						
Amusement buildings.....	204	6,454,534	217	6,809,022	-6.0	-5.2
Churches.....	142	3,435,423	120	2,203,833	+18.3	+55.9
Factories and workshops.....	748	25,709,033	548	16,115,259	+36.5	+59.5
Public garages.....	217	3,460,722	164	2,589,355	+32.3	+33.7
Private garages.....	19,980	5,695,448	16,433	4,822,872	+21.6	+18.1
Service stations.....	965	3,620,643	914	2,878,521	+5.6	+25.8
Institutions.....	47	10,239,430	51	14,990,222	-7.8	-31.7
Office buildings.....	173	6,265,702	105	8,143,470	+64.8	-23.1
Public buildings.....	118	25,157,736	122	17,540,448	-3.3	+43.4
Public works and utilities.....	146	6,262,614	100	9,083,195	+46.0	-31.1
Schools and libraries.....	150	31,695,471	231	28,382,167	-35.1	+11.7
Sheds.....	3,244	1,140,262	2,949	1,033,427	+10.0	+10.3
Stables and barns.....	71	79,456	78	76,799	-9.0	+3.5
Stores and warehouses.....	2,799	33,470,692	2,521	25,760,368	+11.0	+29.9
All other.....	537	79,451	519	1,909,426	+3.5	-58.4
Total, nonresidential buildings.....	29,541	163,481,717	25,072	142,338,384	+17.8	+14.9
Total, new buildings.....	63,389	398,573,002	49,852	318,141,191	+27.2	+25.3
Additions, alterations, and repairs.....	108,041	123,126,588	95,230	90,529,947	+13.5	+36.0
Grand total.....	171,430	521,699,590	145,082	408,671,138	+18.2	+27.7

All types of residential construction showed pronounced gains in the estimated valuation in the first half of 1937 compared with the corresponding period of 1936. The total value of all residential buildings for which permits were issued in these cities during the first half of 1937 amounted to more than \$235,091,000. Indicated expenditures for residential construction during the first half of 1937 were greater than during any like period since 1930.

The estimated cost for 1-family dwellings increased 32.8 percent, comparing the first half of 1937 with the corresponding period of 1936. Indicated expenditures for 2-family dwellings showed an increase of 71.1 percent over the same period; and for apartment houses, a gain of 43.4 percent.

Decided increases were shown in the number and cost of new non-residential buildings in the first half of the current year compared with the same period of the last year. All types of nonresidential

buildings, except amusement buildings, institutional buildings, public buildings, schools and libraries, and stables and barns show increases in number, comparing the current half year with the corresponding period in 1936. Increases in expenditures were shown for all types except amusement buildings, institutional buildings, office buildings, public works and utilities, and miscellaneous.

Living quarters were provided for 59,457 families during the first half of 1937 in the 94 cities of the United States having a population of 100,000 or over. This is an increase of nearly 16,000, compared with the first half of 1936. (See table 3.)

TABLE 3.—Number and Percentage of Family-Dwelling Units Provided in 94 Identical Cities, First Half of 1936 and of 1937

Type of dwelling	Number of dwellings for which permits were issued		Families provided for			
			Number		Percentage	
	First half 1937	First half 1936	First half 1937	First half 1936	First half 1937	First half 1936
Total, all types.....	33,820	24,767	59,457	43,754	100.0	100.0
1-family.....	30,625	22,730	30,625	22,730	51.5	51.9
2-family.....	1,470	919	2,940	1,838	4.9	4.2
1- and 2-family with stores.....	195	149	214	163	.4	.4
Multifamily.....	1,409	939	24,177	17,445	40.7	39.9
Multifamily with stores.....	121	30	1,501	1,578	2.5	3.6

Increases occurred in the number of family dwelling units provided in all types of dwellings, except apartment houses with stores, comparing the first half of 1937 with the similar period of 1936. During the first half of the current year, 51.5 percent of the family dwelling units provided were in 1-family dwellings. This compares with 43.2 percent in apartment houses. In the first half of 1936, 51.9 percent of the new family dwelling units were in 1-family dwellings and 43.5 percent in apartment houses.

*Long Time Trend in Construction, First Half of Each Year
1922 to 1937*

The Bureau has received reports since 1922 for 65 of the 94 cities having a population of 100,000 or over. In these 65 cities, permits were issued for more buildings during the first half of 1937 than during the like period of any year since 1930. Likewise, the estimated cost of such building was greater in the first half of 1937 than for any similar period since 1931. (See table 4.)

TABLE 4.—Number and Estimated Cost of Buildings for Which Permits Were Issued in 65 Identical Cities, First Half of Each Year, 1922 to 1937

Period	Buildings for which permits were issued		Estimated cost	
	Number	Index number	Amount	Index number
First half of—				
1922.....	243,479	100.0	\$1,062,464,771	100.0
1923.....	283,289	116.4	1,418,779,382	133.5
1924.....	299,769	123.1	1,518,088,421	142.9
1925.....	289,014	118.7	1,620,413,012	152.5
1926.....	254,564	104.6	1,539,207,242	144.9
1927.....	237,853	97.7	1,443,232,520	135.8
1928.....	216,509	88.9	1,462,560,722	137.7
1929.....	182,379	74.9	1,479,460,210	139.2
1930.....	146,410	60.1	679,064,355	63.9
1931.....	130,127	53.4	577,931,724	54.4
1932.....	89,477	36.7	222,953,519	21.0
1933.....	75,699	31.1	161,278,854	15.2
1934.....	75,281	30.9	137,977,632	13.0
1935.....	93,222	38.3	215,613,909	20.3
1936.....	116,265	47.8	363,686,063	34.2
1937.....	138,185	56.8	465,074,310	43.8

During the first half of 1925, the permit valuation of buildings in these cities exceeded \$1,620,000,000. In 7 other half-year periods, permit valuation totaled more than \$1,000,000,000. With the first half of 1922 equaling 100, the index number of indicated expenditures in the peak period (the first half of 1925), stood at 152.5. During the first half of 1934, indicated expenditures for building construction in these cities amounted to less than \$138,000,000, the index number standing at 13.0. There has been an increase in the 6-month period every year since 1934, the 1937 index number being 43.8.

Information regarding the number and percentage of family-dwelling units provided in the different types of housekeeping dwellings for which permits were issued in 65 identical cities during the first half of each year from 1922 to 1937, inclusive, is given in table 5.

TABLE 5.—Number and Percent of Families Provided for in Each Specified Type of Dwelling in 65 Identical Cities, First Half of Each Year, 1922 to 1937

Period	Number of families provided for in—				Percentage of families provided for in—		
	All types of dwellings	1-family dwellings	2-family dwellings ¹	Multi-family dwellings ²	1-family dwellings	2-family dwellings ¹	Multi-family dwellings ²
First half of:							
1922.....	147, 249	63, 892	32, 321	51, 006	43. 4	22. 0	34. 6
1923.....	195, 015	77, 875	39, 314	77, 826	39. 9	20. 2	39. 9
1924.....	203, 037	82, 514	50, 904	69, 619	40. 6	25. 1	34. 3
1925.....	207, 394	87, 783	39, 320	80, 291	42. 3	19. 0	38. 7
1926.....	198, 746	71, 818	26, 727	100, 201	36. 1	13. 4	50. 4
1927.....	177, 551	57, 899	24, 204	95, 448	32. 6	13. 6	53. 8
1928.....	181, 252	50, 724	19, 261	111, 268	28. 0	10. 6	61. 2
1929.....	130, 257	36, 237	12, 815	81, 205	27. 8	9. 8	62. 3
1930.....	46, 441	20, 410	6, 101	19, 930	43. 9	13. 1	42. 9
1931.....	49, 472	20, 334	5, 268	23, 870	41. 1	10. 6	48. 2
1932.....	12, 819	7, 884	1, 732	3, 203	61. 5	13. 5	25. 0
1933.....	9, 240	5, 016	1, 056	3, 168	54. 3	11. 4	34. 3
1934.....	8, 132	4, 080	624	3, 428	50. 2	7. 7	42. 2
1935.....	19, 618	9, 106	952	9, 560	46. 4	4. 9	48. 7
1936.....	38, 790	18, 807	1, 573	18, 410	48. 5	4. 1	47. 5
1937.....	52, 271	24, 967	2, 368	24, 936	47. 8	4. 5	47. 7

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

During the first half of 1937, dwelling units were provided for 52,271 families. This is a greater number of dwelling units than had been provided during the first half of any year since 1929.

The value of buildings in the five cities leading in total expenditures for building construction as shown by permits issued during the first half of each year, 1922 to 1937, inclusive, is shown by comparison in table 6.

TABLE 6.—*Cities Leading in Total Expenditures for All Classes of Buildings, First Half of Each Year, 1922 to 1937*

City and year	Expenditure	City and year	Expenditure
<i>1922</i>		<i>1930</i>	
New York City.....	\$339, 143, 976	New York City.....	\$202, 975, 234
Chicago.....	108, 699, 025	Chicago.....	41, 953, 917
Los Angeles.....	59, 459, 250	Los Angeles.....	39, 712, 901
Philadelphia.....	52, 429, 145	Philadelphia.....	34, 569, 340
Detroit.....	40, 650, 143	Washington.....	30, 522, 416
<i>1923</i>		<i>1931</i>	
New York City.....	427, 633, 386	New York City.....	234, 253, 030
Chicago.....	189, 914, 112	Chicago.....	37, 651, 195
Los Angeles.....	93, 889, 185	Washington.....	24, 421, 984
Philadelphia.....	75, 217, 095	Los Angeles.....	23, 006, 177
Detroit.....	61, 616, 302	Boston.....	17, 583, 794
<i>1924</i>		<i>1932</i>	
New York City.....	548, 161, 458	New York City.....	52, 658, 671
Chicago.....	166, 436, 214	Washington.....	44, 037, 364
Detroit.....	87, 195, 800	Los Angeles.....	11, 307, 409
Los Angeles.....	78, 828, 738	Philadelphia.....	7, 884, 358
Philadelphia.....	72, 573, 485	Baltimore.....	7, 521, 309
<i>1925</i>		<i>1933</i>	
New York City.....	461, 513, 809	San Francisco.....	50, 627, 839
Chicago.....	204, 239, 810	New York City.....	39, 989, 671
Detroit.....	89, 562, 885	Los Angeles.....	6, 652, 720
Philadelphia.....	85, 884, 680	Philadelphia.....	6, 640, 183
Los Angeles.....	83, 175, 457	Washington.....	5, 060, 833
<i>1926</i>		<i>1934</i>	
New York City.....	510, 263, 696	New York City.....	48, 566, 086
Chicago.....	183, 577, 891	Washington.....	10, 736, 295
Detroit.....	96, 204, 092	Los Angeles.....	6, 764, 589
Philadelphia.....	70, 379, 825	Baltimore.....	4, 645, 562
Los Angeles.....	63, 161, 395	Philadelphia.....	4, 554, 313
<i>1927</i>		<i>1935</i>	
New York City.....	490, 119, 588	New York City.....	64, 532, 306
Chicago.....	210, 210, 475	Washington.....	20, 254, 915
Detroit.....	78, 742, 327	Los Angeles.....	15, 495, 887
Philadelphia.....	61, 683, 600	Detroit.....	8, 677, 871
Los Angeles.....	58, 192, 977	Chicago.....	8, 089, 497
<i>1928</i>		<i>1936</i>	
New York City.....	557, 561, 891	New York City.....	110, 572, 263
Chicago.....	184, 650, 200	Los Angeles.....	26, 994, 373
Detroit.....	65, 175, 361	Washington.....	22, 510, 559
Philadelphia.....	63, 195, 840	Detroit.....	19, 045, 706
Los Angeles.....	52, 002, 570	Cincinnati.....	15, 566, 611
<i>1929</i>		<i>1937</i>	
New York City.....	694, 118, 064	New York City.....	142, 846, 165
Chicago.....	118, 898, 940	Los Angeles.....	38, 721, 578
Philadelphia.....	58, 533, 385	Detroit.....	31, 697, 641
Detroit.....	55, 855, 545	Washington.....	27, 280, 760
Los Angeles.....	54, 071, 599	Chicago.....	20, 613, 679

Details by Cities

For 94 cities having a population of 100,000 or over, the Bureau has a record of the value of buildings for which permits were issued during the first 6 months of 1936 and 1937.

Seventy-two of the ninety-four cities showed increases in the value of total building construction, comparing the first half of 1937 with the like period of 1936. The gains were especially large in Boston, Chicago, Detroit, Los Angeles, and Philadelphia.

Permits were issued during the first 6 months of 1937 for the following important building projects: In Baltimore, Md., for factory buildings to cost more than \$1,100,000; in Buffalo, N. Y., for stores and mercantile buildings to cost more than \$1,000,000; in Chicago,

Ill., for apartment houses to cost over \$1,500,000, for factory buildings to cost nearly \$2,000,000, for school buildings to cost more than \$4,000,000, and for store and mercantile buildings to cost more than \$2,500,000; in Cleveland, Ohio, for factory buildings to cost over \$1,100,000 and for store and mercantile buildings to cost more than \$1,000,000; in Dayton, Ohio, for factory buildings to cost nearly \$800,000; in Detroit, Mich., for apartment houses to cost nearly \$6,700,000 and for factory buildings to cost over \$3,700,000; in Flint, Mich., for factory buildings to cost over \$1,000,000; in Fort Worth, Tex., for store buildings to cost over \$1,000,000; in Houston, Tex., for store and mercantile buildings to cost over \$1,500,000; in Los Angeles, Calif., for apartment houses to cost over \$3,300,000 and for store and mercantile buildings to cost over \$2,000,000; in Milwaukee, Wis., for school buildings to cost over \$1,500,000; in Minneapolis, Minn., for apartment houses to cost over \$2,400,000; in Nashville, Tenn., for apartment houses to cost nearly \$1,400,000; in New Haven, Conn., for office buildings to cost over \$1,700,000; in New York City—in the Borough of the Bronx for apartment houses to cost nearly \$10,000,000 and for school buildings to cost over \$3,400,000, in the Borough of Brooklyn for apartment houses to cost over \$10,000,000 and for factory buildings to cost over \$1,400,000, in the Borough of Manhattan for apartment houses to cost nearly \$8,000,000 and for school buildings to cost nearly \$2,000,000, in the Borough of Queens for apartment houses to cost more than \$29,000,000, for schoolhouses to cost \$2,500,000, and for amusement places to cost more than \$1,200,000; in Philadelphia, Pa., for factory buildings to cost over \$1,100,000 and for school buildings to cost over \$6,300,000; in Rochester, N. Y., for factory buildings to cost over \$1,300,000; in San Francisco, Calif., for store and mercantile buildings to cost nearly \$1,400,000; in Washington, D. C., for apartment houses to cost nearly \$6,000,000, for school buildings to cost more than \$2,000,000, and for store and mercantile buildings to cost more than \$1,000,000.

Eighty-six of the ninety-four cities registered increases in the number of family-dwelling units provided, comparing the first half of 1937 with the first half of 1936.

Construction From Public Funds

There was a pronounced decline in the contracts awarded for construction projects financed from Federal funds during the first half of 1937. During this period, contracts were awarded for Federal construction projects valued at \$552,912,000. This compares with \$777,301,000 during the corresponding period of 1936. These construction projects were financed from funds provided by the Works Program, the Public Works Administration, and from regular governmental appropriations. (See table 7.)

TABLE 7.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, First Half of 1936 and of 1937¹

Type of project	Total		The Works Program ²		Regular governmental appropriation		Public Works Administration										
	First half of—		First half of—		First half of—		Federal		N. I. R. A.			E. R. A. A.			F. D. A. ³		
	1937		1936		1937		1936		1937		1936		1937		1936		First half of 1937
	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars
All types.....	\$552,911,780	\$777,301,227	72,437,203	\$226,890,698	246,153,573	186,033,255	12,483,882	16,503,792	749,664,064	\$84,533,268	\$65,446,900	\$263,340,204	106,726,158				
Building.....	165,661,245	\$266,377,534	12,256,483	\$32,912,192	42,160,891	34,482,882	5,003,024	5,705,266	13,254,312	\$26,105,937	\$26,297,618	\$167,171,257	66,688,917				
Electrification.....	41,168,069	\$7,447,517	2,107,485	\$5,005,933	37,628,771	366,736	0	8,832	180,345	\$658,709	99,424	1,416,139	1,152,044				
Forestry.....	14,800	10,032	0	1,200	14,200	0	0	0	0	0	0	0	0				
Heavy engineering.....	25,761,761	\$21,606,544	0	0	338,029	(11)	0	0	22,068,348	\$11,165,035	954,888	\$10,441,509	2,400,496				
Hydroelectric power plants.....	8,221,496	\$586,895	0	0	29,866,716	45,076,601	56,029	73,392	307,744	\$533,266	6,793,079	\$53,629	1,120,673				
Naval vessels.....	29,922,745	45,143,993	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Plant, crop, and livestock control.....	850,219	396,740	850,219	396,740	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Professional, technical, and clerical projects.....	3,748,850	\$20,401,551	3,748,850	\$20,401,551	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Public roads:	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Grade-crossing elimination.....	20,147,911	\$64,930,061	20,147,911	\$64,930,061	106,739,191	69,153,228	3,869,627	7,888,833	1,466,623	\$2,403,773	5,950,666	\$7,887,823	5,007,983				
Roads.....	145,439,204	\$176,700,137	22,405,114	\$89,366,480	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Railroad construction and repair.....	84,375	3,040,450	-----	-----	-----	-----	-----	-----	84,375	3,040,450	-----	-----	-----				
Reclamation.....	16,421,505	\$12,848,992	4,356,174	\$5,967,490	8,032,387	979,808	2,508,867	693,853	251,683	\$4,402,890	1,173,564	\$804,951	98,830				
Rivers, harbors, and flood control.....	17,370,081	\$32,848,492	33,333	1,905,620	16,916,928	28,914,287	228,397	72,762	0	\$88,154	96,423	1,867,669	95,000				
Street and road paving: ¹²	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----				
Grade-crossing elimination.....	6,624,249	\$456,014	-----	-----	-----	-----	-----	-----	1,363,556	0	3,650,779	\$456,014	1,609,914				
Streets and roads.....	17,076,658	\$17,408,584	2,083,399	635,500	1,717,056	1,903,649	235,570	1,124,753	925,737	\$3,658,279	3,190,808	\$10,086,403	8,924,088				
Water and sewerage systems.....	44,620,962	\$88,837,945	716,184	176,836	97,280	1,060,234	56,369	425,115	9,279,814	\$29,177,073	16,101,857	\$57,998,687	18,369,458				
Miscellaneous.....	9,777,650	\$18,259,746	3,732,051	\$5,191,095	2,641,524	4,101,840	525,999	510,986	481,527	\$3,299,702	1,137,794	\$5,156,123	1,258,755				

¹ Subject to revision.² Includes that part of The Works Program administered by Federal agencies.³ Began July 1936.⁴ Includes \$16,041,033, low-cost housing projects (housing division, P. W. A.).⁵ Revised; includes \$10,025,503 low-cost housing projects (housing division, P. W. A.).⁶ Revised.⁷ Includes \$5,464,150, low-cost housing projects (housing division, P. W. A.).⁸ Revised; includes \$267,286, low-cost housing projects (housing division, P. W. A.).⁹ Includes \$10,576,883, low-cost housing projects (housing division, P. W. A.).¹⁰ Revised; includes \$9,758,217, low-cost housing projects (housing division, P. W. A.).¹¹ Included under "Building."¹² Other than those for which contracts were awarded by the Bureau of Public Roads.

Although the aggregate contract valuations showed a decrease, there was a gain in the value of awards in electrification, heavy engineering, reclamation, and hydroelectric power-plant projects. Most pronounced decreases occurred in awards for building construction, grade-crossing eliminations, and water and sewerage projects.

The value of building- and highway-construction awards for which contracts were awarded, financed wholly from State funds, during the first 6 months of 1936 and of 1937, is given in table 8 by geographic divisions.

TABLE 8.—Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds

Geographic division	Value of awards for public buildings, first half of—		Value of awards for highway construction, first half of—	
	1937	1936	1937	1936
All divisions.....	\$8, 295, 656	\$13, 426, 985	\$32, 905, 063	\$30, 354, 397
New England.....	232, 526	28, 935	1, 819, 887	2, 587, 073
Middle Atlantic.....	2, 803, 422	2, 127, 415	6, 704, 983	5, 428, 721
East North Central.....	1, 900, 888	718, 134	5, 760, 759	3, 811, 576
West North Central.....	385, 461	232, 640	2, 460, 426	780, 056
South Atlantic.....	75, 691	1, 393, 621	2, 339, 726	2, 186, 716
East South Central.....	402, 000	31, 000	442, 887	0
West South Central.....	772, 456	6, 204, 909	4, 874, 631	5, 509, 124
Mountain.....	294, 112	512, 943	1, 132, 496	258, 028
Pacific.....	1, 429, 100	2, 177, 388	7, 369, 268	9, 793, 103

There was a sharp decline in the value of awards for building construction financed from State funds, comparing the first half of 1937 with the similar period of 1936. There was, however, an increase in the value of contracts awarded for highway construction. Six of the nine geographic regions registered increases in this type of work.

The value of contracts awarded and force-account work started on street-paving projects financed wholly from municipal funds in cities of the United States having a population of 150,000 or over is shown in table 9.

TABLE 9.—Value of Contracts Awarded and Force-Account Work Started for Street Paving, First Half of 1936 and of 1937

[Cities having a population of 150,000 and over included in the survey]

Period	Number of cities				Total value, first half of—		Value of contracts awarded, first half of—		Value of force-account work started, first half of—	
	Reporting, first half of—		Starting work, first half of—							
	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936
Total—6 months.....					Dollars 6, 669, 498	Dollars 5, 593, 064	Dollars 5, 390, 314	Dollars 4, 275, 472	Dollars 1, 279, 184	Dollars 1, 317, 592
January.....	51	49	12	10	552, 567	690, 590	447, 558	595, 863	105, 009	94, 727
February.....	51	49	11	9	729, 483	179, 255	348, 247	81, 477	381, 236	97, 778
March.....	51	50	13	11	850, 710	528, 213	729, 955	370, 312	120, 755	157, 901
April.....	51	49	16	14	1, 349, 291	1, 259, 658	1, 215, 984	952, 403	133, 307	307, 255
May.....	51	50	20	16	1, 481, 742	987, 995	1, 273, 920	641, 514	207, 822	346, 481
June.....	50	51	25	20	1, 705, 705	1, 947, 353	1, 374, 650	1, 633, 903	331, 055	313, 450

Retail Prices

FOOD PRICES IN AUGUST 1937

THE COMPOSITE index of retail food costs declined 0.5 percent between July 13 and August 17. This decline resulted from seasonal decreases in the cost of fruits and vegetables, particularly apples and potatoes.

The all-foods index for August 17 was 85.5 percent of the 1923-25 average. This is 1.8 percent above the level of the corresponding period of a year ago. Meats made the largest advance, rising 17.0 percent above last year's level. Fresh fruits and vegetables, with a decline of 17.7 percent, showed the greatest decline. Indexes for each of the major commodity groups are well below the level of August 1929 when the all-foods index was 108.1.

Details by Commodity Groups

Cereals and bakery products declined slightly between July 13 and August 17. Price reductions for six of the cereal items were largely offset by advances for four of the bakery products.

The cost of meats continued to advance, with an increase of 3.5 percent reported for the month. Beef costs rose 3.0 percent, pork advanced 5.3 percent, and roasting-chicken prices increased 6.1 percent. Lamb alone cost less, with a decrease of 1.0 percent. The cost of meat was higher in all of the reporting cities. Since February the meat index has advanced 18.3 percent.

Dairy products made a seasonal advance of 1.2 percent. Prices were higher for all items in the group. Butter made the largest increase, 1.4 percent. The 1.2 percent advance in the average price of fresh milk resulted from increases in eight cities and decreases in four.

Eggs followed the seasonal trend with an advance of 5.8 percent. The average price is, however, 4.1 percent lower than a year ago.

The fruit and vegetable index dropped 11.6 percent largely as a result of lower prices for 10 of the 13 fresh items. Apple prices dropped 27.5 percent. Oranges, however, advanced 7.0 percent to the highest level for any August in the past 7 years. Potato prices declined 12.5 percent, cabbage 7.3 percent and onions 6.0 percent. Prices of all the fresh vegetables except onions are below the level of a year ago. The

cost of canned fruits and vegetables fell 1.0 percent from July 13 to August 17. Canned beans, with a reduction of 2.6 percent, made the greatest change. A 4.3-percent drop in dried-bean prices contributed very largely to the 1.7-percent decline in the dried-products index. Prices of each of the three dried fruits rose slightly.

Beverages and chocolate costs, which have been advancing steadily throughout the year, rose 0.4 percent during the month. Increases of 0.6 percent were reported for coffee and for chocolate, and 0.7 percent for tea. An advance of 0.5 percent in the cost of fats and oils resulted from a 2.2 percent rise in the price of lard. Prices were lower for all other items in the group except salad oil and mayonnaise.

Indexes of retail food costs for August and July 1937, together with corresponding indexes for August 1936, 1932, and 1929, are shown in table 1. The chart on page 1016 shows trends in the costs of all foods and of each major commodity group for the period from January 1929 to August 1937, inclusive.

TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups*

August 17 and July 13, 1937, and August 1936, 1932, and 1929

[1923-25=100]

Commodity group	1937		1936	1932	1929
	Aug. 17	July 13	Aug. 18	Aug. 15	Aug. 15
All foods.....	85.5	85.9	84.0	67.1	108.1
Cereals and bakery products.....	95.6	95.7	91.7	74.7	98.7
Meats.....	111.6	107.8	95.4	76.7	125.9
Dairy products.....	81.9	80.9	83.0	65.0	101.9
Eggs.....	71.9	68.0	75.1	56.7	99.5
Fruits and vegetables.....	61.0	69.0	74.1	56.2	111.0
Fresh.....	58.0	67.0	74.0	55.1	112.6
Canned.....	82.7	83.5	80.4	70.1	98.6
Dried.....	75.0	76.3	63.4	54.8	104.6
Beverages and chocolate.....	70.7	70.4	67.5	73.7	110.4
Fats and oils.....	79.9	79.5	74.5	50.8	93.6
Sugar and sweets.....	64.8	65.1	65.0	57.7	75.0

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.

² Revised.

Prices of 36 of the 84 items in the index declined between July and August, 45 increased, and 3 showed no change. Prices of 59 of these foods are higher than in August 1936. Beef and fresh pork prices have made the sharpest increases over a year ago, while cabbage and potato prices show the largest reductions. Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for August and July 1937 and for August 1936.

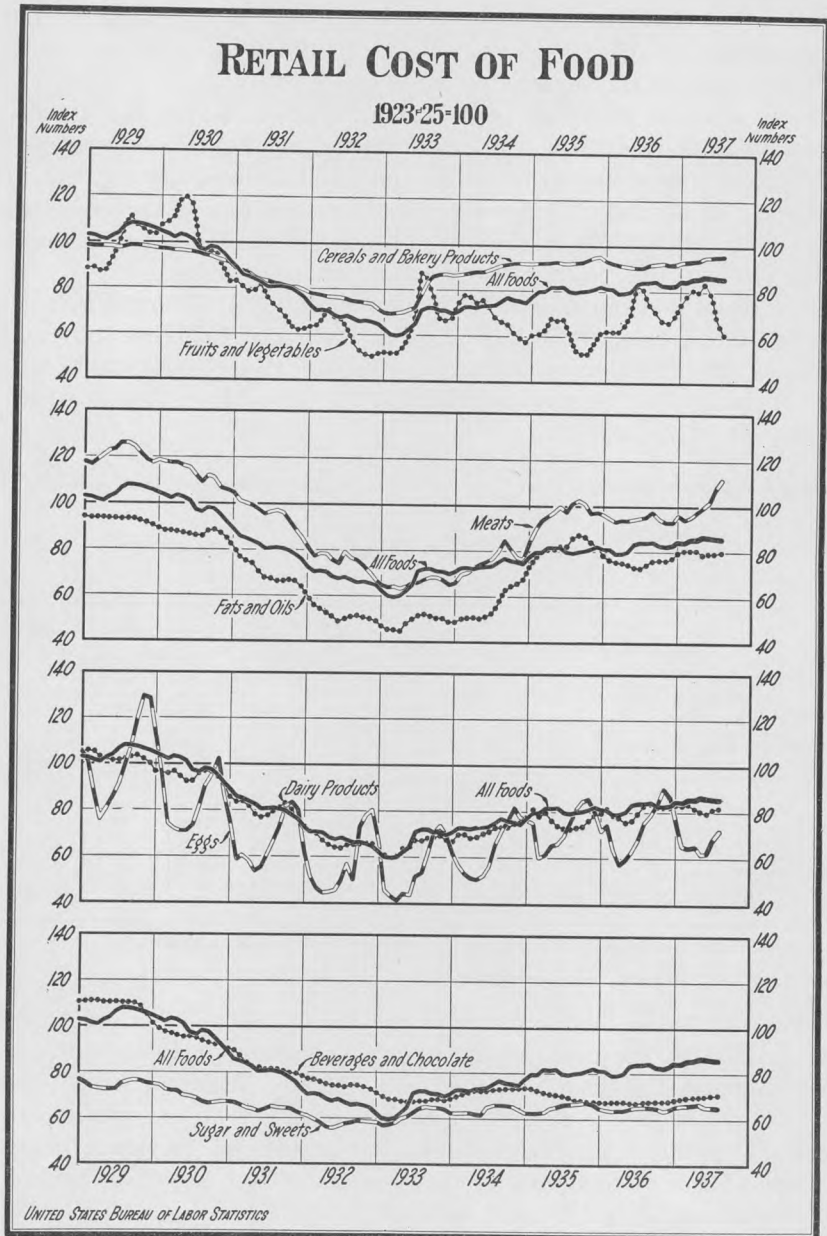


TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined¹
August and July 1937 and August 1936

[*Indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1937		1936
	Aug. 17	July 13	Aug. 18
Cereals and bakery products:			
Cereals:			
*Flour, wheat..... pound	Cents 4.9	Cents 5.0	Cents 4.8
*Macaroni..... do	15.4	15.4	15.1
*Wheat cereal..... 28-oz. package	24.6	24.6	24.2
*Corn flakes..... 8-oz. package	7.8	8.1	8.1
*Corn meal..... pound	5.5	5.6	5.2
Hominy grits..... 24-oz. package	9.8	9.8	9.1
*Rice..... pound	8.4	8.5	8.8
*Rolled oats..... do	7.5	7.5	7.5
Bakery products:			
*Bread, white..... do	8.9	8.9	8.2
Bread, whole-wheat..... do	9.8	9.8	9.3
Bread, rye..... do	10.0	10.0	9.0
Cake..... do	25.0	24.9	25.4
Soda crackers..... do	18.1	18.0	18.2
Meats:			
Beef:			
*Sirloin steak..... do	49.0	47.6	38.2
*Round steak..... do	44.6	43.4	34.7
*Rib roast..... do	36.4	35.4	29.1
*Chuck roast..... do	28.5	27.8	21.8
*Plate..... do	18.5	17.8	14.4
Liver..... do	25.0	25.2	25.8
Veal:			
Cutlets..... do	45.3	43.2	40.3
Pork:			
*Chops..... do	44.0	41.8	35.7
Loin roast..... do	37.3	34.7	29.7
*Bacon, sliced..... do	43.5	41.6	41.0
Bacon, strip..... do	36.7	34.8	35.6
*Ham, sliced..... do	52.9	51.5	50.6
Ham, whole..... do	33.3	31.8	33.2
Salt pork..... do	26.6	25.5	23.8
Lamb:			
Breast..... do	15.0	15.1	13.5
Chuck..... do	24.7	25.3	23.5
*Leg..... do	31.3	31.8	29.6
Rib chops..... do	41.9	41.8	38.5
Poultry:			
*Roasting chickens..... do	35.8	33.7	33.3
Fish:			
Salmon, pink..... 16-oz. can	13.3	13.1	13.1
*Salmon, red..... do	26.0	25.5	25.6
Dairy products:			
*Butter..... pound	38.8	38.3	42.5
*Cheese..... do	28.7	28.4	29.1
Cream..... ½ pint	14.6	14.6	15.6
Milk, fresh (delivered and store) ² quart	12.2	12.1	12.0
*Milk, fresh (delivered)..... do	12.5	12.3	12.2
*Milk, evaporated..... 14½-oz. can	7.6	7.5	7.8
*Eggs..... dozen	37.1	35.1	39.1
Fruits and vegetables:			
Fresh:			
Apples..... pound	4.9	6.8	5.3
*Bananas..... do	6.2	6.3	6.3
Lemons..... dozen	34.6	35.1	33.5
*Oranges..... do	45.8	42.8	36.7
Beans, green..... pound	7.9	8.0	8.2
*Cabbage..... do	2.9	3.1	6.5
Carrots..... bunch	4.9	6.2	4.9
Celery..... stalk	8.3	9.9	8.5
Lettuce..... head	8.4	7.8	9.8
*Onions..... pound	3.9	4.2	3.9
*Potatoes..... do	2.0	2.3	3.6
Spinach..... do	8.1	7.0	8.7
Sweetpotatoes..... do	5.4	6.4	5.6
Canned:			
Peaches..... no. 2½ can	19.6	19.5	17.9
Pears..... do	21.9	21.9	22.0
Pineapple..... do	23.1	22.9	22.3
Asparagus..... no. 2 can	29.4	29.0	25.9
Beans, green..... do	12.1	12.4	11.9
*Beans with pork..... 16-oz. can	8.1	8.0	7.1

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.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined—Continued
 August and July 1937 and August 1936—Continued

[*Indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1937		1936
	Aug. 17	July 13	Aug. 18
Fruits and Vegetables—Continued.			
Canned—Continued.	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
*Corn.....no. 2 can.....	13.0	13.1	12.3
*Peas.....do.....	16.1	16.3	16.1
*Tomatoes.....do.....	9.2	9.4	9.4
*Tomato soup.....1½-oz. can.....	8.1	8.1	8.4
Dried:			
Peaches.....pound.....	17.0	17.0	17.2
*Prunes.....do.....	10.7	10.6	10.0
*Raisins.....15-oz. package.....	10.3	10.2	9.8
Black-eyed peas.....pound.....	9.7	9.9	9.2
Lima beans.....do.....	11.8	12.0	11.3
*Navy beans.....do.....	10.3	10.8	7.1
Beverages and chocolate:			
*Coffee.....do.....	26.0	25.8	24.2
*Tea.....do.....	72.8	72.4	70.0
Cocoa.....8-oz. can.....	10.5	10.5	10.6
Chocolate.....8-oz. package.....	16.6	16.5	16.4
Fats and oils:			
*Lard.....pound.....	17.5	17.1	16.1
Lard compound.....do.....	15.6	15.8	14.7
*Vegetable shortening.....do.....	21.8	22.1	21.2
Salad oil.....pint.....	25.4	25.4	24.9
Mayonnaise.....½ pint.....	17.6	17.5	16.8
*Oleomargarine.....pound.....	18.8	18.8	17.8
Peanut butter.....do.....	19.9	19.9	18.8
Sugar and sweets:			
*Sugar.....do.....	5.5	5.5	5.7
Corn sirup.....24-oz. can.....	14.6	14.6	13.8
Molasses.....18-oz. can.....	14.5	14.5	14.3
Strawberry preserves.....pound.....	22.1	22.0	20.1

Details by Regions and Cities

The decrease of 0.5 percent in food costs for the 51 cities combined resulted from lower costs in 38 cities, and advances in 12 cities. Regional changes ranged from a decline of 2.8 percent in the Mountain area to an advance of 1.9 percent in the West South Central area. In Minneapolis and St. Paul, where costs decreased the most, fruits and vegetables declined more than 25 percent. In Dallas an advance of 11.0 percent in fruit and vegetable costs contributed very materially to the 3.2 percent rise in the all-foods index for the city.

Indexes of the retail cost of food, by cities and regions, are given in table 3 for August and July 1937 and for August of earlier years:

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Regions and Cities¹
August and July 1937 and August 1936, 1935, 1933, 1932, and 1929

[1923-25=100]

City and regional area	1937		1936	1935	1933	1932	1929
	Aug. 17	July 13	Aug. 18	Aug. 13	Aug. 15	Aug. 15	Aug. 15
United States.....	85.5	85.9	84.0	79.6	72.1	67.1	108.1
New England.....	84.4	84.5	81.5	78.8	71.8	68.1	108.7
Boston.....	82.4	82.2	80.1	77.7	70.3	67.2	108.7
Bridgeport.....	89.4	90.1	86.0	83.3	74.4	71.2	108.5
Fall River.....	86.2	87.1	81.6	78.3	71.8	66.8	107.8
Manchester.....	85.5	86.8	84.2	79.7	74.3	68.3	109.5
New Haven.....	89.3	89.6	85.5	82.0	75.5	71.1	109.1
Portland, Maine.....	85.9	86.8	82.9	79.1	74.3	68.6	111.3
Providence.....	83.8	84.0	80.1	77.2	71.5	66.6	108.0
Middle Atlantic.....	85.9	86.2	83.9	80.3	71.8	69.1	108.2
Buffalo.....	83.1	84.7	81.8	79.0	74.4	68.5	110.4
Newark.....	87.2	86.8	84.9	83.3	72.5	71.7	107.1
New York.....	85.2	85.0	84.1	80.8	72.3	71.6	106.6
Philadelphia.....	89.0	89.4	85.7	82.2	71.1	67.9	109.2
Pittsburgh.....	85.0	85.6	83.0	76.6	69.1	64.5	109.5
Rochester.....	85.5	87.3	83.1	79.5	73.5	67.3	110.1
Seranton.....	82.5	83.2	80.6	76.3	71.6	65.7	109.9
East North Central.....	86.5	87.3	85.7	80.2	72.9	68.3	110.1
Chicago.....	87.6	87.8	85.4	80.8	72.8	69.9	110.0
Cincinnati.....	86.7	87.2	90.0	84.0	74.6	65.4	111.7
Cleveland.....	84.4	85.2	84.1	78.7	73.3	65.1	109.1
Columbus, Ohio.....	83.9	85.4	88.4	83.3	74.1	64.8	107.8
Detroit.....	86.9	89.0	85.4	78.3	70.4	61.1	110.6
Indianapolis.....	86.0	86.2	86.4	78.6	75.7	66.9	112.3
Milwaukee.....	91.0	91.0	88.6	82.1	75.8	69.3	111.6
Peoria.....	85.7	86.5	87.0	81.3	74.8	65.1	107.8
Springfield, Ill.....	83.7	86.9	86.5	78.9	73.3	63.7	107.2
West North Central.....	88.1	89.7	89.3	82.0	74.0	65.2	108.0
Kansas City.....	88.8	88.4	88.1	80.5	73.1	66.4	108.1
Minneapolis.....	88.8	93.7	92.8	82.5	75.5	65.9	108.4
Omaha.....	83.8	85.1	86.0	81.0	69.5	61.8	101.2
St. Louis.....	90.3	91.1	90.4	83.8	76.5	65.9	111.3
St. Paul.....	84.8	89.0	88.4	79.9	72.5	64.4	106.9
South Atlantic.....	85.2	85.6	84.3	79.8	70.4	66.6	107.3
Atlanta.....	83.1	84.2	82.7	78.3	69.3	63.9	108.2
Baltimore.....	88.9	89.7	87.3	82.7	71.5	67.7	107.5
Charleston, S. C.....	85.4	86.2	85.1	79.9	69.9	67.2	106.0
Jacksonville.....	83.6	84.2	82.4	77.5	67.9	65.1	103.8
Norfolk.....	83.8	83.4	83.2	77.8	70.8	68.5	111.5
Richmond.....	81.3	80.1	80.8	75.2	68.0	63.4	100.9
Savannah.....	86.3	85.6	85.6	80.3	72.5	66.8	108.7
Washington, D. C.....	87.2	88.2	86.3	82.9	72.5	69.6	111.0
East South Central.....	82.5	82.9	80.8	77.2	70.0	62.6	107.3
Birmingham.....	79.5	80.1	76.6	73.2	66.1	61.0	104.7
Louisville.....	89.5	88.9	89.3	84.5	77.4	64.7	111.6
Memphis.....	83.5	84.4	83.5	79.1	71.6	65.0	109.6
Mobile.....	81.9	83.2	80.3	77.1	67.3	63.2	106.9
West South Central.....	83.5	82.0	82.4	79.0	70.2	63.1	104.6
Dallas.....	82.1	79.5	80.3	80.0	70.7	62.2	105.5
Houston.....	82.7	81.9	82.3	75.5	67.9	60.0	102.4
Little Rock.....	82.0	82.5	82.2	78.3	68.8	62.2	106.5
New Orleans.....	86.8	85.5	85.6	82.6	72.7	69.0	106.2
Mountain.....	87.5	90.0	87.0	83.3	72.0	65.5	105.9
Butte.....	83.9	85.1	82.6	77.8	66.8	64.3	107.6
Denver.....	89.6	92.1	90.5	86.2	73.2	68.2	106.3
Salt Lake City.....	84.7	87.6	82.2	79.9	71.6	61.1	104.7
Pacific.....	81.8	82.3	79.6	74.4	72.8	64.3	104.2
Los Angeles.....	77.4	77.9	75.4	68.9	70.8	57.5	102.2
Portland, Oreg.....	(3)	88.1	81.8	76.7	67.6	67.1	104.3
San Francisco.....	84.8	84.3	83.1	79.4	76.8	70.5	106.3
Seattle.....	84.0	87.4	81.8	77.0	71.7	67.5	104.9

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.

² Revised.

³ Not available.

The Bureau collects prices in 11 cities that cannot be included in the food-cost indexes, since no prices are available for the base period 1923-25. These cities were selected from areas formerly not adequately represented in the food price-reporting service.

Average prices for each of these cities for which the data were available have been released since June 1935. Consumption weights have been provided for these cities, making it possible to measure changes in food costs from one period to another. Percentage changes in food costs between July and August 1937 are shown in table 4 for nine of these cities.

TABLE 4.—Percentage Changes in Retail Food Costs for Specified Cities
Aug. 17, 1937, compared with July 13, 1937

Region and city	Percentage change Aug. 17, 1937, compared with July 13, 1937								
	All foods	Cereals and bakery products	Meats	Dairy products	Eggs	Fruits and vegetables	Beverages and chocolate	Fats and oils	Sugar and sweets
West North Central:									
Cedar Rapids.....	-1.7	0	+2.9	+0.5	+0.4	-11.6	0	+1.3	-0.3
Sioux Falls.....	-1.9	-.8	+3.7	+5	-3.8	-12.6	-1.5	+8	-.4
Wichita.....	-2.0	-.5	-.5	+7	-2.6	-7.8	-.6	+4	-.8
South Atlantic:									
Columbia, S. C.....	+1.8	+3	+6.4	-.5	+6.9	-.1	+6	+1.9	+7
Winston-Salem.....	+1.5	-.3	+7.1	+1	+5.0	-1.2	+3	+5	-1.0
East South Central:									
Knoxville.....	-5.7	-2.4	+1.1	0	+14.2	-21.7	-.1	-3.5	+1.1
West South Central:									
El Paso.....	+3	-.6	+1.8	+2.7	+12.9	-5.1	+3	+9	+4
Oklahoma City.....	+1.9	-.8	+2.1	+5	+8.3	+5.8	+2.1	-3.8	-1.0
Pacific:									
Spokane.....	-2.9	-.3	-.5	0	+7.3	-12.5	+4	+3	+1



RETAIL PRICES OF FOOD IN THE UNITED STATES AND IN CERTAIN FOREIGN COUNTRIES

THE ACCOMPANYING table brings together the index numbers of retail prices of food published by certain foreign countries and those of the United States Bureau of Labor Statistics. The base periods used in the original reports have been retained. Indexes are shown for each year from 1926 to 1931, inclusive, and for the months as indicated since March 1932.

As shown in the table, the number of articles included in the indexes for the various countries differs widely. The indexes are not absolutely comparable from month to month over the entire period for certain countries, owing to slight changes in the list of commodities and localities included on successive dates.

Indexes of Retail Food Prices in the United States and in Foreign Countries

Country.....	United States	Australia	Austria	Belgium	Bulgaria	Canada	China	Czecho-slovakia
Computing agency..	Bureau of Labor Statistics	Bureau of Census and Statistics	Federal Statistics Bureau	Ministry of Labor and Social Welfare	General Direction of Statistics	Dominion Bureau of Statistics	National Tariff Commission	Central Bureau of Statistics
Number of localities..	51	30	Vienna	59	12	69	Shanghai	Prague
Commodities included.....	84 foods ¹	44 foods and groceries	18 foods	33 foods	35 foods	46 foods	24 foods	35 foods
Base=100.....	1923-25	1923-27 (1,000)	July 1914	1921	1926	1926	1926	July 1914
1926.....	108.5	1,027	116	² 170.7	100.0	100.0	100.0	³ 117.8
1927.....	104.5	1,004	119	² 207.5	97.8	98.0	106.7	³ 126.2
1928.....	103.3	989	119	² 207.4	102.5	98.6	92.1	³ 125.5
1929.....	104.7	1,047	122	² 218.4	106.4	101.0	98.4	³ 123.1
1930.....	99.6	946	118	² 208.6	86.7	98.6	118.8	114.3
1931.....	82.0	830	108	² 176.4	68.0	77.3	107.5	104.2
<i>1932</i>								
March.....	70.7	825	109	148.2	-----	66.1	114.2	160.1
June.....	67.6	803	113	143.8	-----	62.1	107.3	101.4
September.....	66.7	792	110	150.8	-----	63.0	102.6	97.6
December.....	64.7	759	109	156.9	-----	64.0	84.5	102.3
<i>1933</i>								
March.....	59.8	734	103	150.4	63.1	60.4	92.3	94.9
June.....	64.9	759	106	143.4	60.2	62.2	84.1	98.8
September.....	72.0	768	104	151.2	60.4	65.9	88.0	94.2
December.....	69.7	769	104	153.6	62.4	66.6	79.8	92.7
<i>1934</i>								
March.....	72.7	774	101	141.1	62.7	72.9	75.0	75.9
June.....	73.3	777	102	134.0	60.7	67.6	75.4	79.6
September.....	77.0	791	101	146.1	61.0	68.8	106.7	77.1
December.....	74.8	794	100	144.0	62.1	69.3	90.4	75.8
<i>1935</i>								
March.....	79.8	795	98	130.8	66.7	69.5	85.7	76.7
June.....	81.7	805	103	141.4	60.0	69.3	89.5	82.7
September.....	80.0	826	101	154.3	59.1	70.9	89.8	81.8
October.....	80.2	827	103	159.5	59.6	72.4	86.3	81.4
November.....	80.9	820	103	162.7	60.6	73.2	90.3	81.0
December.....	82.1	813	102	160.1	61.1	73.7	88.9	81.6
<i>1936</i>								
January.....	81.2	812	102	161.4	60.6	73.9	93.3	82.1
February.....	80.9	815	101	161.7	61.3	72.9	98.6	82.5
March.....	79.2	807	99	158.5	60.5	73.4	102.2	82.0
April.....	79.3	815	98	155.3	59.8	71.0	97.9	82.1
May.....	80.0	816	99	151.1	59.8	71.3	97.6	82.5
June.....	83.4	818	103	153.3	60.1	71.3	99.3	83.2
July.....	84.0	825	100	149.0	61.2	72.6	99.8	82.2
August.....	84.0	839	101	155.7	59.8	74.7	105.7	81.9
September.....	84.3	842	101	160.2	60.4	75.1	102.3	81.3
October.....	82.8	844	101	164.7	61.9	74.4	102.7	⁴ 68.3
November.....	82.5	847	102	168.5	63.1	75.0	103.3	⁴ 67.6
December.....	82.9	854	101	169.0	63.5	75.3	106.8	⁴ 67.7
<i>1937</i>								
January.....	84.6	857	100	171.3	63.5	75.2	111.3	-----
February.....	84.5	848	99	172.6	63.9	75.6	111.0	-----
March.....	85.4	842	99	170.5	63.6	75.7	104.9	-----
April.....	85.6	842	98	167.2	63.6	76.3	103.7	-----
May.....	86.5	848	99	166.4	63.9	76.6	104.3	-----
June.....	86.3	-----	101	169.7	65.1	76.4	104.0	-----

¹ Based on 42 foods prior to Jan. 2, 1935.² Average computed by Bureau of Labor Statistics.³ July.⁴ Koruna devalued approximately 16 percent by law of Oct. 9, 1936.

Indexes of Retail Food Prices in the United States and in Foreign Countries—Continued

Country.....	Estonia	Finland	France	Germany	Hungary	India	Ireland	Italy
Computing agency..	Bureau of Statistics	Ministry of Social Affairs	Commission of Cost of Living	Federal Statistical Bureau	Central Office of Statistics	Labor Office	Department of Industry and Commerce	Office Provincial of Economy
Number of localities..	Tallin	21	Paris	72	Budapest	Bombay	105	Milan
Commodities included.....	52 foods	14 foods	Foods	37 foods	12 foods	17 foods	29 foods	18 foods
Base=100.....	1913	January-June 1914	January-June 1914	October 1913-July 1914	1913	July 1914	July 1914	January-June 1914
1926.....	118	1, 107. 8	2 529	144. 4	113. 3	2 152	179	654. 7
1927.....	112	1, 115. 1	2 536	151. 9	124. 8	2 151	170	558. 7
1928.....	120	1, 150. 2	2 539	153 0	127. 7	2 144	169	517. 0
1929.....	126	1, 123. 5	2 584	155. 7	124. 1	2 146	169	542. 8
1930.....	103	971. 2	2 609	145. 7	105. 1	2 134	160	519. 3
1931.....	90	899. 0	2 611	131. 0	96. 2	2 102	147	451. 9
<i>1932</i>								
March.....	83	911. 2	561	117. 3	89. 8	103	151	445. 6
June.....	80	871. 0	567	115. 6	93. 3	99	144	438. 0
September.....	79	891. 4	534	113 6	92. 9	101	134	409. 7
December.....	75	910. 2	531	112. 9	86. 7	103	135	433. 9
<i>1933</i>								
March.....	75	869. 8	542	109. 4	86. 1	98	130	416. 6
June.....	74	881. 7	532	113. 7	84. 4	95	126	402. 9
September.....	81	920. 1	530	114. 4	77. 3	94	129	401. 5
December.....	79	881. 2	548	117. 8	74. 3	88	140	408. 9
<i>1934</i>								
March.....	78	865. 3	548	116. 5	75. 7	84	133	406. 8
June.....	77	852. 0	544	117. 8	79. 6	85	129	383. 3
September.....	73	885. 7	525	119. 2	77. 9	90	134	377. 8
December.....	72	922. 1	516	119. 1	75. 7	90	143	390. 5
<i>1935</i>								
March.....	76	884. 6	494	118. 8	78. 2	89	136	389. 8
June.....	73	887. 5	491	120. 6	79. 8	92	132	398. 3
September.....	77	930. 4	466	120. 9	85. 0	94	140	403. 9
October.....	83	947. 1	-----	119. 6	84. 2	94	-----	-----
November.....	83	943. 2	-----	119. 9	83. 6	96	150	-----
December.....	83	936. 4	481	120. 9	84. 9	96	-----	-----
<i>1936</i>								
January.....	84	904. 2	-----	122. 3	85. 8	96	-----	-----
February.....	86	908. 1	-----	122. 3	85. 7	93	145	-----
March.....	87	905. 0	495	122. 2	87. 3	94	-----	-----
April.....	87	891. 2	-----	122. 4	88. 5	92	-----	-----
May.....	87	882. 2	-----	122. 4	88. 2	92	141	-----
June.....	90	883. 8	514	122. 8	86. 4	92	-----	-----
July.....	-----	891. 7	-----	124. 0	85. 8	93	-----	-----
August.....	93	910. 2	-----	124. 2	87. 5	93	145	-----
September.....	91	906. 4	525	122. 0	88. 0	94	-----	-----
October.....	92	909. 8	-----	121. 7	88. 1	95	-----	-----
November.....	90	917. 5	-----	121. 3	86. 7	96	155	-----
December.....	92	919. 4	562	121. 0	88. 5	95	-----	-----
<i>1937</i>								
January.....	97	930. 5	-----	121. 4	93. 2	97	-----	-----
February.....	97	-----	-----	121. 9	93. 6	97	153	-----
March.....	97	-----	604	122. 3	93. 4	96	-----	-----
April.....	95	-----	-----	122. 3	92. 6	96	-----	-----
May.....	93	-----	-----	122. 4	92. 2	96	152	-----
June.....	-----	-----	-----	122. 9	92. 3	98	-----	-----

¹ Average computed by Bureau of Labor Statistics.² Index for preceding month.

Indexes of Retail Food Prices in the United States and in Foreign Countries—Continued

Country.....	Nether-lands	New Zealand	Norway	Poland	South Africa	Sweden	Switzer-land	United Kingdom
Computing agency..	Bureau of Statistics	Census and Statistics Office	Central Bureau of Statistics	Central Statistical Office	Office of Census and Statistics	Board of Social Welfare	Federal Labor Office	Ministry of Labor
Number of localities.	Amster-dam	25	31	Warsaw	9	49	34	509
Commodities in-cluded.....	Foods	58 foods	89 foods	25 foods	20 foods	49 foods	28 foods	14 foods
Base=100.....	1911-13	1926-30 (1,000)	July 1914	1928	1914 (1,000)	July 1914	June 1914	July 1914
1926.....	161.3	1,026	³ 198	88.5	² 1,178	² 158	160	164
1927.....	162.9	983	³ 175	102.0	² 1,185	² 152	158	160
1928.....	166.4	1,004	168	100.0	² 1,169	² 154	157	157
1929.....	162.4	1,013	158	97.0	² 1,153	² 150	156	154
1930.....	150.2	974	152	83.7	² 1,101	² 140	152	145
1931.....	135.8	845	139	73.9	² 1,049	² 131	141	130
<i>1932</i>								
March.....	118.8	792	135	65.8	993	⁶ 125	128	129
June.....	119.2	778	133	69.5	963	⁶ 124	125	123
September.....	119.7	758	134	62.1	927	⁶ 125	122	123
December.....	119.2	713	132	57.9	926	⁶ 123	120	125
<i>1933</i>								
March.....	115.5	712	130	60.0	950	⁶ 119	116	119
June.....	116.5	723	130	59.5	989	⁶ 120	116	114
September.....	121.1	746	132	56.0	987	⁶ 123	117	122
December.....	128.3	751	129	56.5	1,050	⁶ 120	117	126
<i>1934</i>								
March.....	125.5	769	128	54.6	1,038	⁶ 120	115	120
June.....	123.2	778	132	51.2	1,041	⁶ 123	115	117
September.....	123.6	771	135	51.4	1,027	⁶ 125	114	126
December.....	122.3	792	134	48.6	1,021	⁶ 124	114	127
<i>1935</i>								
March.....	118.5	819	135	47.4	1,024	⁶ 126	112	122
June.....	117.6	835	138	49.6	1,039	⁶ 129	113	120
September.....	117.2	837	140	52.2	1,003	-----	116	125
October.....	-----	875	142	52.4	998	131	117	128
November.....	-----	873	142	52.0	1,006	-----	118	131
December.....	119.2	855	142	48.7	1,014	-----	118	131
<i>1936</i>								
January.....	-----	841	142	47.7	1,016	132	118	131
February.....	-----	830	143	46.9	1,016	-----	118	130
March.....	117.0	827	144	46.9	1,015	-----	118	129
April.....	-----	845	145	48.4	1,024	134	119	126
May.....	-----	861	144	49.3	1,029	-----	119	125
June.....	118.5	869	145	48.4	1,030	-----	120	126
July.....	-----	875	145	48.6	1,011	134	120	129
August.....	-----	878	142	48.0	1,003	-----	120	129
September.....	120.9	899	143	48.3	1,000	-----	121	131
October.....	123.5	894	143	49.4	1,002	132	123	132
November.....	123.6	901	144	49.6	1,007	-----	123	136
December.....	122.1	914	145	50.3	1,000	-----	123	136
<i>1937</i>								
January.....	123.5	910	148	52.5	1,001	133	126	136
February.....	122.2	916	150	54.5	1,004	-----	129	135
March.....	123.0	923	152	54.7	1,013	-----	129	135
April.....	125.4	943	155	52.9	1,022	137	129	135
May.....	125.9	951	156	53.9	1,030	-----	129	136
June.....	129.3	945	157	54.7	1,029	-----	131	136

² Average computed by Bureau of Labor Statistics.

³ July.
⁶ Index for following month.

Wholesale Prices

WHOLESALE PRICES IN AUGUST 1937

WEAKENING wholesale prices of farm products, primarily grains, largely accounted for a decline of 0.5 percent in the all-commodity index during August. Although the all-commodity index receded to 87.5 percent of the 1926 average, the general price level was 7.2 percent above that of a year ago.

In addition to farm products, decreases were also recorded for the textile products, building materials, chemicals and drugs, and miscellaneous commodity groups. Foods, hides and leather products, metals and metal products, and housefurnishing goods advanced.

A comparison of wholesale commodity prices in August with the levels prevailing in the month receding and in the corresponding month of last year is shown in table 1.

TABLE 1.—Comparison of Index Numbers of Wholesale Prices for August 1937 with July 1937 and August 1936

[1926=100]

Commodity group	August 1937	July 1937	Change from a month ago	August 1936	Change from a year ago
			<i>Percent</i>		<i>Percent</i>
All commodities.....	87.5	87.9	-0.5	81.6	+7.2
Farm products.....	86.4	89.3	-3.2	83.8	+3.1
Foods.....	86.7	86.2	+0.6	83.1	+4.3
Hides and leather products.....	108.1	106.7	+1.3	93.6	+15.5
Textile products.....	77.1	78.3	-1.5	70.9	+8.5
Fuel and lighting materials.....	78.4	78.1	+0.4	76.3	+2.8
Metals and metal products.....	97.0	96.1	+0.9	87.1	+11.4
Building materials.....	96.3	96.7	-0.4	86.9	+10.8
Chemicals and drugs.....	82.2	83.9	-2.0	79.8	+3.0
Housefurnishing goods.....	91.1	89.7	+1.6	81.4	+11.9
Miscellaneous.....	77.3	79.0	-2.2	71.5	+8.1
Raw materials.....	84.8	86.5	-2.0	81.5	+4.0
Semimanufactured articles.....	86.6	87.0	-0.5	75.6	+14.6
Finished products.....	89.0	88.8	+0.2	82.4	+8.0
All commodities other than farm products.....	87.6	87.5	+0.1	80.9	+8.3
All commodities other than farm products and foods.....	86.1	86.3	-0.2	79.7	+8.0

Wholesale market prices of raw materials fell sharply during the month, due principally to declining prices for agricultural commodities. The semimanufactured articles group decreased slightly. Compared with a year ago, raw materials prices were 4.0 percent higher and semimanufactured articles, approximately 15 percent higher. Wholesale prices of finished products continued to advance and reached a 7-year peak. This group as a whole was 8.0 percent above a year ago.

The index for "All commodities other than farm products", indicating the trend in prices of nonagricultural commodities, advanced 0.1 percent and the index for "All commodities other than farm and foods", reflecting price changes in industrial commodities, declined 0.2 percent. Both groups were higher than a year ago: the increases amounted to 8.3 percent for the nonagricultural group and 8.0 percent for the industrial group.

Wholesale Price Level in August

Wholesale commodity prices declined 0.5 percent during August, partially offsetting the sharp advance of the preceding month. The decrease placed the all-commodity index at 87.5 percent of the 1926 average and 7.2 percent above a year ago.

The decline in the general index was largely due to a decrease of 3.2 percent in the farm products group but averages for the textile products, building materials, chemicals and drugs, and miscellaneous commodity groups were also lower. The foods, hides and leather products, fuel and lighting materials, metals and metal products, and housefurnishing goods groups advanced.

Each of the 10 commodity groups was above the level of a year ago, the increases ranging from 2.8 percent for fuel and lighting materials to 15.5 percent for hides and leather products.

Fluctuations within the major commodity groups which influenced the movement of the all-commodity index during August are shown in table 2.

TABLE 2.—*Number of Items Changing in Price from July to August 1937*

Commodity group	Increases	Decreases	No change
All commodities.....	135	181	468
Farm products.....	21	36	10
Foods.....	43	48	31
Hides and leather products.....	13	2	26
Textile products.....	4	51	57
Fuel and lighting materials.....	8	3	13
Metals and metal products.....	17	5	108
Building materials.....	9	14	63
Chemicals and drugs.....	7	9	73
Housefurnishing goods.....	9	2	50
Miscellaneous.....	4	11	37

Nonagricultural commodity prices, as measured by the index for "All commodities other than farm products", advanced 0.1 percent during the month and were 8.3 percent above a year ago. Industrial commodity prices, according to the index for "All commodities other than farm products and foods", declined 0.2 percent but were 8.0 percent above their levels of a year ago.

The farm products group declined 3.2 percent, due largely to a decrease of 12.5 percent in grain prices. Quotations were lower for barley, corn, oats, rye, wheat, cotton, apples, lemons, peanuts, dried beans, onions, and potatoes. The livestock and poultry subgroup advanced 3.0 percent. Higher prices were reported for calves, steers, wethers, live poultry, oranges, hay, fresh milk, and sweetpotatoes. Despite the recent decline in farm product prices, the August index—86.4—was 3.1 percent above that for August of last year.

Wholesale prices of cattle feed fell 28.8 percent during the month. Crude rubber declined 3.5 percent and paper and pulp dropped 0.1 percent. Average prices for automobile tires and tubes remained steady.

Lower prices for sodium compounds and tallow caused the chemicals and drugs group index to decline 2.0 percent. Fertilizer materials and mixed fertilizer prices were slightly higher. Drugs and pharmaceuticals remained unchanged at last month's level.

Due to continued declines in prices of cotton goods and silk and rayon, the textile products group index decreased 1.5 percent. The clothing and woolen and worsted goods subgroups declined fractionally. Knit goods and other textile products such as cordage advanced.

The building materials group index declined 0.4 percent to 96.3 as a result of lower prices for lumber, millwork, and turpentine. Minor price increases were recorded in brick and paint materials. No changes were reported in the subgroups of cement and structural steel.

Housefurnishing goods, with an advance of 1.6 percent, reached the highest point since late in 1930. Average wholesale prices for both furniture and furnishings increased.

Sharp advances in prices for hides, skins, leather, and harness caused the hides and leather products group index to rise 1.3 percent to the highest level reached in nearly 8 years. Wholesale prices for shoes were steady.

The index for the metals and metal products group rose 0.9 percent to 97.0, the highest point reached since January 1930. The advance in the group index was due to higher prices for scrap steel, terne plate, antimony, pig lead, lead pipe, pig zinc, motor vehicles, and plumbing and heating fixtures. The subgroup of agricultural implements remained unchanged.

Wholesale market prices of foods advanced 0.6 percent during the month. Meats were up 5.8 percent and dairy products rose 4.3 percent. Important individual food items for which higher prices were reported were butter, cheese, crackers, canned cherries, cured and

fresh beef, bacon, fresh pork, veal, dressed poultry, cocoa beans, cured fish, and pepper. Fruits and vegetables declined 8.3 percent and cereal products, 4.8 percent. Quotations were lower on oatmeal, flour, hominy grits, macaroni, corn meal, rice, canned and dried apples, apricots, prunes, raisins, bananas, canned corn, string beans, and tomatoes, mutton, cocoa, copra, glucose, lard, cornstarch, edible tallow, and vegetable oils. The August food index—86.7—was 4.3 percent above the corresponding month of a year ago.

Seasonal advances in prices for coal together with higher prices for petroleum products caused the fuel and lighting materials group index to increase 0.4 percent. Gas prices averaged slightly lower and coke remained steady.

Index numbers for the groups and subgroups of commodities for July and August 1937 and for August of each of the past 7 years are shown in table 3.

TABLE 3.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities

[1926=100]

Group and subgroup	Aug. 1937	July 1937	Aug. 1936	Aug. 1935	Aug. 1934	Aug. 1933	Aug. 1932	Aug. 1931	Aug. 1930
All commodities.....	87.5	87.9	81.6	80.5	76.4	69.5	65.2	72.1	84.3
Farm products.....	86.4	89.3	83.8	79.3	69.8	57.6	49.1	63.5	84.9
Grains.....	92.0	105.2	102.4	79.3	86.0	64.6	38.2	44.8	80.4
Livestock and poultry.....	108.2	105.0	84.5	91.6	56.2	45.9	52.8	67.0	84.6
Other farm products.....	71.4	75.1	77.8	71.4	73.1	62.5	50.8	67.3	86.7
Foods.....	86.7	86.2	83.1	84.9	73.9	64.8	61.8	74.6	87.6
Dairy products.....	79.7	76.4	87.6	75.7	77.3	65.7	60.2	82.2	97.7
Cereal products.....	87.9	92.3	87.5	94.6	91.0	84.8	66.0	70.9	79.9
Fruits and vegetables.....	65.3	71.2	76.1	60.5	65.6	71.1	55.6	73.4	88.6
Meats.....	112.1	106.0	86.4	102.0	69.4	51.0	61.9	76.0	93.1
Other foods.....	73.6	74.6	75.6	78.6	68.9	62.6	62.1	69.6	78.1
Hides and leather products.....	108.1	106.7	93.6	89.6	83.8	91.7	69.7	88.7	99.0
Shoes.....	107.4	107.4	99.3	98.3	97.9	96.1	84.4	93.5	100.6
Hides and skins.....	122.1	116.2	90.0	80.4	57.4	91.5	39.3	69.1	91.2
Leather.....	100.0	98.7	82.4	80.2	71.3	82.5	60.0	90.3	99.9
Other leather products.....	103.2	102.7	95.4	84.4	86.8	81.2	82.3	101.4	105.4
Textile products.....	77.1	78.3	70.9	70.9	70.8	74.6	52.7	65.5	78.0
Clothing.....	90.0	90.1	80.8	80.5	79.5	74.4	61.0	75.9	86.3
Cotton goods.....	82.2	86.8	79.5	82.5	86.4	93.5	52.6	64.0	81.1
Knit goods.....	65.7	64.8	60.3	60.2	59.3	69.4	48.5	59.2	78.2
Silk and rayon.....	32.9	33.9	31.6	31.0	24.4	34.6	29.5	43.7	52.6
Woolen and worsted goods.....	93.9	94.4	81.2	76.4	78.9	78.9	53.4	67.4	77.8
Other textile products.....	71.1	69.3	67.0	69.1	69.7	77.8	67.4	74.4	83.1
Fuel and lighting materials.....	78.4	78.1	76.3	74.1	74.6	65.5	72.1	66.5	77.9
Anthracite.....	76.8	76.6	79.1	78.6	79.9	79.2	86.0	92.2	88.0
Bituminous coal.....	98.7	98.6	96.4	96.0	96.2	83.6	81.3	83.7	88.6
Coke.....	104.9	104.9	93.7	88.6	85.6	77.4	76.7	81.5	83.8
Electricity.....	(1)	80.0	82.6	86.7	92.6	88.8	104.4	98.4	97.3
Gas.....	(1)	84.0	86.1	91.8	90.9	99.5	107.0	103.2	99.8
Petroleum products.....	62.0	61.8	57.9	52.4	51.6	40.9	48.9	37.5	60.9
Metals and metal products.....	97.0	96.1	87.1	86.6	86.7	81.2	80.1	83.9	89.6
Agricultural implements.....	94.2	94.2	94.2	93.6	92.0	83.2	84.9	94.3	94.5
Iron and steel.....	99.9	99.8	87.9	87.1	86.6	78.6	78.7	82.4	88.0
Motor vehicles.....	96.0	93.7	92.9	94.7	94.6	90.4	95.3	94.7	98.2
Nonferrous metals.....	93.3	92.7	70.8	66.9	68.9	68.2	48.5	60.1	74.5
Plumbing and heating.....	78.8	78.7	76.5	71.1	75.0	70.3	67.1	83.8	83.5
Building materials.....	96.3	96.7	86.9	85.4	85.8	81.3	69.6	77.6	87.7
Brick and tile.....	95.5	95.4	89.1	89.0	91.3	81.5	75.2	82.9	88.6
Cement.....	95.5	95.5	95.5	94.9	93.9	90.3	79.0	75.8	91.7
Lumber.....	99.5	101.3	83.8	82.0	81.8	79.4	55.5	66.9	81.7
Paint and paint materials.....	84.1	83.9	81.0	78.6	79.9	77.5	67.2	78.4	90.0
Plumbing and heating.....	78.8	78.7	76.5	71.1	75.0	70.3	67.1	83.8	83.5
Structural steel.....	114.9	114.9	97.1	92.0	92.0	81.7	81.7	81.7	84.3
Other building materials.....	101.0	101.0	90.3	90.1	90.0	85.0	78.3	83.7	91.8

¹ Data not yet available.

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TABLE 3.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities—Continued

Group and subgroup	Aug. 1937	July 1937	Aug. 1936	Aug. 1935	Aug. 1934	Aug. 1933	Aug. 1932	Aug. 1931	Aug. 1930
Chemicals and drugs.....	82.2	83.9	79.8	78.6	75.7	73.1	73.3	76.9	87.9
Chemicals.....	87.0	89.9	86.2	84.3	79.2	79.6	79.7	80.5	92.6
Drugs and pharmaceuticals.....	78.2	78.2	73.3	73.8	72.7	57.6	57.0	61.9	67.4
Fertilizer materials.....	71.7	71.3	66.7	66.8	64.8	69.0	66.4	74.4	83.3
Mixed fertilizers.....	74.8	74.2	69.3	68.1	73.0	64.4	68.3	78.7	92.7
Housefurnishing goods.....	91.1	89.7	81.4	80.5	81.8	77.6	73.6	84.9	92.9
Furnishings.....	95.0	92.6	85.2	84.0	84.6	78.6	74.8	81.7	92.0
Furniture.....	87.1	86.8	77.6	77.0	78.9	76.8	72.6	88.6	93.9
Miscellaneous.....	77.3	79.0	71.5	67.3	70.2	65.4	64.6	68.3	76.1
Automobile tires and tubes.....	56.4	56.4	47.5	45.0	44.7	43.2	40.1	46.0	50.1
Cattle feed.....	82.9	116.5	114.2	71.3	104.0	78.0	47.4	50.8	104.8
Paper and pulp.....	94.1	94.2	80.6	79.7	82.4	81.0	76.3	80.6	85.4
Rubber, crude.....	38.2	39.6	33.7	24.5	31.7	14.9	7.9	11.2	20.3
Other miscellaneous.....	85.4	85.7	81.3	80.0	81.0	77.8	84.2	86.4	93.2
Raw materials.....	84.8	86.5	81.5	77.1	71.6	60.6	55.7	64.1	81.8
Semimanufactured articles.....	86.6	87.0	75.6	73.2	72.6	71.7	57.9	68.3	78.7
Finished products.....	89.0	88.8	82.4	83.0	79.2	73.4	70.7	76.4	86.2
All commodities other than farm products.....	87.6	87.5	80.9	80.6	77.8	72.0	68.5	73.9	84.1
All commodities other than farm products and foods.....	86.1	86.3	79.7	77.9	78.3	74.1	70.1	74.2	83.6

Index Numbers by Commodity Groups, 1926 to August 1937

Index numbers of wholesale prices by commodity groups, by years from 1926 to 1936, inclusive, and by months from January 1936 to August 1937, inclusive, are shown in table 4.

TABLE 4.—Index Numbers of Wholesale Prices, by Groups of Commodities

[1926=100]

Year and month	Farm products	Foods	Hides and leather products	Textile products	Fuel and lighting	Metals and metal products	Building materials	Chemicals and drugs	Housefurnishing goods	Miscellaneous	All commodities
By years:											
1926.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1927.....	99.4	96.7	107.7	95.6	88.3	96.3	94.7	96.8	97.5	91.0	95.4
1928.....	105.9	101.0	121.4	95.5	84.3	97.0	94.1	95.6	95.1	85.0	96.7
1929.....	104.9	99.9	103.1	90.4	83.0	100.5	95.4	94.2	94.3	82.6	95.3
1930.....	88.3	90.5	100.0	80.3	78.5	92.1	89.9	89.1	92.7	77.7	86.4
1931.....	64.8	74.6	86.1	66.3	67.5	84.5	79.2	79.3	84.9	69.8	73.0
1932.....	48.2	61.0	72.9	54.9	70.3	80.2	71.4	73.5	75.1	64.4	64.8
1933.....	51.4	60.5	80.9	64.8	66.3	79.8	77.0	72.6	75.8	62.5	65.9
1934.....	65.3	70.5	86.6	72.9	73.3	86.9	86.2	75.9	81.5	69.7	74.9
1935.....	78.8	83.7	89.6	70.9	73.5	86.4	85.3	80.5	80.6	68.3	80.0
1936.....	80.9	82.1	95.4	71.5	76.2	87.0	86.7	80.4	81.7	70.5	80.8
By months:											
1936:											
January.....	78.2	83.5	97.1	71.7	75.1	86.7	85.7	80.5	81.4	67.8	80.6
February.....	79.5	83.2	96.1	71.0	76.1	86.7	85.5	80.1	81.5	68.1	80.6
March.....	76.5	80.1	94.9	70.8	76.2	86.6	85.3	79.3	81.4	68.3	79.6
April.....	76.9	80.2	94.6	70.2	76.4	86.6	85.7	78.5	81.5	68.6	79.7
May.....	75.2	78.0	94.0	69.8	76.0	86.3	85.8	77.7	81.5	69.2	78.6
June.....	78.1	79.9	93.8	69.7	76.1	86.2	85.8	78.0	81.4	69.7	79.2
July.....	81.3	81.4	93.4	70.5	76.2	86.9	86.7	79.4	81.2	71.0	80.5
August.....	83.8	83.1	93.6	70.9	76.3	87.1	86.9	79.8	81.4	71.5	81.6
September.....	84.0	83.3	94.6	70.9	76.1	86.8	87.1	81.7	81.7	71.3	81.6
October.....	84.0	82.6	95.6	71.6	76.8	86.9	87.3	82.2	82.0	71.5	81.5
November.....	85.1	83.9	97.0	73.5	76.8	87.9	87.7	82.5	82.3	73.4	82.4
December.....	88.5	85.5	99.7	76.3	76.5	89.6	89.5	85.3	83.2	74.5	84.2
1937:											
January.....	91.3	87.1	101.7	77.5	76.6	90.9	91.3	87.7	86.5	76.2	85.9
February.....	91.4	87.0	102.7	77.5	76.8	91.7	93.3	87.8	87.9	77.3	86.3
March.....	94.1	87.5	104.2	78.3	76.2	96.0	95.9	87.5	88.4	79.5	87.8
April.....	92.2	85.5	106.3	79.5	76.8	96.5	96.7	86.9	89.0	81.1	88.0
May.....	89.8	84.2	106.7	78.7	77.2	95.8	97.2	84.5	89.3	80.5	87.4
June.....	88.5	84.7	106.4	78.2	77.5	95.9	96.9	83.6	89.5	79.4	87.2
July.....	89.3	86.2	106.7	78.3	78.1	96.1	96.7	83.9	89.7	79.0	87.9
August.....	86.4	86.7	109.1	77.1	78.4	97.0	96.3	82.2	91.1	77.3	87.5

The price trend since 1926 is shown in table 5 for the following groups of commodities: Raw materials, semimanufactured articles, finished products, commodities other than farm products, and commodities other than farm products and foods. The list of commodities included under the classifications "Raw materials", "Semimanufactured articles", and "Finished products" was given in the October 1934 issue of the Wholesale Prices pamphlet.

TABLE 5.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
1926	100.0	100.0	100.0	100.0	100.0	1936—Continued.					
1927	96.5	94.3	95.0	94.6	94.0	July	79.8	75.2	81.6	80.3	79.5
1928	99.1	94.5	95.9	94.8	92.9	August	81.5	75.6	82.4	80.9	79.7
1929	97.5	93.9	94.5	93.3	91.6	September	81.8	75.9	82.3	80.9	79.6
1930	84.3	81.8	88.0	85.9	85.2	October	82.1	76.2	82.0	80.9	80.1
1931	65.6	69.0	77.0	74.6	75.0	November	83.1	78.6	82.6	81.7	81.0
1932	55.1	59.3	70.3	68.3	70.2	December	85.6	82.3	82.8	83.1	82.2
1933	56.5	65.4	70.5	69.0	71.2	1937:					
1934	68.6	72.8	78.2	76.9	78.4	January	88.1	85.4	84.9	84.6	83.4
1935	77.1	73.6	82.2	80.2	77.9	February	88.3	85.5	85.4	85.0	84.1
1936	79.9	75.9	82.0	80.7	79.6	March	90.1	89.6	86.4	86.3	85.5
1936:						April	88.7	89.5	87.4	86.9	86.5
January	78.1	74.8	82.4	80.9	78.8	May	87.1	87.5	87.5	86.7	86.3
February	79.1	74.6	82.2	80.7	79.0	June	86.1	86.8	87.7	86.8	86.1
March	77.4	74.4	81.3	80.2	78.9	July	86.5	87.0	88.8	87.5	86.3
April	77.0	74.5	81.6	80.1	78.9	August	84.8	86.6	89.0	87.6	86.1
May	75.8	74.1	80.5	79.2	78.8						
June	77.6	73.9	80.7	79.4	78.8						

Weekly Fluctuations

Except for a slight upward tendency toward mid-August the general index of wholesale commodity prices fell steadily throughout the month. Sharp price reductions in the farm products, foods, textile products, chemicals and drugs, and miscellaneous commodity groups were largely responsible for the recession in the all-commodity index.

Between July 31 and August 28, the hides and leather products, fuel and lighting materials, and metals and metal products groups advanced slightly. An advance of 0.1 percent in housefurnishing-goods prices during the week ended August 7 was offset by a decline of 0.1 percent the following week.

During the 4-week period from July 31 to August 28, farm products prices as a group declined 3.1 percent; chemicals and drugs, 2.9 percent; textile products, 1.9 percent; miscellaneous commodities, 1.5 percent; foods, 1.4 percent; and building materials, 0.2 percent. Fuel and lighting materials advanced 0.4 percent, hides and leather

products increased 0.3 percent, and metals and metal products rose 0.1 percent from July 31 to August 28.

Weekly variations in prices in the major group classifications during August are shown by the index numbers in table 6. The percentage changes in the groups from week to week are given in table 7.

TABLE 6.—Weekly Index Numbers of Wholesale Prices, by Commodity Groups, July and August 1937

[1926=100]

Commodity group	Aug. 28, 1937	Aug. 21, 1937	Aug. 14, 1937	Aug. 7, 1937	July 31, 1937	July 24, 1937	July 17, 1937	July 10, 1937	July 3, 1937
All commodities.....	86.5	87.3	87.5	87.4	87.5	87.5	87.8	87.7	87.2
Farm products.....	85.0	87.1	87.5	86.9	87.7	88.4	91.1	90.5	89.7
Foods.....	85.3	86.8	86.5	86.3	86.5	86.0	86.1	86.8	85.3
Hides and leather products.....	108.7	108.6	108.6	109.1	108.4	107.6	107.6	106.4	106.6
Textile products.....	76.1	76.6	76.9	77.4	77.6	77.9	77.7	77.9	77.4
Fuel and lighting materials.....	79.1	78.9	78.9	78.9	78.8	78.6	78.4	78.3	78.1
Metals and metal products.....	95.5	95.5	95.5	95.4	95.4	95.4	95.3	95.3	95.1
Building materials.....	96.5	96.4	96.7	96.7	96.7	96.8	96.8	96.9	96.9
Chemicals and drugs.....	81.2	81.7	82.0	82.4	83.6	83.8	83.4	83.0	83.1
Housefurnishing goods.....	92.7	92.7	92.7	92.8	92.7	91.6	91.5	91.3	91.0
Miscellaneous.....	77.0	77.2	77.4	77.4	78.2	79.2	79.2	78.9	78.8
Raw materials.....	83.6	85.0	85.2	84.9	85.3	85.7	87.3	86.9	86.5
Semimanufactured articles.....	86.5	86.6	86.5	86.5	86.7	86.9	87.0	86.8	86.5
Finished products.....	88.3	88.9	89.1	89.1	89.1	88.9	88.6	88.6	88.0
All commodities other than farm products.....	86.8	87.3	87.5	87.5	87.5	87.4	87.2	87.1	86.6
All commodities other than farm products and foods.....	85.8	85.9	86.0	86.0	86.2	86.3	86.2	86.1	85.9

TABLE 7.—Weekly Changes (Percent) During August 1937, by Groups of Commodities

Commodity group	Percentage change from—				
	July 31-Aug. 28	Aug. 21-28	Aug. 14-21	Aug. 7-14	July 31-Aug. 7
All commodities.....	-1.1	-0.9	-0.2	+0.1	-0.1
Farm products.....	-3.1	-2.4	-5	+7	-9
Foods.....	-1.4	-1.7	+3	+2	-2
Hides and leather products.....	+3	+1	0	-5	+6
Textile products.....	-1.9	-7	-4	-6	-3
Fuel and lighting materials.....	+4	+3	0	0	+1
Metals and metal products.....	+1	0	0	+1	0
Building materials.....	-2	+1	-3	0	0
Chemicals and drugs.....	-2.9	-6	-4	-5	-1.4
Housefurnishing goods.....	0	0	0	-1	+1
Miscellaneous.....	-1.5	-3	-3	0	-1.0
Raw materials.....	-2.0	-1.6	-2	+4	-5
Semimanufactured articles.....	-2	-1	+1	0	-2
Finished products.....	-9	-7	-2	0	0
All commodities other than farm products.....	-8	-6	-2	0	0
All commodities other than farm products and foods.....	-5	-1	-1	0	-2

Monthly Average Wholesale Prices and Index Numbers of Individual Commodities

The table showing monthly average wholesale prices and index numbers of individual commodities formerly appearing in the Wholesale Prices pamphlet is now published semiannually instead of monthly. The June 1937 issue showed the average for the year 1936 and information for the first 6 months of 1937. The monthly figures will be furnished upon request.

Recent Publications of Labor Interest

SEPTEMBER 1937

Age Distribution of Workers

Age of gainful workers of the United States, 1920 and 1930. By William M. Gafafer. Washington, U. S. Public Health Service, 1937. 13 pp., charts. (Studies on the age of gainful workers No. 1; reprint No. 1806 from Public Health reports, Mar. 5, 1937.)

Gives numerical and percentage distribution of gainful workers in the census years 1920 and 1930, by age group and by sex.

Cooperative Movement

Consumers' cooperation—a social interpretation. By Harry W. Laidler. The consumers' cooperative movement—a factual survey. By Wallace J. Campbell. (In *New Frontiers*, League for Industrial Democracy, 112 East 19th Street, New York, May 1937; 64 pp.)

Cotton "cooperative" marketing. By W. H. Willey, Jr. Memphis, Tenn., 1937. 31 pp.

Analysis of operations of the American Cotton Cooperative Association, especially in relation to the Government stabilization policy.

Domestic Service

Betänkande och förslag i fråga om utbildning av hembiträden. Stockholm, Socialdepartementet, 1937. 202 pp. (Hembiträdesutredningens betänkande I.)

Report on the domestic-servant problem in Sweden, and proposals for reform, made by a special parliamentary committee after an investigation. An article on working conditions of domestic servants in Sweden was published in the March 1937 *Monthly Labor Review* (p. 607).

Economic and Social Problems

Planned society, yesterday, today, tomorrow. Edited by Findlay Mackenzie. New York, Prentice-Hall, Inc., 1937. xxvii, 989 pp.

A symposium by 35 economists, sociologists, and statesmen, with widely divergent points of view, in different countries. The general purpose and the conceptions underlying the plan of the book are set forth in the foreword, the introduction, and the editorial comments preceding the various contributions. The hope is expressed by the editor that "economic planning may indeed unify the forces necessary to social cohesion and possibly destroy those sinister instrumentalities that are shaping another world-wide catastrophe". He disavows "any attempt at final analysis or complete solution", and describes the book as primarily "a clearing house for types of thought on the fundamental aspects of economic control and planning". A bibliography is included.

Population, labor, and social reform. By David A. McCabe, Richard A. Lester, and Burnham N. Dell. Boston, Little, Brown, & Co., 1937. 512 pp.

Volume V of a group of five text-books published under the general title, *Economics and Social Institutions*. The subjects treated in this volume include labor organization, with a brief historical summary and a discussion of trade-union structure, policies, and methods; labor legislation; and social-insurance systems.

Social problems and social welfare. By Walter Greenwood Beach and Edward Everett Walker. New York, Charles Scribner's Sons, 1937. 431 pp., map, charts, illus.

Taking social change for their general theme, the authors consider various topics under the following headings: Group life—its American aspects; population change and social reorganization; health and welfare under changing conditions; depressed groups and social struggle; human values and social reconstruction. Questions for discussion and investigation and a list of books recommended for reading are included in each of the five sections.

Social problems of the drought area. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. Various paging, maps, charts. (Research Bulletins Series V.)

Brings together three reports which have also been published separately: (1) Areas of intense drought distress, 1930-1936; (2) The people of the drought States; (3) Relief and rehabilitation in the drought area.

How profitable is big business? Prepared under direction of Corporation Survey Committee of Twentieth Century Fund, Inc.; edited by Alfred L. Bernheim and others. New York, Twentieth Century Fund, Inc., 1937. 201 pp.

It is held that bigness has tended to act as a stabilizing factor. "Large corporations that made profits made them at lower rates than small ones, while large corporations that lost money lost at lower rates than small ones."

Man's worldly goods: The story of the wealth of nations. By Leo Huberman. New York, Harper & Brothers, 1936. 349 pp., illus. 2d ed.

An interpretation of modern economic history, with emphasis on social classes and on tendencies toward the socialization of enterprise. The author attempts to "explain history by economic theory and economic theory by history." A bibliography is appended.

World finance, 1935-37. By Paul Einzig. London, Kegan Paul, Trench, Trubner & Co., Ltd., 1937. 342 pp.

The author traces the course of world finance from 1935 to 1937 and concludes that monetary and credit conditions, now under the domination of inflationary rearmament finance and of highly variable wage and price policies, make the stabilization of international currencies for the present impracticable.

La crise économique dans le monde et en France—symptômes, causes et remèdes. By Bertrand Nogaro. Paris, Librairie Générale de Droit et de Jurisprudence, 1936. 352 pp.

Discusses the economic crisis which has been present in greater or less degree in many countries since 1919, with special reference to the depression beginning in 1929. The trends in several countries of the more important indexes—prices, unemployment, production, foreign commerce—are followed, and the crisis in France is given special study. The different interpretations of the statistics are discussed and there is a critical analysis of proposed solutions of the problem of economic depressions.

Education and Guidance

Cooperative training in retail selling in the public secondary schools. By Glenn Oscar Emick. Washington, U. S. Office of Education, 1936. 195 pp., illus. (Vocational Education Bulletin No. 186—Commercial Series No. 10.) Reviewed in this issue.

Trends in secondary education; being chapter II of Volume I of the biennial survey of education in the United States, 1934-36. By Carl A. Jessen. Washington, U. S. Office of Education, 1937. 44 pp. (Bulletin, 1937, No. 2; advance pages.)

In this record of developments in the field of secondary education, various vocational-education problems are discussed and the importance of guidance is stressed.

Occupational guidance. By Paul W. Chapman. Atlanta, Turner E. Smith & Co., 1937. 632 pp., maps, charts, illus.

Prepared as a basic text for classes concerned with vocational guidance. Data on representative occupations are presented and directions are given for analyzing one's own interests and abilities, preparing for a chosen vocation, and finding a job. At the close of each chapter suggestions for study and a list of selected references are furnished.

Operation of the scheme of authorized courses of instruction for unemployed boys and girls. London, National Advisory Council for Juvenile Employment (England and Wales), 1937. 21 pp.

A survey of the part-time school facilities provided by local school boards in England and Wales under the terms of the Unemployment Act of 1934, which placed upon local educational authorities the obligation to carry out the directions of the Ministry of Labor for providing instruction centers and classes which unemployed children 14 years of age and over are required to attend.

Review of the scheme of authorized courses of instruction for unemployed boys and girls. London, National Advisory Council for Juvenile Employment (Scotland), 1937. 15 pp.

Report on adult education in Wales, 1936. London, Board of Education, Welsh Department, 1937. 86 pp. (Memorandum No. 5.)

Employment and Unemployment

Employment status of persons 15-29 years of age [in Michigan]. Lansing, State Emergency Welfare Relief Commission, 1937. 14 pp., map. (Michigan Census of Population and Unemployment, first series, No. 10.)

Of 1,175,347 persons 15-29 years of age in Michigan on January 14, 1935, about 8 percent were seeking reemployment and 2.4 percent, their first jobs.

Mobility of labor in Michigan: A sample tabulation of mobility data from the Michigan census of population and unemployment, January 14, 1935. Lansing, State Emergency Welfare Relief Commission, 1937. 51 pp., map.

Out of the pit—a challenge to the comfortable. By John Newsom. Oxford, Basil Blackwell, 1936. 118 pp., illus.

Portrays the personal and psychological effects of prolonged and apparently permanent unemployment among miners in the depressed areas of Great Britain.

Family Allowances

XVII^e Congrès national des allocations familiales, Toulon, 5 Mai 1937—compte rendu. Paris, Comité Central des Allocations Familiales, 1937. 110 pp.

A report on the progress of family allowances in 1936, presented at this Congress, was published in the September 1937 Monthly Labor Review (p. 647).

Farm Tenancy

Report of the Committee on Land Tenure and Farm Debt Structure in Minnesota. St. Paul, Minnesota State Planning Board, 1937. Various paging, maps, charts; mimeographed.

Includes information on the extent of farm tenancy in Minnesota.

Farm tenancy in Washington: A report to the President's Farm Tenancy Committee. Olympia, Washington State Planning Council, 1937. 28 pp.

Health and Industrial Hygiene

Physicians and medical care. By Esther Lucile Brown. New York, Russell Sage Foundation, 1937. 202 pp.

The writer gives an account of the development of medical educational facilities; the work of the different medical associations in raising professional standards; the number and distribution of physicians, demand for their services, and their incomes; and discusses new forms of medical service, health insurance, and State medicine.

Student health services in institutions of higher education. By James Frederick Rogers, M. D. Washington, U. S. Office of Education, 1937. 61 pp., illus. (Bulletin, 1937, No. 7.)

The study covers health services provided for students in 352 colleges and universities.

Report of Committee on Public Health, Minnesota State Planning Board. [St. Paul?], 1936. 99 pp., maps, charts.

Deals with the public-health problems of Minnesota, presenting recommendations for a long-term public-health program and suggesting lines of additional investigation.

A study of the medical needs of recipients of old-age assistance in New York City in 1934. Albany, New York Department of Social Welfare, 1937. 79 pp. (Publication No. 21.)

Eighteenth annual report of Ministry of Health, Great Britain, 1936-37. London, 1937. 328 pp. (Cmd. 5516.)

The subjects covered include general public-health questions, public assistance, housing, town planning, and national health insurance and pensions. There is a separate report by the Welsh Board of Health.

A study of chronic mercurialism in the hatters' fur-cutting industry. Washington, U. S. Public Health Service, 1937. 70 pp., illus.; bibliography. (Public Health Bulletin No. 234.)

An engineering survey was made of sanitary conditions and degree of exposure to dust and mercury vapor in selected plants, and a medical study included physical examination of 529 persons in occupations in the industry in which there was exposure to mercury-contaminated atmosphere. Forty-three of these workers were found to have symptoms of chronic mercurialism varying from mild to severe. The report contains recommendations for control of the hazard.

Health Insurance

Health insurance—by whom? (In *The Commonwealth, Part Two*, Commonwealth Club of California, San Francisco, June 15, 1937, pp. 345-370.)

Discussions of health insurance and workmen's compensation, and of bills on these subjects before the California legislature.

Report by Government Actuary on fourth valuation of assets and liabilities of approved [national health insurance] societies [Great Britain]. London, 1937. 111 pp. (Cmd. 5496.)

Lists approved societies operating under the health-insurance system, and shows membership, benefits, assets, and liabilities.

Housing

A catalog of United States public documents for use in housing research: a summary of 1936 publications, January-September. Washington, U. S. Central Housing Committee, [1936?]. 40 pp.; mimeographed.

Entries are arranged under the titles of the respective issuing offices and information is given in certain cases as to method of obtaining copies of the reports.

Must we have slums? Edited by Charles Yale Harrison. New York, New York City Housing Authority, 1937. 19 pp.

Shows the scarcity of available dwelling units at reasonable rentals in New York City, and describes the beginnings made in providing adequate quarters in that city and in some of the European countries.

Some essential facts on government-aided housing in various British Empire countries. By Stella K. Margold. Washington, U. S. Bureau of Foreign and Domestic Commerce, 1937. 12 pp.

A tabular analysis of facts of general interest on government-aided urban housing in Canada, England, Scotland, Wales, Irish Free State, Australia, New Zealand, British India, Union of South Africa, Straits Settlements, and Trinidad.

Industrial Accidents and Workmen's Compensation

Industrial injuries in mines and quarries in 1934 and 1935. Washington, U. S. Bureau of Labor Statistics, 1937. 5 pp. (Serial No. R. 579, reprint from June 1937 Monthly Labor Review.)

Annual report of West Virginia Department of Mines, 1936. Charleston, 1937. 140 pp.

The report contains a directory of mines and data on employment, number of days worked, coal and coke production, coal reserves, and accidents. The

accidents are analyzed by causes; time of occurrence; occupations, ages, and nationalities of the injured; counties of the State; and companies. Fatal accidents increased from 311 in 1935 to 337 in 1936, and nonfatal from 11,573 to 13,757. Tons of coal mined per fatal accident increased from 320,935 in 1935 to 350,546 in 1936.

Annual report of Wyoming State Inspector of Coal Mines, year ending December 31, 1936. Rock Springs, Wyo., 1937. 70 pp., illus.

In 1936 Wyoming miners suffered 16 fatal and 263 nonfatal accidents. The report describes the fatal cases in detail, and analyzes the nonfatal accidents by causes and by nature of injury. Data are included on production, days of mine operation, employment, inspections, use of explosives, and first-aid activities.

Twenty-first report of Wyoming Workmen's Compensation Department, 11th report of Coal Mine Catastrophe Insurance Premium Fund, 14th report of Wyoming Peace Officers' Indemnity Fund, and 2d report of Firemen's Pension Fund, for year ending December 31, 1936. Cheyenne, 1937. 253 pp.

Reports were received during the year of 7,492 injuries, of which 36 resulted in death, 8 in permanent total disability, 167 in permanent partial disability, and 1,190 in temporary disability, while 6,091 required medical aid only. Awards in fatal and disability cases amounted to \$338,711, with additional funeral expenses of \$8,999; and in medical cases, to \$115,915; additional awards for investigations and witness fees brought the total amount for the year to \$474,674.

Report for 1936 of the Workmen's Compensation Board of Ontario. Toronto, 1937. 69 pp. (Legislative Assembly, Sessional Paper No. 28, 1937.)

Awards totaling \$3,553,282 for compensation and \$1,058,642 for medical aid were made in connection with accidents in schedule 1 industries (those in which the employers in each of 24 industry classes are assessed to provide a special compensation fund for the class). Compensation awards for accidents in schedule 2 industries (those in which employers are individually liable) and crown cases amounted to \$1,031,874. The total number of accidents reported during the year was 61,382, as against 58,546 in 1935. The report includes detailed data for 1935 which were not available when the report for that year was printed.

Rapport annuel et comptes pour l'exercice 1936 de la Caisse Nationale Suisse d'Assurance en Cas d'Accidents. [Berne?], 1937. 60 pp., illus.

Contains a general account of operation of the Swiss compulsory accident-insurance system during 1936. Appendixes give statistics covering insured enterprises, including total amounts of wages paid to workers in the different industries.

Ulykkestrygden for industriarbeidere m. v., 1934. Oslo, Rikstrygdeverket, 1937. 154 pp., charts.

Statistical report on industrial accidents in Norway in 1934, with summaries for earlier periods beginning with 1895. French translations of table of contents, titles, and column heads in tables, are provided.

Jaarverslag van de stichting "Het Veiligheidsmuseum", 1936. Amsterdam, Veiligheidsmuseum, 1937. 47 pp., illus.

Report of Safety Museum at Amsterdam for 1936, including information on the organization and operations of the museum, and on safety devices.

Industrial Psychology

In the realm of mind: Nine chapters on the applications and implications of psychology. By Charles S. Myers. Cambridge, England, University Press, 1937. 251 pp.

Discusses the help of psychology in the choice of a career, the human factor in accidents, the modern development of social psychology, and the trend toward internationalism.

Iron and Steel Industry

Report of the Import Duties Advisory Committee [Great Britain] on the present position and future development of the iron and steel industry. London, Board of Trade, 1937. 117 pp. (Cmd. 5507.)

Considers labor and other social problems in relation to future development of the iron and steel industry, dealing chiefly with the problems connected with

increasing mechanization, shifts in location of the industry, and labor recruiting. Possibilities in the development of new areas closer to supplies of iron ore, into which the steel industry is moving, are discussed from the viewpoint of housing and social welfare of workers.

Labor Legislation

International survey of legal decisions on labor law, 1935-36. Geneva, Switzerland, International Labor Office (American branch, 734 Jackson Place, Washington, D. C.), 1937. 443 pp.

Labor laws and their administration, 1936: Proceedings of twenty-second convention of International Association of Governmental Labor Officials, Topeka, Kans., September 1936. Washington, U. S. Bureau of Labor Statistics, 1937. 243 pp. (Bulletin No. 629.)

Federal regulation of labor relations: Labor Relations Act and its application to manufacturing establishments. Washington, Chamber of Commerce of the United States, Department of Manufacture, 1937. 20 pp.

Rules and regulations, series 1, as amended [under National Labor Relations Act], and National Labor Relations Act. Washington, National Labor Relations Board, 1937. 27 pp.

What workers and employers should know about the National Labor Relations Act. By Edwin S. Smith, member National Labor Relations Board. Washington, U. S. Bureau of Labor Statistics, 1937. 5 pp. (Reprint from June 1937 Labor Information Bulletin.)

Rulings and interpretations under the Walsh-Healey Public Contracts Act. Washington, U. S. Department of Labor, Division of Public Contracts, 1937. 34 pp.

Legal restrictions on employment of aliens in Latin America. By Eugene D. Owen. Washington, U. S. Bureau of Labor Statistics, 1937. 11 pp. (Serial No. R. 607, reprint from July 1937 Monthly Labor Review.)

Labor Organization

Histoire du mouvement ouvrier, 1830-1871. By Édouard Dolléans. Paris, Librairie Armand Colin, 1936. 397 pp.

History of the labor movement from 1830 to 1871, relating particularly to France, but discussing the formation and activities of the First International and the work and theories of the Socialist leaders of that time.

The post-war history of the British working class. By Allen Hutt. London, Victor Gollancz, Ltd., 1937. 320 pp.

Record of policies, practices, and outstanding events in the trade-union movement of Great Britain, from the close of the World War to the present time, based on official reports of the British Trades Union Congress and the British Labor Party, and on information given in various labor publications.

Labor Turn-Over

A review of factory labor turn-over, 1930 to 1936. By Herman B. Byer and John Anker. Washington, U. S. Bureau of Labor Statistics, 1937. 22 pp. (Serial No. R. 608, reprint from July 1937 Monthly Labor Review.)

Migration

A survey of labor migration between States. By N. A. Tolles. Washington, U. S. Bureau of Labor Statistics, 1937. 14 pp. (Serial No. R. 592, reprint from July 1937 Monthly Labor Review.)

Newcomers and nomads in California. By William T. Cross and Dorothy Embry Cross. California, Stanford University Press, 1937. 149 pp., maps, charts, illus.

Tells the story of the influx of indigent people into California during and since the depression, and of Federal action in the crisis. According to the investigators,

the discontinuance of direct Federal aid points to the need for a general program dealing with the migration problem. Independent efforts by municipal, county, and State governments to meet the situation are considered altogether inadequate. A bibliography is included.

Mining Industry

Minerals yearbook, 1937. Washington, U. S. Bureau of Mines, 1937. 1,502 pp., maps, charts.

In addition to the usual statistics on production, data are given on employment and accidents in the mineral industries and on the advances of technology in mining.

Nutrition

First report of Advisory Committee on Nutrition [Great Britain]. London, Ministry of Health, 1937. 52 pp.

Reviews recent advances in knowledge of nutrition and in the application of this knowledge, and indicates the directions in which changes in diet among British people are desirable.

Pensions

Railroad retirement act of 1937. Washington, U. S. Bureau of Labor Statistics, 1937. 3 pp. (Serial No. R. 614, reprint from August 1937 Monthly Labor Review.)

Report by the Government Actuary [Great Britain] on the financial provisions of the widows', orphans', and old-age contributory pensions (voluntary contributors) bill, 1937. London, 1937. 17 pp. (Cmd. 5415.)

Productivity of Labor

Labor productivity in the leather industry. By John R. Arnold. Washington, U. S. Bureau of Labor Statistics, 1937. 10 pp. (Serial No. R. 596, reprint from July 1937 Monthly Labor Review.)

Productivity, hours, and compensation of railroad labor, 1933 to 1936. By Witt Bowden. Washington, U. S. Bureau of Labor Statistics, 1937. 24 pp. (Serial No. R. 597, reprint from July 1937 Monthly Labor Review.)

Recreation

Report of the Committee on Recreation, Minnesota State Planning Board. [St. Paul], 1937. 29 pp.

Presents recommendations for the development of recreational facilities in the State and describes certain activities provided by different agencies.

Relief Measures and Statistics

Economic backgrounds of the relief problem. By J. P. Watson. Pittsburgh, University of Pittsburgh, Bureau of Business Research, 1937. 144 pp., charts.

Treats of the general character and significance of economic need, the limits of direct access to the economic system for the necessities of life, the meaning of unemployment, approximations of loss of working time by employed persons in the Pittsburgh district, gainful workers and family load, family income, and social policy toward relief. Statistics of unemployment in Allegheny County in April 1930 and February 1934 are given, with estimates of unemployment in that county from 1929 to 1936.

Farmers on relief and rehabilitation. By Berta Asch and A. R. Mangus. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. 226 pp., maps, charts, illus. (Research Monograph VIII.)

Reports on the extent and causes of farm distress; relief grants and rehabilitation advances; social characteristics of relief and rehabilitation households; employment and relation to the land; production factors; relief trends, 1933 through 1935; and programs of reconstruction.

Grants-in-aid of wages: A study of the problem of supplementary relief. By Sava S. Schwartz. Philadelphia, Philadelphia County Relief Board, 1937. 55 pp.; mimeographed.

Data from this study are given in this issue of the Monthly Labor Review.

Report on progress of The Works Program. Washington, U. S. Works Progress Administration, 1937. 127 pp., maps, charts, illus.

A résumé of the activities of the National Youth Administration, as reviewed in this publication, is given in this issue of the Monthly Labor Review.

A survey of the transient and homeless population in 12 cities, September 1935 and September 1936. By M. S. Northrup, M. J. Brown, and Katherine Gordon. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. 52 pp., chart.

Reviewed in this issue.

Illinois persons on relief in 1935. A survey of persons receiving assistance from the Illinois Emergency Relief Commission in 1935, with emphasis upon their occupational characteristics and employability. By Elizabeth A. Hughes. Chicago, [Illinois Works Progress Administration and Emergency Relief Commission?], 1937. lii, 235 pp.

The number of relief cases for which adequate schedules were secured was 342,930, representing 1,177,206 persons, or roughly 15 percent of the population of Illinois. Those on relief between 16 and 64 years old numbered 671,085, or about 1 out of every 8 persons of these working ages in the State. All industries and most of the occupational groups in Illinois were represented.

Yearbook, July 1935-June 1936, of Indiana Governor's Commission on Unemployment Relief. [Indianapolis?], 1937. 118 pp., maps, charts.

Activities of Iowa Emergency Relief Administration for 1936, including summary for years 1933, 1934, 1935. Des Moines, 1937. Various paging, maps, charts.

Summary report of Committee on Social Security and Public Welfare, Minnesota State Planning Board. [St. Paul?], 1937. 26 pp., charts.

The work done by State and county public-welfare organizations and by Federal relief agencies is summarized, and specific recommendations are made for a comprehensive and properly financed welfare program for the State of Minnesota.

Statistique annuelle des institutions d'assistance, 1933. Paris, Présidence du Conseil, Statistique Générale de la France, 1936. 71 pp.

Annual statistical report of French welfare institutions for the year 1933, showing assistance given to the aged and permanently incapacitated, hospital and medical care of the sick, maternity and infant care, care of the insane, and aid to large families.

Social Security

Social security in America: The factual background of the Social Security Act as summarized from staff reports to Committee on Economic Security. Washington, U. S. Social Security Board, 1937. 592 pp., charts.

In this volume the work of the Committee on Economic Security in preparing the groundwork for the Social Security Act is presented. The staff reports provided a factual basis showing the extent of the problems of unemployment and old-age dependency in the United States and the inadequacy of the legislative measures and voluntary systems which had been in force prior to the enactment of the act. The evolution of social-insurance systems in foreign countries is reviewed from the standpoint of the light that might be thrown upon the solution of the problem in this country. The need for child-welfare provisions in a general program designed to promote economic security, and for coordinating maternal and child health and welfare provisions and care of the blind, with such a program, is discussed, together with the measures proposed by the Committee. Appendixes contain much statistical and other material bearing on the subjects covered by the act.

Social security in Ohio. Columbus, Ohio Department of Public Welfare, Division of Public Assistance, 1937. 63 pp.

Describes the nine social-security services created by the State of Ohio, and gives a brief account of old-age benefits under the Federal Social Security Act.

Draft bills for State unemployment compensation of pooled fund and employer reserve account types. Washington, U. S. Social Security Board, 1937. 151 pp. Revised edition.

Report of the Unemployment Assistance Board [Great Britain] for the year ended December 31, 1936. London, Ministry of Labor, 1937. 202 pp. (Cmd. 5526.) Reviewed in this issue.

Industrial assurance—an historical and critical study. By Arnold Wilson and Hermann Levy. London, Oxford University Press, 1937. 519 pp.; bibliography.

In part 1 the authors review the historical origins and social developments of industrial assurance, which is the British term for death benefits or burial insurance, and give a summary of British legislation concerning this form of protection from 1774 to 1933. The second part of the book deals with the pressure brought to bear on working people to buy insurance, excessive funeral expenditures, and losses to insured persons through policies that lapsed largely because of overinsurance. Part 3 discusses organization and finance of companies, and part 4 the legal aspects of industrial assurance and the question of nationalization of the system in connection with the national health insurance scheme.

Compte rendu des opérations et de la situation de la Caisse Générale d'Épargne et de Retraite 1936. Bruxelles, Caisse Générale d'Épargne et de Retraite, 1937. 94 pp.

Report of the Belgian General Savings and Retirement Fund for 1936. Approximately 4,463,000 persons were affiliated with the retirement fund on December 31, 1936, and payments during the year amounted to 311,600,000 francs.

Wages and Hours of Labor

Annual earnings in the bituminous coal industry. By Edward K. Frazier. Washington, U. S. Bureau of Labor Statistics, 1937. 9 pp. (Serial No. R. 594, reprint from July 1937 Monthly Labor Review.)

Local wage rates for selected occupations in public and private construction, 1936. Washington, U. S. Works Progress Administration, Division of Research, Statistics, and Records, [1937]. 83 pp.

Survey of the legal profession in New York County with conclusions and recommendations. 1936 report of the Committee on Professional Economics of the New York County Lawyers' Association. New York, 14 Vesey Street, [1937?]. 96 pp.

Statistical data from this report, on the earnings of lawyers in New York County in 1933, are given in this issue of the Monthly Labor Review.

Wages, hours, and working conditions in the set-up paper-box industry, 1933, 1934, and 1935. Washington, U. S. Bureau of Labor Statistics, 1937. 123 pp., charts, illus. (Bulletin No. 633.)

Technological processes and occupations are described in an appendix to the bulletin.

Wage structure in deep-sea shipping. By Henry A. Bates and Donald L. Helm. Washington, U. S. Bureau of Labor Statistics, 1937. 18 pp. (Serial No. R. 595, reprint from July 1937 Monthly Labor Review.)

Report on wages, hours of work, and conditions of employment in the textile industries (cotton, silk, wool, and hosiery) in Bombay Presidency (excluding Sind), May 1934. Bombay, Labor Office, 1937. 265 pp., illus. (General wage census, Part I—Perennial factories; third report.)

Women in Industry

Report to Laundry Wage Board, relating to wages and hours of women and minors in laundry industry of New Jersey, November 1936. Trenton, Department of Labor, Minimum Wage Bureau, 1937. 40 pp., charts; mimeographed.

Reviewed in this issue.

Hours and earnings in men's pants industry in Connecticut. Hartford, Department of Labor, Minimum Wage Division, 1937. Various paging; mimeographed. Reviewed in this issue.

Synopsis of survey of hours, wages, and other conditions of employment in the production of wearing apparel and accessories [Rhode Island]. Providence, Department of Labor, Division of Women and Children, [1937]. 6 pp.; mimeographed.

Data from this report are given in this issue of the Monthly Labor Review.

Message of Governor of New York transmitting memorandum from the Industrial Commissioner with facts and statistics relating to earnings and hours of women in industry. Albany, 1937. 28 pp. (Legislative Document No. 55, 1937.)

This compilation of data on women's earnings and hours in New York was submitted by the Governor of New York to the Legislature in support of minimum-wage legislation. It is a résumé of numerous surveys of various woman-employing industries in New York, made in recent years by the New York Department of Labor. Experience under the Minimum Wage Act of 1933 is reviewed.

Women must choose: The position of women in Europe today. By Hilary Newitt. London, Victor Gollancz, Ltd., 1937. 288 pp.

Discusses the social, political, and economic status of women, particularly with reference to opportunities for education and employment, under the three prevailing European political systems, fascism, sovietism, and democracy, with brief comparative reviews of pre-war conditions. Authentic documentary material has been drawn upon in presenting official plans and programs of the fascist countries and the U. S. S. R.

General Reports

Annual report of Industrial Commissioner, New York State Department of Labor, for twelve months ended December 31, 1936. Albany, 1937. 211 pp. (Legislative Document, 1937, No. 21.)

In addition to the report of the Industrial Commissioner covering the work of the various divisions of the department of labor, the volume contains opinions of the attorney general construing provisions of labor laws during the calendar year 1936.

Report of Oklahoma Department of Labor for the biennium period ending June 30, 1936. Oklahoma City, 1936. 89 pp. (Bulletin No. 10-A, 1936 edition.)

Includes information on employment-office activities, factory inspection, the work of the division of women and children, wages, collection of wage claims, and industrial disputes.

The Chinese year book, 1936-37. Edited by Chao-Ying Shih and Chi-Hsien Chang. Shanghai, Commercial Press, Ltd., 1936. 1596 pp., map.

The subjects covered in the labor section include employment and unemployment, industrial population, labor organizations, wages, working hours, and industrial disputes. Some of the statistics are for 1935 but most of them are for earlier years. A chronology of important labor events in China is a special feature.

Annual report of Chief Inspector of Factories and Workshops for the year 1936. London, Home Office, 1937. 107 pp.

Information on industrial diseases in British factories in 1936, taken from this report, is given in this issue of the Monthly Labor Review. The report also contains data on accidents to workers, number of persons employed, hours of employment, piece work, and welfare work.

Laboring life in Norfolk villages, 1834-1914. By L. Marion Springall. London, George Allen & Unwin, Ltd., 1936. 158 pp., map.

Contains data on wages of farm laborers, and an account of early efforts at organization and control of working conditions among farm laborers in an important agricultural county of England in the middle nineteenth century. In an appendix, several housekeeping accounts are reproduced which indicate retail prices and cost of living for agricultural workers at various times from 1861 to 1913. A bibliography, classified by subject and source, is included.

Lietuvos statistikos metraštis, 1936. Kaunas, Lithuania, Finansu Ministerija, Centralinis Statistikos Biuras, 1937. 297 pp. (In Lithuanian and French.)

Statistical annual for 1936 issued by the Lithuanian Central Bureau of Statistics. The subjects covered include wages in agriculture and industry, industrial employment, employment service, prices, cooperative societies, and social insurance.

Statistical abstract of Palestine, 1936. Jerusalem, Office of Statistics, 1937. 103 pp., charts.

Statistics are presented showing the extent of migration and naturalization from 1926 to 1935; wages, prices, and cost-of-living indexes for 1935 and earlier years; and number and types of cooperative societies on register in 1935.

Extracto estadístico del Peru, 1934-1935. Lima, Ministerio de Hacienda, Dirección Nacional de Estadística, 1937. 379 pp.

Gives wholesale and retail prices and index numbers for 1934 and 1935; and statistics of industrial accidents in Lima, of employment, daily wages, and working hours in the growing of sugar, rice, wheat, and cotton in 1935, and of registered unemployed, 1931-35. English translations of table of contents and table heads are provided.

The Soviets. By Albert Rhys Williams. New York, Harcourt, Brace & Co., 1937. 554 pp.

Writing in the form of questions and answers, the author includes discussions of labor unions, cooperative workshops and handicrafts, distribution of the product of labor, security of workers, housing, education, collective farming, and various other topics relating specifically to labor.



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